

Notice of Meeting

ASSEMBLY

Wednesday, 30 March 2011 - 7:00 pm
Council Chamber, Town Hall, Barking

To: Members of the Council of the London Borough of Barking and Dagenham

Chair: Councillor M Hussain
Deputy Chair: Councillor J Davis

Date of publication: 22 March 2011

Stella Manzie
Chief Executive

Contact Officer: Margaret Freeman
Tel: 020 8227 2638
Minicom: 020 8227 5755
E-mail: margaret.freeman@lbbd.gov.uk

AGENDA

1. **Apologies for Absence**
2. **Declaration of Members' Interests**

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.
3. **Minutes - To confirm as correct the minutes of the meeting held on 23 February 2011 (Pages 1 - 6)**
4. **Appointments (Pages 7 - 8)**
5. **2011/12 Treasury Management Strategy (Pages 9 - 45)**
6. **Child Protection Practice and Policy in Schools Scrutiny Review (Pages 47 - 86)**
7. **Community Cohesion Scrutiny Review (Pages 87 - 165)**
8. **Fly Tipping Scrutiny Review (Pages 167 - 184)**
9. **Smoking Cessation Scrutiny Review (Pages 185 - 211)**

10. **Withdrawal of Permitted Development Rights for Homes in Multiple Occupation (Pages 213 - 222)**
11. **Adoption of Borough-wide Development Policies Development Plan Document (Pages 223 - 230)**
12. **Members' Allowances 2011/12 (Pages 231 - 239)**
13. **Motions**

No motions have been received.
14. **Leader's Question Time**
15. **General Question Time**
16. **Any other public items which the Chair decides are urgent**
17. **To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

Private Business

The public and press have a legal right to attend Council meetings such as the Assembly, except where business is confidential or certain other sensitive information is to be discussed. The list below shows why items are in the private part of the agenda, with reference to the relevant legislation (the relevant paragraph of Part 1 of Schedule 12A of the Local Government Act 1972 as amended). ***There are no such items at the time of preparing this agenda.***

18. **Any confidential or exempt items which the Chair decides are urgent**

ASSEMBLY

Wednesday, 23 February 2011
(7:10 - 8:06 pm)

PRESENT

Councillor M Hussain (Chair)
Councillor J Davis (Deputy Chair)

Councillor S Alasia	Councillor J L Alexander
Councillor S Ashraf	Councillor A Gafoor Aziz
Councillor R Baldwin	Councillor P Burgon
Councillor L Butt	Councillor E Carpenter
Councillor J Channer	Councillor J Clee
Councillor R Douglas	Councillor C Geddes
Councillor N S S Gill	Councillor R Gill
Councillor D Hunt	Councillor A S Jamu
Councillor E Kangethe	Councillor E Keller
Councillor G Letchford	Councillor M A McCarthy
Councillor J E McDermott	Councillor M McKenzie MBE
Councillor D S Miles	Councillor J Ogungbose
Councillor B Poulton	Councillor H S Rai
Councillor A K Ramsay	Councillor L A Reason
Councillor C Rice	Councillor L Rice
Councillor T Saeed	Councillor A Salam
Councillor L A Smith	Councillor S Tarry
Councillor D Twomey	Councillor G M Vincent
Councillor J Wade	Councillor P T Waker
Councillor J R White	Councillor M M Worby

APOLOGIES FOR ABSENCE

Councillor G Barratt	Councillor H J Collins
Councillor L Couling	Councillor I S Jamu
Councillor M Mullane	Councillor E O Obasohan
Councillor T Perry	Councillor D Rodwell
Councillor L R Waker	

53. Declaration of Members' Interests

Councillor Poulton declared a personal interest in Agenda Item 6 as a former trustee of Thames Side Community Support.

Councillors Geddes and Channer both declared a personal interest in Agenda Item 6 as they hold surgeries at the Advice Centre.

54. Minutes - To confirm as correct the minutes of the meeting held on 8 December 2010

Agreed

55. Appointments

Received and noted this report introduced by the Monitoring Officer.

Agreed that the independent member vacancy on the Standards Committee be left vacant at this time and reconsidered when the future of the Standards regime is more certain.

56. Appointment of Monitoring Officer

Received and noted the report introduced by the Corporate Director of Adult and Community Services.

It was further noted that Thurrock Council had agreed at their Cabinet meeting on 18 February 2011 to enter into an agreement with this Council regarding the proposed appointment set out in the report.

Agreed to:

1. appoint Tasnim Shawkat, Head of Legal and Democratic Services at Thurrock Council, as this Council's Monitoring Officer during the period of her secondment to Barking and Dagenham on a part-time basis from 1 April 2011 to 31 March 2012, and
2. authorise the Acting Chief Executive or his appointee to make any necessary contractual arrangements with Thurrock Council to give effect to the arrangement.

57. Response to Petition - The Advice Centre, Bastable Avenue, Barking IG11 0LG

Received and noted this report introduced by the Head of Community Cohesion and Equalities. It was further noted that the Council has been advised that the Advice Centre was closed in November 2010 due to lack of funds.

Councillor Alexander, Cabinet Member for Crime, Justice and Communities, recognised the many years of help and advice given to the residents of Thames Ward by Thames Side Community Support. Referring to the Coalition Government's cuts in funding to local authorities, she stated that the Council had to look at the needs of the Borough as a whole. She confirmed the Council's commitment to supporting local people in accessing high quality advice services and that the Community Legal Advice Centre had increased the quality of general and specialist advice available for local people since it opened in May 2010.

Agreed:

1. to acknowledge the concerns of the residents;
2. to note the work of the Community Legal Advice Centre in providing generalist and specialist advice services across the borough;

3. that, due to the current financial climate, it is not possible for the Council to fund separate local advice services in addition to borough-wide provision by the Community Legal Advice Centre.

58. Local Development Framework - Adoption of Barking Town Centre Area Action Plan

Received and noted this report introduced by the Cabinet Member for Regeneration.

Following a question, the Cabinet Member for Regeneration confirmed an error on page 64 of the Area Action Plan in relation to the partnership with First Base scheme being delivered by the Local Housing Company.

Agreed to adopt the Barking Town Centre Area Action Plan, which will form part of the Barking and Dagenham Local Development Framework.

59. Review of Council's Financial Rules

Received and noted this report introduced by the Corporate Director of Finance and Resources.

Agreed to:

1. approve the new Financial Rules for full adoption across the Council as set out in Appendix B to the report; and
2. approve all consequential changes to the Council's Constitution including the Scheme of Delegation.

60. 2011/12 Budgetary Framework

The Corporate Director of Finance and Resources (CDFR) gave a short presentation covering:

- Policy house – the Council's vision and priorities
- Budget process successes
- The Council's plans for making savings
- The impact of grant cuts
- The risks in balancing this budget

The key messages from the presentation are that:

- This is a balanced budget for 2011/12
- The policy led approach will continue to ensure that the budget reflects Member and community priorities
- The size of reductions creates risks in planned savings
- The reserves position is better than last year but cannot be reduced due to budget risks
- More savings will need to be found for 2012/13 onwards
- New legislation (localism, housing, benefits) and the Olympics in 2012 will have an impact

Councillor Geddes, the Cabinet Member for Finance, Revenues and Benefits, introduced the budgetary framework for 2011/12 report, setting out:

- the three year Council Plan
- the Medium Term Financial Strategy and a two year summary level financial model for the council
- a four year capital investment programme
- detailed annual revenue estimates for revised 2010/11 and 2011/12, and
- the proposed level of council tax for 2011/12

In presenting the detail the Cabinet Member thanked the CDFR and her staff for their support during the budget preparation process, as well as the Members and members of the public who had taken part in the consultation process.

He confirmed that the Council was facing cuts of £20.2 million over the next two years and noted that many officers had been lost to the Council through the voluntary redundancy scheme, which would inevitably lead to a higher workload for those remaining.

He was pleased to note that this Council is in the forefront in working across borough boundaries, as exemplified by the Assembly's agreement to working with Thurrock Council as detailed earlier in this meeting and by the series of meetings that he and Councillor Channer had arranged with various other councils.

Despite the severe cuts imposed by the Coalition Government, the Cabinet Member was pleased to confirm that this Council:

- is continuing to invest in our schools,
- will be opening a Skills Centre for 14-19 year olds,
- has one of the best adult care services in the UK,
- is working to reduce the housing waiting list,
- will have a £9m sports facility in Mayesbrook Park as a result of the 2012 Olympics,
- will be freezing Council Tax for a third consecutive year,
- will not be closing libraries, and
- will not be closing children's centres or leisure centres.

In finalising the report, the Cabinet Member stated that Members and officers across all departments are taking collective responsibility for this balanced budget and that the Council's priority is to build a fairer, prosperous and aspirational Barking and Dagenham.

The Chair invited members to comment on the budget proposals.

Members noted their concerns at the aggressive cuts imposed by the Coalition Government, in the face of which this Council has worked extremely hard to minimise job cuts in services that the people of this borough rely on. None of the cuts are welcome but Members noted that this is a robust and balanced budget that had been scrutinised and analysed fully.

The Leader of the Council, Councillor Smith, seconded the budget proposals and

congratulated the Cabinet Member on his excellent presentation. Councillor Smith further thanked the people of this borough for supporting the Members at the May 2010 elections and noted that as a result of consultation (which he gave his word would continue) with the Trade Unions and members of the public, this budget had not occasioned ugly scenes of protest as had been experienced by other boroughs.

The budget proposals were put to a vote by a show of hands and it was **agreed** unanimously to approve:

- (i) The Council Plan "Building a Better Life for All" as set out at Appendices A and B to the report;
- (ii) The Medium Term Financial Strategy for 2011/12 - 2013/14 as set out at Appendices C and D to the report;
- (iii) The Capital Investment Programme for 2010/11 - 2014/15 as set out at Appendix G to the report;
- (iv) The savings summary for 2010/11 - 2013/14, revised budget for 2010/11 and base budget for 2011/12 as set out at Appendices E, J and K to the report, resulting in a freeze in Council Tax levels for 2011/12 for the third year in succession;
- (v) The position on reserves as set out in paragraph 2.7 of the report;
- (vi) The Council's Prudential Indicators as set out in Appendix H to the report; and
- (vii) The Statutory Budget Determinations and Amount of Council Tax for the London Borough of Barking and Dagenham for 2011/12 as set out at Appendix L (final precept confirmed by Greater London Council) and Appendix M to the report.

61. Motions

None

62. Leader's Question Time

None

63. General Question Time

None

64. David Woods - Acting Chief Executive

The Leader of the Council, Councillor Smith, announced that Mr David Woods, the Acting Chief Executive, would be retiring from the Council in March 2011. Unfortunately Mr Woods was unable to attend this evening's meeting.

Paying tribute to him, Councillor Smith advised Members that Mr Woods had been presented with a certificate recognising his forty years' service with this Council. During his service Mr Woods has worked in various posts, starting out in environmental health and working his way up the ladder to become a Director of Housing, a Corporate Director of Customer Services and ultimately Acting Chief Executive. Councillor Smith expressed his personal thanks to Mr Woods for all

his help and support over recent years.

The Assembly placed on record their appreciation of the service Mr Woods has given to this Council over such a long period of time and wished him a very happy retirement.

ASSEMBLY

30 MARCH 2011

REPORT OF THE LEADER OF THE COUNCIL

Title: Appointment to an Outside Body - CREATE	For Decision
<p>Summary:</p> <p>CREATE is an annual arts festival that is held in July each year. In previous years the programme has been co-ordinated and delivered by the then five Olympic Host Boroughs. Now that Barking and Dagenham is officially recognised as the sixth Host Borough, the Borough will now be featured in the CREATE festival programme from 2011 onwards.</p> <p>To ensure the long term viability for the festival after the 2012 Games, the Host Boroughs Joint Committee, of which the Council is a member, has decided to create an independent company to manage the future delivery of the festival.</p> <p>Each Host Borough has been requested to nominate a Member (responsible for culture and sport) to sit on the Board of Directors of the company. Accordingly this report requests that the Assembly appoints the portfolio holder for culture and sport to represent the Council on the CREATE board.</p> <p>Wards Affected: None</p>	
<p>Recommendation(s)</p> <p>The Assembly is recommended to agree the appointment of the Cabinet Member for Culture and Sport to the Board of Directors of the CREATE festival company as from the date of its incorporation.</p>	
<p>Reason(s)</p> <p>To ensure the Council is represented on the CREATE Board of Directors.</p>	
<p>Comments of the Chief Financial Officer</p> <p>The recommendation contained in this report does not commit the Council to any capital or revenue expenditure.</p>	
<p>Comments of the Legal Partner</p> <p>The Host Boroughs Joint Committee has decided to form a company with charitable status to take forward and secure the sustainability of the CREATE festival. The Memorandum and Articles of Incorporation for the new company provide, in accordance with a decision of the Joint Committee, that one councillor Member of each of the Host Boroughs shall be nominated to the Board of Directors of the new company. The Joint Committee expects that that Member shall be the Member with responsibility for sports and culture in each Borough. Each of the six Host Boroughs have or are in the process of obtaining and submitting their respective nominees to the CREATE Board in order that the company can be incorporated and commence business by 1 April 2011.</p>	

This report is prepared in order to secure the nomination of the London Borough of Barking and Dagenham.

Under Part C of the Constitution, the power to make nominations to outside bodies is reserved to the Assembly and accordingly this report is being submitted to Assembly to approve the nomination in accordance with the Recommendation.

Head of Service: Paul Hogan	Title: Divisional Director Culture and Sport, Adult and Community Services	Contact Details: Tel: 020 8227 3576 E-mail: paul.hogan@lbbd.gov.uk
Cabinet Member: Councillor Liam Smith	Portfolio: Olympics	Contact Details: Tel: 020 8724 8448 E-mail: liam.smith@lbbd.gov.uk

ASSEMBLY

30 MARCH 2011

REPORT OF THE CORPORATE DIRECTOR OF FINANCE AND RESOURCES

Title: 2011/12 Treasury Management Strategy	For Decision
<p>Summary</p> <p>This report deals with the Treasury Management Annual Investment Strategy Statement, Treasury and Prudential Indicators, Annual Investment Strategy and borrowing limits, in compliance under section 15 (1) (a) of the Local Government Act 2003.</p> <p>The production and approval of a Treasury Management Annual Strategy Statement and Annual Investment Strategy are requirements of the Council under Section 15(1) of the Local Government Act 2003. It is also a requirement of the Act to set an authorised borrowing limit for the forthcoming financial year.</p> <p>The Local Government Act 2003 also requires the Council to have regard to the Prudential Code, and to set prudential indicators which take into account the Council's capital investment plans for the next 3 years.</p> <p>Wards Affected: All</p>	
<p>Recommendation(s)</p> <p>The Assembly is asked to consider and approve the Treasury Management Strategy Statement for 2011/12 (this document), and within this document the following:</p> <ol style="list-style-type: none"> 1. The current treasury position for 2010/11 and prospects for interest rates: 2. The Authorised borrowing limit of £257m for 2011/12, which will be the statutory limit determined by the Council, pursuant to section 3(1) of the Local Government Act 2003; 3. The Borrowing Strategy, Borrowing Requirement Strategy, Borrowing Requirement Debt Rescheduling Strategy and Policy on borrowing in advance of need for 2011/12; 4. The Minimum Revenue Policy Statement for 2011/12 which sets out the Council's policy on repayment of debt; 5. The Annual Investment Strategy and creditworthiness policy for 2011/12 (Appendix B), which outlines the investments that the Council may use for the prudent management of its investment balances. It also includes details of benchmarks set for external managers. The power is delegated to the Chief Financial Officer to change these benchmarks as required; 6. The Treasury Management Indicators and Prudential Indicators for 2011/12 (Appendix A); 	

7. Treasury Management Principles, areas of responsibility and frequency as required by the Revised Code of Practice for Treasury Management 2011/12(Appendix C) as well as the key reporting requirements as required by the Code (Appendix D); and
8. The Housing Reform and effects on treasury management Housing Revenue Account Reform and Impact on Treasury Management.

Reason(s) It is necessary for the Assembly to approve this report due to the requirements of the Local Government Act 2003.

Comments of the Chief Financial Officer

The aim of this Treasury Management Strategy is to maximise the Council's financial resources. Detailed financial considerations are considered throughout this document.

Comments of the Legal Partner

Local authorities have power to borrow and invest under sections 1 and 12 Local Government Act 2003 for any purpose relevant to their statutory functions or for the purposes of the prudent management of their financial affairs. The Council is required under the 2003 Act to have regard to any relevant guidance. In this regard the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 (as amended by the Local Authorities (Capital Finance and Accounting) (England) Regulations 2010 require local authorities to have regard among other things to the Prudential Code for Capital Finance in Local Authorities and Treasury Management in the Public Services Code of Practice and Cross Sectoral Guidance Notes.

This report sets out a proposed strategy for investment in accordance with the legislation and codes of practice referred to. Members will note that the strategy includes an element of borrowing. In relation to borrowing, section 3 Local Government Act 2003 requires local authorities to determine and review how much it can afford to borrow (the affordable borrowing limit). The proposed level of borrowing is within the authorised limit. In relation to capital projects local authorities are also required to charge to a revenue account a minimum amount (minimum revenue provision) for that financial year and may charge any amount in addition to the minimum in respect of the financing of capital expenditure incurred by the local authority (Local Authorities (Capital Finance and Accounting) (England) Regulations 2003) (as amended).

<p>Head of Service: Jonathan Bunt</p> <p>Miriam Adams</p>	<p>Title: Divisional Director of Finance</p> <p>Treasury & Pensions Manager</p>	<p>Contact Details: Tel: 020 8724 8427 Email: jonathan.bunt@lbbd.gov.uk</p> <p>Tel: 020 8227 2770 Fax: 020 8227 2770 E-mail: Miriam.adams@lbbd.gov.uk</p>
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1. Treasury Management Strategy for 2011/12

- 1.1 The Local Government Act 2003 (the Act) and supporting regulations require the Council to 'have regard to' the Chartered Institute of Public Finance and Accountancy (CIPFA) Prudential Code and the CIPFA Treasury Management Code of Practice to set Prudential and Treasury Indicators for the next three years to ensure that the Council's capital investment plans are affordable, prudent and sustainable.
- 1.2 The Act therefore requires local authorities to set out their treasury strategy for borrowing and to prepare an Annual Investment Strategy (as required by Investment Guidance issued subsequent to the Act). This sets out the Council's policies for managing its investments and for giving priority to the security and liquidity of those investments.
- 1.3 The Department of Communities and Local Government (CLG) has issued revised investment guidance which came into effect from 1 April 2010, and the Council has adopted the recommendations of the guidance.
- 1.4 The 2011/12 strategy covers:
 - The treasury limits in force limiting treasury risk, treasury and prudential indicators;
 - The current treasury position and borrowing position;
 - Prospects for interest rates;
 - The Borrowing Strategy and Borrowing Requirement;
 - The policy on borrowing in advance of need and debt rescheduling strategy;
 - The Minimum Revenue Provision strategy;
 - Housing Revenue Account Reform and Impact on Treasury Management
 - The Annual Investment Strategy and Investment Policies;
 - Security of Capital and creditworthiness policy;
 - Statutory Requirements on Reporting of Treasury Management;

2. The Balanced Budget Requirement

It is a statutory requirement under Section 33 of the Local Government Finance Act 1992, for the Council to produce a balanced budget. In particular Section 32 requires a local authority to calculate its budget requirement for each financial year to include the revenue costs that flow from capital financing decisions. This means that increases in capital expenditure must be limited to a level whereby charges to revenue caused by borrowing and any increases in running costs are limited to a level which is affordable within the projected income of the Council for foreseeable future. This is confirmed in the Council Tax report.

3. Treasury Management Policy Statement

- 3.1 The Council defines its treasury management activities as “The management of the authority’s investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks”.

The Council regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the organisation.

4. Treasury Limits and Indicators for 2011/12 to 2013/14

- 4.1 It is a statutory duty under section 3 of the Local Government Act 2003 and supporting regulations, for the Council to determine and keep under review how much it can afford to borrow. The ‘Authorised Limit’ represents the legislative limit specified in the Act.
- 4.2 It is proposed that the ‘Authorised Limit’ increase to £257million for 2011/12, £281m for 2012/13 and £291m for 2013/14. The Council must have regard to the Prudential Code when setting the Authorised Limit, which essentially requires it to ensure that total capital investment remains within sustainable limits and in particular that the impact upon its future council tax and council rent levels is ‘acceptable’.
- 4.3 The 2011/12 – 2014/15 capital programme report that is also being considered on this agenda is proposing a total capital programme that will have an underlying borrowing requirement of around £207m by the end of 2013/14. This does not include the funding of decent homes as the government has not provided final figures nor does it include the borrowing to finance the HRA reform. As this is a legal limit, sufficient headroom has been provided to ensure that any major capital investment projects where financing has yet to be finalised, are not restricted by this statutory limit. This limit covers any short term borrowing for cashflow purposes as well as long term borrowing for capital projects, finance leases, PFI initiatives as well as any unforeseen incidences where expected capital receipts are not forthcoming due to unexpected economic factors.

Full details of the Council’s Treasury Indicators have been included in **Appendix A** to this document. The Council adopted the revised 2009 CIPFA Prudential Code of Practice in February 2010.

5. Current Portfolio Position

- 5.1 Investments and borrowing balances

The table below shows the Council's current Rate of Return at 31 December 2010:

	31 December 2010		Average rate of return/payment
	£'000		%
Borrowing			
Fixed rate funding - PWLB	30,000		4.06
Variable rate funding - Market Loan	20,000		3.98%
Market Loan	20,000		4.15%
		70,000	
Other long term liabilities		25,904	
Gross Debt		95,904	
Investments			
Council in House Team	51,194		1.15%
Scottish Widows	11,400		1.28%
Investec Asset Management	28,219		1.39%
Royal Bank of Scotland (RBS)	15,000		0.74%
Total Investments		105,813	
Net debt		9,909	

Current and Projected Portfolio Position

	Current Portfolio £'000	2010/11 Estimate £'000	2011/12 Estimate £'000	2012/13 Estimate £'000	2013/14 Estimate £'000
External borrowing:					
Fixed rate PWLB	30,000	50,000	70,000	80,000	90,000
Fixed rate Market	0	0	0	10,000	10,000
Variable rate PWLB	0	20,000	40,000	50,000	50,000
Variable rate market	40,000	40,000	50,000	50,000	55,000
Total External borrowing	70,000	110,000	170,000	190,000	205,000
IFRS Long Term Liabilities:					
PFI	25,262	32,960	38,595	26,674	23,818
Finance Leases schools	642	601	473	251	39
Finance Lease Vehicles	0	0	10,000	10,000	10,000
Total Gross External Debt	95,904	143,561	219,068	226,925	238,857
Total Investments	105,813	96,720	90,555	91,913	94,211
Net Borrowing Position/ Net Investment Position	9,909	(46,841)	(128,513)	(135,012)	(144,646)

- 5.2 The sum invested broadly represents the reserves, provisions and balances that the Council holds together with the impact of any difference between the collection of income and expenditure (working capital). From 1 April 2011, the pension fund cash currently managed by the Council will no longer be reported as part of the Council's balance. As at 31 December this sum was £16m.

6. Prospects for Interest Rates

- 6.1 The level of, and fluctuations in interest rates, are a key consideration for any treasury management strategy. In 2010/10, bank rate remained unchanged. This position is expected to change by Q3 2011/12 with expectations tending towards a further 1.0% increase in the later part of 2012 and 2% increase in 2013/14. The Council has ensured that sufficient provision has been made in the Medium Term Financial Strategy to cover reduction in income for 2011/12 should interest rates fail to rise.

The Council invests its portfolio throughout the year, and the level of interest rates determines the interest receipts that are generated to support ongoing revenue

expenditure. The Council has set its budget based on a return of 1.50%. In order to meet this target, the Council will avoid locking into longer term deals while investment rates are expected to begin to rise.

- 6.2 There is a downside risk to any forecast provided for 2011/12 if the recovery from the recession proves to be weaker and slower than currently expected. To arrive at an expectation of interest rates for 2011/12 and beyond, a number of judgements and assumptions are made; in addition this involves a high degree of uncertainty.
- 6.3 The Council has appointed Sector Treasury Services as treasury adviser to the Council. Part of the service provided assists the Council in formulating a view on interest rates.

The table below draws together a number of current City forecasts for short term, variable and longer fixed interest rates.

	Mar-11	Jun-11	Sep-11	Dec-11	Mar-12	Jun-12	Sep-12	Dec-12	Mar-13
Bank rate	0.5%	0.5%	0.75%	1.00%	1.25%	1.50%	2.0%	2.25%	2.25%
3 month LIBID	0.70%	0.80%	1.00%	1.25%	1.55%	1.75%	2.00%	2.25%	2.50%
6 month LIBID	1.00%	1.10%	1.20%	1.50%	1.80%	2.10%	2.40%	2.60%	2.80%
12 month LIBID	1.50%	1.60%	1.80%	2.10%	2.40%	2.70%	3.00%	3.10%	3.20%

7. Borrowing Strategy and Borrowing Requirement

- 7.1 The decision to borrow is a treasury management decision and is taken by the Corporate Director of Finance & Resources under delegated powers of the Council's constitution. The key objective of the Council's borrowing strategy is to secure long term funding for capital projects at borrowing rates that are as low as possible.
- 7.2 The Council's borrowing strategy will give consideration to the following when deciding to take up new loans:
- Use internal cash balances while the current rate of interest on investments remains at an all time low. However consideration will also be given to weighing the short term advantage of internal borrowing against potential long term costs if long term borrowing rates begin to increase more than forecast.
 - Using Public Works Loan Board (PWLB) variable rate loans
 - Using long term fixed rate market loans where rates are significantly less than PWLB rates for the equivalent maturity period.
 - Maintain an appropriate balance between PWLB and market debt in the debt portfolio
 - Use short dated PWLB fixed rate loans where rates are expected to be significantly lower than rates for longer period. This ensures that the maturity profile of the Council's debt portfolio is well spread.
 - Ensure that new borrowing is timed at periods when rates are expected to be low.
 - Consider the issue of stocks and bonds if appropriate.
- 7.3 The Council's borrowing requirement is as follows:

Capital Financing Requirement (CFR)	2011/12 £'000 Estimate	2012/13 £'000 Estimate	2013/14 £'000 Estimate
Housing Revenue Account (HRA)	(3,952)	(3,952)	(3,952)
General Fund	210,175	226,161	239,045
Total CFR (borrowing requirement)	206,222	222,209	235,093

7.4 The borrowing rate forecast for 2011/12 from Sector is as follows:

	Mar-11	Jun-11	Sep-11	Dec-11	Mar-12	Jun-12	Sep-12	Dec-12
Bank rate	0.5%	0.5%	0.75%	1.00%	1.25%	1.50%	2.00%	2.25%
5yr PWLB rate	3.70%	3.70%	3.70%	3.80%	3.90%	4.00%	4.10%	4.20%
10yr PWLB rate	4.90%	4.90%	4.90%	4.90%	4.90%	5.00%	5.10%	5.20%
25yr PWLB rate	5.40%	5.40%	5.40%	5.40%	5.40%	5.50%	5.50%	5.50%
50yr PWLB rate	5.40%	5.40%	5.40%	5.40%	5.40%	5.50%	5.50%	5.50%

7.5 Sensitivity of the forecast

The Council will continually monitor interest rates and market forecasts and would seek advice as required. In instances when there is significant risk of a sharp fall in long and short term rates for example at times of market recessions or risks of deflation then the Council may decide to postpone long term borrowing or reschedule its current debt portfolio. At times when rates rise significantly sharper than current forecast, the Council will re-appraise its debt portfolio with the likely action that fixed rate funding may be withdrawn whilst interest rates were still relatively cheap.

7.6 External and Internal Borrowing

The revised Prudential Code paragraph 43 now requires each authority to explain its policy on gross and net debt, where there is a significant difference between them.

Comparison of gross and net debt positions at year end

	2009/10	2010/11	2011/12	2012/13	2013/14
	Actual	Probable outturn	Estimate	Estimate	Estimate
	£'000	£'000	£'000	£'000	£'000
Actual Loans (gross)	70,000	110,000	170,000	190,000	205,000
Cash Balances	115,889	96,720	90,555	91,913	94,211
Net Cash (debt)	45,889	(13,280)	(79,445)	(98,087)	(110,789)

- The Council during the financial year will carefully consider the difference between borrowing rates and investment rates to ensure that the Council obtain value for money.
- Low bank rates are still expected for most of 2011/12 and 2012/13 in comparison to external borrowing rates. This means the Council will continue to utilise internal borrowing rather than external borrowing as the opportunity arises.

- Short term savings as a result of avoiding new long term external borrowing in 2011/12 will also be considered in conjunction against the potential for incurring additional long term extra costs. In some instances the Council may delay unavoidable new external borrowing until later years when PWLB long term rates are forecast to be significantly lower.

8. Borrowing in Advance of need and Debt Rescheduling Strategy

- 8.1 The Council will not borrow more than or in advance of its needs purely in order to profit from the investment of the extra sums borrowed. Any decision to borrow in advance of need will be considered carefully by the S151 Officer to ensure that this is in line with the financing of the capital programme (the “capital financing requirement”), that value for money can be demonstrated and that the council can ensure the security of such funds.

In coming to a decision whether borrowing will take place in advance of need the Council will:

- ensure that there is a clear link between the capital programme or Housing Revenue Account Reform and maturity profile of the existing debt portfolio which supports the need to take funding in advance of need;
- ensure the ongoing revenue liabilities created, and the implications for the future plans and budgets have been considered;
- evaluate the economic and market factors that might influence the manner and timing of any decision to borrow;
- consider the merits and demerits of alternative forms of funding; and
- consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use.
- consider the impact of counterparty and other risk which may arise as a result of increased cash balances from borrowing in advance of need,

- 8.2 The key decision in debt restructuring will be the ability to demonstrate value for money. The decision to reschedule will be taken by the S151 Officer under delegated powers of the Council’s constitution and in consultation with the Council treasury management advisers.

- 8.3 Due to the short term borrowing rates being expected to be cheaper than long term rates, there are likely to be significant opportunities to generate savings by switching from long term debt to short term debt. However these savings will be considered in light of their short term nature and likely cost of refinancing these short term loans once they mature. The Council is aware that any such rescheduling and repayment of debt is likely to cause a flattening of the Council’s maturity profile. The Council will consider restructuring its debt if:

- there will be cash savings from the exercise
- there is a need to amend the maturity profile of its portfolio
- if it needs to borrow in advance of need
- if it decides to pay some of its debt prematurely

9. Housing Revenue Account and Impact on Treasury Management

- 9.1 Following two earlier Consultation papers issued by the previous government, a modified self-financing system is to be introduced on 1 April 2012. This is the most

fundamental reform of housing finance since 1989. It is anticipated that the self-financing basis of the reforms will be mandatory for all housing authorities from the implementation date, 1 April 2012, and final debt settlement amounts will be issued by CLG in January 2012.

The fundamental aspect of the Reform is the replacement of the present Housing Revenue Account Subsidy system with a self-supporting system under which there will be no on-going support from central government.

The government will achieve the abolition of existing positive and negative subsidy situations by adjusting existing debt liability levels so that authorities will, in general, have an increase or decrease in their debt.

CLG state that self-financing will require local authorities to have a long term business plan which includes the costs of borrowing and estimated movements in interest rates. Such matters will therefore influence the nature of treasury management practices to be adopted.

Authorities like this Council that are participating in the National Affordable Housing Programme by developing new housing for social rent outside of the HRA subsidy system will not be penalised.

It is anticipated that the ring-fence between the HRA and the General Fund will stay and most debit/credit principles that are presently incorporated within the Item 8 Determination, such as debt management costs and PFI scheme payments will remain.

9.2 From a treasury management viewpoint, the reforms involve two entirely different issues:

1. On the debt settlement date, authorities will be either required to make a payment to CLG or will qualify for a capital receipt from the CLG.
2. During the course of 2012/13, authorities which had a positive HRA CFR on 1 April 2012 will need to consider whether their borrowing or alternative form of finance should either:
 - a) be disaggregated in order to create separate HRA and Non-HRA borrowing pools, or
 - b) determine how the HRA should in future be recharged in respect of its share of debt financing costs.

9.3 On the debt settlement date it is anticipated that as the Council's HRA has very little debt, the Council will fall into the CLG category 2 – Authorities with an existing borrowing/debt liability who are required to make a payment to CLG and receive allocation of additional HRA debt liability and new borrowing. Such authorities will take on an additional HRA debt liability, which they have discretion to decide as to the means of funding.

In view of anticipated changes in interest rate levels by the debt settlement date, the use of advance borrowing may be considered appropriate or prudent. However, under present HRA Determination Rules, this is likely to cause an increase in the

proportion of debt financing costs borne by the General Fund (the cost of carry). It is expected that the Council like others will make representations to CLG to facilitate forward borrowing in a manner which allows for this to be accompanied by HRA Item 8 charge increases coupled with associated subsidy cover.

9.4 It is on this basis that the Council anticipates HRA borrowing requirement of around £237m. In order to facilitate borrowing in advance of need when interest rates facilitate this, a revised Authorised Limit for 2011/12 will be submitted to the Assembly for approval. Associated Prudential Indicators and further borrowing in advance of need policy is currently being reviewed against the 2012/13 treasury management strategy.

9.5 The review will include:

- disaggregating of HRA proportion of existing borrowing and separation of all new borrowing.
- ensuring that all new borrowing after the settlement date should be related to either GF or HRA.
- internal borrowing is properly identified between GF and the HRA while relying on CIPFA's assumption that internal borrowing has been facilitated by the availability of largely GF balances and reserves.
- The HRA recharge is made in the most equitable manner and would be carried out as part of the interest on balances calculation that is made at present.

10. Minimum Revenue Provision (MRP) Strategy

10.1 With effect from 1 April 2008, local authorities are required to make a 'prudent provision' for repayment of debt having regard to the statutory guidance issued by the Department for Communities and Local Government.

The MRP on expenditure financed by borrowing under Supported Capital Expenditure is 4% of that expenditure. The MRP on expenditure financed by borrowing that is unsupported is calculated using the Equal Installment Method, i.e. the borrowing is written down over the life of the asset that it financed. The MRP for the PFI scheme is equivalent to the capital repayment required.

11. Annual Investment Strategy and Investment Policies

11.1 Security of capital and liquidity of its investments are the Council's key investment priorities. However the Council will aim to achieve optimum returns on its investments after careful consideration of level of security and liquidity. Counter party ratings will not be lowered in order to optimise return on investments. Borrowing of monies purely to reinvest is unlawful, the Council will not engage in such activities.

11.2 Investment instruments identified for use in the financial year are listed in Appendix B to this report. Under the requirements of the Investment Guidance issued by the Department for Communities and Local Government, investments need to be classified into specified and non-specified. The Annual Investment Strategy states which investments the Council may use during the financial year. It is a requirement to report these investments to the Assembly for approval. It is the delegated

responsibility of the S151 Officer to determine the exact instrument to use within these classifications.

- 11.3 The Council will maintain a mixed portfolio of investments in 2011/12. Where the maximum returns can be achieved and on the advice of our advisers, we may seek to invest in structured investment products and money market funds. Gilts investments will continue to remain on a segregated basis.
- 11.4 The monitoring of counterparties will be kept under continuous review.
- 11.5 Funds managed by the in-house team are a mix of cash flow derived balances and core balances. The Council will avoid locking into longer term deals while investment rates are down at historically low levels or when rates are expected to rise except when attractive rates with counterparties of high credit worthiness become available within risk parameters set by the Council.
- 11.6 External cash managers have been set the following challenging benchmarks for 2011/12.

Fund Manager	2011/12 Benchmark	Reason
<ul style="list-style-type: none"> Investec Asset Management 	1.50% (or 3 month LIBID, whichever is higher)	<ul style="list-style-type: none"> Bank Rate now 0.5% as at February 2011 Bank Rate Forecast to increase by 0.5% and expected to increase to 1.0% in Q3 of 2011 and 1.5% after. Consideration given to restrictions in counterparties Maximising of Council's return on investments at minimal risk Maximisation of the Council's returns in order to meet budget pressures
<ul style="list-style-type: none"> Scottish Widows (SWIP) 	1.50%, (or 3 month LIBID, whichever is higher)	

The power to change benchmarks as above is delegated to the Chief Financial Officer.

- 11.7 The Council may permit its external fund managers and officers to use instruments such as gilts, bonds, pooled funds, callable investments and other longer-dated instruments. Limits will have to be established in the use of such instruments to ensure that the Council can have access to its investments. These Treasury Management limits can be set as either a £ amount or percentage.
- 11.8 Provisions for Credit-related losses

If any of the Council's investments appeared at risk of loss due to default, (i.e. a credit-related loss and not one resulting from a fall in price due to movements in interest rates) the Council will make revenue provision of an appropriate amount. Where there is a loss of the principal amount borrowed due to the collapse of the institution, the Council will seek legal and investment advice.

12. Security of Capital - the Creditworthiness Policy

12.1 Monitoring of credit ratings:

- The Council complies with the new CIPFA guidance on credit ratings.
- The Council uses the creditworthiness service provided by Sector Treasury Services. Data is provided on a weekly and daily basis. This service enables the Council to have access to ratings from all three credit rating agencies – Fitch, Moody's and Standards and Poor's as well as data which reviews market indicators. This is reviewed on an on-going basis for all investments and countries.
- If a counterparty's or investment scheme's rating is downgraded with the result that it no longer meets the Council's minimum criteria, the further use of that counterparty /investment scheme as a new investment will be withdrawn immediately;
- If a counterparty is downgraded but still meets the Council's minimum criteria, it would be watched closely and any further downgrading would result in the Council removing it from its lending list. It should however be noted that where the Council enters into a fixed term deposit, the borrower has no obligation to entertain any request for premature redemption, the Council may ask for the deposit to be broken. However this is not market practice and the institution is under no obligation to comply;
- If a counterparty is upgraded so that it fulfils the Council's criteria, its inclusion will be considered and put to the S151 Officer for approval; and
- The Council will continue its approach of investing no more than 25% of its aggregate funds to any particular counterparty or £15m whichever is higher. A detailed list of investment classification is included in Appendix B to this report.

12.2 Country Limits and Use of Foreign Banks

To ensure that the Council's investments are not concentrated in too few counterparties or countries, the Council will invest in strong UK and non UK foreign banks whose sovereign ratings meet its minimum criteria of A+ long-term Fitch credit rating (Moody equivalent A1 and Standards & Poor equivalent A+). No more than 25% of the Council's total aggregate funds will be invested in any one country apart from the UK. Sovereign ratings will remain at AAA.

12.3 Use of other Local Authorities

Where the investment is a straightforward cash loan the Local Government Act 2003 s13 suggests that the credit risk attached to English and Welsh local authorities is an acceptable one. The Council will limit its lending to local authorities in England and Wales.

12.4 Use of Multilateral Development Banks

S15 of the Local Government Act 2003 SI 2004 no. 534 amended provides regulations to clarify that investments in multilateral development banks were not to be treated as being capital expenditure. Should the Council invest in such institutions then only such institutions with AAA credit rating and government

backing would be invested in consultation with the Council's treasury management adviser and the S151 Officer.

12.5 Use of Brokers

The Council deals with many of its counterparties directly through its daily dealings. From time to time the Council will use the services of brokers to act as agents between the Council and its counterparties when lending or borrowing. However no one broker will be favoured by the Council. The Council will ensure that sufficient quotes are obtained before investment or borrowing decisions are made via brokers.

13. Use of External Fund Managers

13.1 It is the Council's policy to use external fund managers for part of its investment portfolio. The fund managers will use both specified and non-specified investment categories, and are contractually committed to keep the Council's investment strategy. The level of external balances is under constant review as the level of capital receipts diminishes. The performance of each manager is challenged quarterly by the S151 Officer or delegated officers and the Council's treasury advisers.

13.2 The Council currently uses two fund managers - Scottish Widows (SWIP) and Investec Asset Management. £40m of the Council's funds are currently managed on a discretionary basis by Investec and Scottish Widows.

In selecting the institutions to include in their counterparty listing, it is the external manager's policy to maintain a list of counterparties and assets based on the Council's set minimum criteria. This list is approved by their specialist credit team who independently research all potential counterparties before inclusion and regularly monitor and update to ensure that any change in credit worthiness and valuation is captured.

13.3 Both fund managers provide the Council with a periodic outlook on fund returns. For 2011/12, the worst case is 1.0%, and best case is 2.0%. These scenarios are based on the recent trend of the MPC rate which has continuously remained at 0.5% with predictions for a rate change in the next financial year.

13.4 Investec will continue to use other instruments like Floating Rate Notes and supranational bonds, in addition to gilts in order to increase returns of the portfolio. However they expect to see higher yield before establishing a position. Scottish Widows provide the Council with a forecast of their returns on the Council's investments based on the use of STL and GLF funds. The absolute return bond fund and the credit advantage fund may also be used in the course of the year if advantageous.

13.6 Pension Fund Cash

London Borough of Barking and Dagenham will comply with the requirements of The Local Government Pension Scheme (Management and Investment of Funds) Regulations 2009, which were implemented on 1 January 2011, and therefore from 1 April 2011 will not pool pension fund cash with its own cash balances for

investment purposes. This has therefore been reflected in future estimates of cash balances.

14. Reporting of Treasury management

- 14.1 At the end of the financial year, the Council will report on its investment and borrowing activities as part of the Annual Treasury Management Report and where necessary prepare a Mid-Year Treasury Management Report.

15. Other Implications

- 15.1 Risk Management - This report has risk management issues for the council. The risk that a counterparty could cease trading or risk that interest rates would fall adversely. The mitigation of these is contained in this report.
- 15.2 Contractual Issues - there are no direct contractual issues arising from this report.
- 15.3 Staffing Issues - there are no direct staffing issues arising from this report.
- 15.4 Customer Impact - there are no direct customer impact issues arising from this report.
- 15.5 Safeguarding Children - there are no direct safeguarding children issues arising from this report.
- 15.6 Health Issues - there are no direct health issues arising from this report.
- 15.7 Crime & Disorder Issues - This report has given careful consideration to the implications of Section 17 of the Crime and Disorder Act 1978 and there are no specific implications insofar as this report is concerned.
- 15.8 Property/Asset Issues – there are no direct property/asset issues arising from this report.

16 Background Papers Used in the Preparation of the Report:

Local Government Act 2003
CIPFA – Revised Prudential Code for Capital Finance in Local Authorities
CIPFA – Revised Treasury Management in the Public Services
Capital programme 2011/12 – 2014/15

17 List of Appendices:

Appendix A – Treasury Management Indicators 2011/12 – 2013/14
Appendix B – Investment Classification
Appendix C – Treasury Management Practices and Scheme of Delegation
Appendix D – Reporting Arrangements

The Treasury Management Indicators 2011/12 – 2013/14

1. Introduction

- 1.1. There are a number of treasury indicators which previously formed part of the prudential code, but which are now more appropriately linked to the Revised Treasury Management Code and guidance. Local authorities are still required to “have regard” to these treasury indicators.
- 1.2 The key treasury indicators which are still part of the Prudential Code are:
- Authorised limit for external debt
 - Operational boundary for external debt
 - Actual external debt

2. External Debt

- 2.1 In the medium term local authorities only have the power to borrow for capital purposes.
- 2.2 **The authorised limit** – This sets the maximum level of external borrowing on a gross basis (i.e. Not net of investments) and is the statutory limit determined under Section 3 (1) of the Local Government Act 2003 (referred to in the legislation as Affordable Limit). This limit needs to be set or revised by members.
- 2.3 **The operational limit** – This links directly to the Council’s estimates of the CFR and estimates of other cash flow requirements. This indicator is based on the same estimates as the Authorised Limits reflecting the most likely prudent but not worst case scenario but without the additional headroom included within the Authorised Limit for future known capital needs now. It should act as a monitor indicator to ensure the authorised limit is not breached. The Council will only borrow in advance of need if expected long term borrowing rates rise significantly before 2010/11 – 2012/13.
- 2.5 For this reason the Assembly is recommended to approve the authorised limits and operational boundary limit set out in Table 1.

Table 1: Operational Limit and Authorised Borrowing Limits

	2010/11 Probable £'000	2011/12 Estimate £'000	2012/13 Estimate £'000	2013/14 Estimate £'000
Capital Programme Borrowing Requirement (Cumulative)	128,968	178,013	193,999	206,883
Alternative Financing Arrangements:				
Current PFI Scheme on Balance Sheet	25,262	24,803	24,296	23,737
New PFI Scheme	7,698	13,792	2,378	81
Finance Leases – Schools	601	473	251	39
Finance Leases - Vehicles	0	10,000	10,000	10,000
Total Alternative Financing Arrangements	33,561	49,068	36,925	33,857
Operational Boundary on Borrowing	162,529	227,081	230,924	240,740
Authorised Limit (affordable limit)	212,529	257,081	280,924	290,740

3.0 Limits for Fixed and Variable Interest Exposure

- 3.1 The following prudential indicators allow the Council to manage the extent to which it is exposed to changes in interest rates. The upper limit for variable rate exposure has been set to ensure that the Council is not exposed to interest rate rises which could adversely impact on the revenue budget.

The Council's existing level of fixed interest rate exposure is 42.86% and variable rate exposure is 57.14%, however it is recommended that the limits in place for 2011/12 are set to ensure flexibility and fluctuations in long term interest rates.

The table below shows the fixed and variable interest rate exposure

	2010/11 Actual %	2011/12 Estimate %	2012/13 Estimate %	2013/14 Estimate %
Upper limit for fixed interest rate exposure	43	100	100	100
Upper limit for variable interest rate exposure	57	70	70	70

Maturity Structure of Fixed Rate Borrowing

- 3.2 This prudential indicator deals with projected borrowing over the period and the rates that they will mature over the period.

	Actual position %	Upper Limit %	Lower Limit %
Under 12 months	0	20	0
12 Months and within 24 months	33	40	0
24 months and within 5 years	67	70	0
5 years and within 10 years	20	70	0
10 years and within 20 years	0	60	0
20 years and within 30 years	0	60	0
30 years and within 40 years	0	50	0
40 years and within 50 years	0	60	0
50 years and above	0	60	0

Investments over 364 days

- 3.3 The overriding objective of the investment strategy is to ensure that funds are available on a daily basis to meet the Council's liabilities. Taking into account the current level of investments, and future projections of capital expenditure, the following limits will be applied to sums invested:

Principle Sums Invested

	2011/12 £'000 Estimate	2012/13 £'000 Estimate	2013/14 £'000 Estimate
Total Investments (average)	90,555	91,913	94,211
Maximum invested under 1 year	90,555	91,913	94,211
Maximum invested over 1 year	50,000	50,000	50,000
Maximum invested over 2 years	20,000	20,000	20,000
Maximum invested over 3 years	20,000	20,000	20,000

These limits are derived from current projections on interest receipts.

4. Summary Assessment

- 4.1 The Prudential Indicators confirm that the proposed treasury management strategy, in conjunction with the Council's budget strategy and capital programme, is in compliance with the key themes of the Prudential Code, those being prudence, affordability and sustainability.
- 4.2 The Council needs to confirm it is happy with the arrangements, whereby the Chief Financial Officer has authority, in exceptional circumstances, to borrow up to £257 million in 2011/12. However it should be noted that this does not include any borrowing relating to the housing reform. A revised Limit will be submitted when the final allocations are made by CLG. It is anticipated that in practice that such borrowing is unlikely to be necessary.
- 4.3 The treasury management indicators will be regularly monitored throughout 2011/12.

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Investment Classification

The classification of investments as specified and non-specified is constantly reviewed. The Chief Financial Officer ensures that investment products are fully understood and the risks and compliance with CIPFA Code of Practice on Treasury Management is full appraised and understood.

Specified Investments:

All investments which fall under the classification of specified investments will be sterling denominated and have maturities up to maximum of 364 days, meeting the Council's minimum 'high' rating criteria at the time of investment.

Organisation/Instrument	Minimum Credit Criteria										MAX PERIOD	USE
	FITCH				MOODY			STANDARD & POOR		CDS DATA		
	Fitch S/T	Fitch L/T	FITCH INDV SUPP	FITCH SUPP STATUS	M L/T	M S/T	M FRS	S&P L/M	S&P S/T			
Term deposits – banks and building societies	F1	A+	C/D	1	A1	P-1	C-	A+	A-1	In Range/ Monitoring	12 months	In-house /Fund Managers
Multilateral Development Banks		AAA	N/A	N/A	Aaa		N/A	AAA	A-1		12 months	Fund Managers
Certificates of deposits issued by banks and building societies	F1	A+	C/D	1	A1	P-1	C-	A+	A-1	In Range/ Monitoring	12 months	Fund Managers
Structured deposits	F1	A+	C/D	1	A1	P-1	C-	A+	A-1	In Range/ Monitoring	12 months	In-house and Fund Managers
Term deposits – UK government	Government Backed - Not Credit Rated											In-house and Fund Managers
Term deposits – other Local Authorities	High Security - Although not Credit Rated											In-house
Debt Management Agency Deposit Facility	Government Back Agency – Not Credit Rated											In-house and Fund Managers
Money Market Funds		AAA mmf	N/A	N/A	Aaa/ MR1+			AAAm				In-house and Fund Managers
UK Government Gilts	AAA											Fund Managers
Gilt Funds and Bond Funds	AA											Fund Managers
UK Treasury Bills	Government Backed Instruments – Not Credit Rated											Fund Managers/In-house
Collective Investment Schemes* - such as Short Term Funds & Pooled Funds	A											In-house and Fund Managers

*Collective Investment Schemes (CIS) which meet the requirements of SI 2004 No 534 and subsequent amendments. Not all CIS are credit-rated. The investments in CIS are highly diversified.

Non-Specified Investments:

Where investments are held for longer than 365 days they are classified as Non-specified Investments. Strong credit quality is a major factor in the choice of borrower.

A maximum of 40% will be held in aggregate in non-specified investments

Organisation	Minimum Credit Criteria			Use	Max. maturity period
	Short-term	Long-term	Individual	Support Rating	Max 5 of total council investments
Term deposits – UK government (with maturities in excess of 1 year)	Govt Backed-Not Credit Rated			In-house	2 Years
					25%
Term deposits – other LAs (with maturities in excess of 1 year)	High Security – although not Credit rated			In-house	2 Years
					25%
Term deposits – banks and building societies (with maturities in excess of 1 year), including structured products	F1+	AA- or equivalent		In-house	2 Years
				1	25%
Certificates of deposits issued by banks and building societies	F1+ or equivalent	AA-		Fund managers	2 Years
				1	40%
UK Government Gilts with maturities in excess of 1 year	AAA			Fund Managers	3 Years
					40%
Structured deposits with variable rates and variable maturities – callable and flappable deposits, range trades and snowballs	F1+	AA or equivalent	B	In-house	2 Years
				1	25%
Pooled Funds various				Fund Managers	
					40%
Bonds issued by multilateral development banks	AAA		Government guarantee	In-house on a 'buy-and-hold' basis. Also for use by fund managers	3 Years
					40%

Bonds issued by a financial institution which is guaranteed by the UK government	AAA	In-house on a 'buy-and-hold' basis. Also for use by fund managers	
			40%
Sovereign bond issues (i.e. other than the UK govt)	AAA	Fund Managers	2 Years
			40%
Bond Funds	AAA	Fund Managers	25%/2 years

Non- Specified Investments with Maturities of Any period

From time to time in periods of volatile interest rates, the Council may invest in non-specified investments with variable rates and variable maturities

Organisation	Minimum Credit Criteria			Use	Max. maturity period
	Short-term	Long-term	Individual		
				Support Rating	Max 5 of total council investments
Local Authority mortgage guarantee scheme	AAA		Fund Manager./ In-house		5 Years
					25%

Key

Short Term Ratings – F1 – Indicates the strongest capacity for timely repayment
 Long Term Ratings – A – Capacity for payment of commitments considered strong
 AA – Very strong capacity for payment of commitments
 AAA –Exceptionally strong capacity for payment of commitments

Individual Rating B – Strong organisation, no major concerns.
 C – Adequate organisation, some concerns regarding its profitability and Balance Sheet.

Support Rating 2 – High probability of external support
 3 – Moderate probability of support

2011/12 TREASURY MANAGEMENT PRACTICES AND SCHEME OF DELEGATION

1.0 Legislative Background

The Revised CIPFA Treasury Management Code of Practice 2009 requires the Council to produce its treasury management scheme of delegation. The Council has adopted and adheres to the Revised CIPFA Treasury Management Code of Practice and Cross-Sectoral Guidance Notes 2009 and in doing so has stated how it adheres to these principles by stating the manner in which the Council will manage and control its treasury management activities.

1.2 Key principles

- That there should be in place formal and comprehensive objectives, policies and practices, strategies and reporting arrangements for the effective management and control of their treasury management activities
- That policies and practices should make clear the effective management and control of risk. This Council will continue to balance risk against return and ensure that at all times security of capital is paramount in its treasury management activities.
- Acknowledge the pursuit of value for money and identify suitable performance measures.

1.3 Treasury Management Scheme of Delegation:

1.3.1 The Assembly will receive reports and be responsible for:

- Receiving and reviewing reports on treasury management policies, practices and activities
- Approval of annual or revised treasury management strategy
- Approval of/amendments to the Council's adopted clauses, treasury management policy statement and treasury management practices
- Delegates responsibilities for the implementation and regular monitoring of its treasury management policies and practices

1.3.2 The Cabinet will be responsible for:

- Budget consideration and approval
- approval of the division of responsibilities and make recommendations to the Assembly
- receiving and reviewing regular monitoring reports and acting on recommendations
- reviewing changes to the treasury management policy and procedures and making recommendations to the Assembly.

- 1.3.3 The Public Accounts & Audit Select Committee is responsible for the scrutiny of treasury management
- 1.3.4 The S151 Officer is the responsible Officer for treasury management in the Council. Detailed responsibilities for Officers in the Council is included further in this report in TMP 5
- 2.0 Treasury Management Practices (TMPs) set out the manner in which the Council will seek to achieve its treasury management policies and objectives and how it will manage and control those activities.

TMP 1 Treasury risk management

TMP 2 Best value and performance measurement

TMP 3 Decision-making and analysis

TMP 4 Approved instruments, methods and techniques

TMP 5 Organisation, clarity and segregation of responsibilities, and dealing arrangements

TMP 6 Reporting requirements and management information arrangements

TMP 7 Budgeting, accounting and audit arrangements

TMP 8 Cash and cash flow management

TMP 9 Money laundering

TMP 10 Staff training and qualifications

TMP 11 Use of external service providers

TMP 12 Corporate governance

1. TMP1 RISK MANAGEMENT

1.1. General Statement

It is the responsibility of the S151 Officer and relevant delegated officers, to design, implement and monitor all arrangements for the identification, management and control of treasury management risk and report at least annually on the adequacy/suitability thereof. The S151 Officer will report, as a matter of urgency, the circumstances of any actual or likely difficulty in achieving the Council's objectives in this respect. This will be done in accordance with the procedures set out in TMP6 Reporting requirements and management information arrangements.

1.2 Managing Treasury Management Risks

The Council identifies treasury risk within its business planning process. Risks identified are managed, given sufficient priority and contained. The Council's Finance department as part of its business planning process has in place the following:

- Well documented records of the standing of counterparties it does or may deal with in the form of a counterparty
- Keep an effective cash and cash flow forecasting and monitoring system which identifies the extent to which the Council is exposed to the effects of potential cash flow variations
- The Council accesses financial market commentaries and reviews on the likely future courses of interest rate, exchange rates and inflation through its treasury adviser. In doing this the Council is able to access information on changes in credit ratings
- The Council fully analyses and records processes pursued in executing transactions to enable the Council to keep an audit trail
- The Council keeps comprehensive records of its treasury management contractual liabilities, responsibilities and investments with counterparties
- The Council has access to PWLB rates and other information about the fluctuations in the market of its investments, borrowings and other financing. This allows it to make informed assessment of the potential to invest or borrow.

The following risks have been included in the Council's Finance risk matrix. These are monitored corporately in addition to monitoring of treasury management risks by the treasury team.

Details of Risk or Opportunity Including Consequences

Controls

Movement in interest rates, receipts and payables leading to fluctuations in interest receipts and payables that could impact on budgetary position

Active Management of Investments and borrowing

Regular review of treasury management

Regular quarterly meetings

Bank bankruptcy leading to destabilisation of the Council's supporting infrastructure

Review at contract time for new bankers

Regular quarterly liaison meetings

Failure to submit grant claims within set

Continuing monitoring to

deadlines lead to loss of reputation and potential reduction in income

identify where submissions are not made by deadlines

Failure to pay creditors correct sum in timely manner leading to penalties in interest payments

Regular monitoring
Provide service departments with list of late payments

1.3. Liquidity

The Council will ensure it has adequate, though not excessive cash resources, borrowing arrangements, overdraft or standby facilities to enable it at all times to have the level of funds available to it which are necessary for the achievement of its service objectives.

1.4. Interest Rates

The Council will manage its exposure to fluctuations in interest rates with a view to containing its interest costs, or securing its interest revenues, in accordance with the amounts provided in its budgetary arrangements as amended in accordance with TMP6 Reporting requirements and management information arrangements. The Council will achieve the above objectives by the prudent use of its approved financing and investment instruments, methods and techniques primarily to create stability and certainty of costs and revenues, but at the same time retaining a sufficient degree of flexibility to take advantage of unexpected, potentially advantageous changes in the level or structure of interest rates, exchange rates or inflation. These policies will be established each year through the approval by the Council of the indicators required under *The Prudential Code for Capital Finance in Local Authorities*.

It is not Council's policy to use financial derivatives and other instruments for interest rate management.

1.5. Exchange rates

The nature of the Council's activities means that it is unlikely that it will be exposed to exchange rate risks. It could, however, arise from the receipt of income or the incurring of expenditure in a currency other than sterling.

Where there is a contractual obligation to receive income or make a payment in a currency other than sterling at a date in the future, forward foreign exchange transactions will be considered, with professional advice, to comply with this full cover hedging policy. Unexpected receipt of foreign currency income will be converted to sterling at the earliest opportunity unless the Council has a contractual obligation to make a payment in the same currency at a date in the future. In this instance, the currency will be held on deposit to meet this expenditure commitment.

1.6. Inflation

The effects of varying levels of inflation, insofar as they can be identified as impacting directly on its treasury management activities, will be controlled by the

Council as an integral part of its overall exposure to inflation. Inflation both current and projected will form part of the debt and investment decision-making criteria both within the strategy and operational considerations. The key consideration is that investments reap the highest real rate of return while taking into consideration risk and Counterparty ratings, with debt costing the lowest real cost.

1.7. Credit and Counter-party Policies

The Council regards a prime objective of its treasury management activities to be the security of the principal sums it invests. Accordingly, it will ensure that its counter-party lists and limits reflect a prudent attitude towards organizations with which funds may be deposited, and will limit its investment activities to the instruments, methods and techniques referred to in TMP4. It also recognises the need to have, and will therefore maintain, a formal counter-party policy in respect of those organisations from which it may borrow, or with whom it may enter into other financing arrangements. This is set out in Schedule TMP1

1.8. Refinancing

The Council will ensure that its borrowing, private financing and partnership arrangements are negotiated, structured and documented, and the maturity profile of the money so raised are managed with a view to obtaining offer terms for renewal or refinancing, if required, which are competitive and as favourable as can reasonably be achieved in the light of market conditions prevailing at the time. It will actively manage its relationships with its counter-parties in these transactions in such a manner as to secure this objective and will avoid over-reliance on any one source of funding if this might jeopardise achievement of the above.

The affordability of the revenue consequences of capital financing will be assessed through compliance with *The Prudential Code for Capital Finance in Local Authorities*.

1.9. Legal and Regulatory

This Council will ensure that all of its treasury management activities comply with its statutory powers and regulatory requirements. It will demonstrate such compliance, if required to do so, to all parties with whom it deals in such activities. In framing its credit and counterparty policy under TMP 1 (credit and counterparty risk management), it will ensure that there is evidence of counterparties' powers, authority and compliance in respect of the transactions they may effect with the Council, particularly with regard to duty of care and fees charged.

The Council recognises that future legislative or regulatory changes may impact on its treasury management activities and, so far as it is reasonably able to do so, will seek to minimise the risk of these impacting adversely on the Council. The Council will report such changes in its annual treasury management strategy.

1.10. Fraud, Error and Corruption, and Contingency Management

The Council will ensure that it has identified the circumstances which may expose it to the risk of loss through fraud, error, corruption or other eventualities in its

treasury management dealings. Accordingly, it will employ suitable systems and procedures, and will maintain effective contingency management arrangements, to these ends.

1.11. Market Value of Investments

This Council will seek to ensure that its stated treasury management policies and objectives will not be compromised by adverse market fluctuations in the value of the principal sums it invests, and will accordingly seek to protect it from the effects of such fluctuations.

2. TMP 2 VALUE FOR MONEY AND PERFORMANCE MEASUREMENTS

- 2.1. The Revised Code of Practice advocates the principle that all public service organisations should create appropriate measures by which the performance of their treasury management activities can be measured in order to judge whether they are gaining value for money from the resources devoted to these activities.
- 2.2. The Council is committed to the pursuit of value for money in its treasury management activities, and to the use of performance methodology in support of that aim, within the framework set out in its treasury management policy statement. It sets annual challenging benchmarks for its fund managers and internal team. It measures and reports performance against benchmark on a monthly basis as well as annually. As required in the Revised Code, the Council will include in its Mid Year report how it has performed against set benchmark.

The Council is also a member of the CIPFA bench marking Club. However the Council does exercise care when analysing the performance of other organisations as it is aware that the characteristics of their treasury management activities may not be truly comparable.

- 2.3. The Council's policy is to appoint full-time professional cash/external investment fund managers to manage surplus funds beyond the core funds that it manages itself. It will comply with the Local Organisations (Contracting out of Investment Functions) Order 1996 [SI 1996 No 1883]. The Code of Practice places an obligation on the organisation to monitor the performance of the fund managers. The Council has appointed Sector Treasury Services Limited to assist in this respect.

3. TMP 3 DECISION-MAKING AND ANALYSIS

- 3.1. The Council will maintain full records of its treasury management decisions, and of the processes and practices applied in reaching those decisions, both for the purposes of learning from the past, and for demonstrating that reasonable steps were taken to ensure that all issues relevant to those decisions were taken into account at the time. The factors that should be taken in to account are set out in Schedule TMP 5.

4. TMP 4 APPROVED INSTRUMENTS, METHODS AND TECHNIQUES

- 4.1. The Council will undertake its treasury management activities within the limits and parameters defined in TMP1 Risk Management.
- 4.2. From April 2004 the choice of instruments has been determined by the Annual Investment Strategy that complies with guidance issued by the Secretary of State.

5. TMP 5 ORGANISATION, CLARITY AND SEGREGATION OF RESPONSIBILITIES, AND DEALING ARRANGEMENTS

- 5.1. The Council considers it essential, for the purposes of the effective control and monitoring of its treasury management activities, for the reduction of the risk of fraud or error, and for the pursuit of optimum performance, that these activities are structured and managed in a fully integrated manner, and that there is at all times a clarity of treasury management responsibilities.
- 5.2. The principle on which this will be based is a clear distinction between those charged with setting treasury management policies, the S151 Officer and those charged with implementing and controlling these policies, particularly with regard to the execution and transmission of funds, the recording and administering of treasury management decisions, and the audit and review of the treasury manager and relevant treasury management staff. This is achieved by the *Statement of Duties/Responsibilities for Each Treasury Post* set out in Schedule TMP 5
- 5.3. If and when the Council intends, as a result of lack of resources or other circumstances, to depart from these principles, the Treasury Manager will ensure that the reasons are properly reported in accordance with TMP6 and the implications properly considered and evaluated.
- 5.4. The Treasury Manager will ensure that there are clear written statements of the responsibilities for each post engaged in treasury management, and the arrangements for absence cover.
- 5.5. The Treasury Manager will ensure there is proper documentation for all deals and transactions, and that procedures exist for the effective transmission of funds.
- 5.6. The Treasury Manager will fulfil all delegated responsibilities in accordance with the organisation's policy and TMPs and, if a CIPFA member, the Standard of Professional Practice on Treasury Management.
- 5.7. It is also the responsibility of the Treasury Manager to ensure that the Organisation complies with the requirements of The Non Investment Products Code (formerly known as The London Code of Conduct) for principals and broking firms in the wholesale markets.

6. TMP 6 REPORTING REQUIREMENTS AND MANAGEMENT INFORMATION ARRANGMENTS

- 6.1. The Council will ensure that regular reports are prepared and considered on the implementation of its treasury management policies; on the effects of decisions

taken and transactions executed in pursuit of those policies; on the implications of changes, particularly budgetary, resulting from regulatory, economic, market or other factors affecting its treasury management activities; and on the performance of the treasury management function.

- 6.2. As a minimum, the Council will receive:
- an annual report on the strategy and plan to be pursued in the coming year;
 - an annual report on the performance of the treasury management function, on the effects of the decisions taken and the transactions executed in the past year, and on any circumstances of non-compliance with the organisation's treasury management policy statement and TMPs.
 - An annual investment strategy setting out the procedures for determining the use of each class of investment and appropriate limits to be applied to each class.
- 6.3. The content of these reports is set out in Schedule TMP6

7. TMP 7 BUDGETING, ACCOUNTING AND AUDIT ARRANGEMENTS

- 7.1. The S151 Officer will prepare, and the Council will approve and, if necessary, from time to time amend, an annual budget for treasury management function, together with associated income. The matters to be included in the budget will at minimum be those required by statute or regulation, together with such information as will demonstrate compliance with TMP1 Risk management, TMP2 Best Value and Performance Measurement, and TMP4 Approved instruments, methods and techniques. The Treasury Manager will exercise effective controls over this budget, and will report upon and recommend any changes required in accordance with TMP6 Reporting requirements and management information arrangements.
- 7.2. The Council will account for its treasury management activities, for decisions made and transactions executed, in accordance with appropriate accounting practices and standards, and with statutory and regulatory requirements in force for the time being.
- 7.3. The Council will ensure that its auditors, and those charged with regulatory review, have access to all information and papers supporting the activities of the treasury management function as are necessary for the proper fulfilment of their roles, and that such information and papers demonstrate compliance with external and internal policies and approved practices.

8. TMP 8 CASH AND CASH FLOW MANAGEMENT

- 8.1. Unless statutory or regulatory requirements demand otherwise, all monies in the hands of the Council will be under the control of the responsible officer, and will be aggregated for cash flow and investment management purposes.
- 8.2. Cash flow projections will be prepared on a regular and timely basis, and the Treasury Manager will ensure that these are adequate for the purposes of monitoring compliance with TMP1 liquidity risk management.

8.3. Each month the Council will report on whether there has been any breach of limits. The Council's cashflow will:

- Review and maintain adequate overdraft facilities and maintain contingency arrangements
- Maintain optimum arrangements for managing and investing surplus cash
- Review its pricing and charging policy
- Make effective use of clearing bankers' services, particularly concerning the clearance of funds and low cost funds transmission
- Monitor the level of debtors and creditors to enable corrective action for cash flow purposes

9. TMP 9 MONEY LAUNDERING

9.1. The Council is alert to the possibility that it may become the subject of an attempt to involve it in a transaction involving the laundering of money. Accordingly, it will maintain procedures for verifying and recording the identity of counterparties and reporting suspicions, and will ensure that staff involved in this are properly trained. The present arrangements are detailed in Schedule TMP 9

10. TMP 10 STAFF TRAINING AND QUALIFICATIONS

10.1. The Council recognises the importance of ensuring that all staff involved in the treasury management functions are fully equipped to undertake the duties and responsibilities allocated to them. It will therefore seek to appoint individuals who are both capable and experienced and will provide training for staff to enable them to acquire and maintain an appropriate level of expertise, knowledge and skills. The responsible officer will recommend and implement the necessary arrangements.

Statement of Professional Practice

10.2. The S151 Officer has a professional obligation to be committed to professional responsibilities through both personal compliance and by ensuring that relevant staff are appropriately trained.

10.2. Other staff involved in treasury management activities who are members of various professional accounting bodies must also comply with the CIPFA Statement of Professional Practice, the Provisions of the Money Laundering Regulations 2007 and 2009 CIPFA Guidance on Combating Financial Crime.

11. TMP 11 USE OF EXTERNAL SERVICE PROVIDERS

11.1. The Council recognises the potential value of employing external providers of treasury management services, in order to acquire access to specialist skills and resources.

However the Council as required by the Revised Code of Practice will ensure that the skills of the in-house team should be maintained in order to ensure that the services provided can be challenged and ensure that undue reliance is not placed on the external service providers.

- 11.2. When the Council employs such service providers, it will ensure it does so for reasons that will have been submitted to a full evaluation of the costs and benefits. It will also ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review. And it will ensure, where feasible and necessary, that a spread of service providers is used, to avoid over reliance on one or a small number of companies. Where services are subject to formal tender or re-tender arrangements, the Council's procurement and legislative requirements will always be observed.
- 11.3. The Council will consider direct dealing with its counterparties in the first instance. However there may be instances when it is advantageous or cost effective to use the services of a broker. When the Council chooses to use the services of a broker it will not be subject to a tender process.

12. TMP 12 CORPORATE GOVERNANCE

- 12.1. The Council has adopted and has implemented the key recommendations of the Revised Code of Practice on Corporate Governance. As part of this, the Council will:
- Publish its treasury management strategy on its website
 - Establish clear treasury management policies, separate roles and ensure that relationships within and outside the organisation are properly managed.
 - Ensure equality in treasury management dealings and keen competition
 - Management and administration of treasury management will be robust, rigorous and disciplined
 - The S151 Officer will be responsible for ensuring that systems are in place
- 12.2. This, together with the other arrangements which will be detailed in the schedule to the TMPs, are considered vital to the achievement of proper corporate governance in treasury management, and the responsible officer will monitor and, if and when necessary, report upon the effectiveness of these arrangements. Accordingly, the treasury management function and its activities will be undertaken with openness and transparency, honesty, integrity and accountability.

TREASURY MANAGEMENT PRACTICE SCHEDULES

SCHEDULE TMP 1

Criteria to Be Used For Creating/ Managing Approved Counterparty Lists/Limits

The S151 Officer will formulate suitable criteria for assessing and monitoring the credit risk of investment counterparties and shall construct a lending list comprising time, type, sector and specific counterparty limits.

The S151 Officer is responsible for applying the stated credit rating criteria for selecting approved counterparties, and will add or delete counterparties as appropriate to / from the approved counterparty list when there is a change in the credit ratings of individual counterparties or in banking structures e.g. on mergers or takeovers.

Treasury management staff will add or delete counterparties to/from the approved counterparty list in line with the policy on criteria for selection of counterparties.

The following organizations are to be approved organizations for investment purposes:-

- UK Local Authorities
- UK Clearing Banks and Building Societies which meet the Council's minimum credit rating
- Any foreign bank on the Bank of England's Banking Act 1987: Authorised Institutions List which meet the Council's minimum credit rating criteria. The Council's internal treasury team does not invest in foreign banks.
- Any other body approved in The Local Authorities (Capital Finance) (Approved Instruments) Regulations 1990
- The Debt Management Office (DMO)

In practice, the in-house team will only invest in UK institutions. External fund manager can invest in foreign banks provided they operate within the criteria set in the Council's treasury management strategy.

The maximum period and level for investments will be set by the S151 Officer.

SCHEDULE TMP3

Issues to be addressed in decision making.

In respect of every decision made the organisation will:

- Above all be clear about the nature and extent of the risks to which the organisation may become exposed
- Be certain about the legality of the decision reached and the nature of the transaction, and that all authorities to proceed have been obtained
- Be content that the documentation is adequate both to deliver the organisation's objectives and protect the organisation's interests, and to deliver good housekeeping
- Ensure that third parties are judged satisfactory in the context of the organisation's creditworthiness policies, and that limits have not been exceeded
- Be content that the terms of any transactions have been fully checked against the market, and have been found to be competitive.

In respect of borrowing and other funding decisions, the organisation will:

- Evaluate the economic and market factors that might influence the manner and timing of any decision to fund
- Consider the merits and demerits of alternative forms of funding, including funding from revenue, leasing and private partnerships
- Consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use.
- Consider the ongoing revenue liabilities created, and the implications for the organisation's future plans and budgets.

In respect of investment decisions, the organisation will:

- Consider the optimum period, in the light of cash flow availability and prevailing market conditions
- Consider the alternative investment products and techniques available, especially the implications of using any which may expose the organisation to changes in the value of its capital.

SCHEDULE TMP5

STATEMENT OF DUTIES/RESPONSIBILITIES OF EACH TREASURY POST

The S151 Officer

The responsibilities of this post will be to:

- In setting the prudential and treasury management indicators, the S151 Officer will be responsible for ensuring that all matters are taken into account and reported to the Council so as to ensure the Council 's financial plans are affordable, prudent and sustainable in the long term
- Establish a measurement and reporting process that highlights significant variations from expectations
- Recommend clauses, treasury management policy / practices for approval, reviewing the same regularly, and monitoring compliance
- Submit regular treasury management policy reports to the Assembly and Cabinet of the Council as appropriate.
- Submit budgets and budget variations
- Receive and review management information reports
- Review the performance of the treasury management function and promote best value reviews
- Ensure the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function
- Ensure the adequacy of internal audit, and liaise with external audit
- Ensure that the system is specified and implemented
- Recommend the appointment of external service providers.

The S151 Officer has delegated powers through this policy to take the most appropriate form of borrowing from the approved sources, and to take the most appropriate form of investments in approved instruments.

The S151 Officer may delegate his/her power to borrow and invest to members of his/her staff. The Divisional Director of Finance, Treasury Manager, Treasury Accountant or staff authorised to act as temporary cover for leave and sickness. All transactions must be authorised by at least two of the above named officers.

The S151 Officer and the Joint Head of Legal & Democratic Services and Monitoring Officer (with Thurrock Borough Council) will ensure that the Policy is adhered to, and if not will bring the matter to the attention of elected members as soon as possible.

Prior to entering into any capital financing, lending or investment transaction, it is the responsibility of the S151 Officer to be satisfied, by reference to the Joint Head of Legal & Democratic Services and Monitoring Officer (with Thurrock Borough Council) and external

advisers as appropriate, that the proposed transaction does not breach any statute, external regulation or the Council's Financial Rules.

It is also the responsibility of the S151 Officer to ensure that the Organisation complies with the requirements of The Non Investment Products Code (formerly known as The London Code of Conduct) for principals and broking firms in the wholesale markets.

Treasury Manager

The responsibilities of this post will be:

- Adherence to agreed policies and limits
- Managing the overall treasury management function
- Supervising treasury management staff
- Ensuring appropriate segregation of duties
- Monitoring performance on a day-to-day basis
- Submitting management information reports to the S151 Officer and Divisional Director of Finance
- Maintaining relationships with third parties and external service providers and reviewing their performance
- Identifying and recommending opportunities for improved practices.

The Joint Head of Legal and Democratic Services and Monitoring Officer (with Thurrock Borough Council)

The responsibilities of this post will be:

- Being satisfied that any proposal to vary treasury policy or practice complies with law or any code of practice
- Giving advice to the S151 Officer when advice is sought.

SCHEDULE TMP6

Information Requirements

Annual Treasury Management Strategy Statement

The Treasury Management Strategy sets out the specific expected treasury activities for the forthcoming financial year. This Strategy will be submitted to the Cabinet for approval before the commencement of each financial year.

The formulation of the annual Treasury Management Strategy involves determining the appropriate borrowing and investment decisions in the light of the anticipated movement in both fixed and shorter-term variable interest rates.

The Treasury Management Strategy will establish the expected move in interest rates against alternatives (using all available information such as published interest rate forecasts where applicable), and highlight sensitivities to different scenarios.

The Treasury Management Strategy Statement will include specific reference to the need to comply with the balanced budget requirement per the Local Government Finance Act

1992 Section 33. S32 also requires a local authority to calculate its budget requirement for each financial year including the revenue costs which flow from capital financing decisions. Considerations of these costs will be informed by the indicators that have to be calculated according to the CIPFA's *Prudential Code for Capital Finance in Local Authorities*.

ANNUAL AND MID YEAR REPORTING ON TREASURY MANAGEMENT ACTIVITY

Annual and Mid Year reports will be presented at the earliest practicable meeting. These reports will include the following as appropriate:-

- a comprehensive picture for the financial year of all treasury policies, plans, activities and results
- transactions executed and their revenue (current) effects
- report on risk implications of decisions taken and transactions executed
- monitoring of compliance with approved policy, practices and statutory / regulatory requirements
- monitoring of compliance with powers delegated to officers
- degree of compliance with the original strategy and explanation of deviations
- explanation of future impact of decisions taken on the organisation
- measurements of performance
- report on compliance with CIPFA Code recommendations

SCHEDULE TMP 9

Procedures for Establishing Identity / Authenticity of Lenders

The Council does not accept loans from individuals. Decision to borrow will be done in consultation with the Council's treasury management advisers. All loans are obtained from the PWLB or from authorised institutions under the Banking Act 1987. A list of these institutions can be accessed through the Financial Services Authority website on www.fsa.gov.uk).

Appendix D

Reporting Arrangements:

Area of Responsibility	Council/Committee/ Officer	Frequency
Treasury Management Policy Statement (revised)	Full council	Initial adoption in February 2010
Treasury Management Strategy / Annual Investment Strategy / MRP policy	Full council	Annually before the start of the year
Treasury Management Strategy / Annual Investment Strategy / MRP policy – mid year report	Full council	As required
Treasury Management Strategy / Annual Investment Strategy / MRP policy – updates or revisions at other times	Full council	As required
Annual Treasury Outturn Report	Full council	Annually by 30 September after the end of the year
Treasury Management Monitoring Reports	Director of Finance & Resources or Delegated Officer	As required
Treasury Management Practices	Director of Finance & Resources or Delegated Staff	Annually before the start of the year
Scrutiny of treasury management strategy	Public Accounts & Select Committee	Annually before the start of the year
Scrutiny of treasury management performance	Public Accounts & Audit Select Committee	Annually

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ASSEMBLY

30 MARCH 2011

REPORT OF THE CHILDREN'S SERVICES SELECT COMMITTEE

Title: Child Protection Practices and Policies in Schools	For Decision
<p>Summary: The Children's Services Select Committee (CSSC) has completed its in-depth review of child protection practices and policies in schools. The Select Committee's final report is attached at Appendix A.</p> <p>The Select Committee met between 13 July 2010 and 9 February 2011 to gather evidence through reports, presentations and site visits. In accordance with the Council's Constitution, Part C, Section D, paragraph 7, the final report setting out the Select Committee's findings and recommendations was agreed by the Children's Services Select Committee on 1 March 2011 and submitted to Cabinet on 15 March 2011 for information and comment. Cabinet generally welcomed the report but wished to make a number of comments, and these are set out in Appendix B. Cabinet also requested a response from the Director of Children's Services to the recommendations of the Select Committee, and this is attached at Appendix C.</p> <p>In relation to the recommendations adopted by Assembly, the Children's Services Select Committee will then ask service providers to respond with detailed comments, including impacts, risk and timescales, and provide an implementation action plan.</p> <p>At six monthly intervals a report from the service providers setting out the progress of the implementation plan will be presented to the Children's Services Select Committee for monitoring purposes until all recommendations have been addressed to its satisfaction.</p> <p>Wards Affected: All</p>	
<p>Recommendation The Assembly is recommended to adopt the Children's Services Select Committee's recommendations as set out in the report.</p>	
<p>Reason To assist the Council to achieve the Community Priority "Inspired and Successful".</p>	
<p>Comments of the Chief Financial Officer It is envisaged that recommendations adopted within this report can be contained within existing council wide budgets and resources.</p>	
<p>Comments of the Legal Partner There are no specific legal implications arising from this report</p>	
<p>Risk Management This review helps to inform and support the mitigation already planned and in place in respect of Corporate Risk 01.</p>	

Customer Impact

This review considered current child protection practices and policies in schools and makes recommendations for improvements in the systems and processes. By its very nature, the review focused on the needs of vulnerable children and young people, who may fall within a number of equalities groups. Consideration was given to matters relating to particular groups, such as the implications of female genital mutilation.

The Select Committee heard from the BAD Youth Forum in order to hear the views of young people on these matters.

The Committee will ask that progress against the recommendations be reported back in six months where particular consideration will be given to ensure that a range of different equality groups have benefited.

The Committee has also noted that there is scope for further scrutiny consideration of cultural and religious implications on child protection policies and practices within schools: this will be considered when developing the Select Committee's work programme for 2011/12.

Lead Member:

Councillor Lynda Rice

Officer Contact:

Matt Whiddett, Scrutiny Manager

Contact Details:

E-mail: lynda.rice@lbbd.gov.uk

Tel: 020 8227 2995

E-mail: matthew.whiddett@lbbd.gov.uk

Children's Services Select Committee**Child protection practices & policies in schools review 2010/11****Lead Member's foreword**

As a mother of two young boys and an experienced primary and secondary teacher, I am passionate about seeing children learn and develop. Children can only learn and develop effectively if their physical and emotional needs are met. Providing a safe, stimulating and caring school environment is an important component in nurturing children. A safe home-life is also vital.

Unfortunately, not all children live in such an environment and it is teachers who, through their day-to-day contact with children, can play a key role in noticing the first signs of possible abuse, including neglect. This may result in a referral being made to the member of school staff responsible for child protection within the school and then perhaps outside agencies.

If signs of child abuse are not spotted at an early stage by the school, this could escalate in to a very dangerous situation for the child. Experienced teachers and school staff play a vital role in the initial stages of the child protection process. If information is not shared effectively by appropriate staff within the school (which could be more difficult in larger schools) it has little chance of being passed on to relevant external agencies.

It is important that schools have effective child protection policies that are clearly understood by all their staff. Having previously worked as a teacher in Dagenham, I wanted to find out whether there had been an improvement in the child protection practices that I had observed. I primarily wanted to speak to school staff in the borough, such as Child Protection Coordinators and Head Teachers, so as to ascertain their views and experiences of child protection policies and practices. I also wanted to scrutinise how effectively schools are able to liaise with outside agencies, such as Children's Services, with regard to children they were concerned about.

Members of the Children's Services Select Committee recognise the improvements that have been made in our schools and hope that the additional recommendations put forward in this report will help school staff to keep their pupils even safer through effective early identification and intervention of possible child abuse.

The Select Committee recognises that school child protection policies are agreed and developed by governing bodies. I hope that governing bodies will find our recommendations a useful checklist for further development of their policies and procedures.

I have used various sources of information in this report, including statistics seen by members of the Select Committee with regard to school attendance, the frequency at which schools have been filling in forms that relate to concerns about pupils, etc; feedback from police officers who work in secondary schools and information collated from visits to a number of primary and secondary schools in the borough.

On behalf of the Children's Services Select Committee, I would like to thank all those who contributed to this review, especially all of the Child Protection Coordinators and relevant school staff who were willing to discuss this sensitive and sometimes difficult issue in a professional, honest and open manner.



Councillor Lynda Rice
Lead Member of the Children's Services Select Committee

1. Introduction:

1.1 National guidance and legislation:

In 2003, Lord Laming's critical report in to the death of Victoria Climbié paved the way for sweeping reforms to the child protection system, largely based upon the Children Act 1989 sections 17 and 47, which resulted in the Children Act 2004.

Enforced by the Children Act 2004, the Every Child Matters (ECM) agenda took a radically new approach to improving the wellbeing of children from birth. It was designed to end the disjointed services that failed to protect eight-year-old Victoria Climbié, and aimed to achieve better outcomes for all children by making organisations that provide services to children work better together. It also set out five key outcomes that services should provide for children; being healthy, staying safe, enjoying and achieving, making a positive contribution to society and achieving economic wellbeing.

Schools (including independent and non-maintained schools) and further education institutions have a duty to safeguard and promote the welfare of pupils under section 175 of the Education Act 2002. They should create and maintain a safe learning environment for children and young people, and identify where there are child welfare concerns and take action to address them, in partnership with other organisations where appropriate. Education staff have a crucial role to play in helping identify welfare concerns, and indicators of possible abuse, including neglect, at an early stage. They should refer those concerns to the appropriate organisation, that is the Local Authority Children's Social Care Department. They should contribute to the assessment of a child's needs and, where appropriate, to ongoing action to meet those needs.

The most important legislative and guidance documents for safeguarding children are the London Child Protection Procedures 4th Edition and Working Together to Safeguard Children 2010. They provide generic statutory guidance as well as specific guidance for individual circumstances. All London Boroughs have signed up to the London Child Protection Procedures, which have unified child protection procedures across London. The Continuum of Needs and Services – A Common Model 2008 is another important document, which describes the indicators for a child with additional or more complex needs in Barking and Dagenham. A child who has complex needs has reached the threshold for the statutory requirement of the school to pass on concerns to other agencies, which would include Children's Services and/or the police. The Common Model is for everyone in Barking and Dagenham who is working with, or who has a responsibility for children, young people and families in a paid or voluntary capacity.

Members of the Select Committee recognise that many of the following report's recommendations require partnership working between the Local Authority and other relevant organisations. The Education and Inspections Act 2006 advocates that Children's Social Services must make arrangements: to promote cooperation between the authority, its partners and others with a view to improving the well-being of children in their area. This includes the children's physical and mental health and emotional well-being, protection from harm, and educational and social well-being.

Although schools will be exempt from this requirement at some time in the future, through the new Education Bill, the relationship between schools and Local Authority Social Care will

remain essential for protecting our children. The Select Committee has asked the Corporate Director of Children's Services to present and support the recommendations in her termly report to school governors, so that they might use them to review their school policies and procedures.

1.2 Membership

The Children's Services Select Committee (CSSC) consisted of nine councillors, two co-opted church representatives, two co-opted parent governor representatives and one co-opted youth representative.

- Councillor L Rice Lead Member
- Councillor E Kangethe Deputy Lead Member
- Councillor L Couling
- Councillor R Douglas
- Councillor G Letchford
- Councillor E Obasohan
- Councillor T Perry
- Councillor B Poulton
- Councillor S Tarry
- Reverend R Gayler Church Representative - Church of England
- Mrs G Spencer Church Representative - Roman Catholic
- Mrs Tina Woodhouse Parent Governor - Secondary (up to November 2010)
- Mr I Ncube Parent Governor - Secondary (from December 2010)
- Mrs G Youssef Parent Governor - Primary
- Kymberley Otchere Youth Representative

The Scrutiny Champion for the Select Committee was Helen Jenner, Corporate Director of Children's Services, and the Select Committee was supported by Matthew Whiddett, Scrutiny Manager.

1.3 Methodology

Terms of reference for the review are set out in Appendix 1.

Evidence was gathered in 6 formal panel meetings held between 13 July 2010 and 9 February 2011. The Select Committee received presentations and reports from a range of stakeholders, including representatives from schools, the police, BAD Youth Forum, the Local Authority and the Primary Care Trust.

The Lead Member of the Select Committee visited a substantial number of secondary schools in Barking and Dagenham and spoke to teachers and Child Protection Coordinators with responsibility for child protection in each school. The Lead Member also visited Child Protection Coordinators in some primary schools and a local police station, where she met police who work in secondary schools. Evidence was gathered from all these visits with no preconceptions. Using the basic principles of grounded theory, an established research methodology, consistent themes emerged from the qualitative data. In April 2010, LBBD published an evaluation of patients' views and experiences of the Common Assessment Framework form (CAF) using a qualitative approach. Similarly, the following report includes views and experiences of school staff in this borough who use the CAF, and their views and

experiences of child protection practices in general.

Consistent concerns raised by school staff dealing with child protection largely form the basis of this report, in conjunction with statistics and reports presented to the Select Committee. Some examples relating to the consistent concerns raised by schools are illustrated in section 2 of the report that gathers the Select Committee's findings and recommendations.

The final report was agreed by the Children's Services Select Committee on 1 March 2011, before being presented to Cabinet on 15 March 2011 for comment, and Assembly on 30 March 2011 for agreement.

2. Findings and recommendations

In compiling the findings, the evidence gathered by the Select Committee has been grouped into key themes, and recommendations are presented with the relevant themes to provide context. For ease of reference the recommendations can also be viewed as a list in Appendix 3.

2.1 Common Assessment Framework (CAF)

The CAF is a central component in the Every Child Matters: Change for Children policy. The new Working Together to Safeguard Children and the 4th edition of the London Child Protection Procedures include a new section on the CAF in relation to a child's safety and welfare. The CAF is a shared assessment tool to assess and identify a child's needs before they reach crisis point. One of its purposes is to reduce the number of children on the Child Protection Register. It is an holistic approach to identifying early a child's needs in the context of their development, parents and carers, family and environmental factors. It is statutory for schools to make sure that all children are achieving all of the 5 outcomes from the 2004 Education Act in the context of Every Child Matters. These outcomes are: be healthy; stay safe; enjoy and achieve; make a positive contribution and achieve economic wellbeing. If children need more support to achieve 1 or more of the 5 outcomes then a CAF form can be initiated. The process of practitioners working together and sharing appropriate information about the same child can begin. If need be, other agencies from outside the school can also work together with the school staff and the family.

There has been a general increase in the overall use of CAF forms, which is explained by training and an increase in the number of agencies now using it, e.g. Children's Centres and Multi Agency Locality Teams (MALT). However, between September 2007 and June 2010 school staff working in 9 primary schools filled in zero CAF forms. The average number of forms being filled in by primary school staff was approximately 4 per school over this total 3 year period. One secondary school had only filled in 1 CAF form, with another secondary school filling in zero CAF forms, over the same time period.

The Select Committee had previously identified that there is an issue of unauthorised absenteeism in primary schools in the borough (also see section 2.3 of the report). Safeguarding children missing from school, or not attending school, forms part of the London Child Protection Procedures. The Select Committee is concerned that absenteeism may be an indicator of risk. Between September 2007 and June 2010, Attendance Teams linked to 40 out of 47 (85%) of primary schools in the borough did not initiate any CAFs over the whole 3 years. Of the Attendance Teams attached to the remaining 7 primary schools that initiated CAFs over the whole 3 year trend, they initiated a total of 9 CAFs. Thus, overall, Attendance

Teams attached to 47 primary schools in the borough have initiated an average of 3 CAFs per year; or 1 CAF for every 16 primary schools each year.

Recommendation 1:

The Select Committee recommends greater implementation of CAF forms by all schools in the borough.

The Select Committee believes it would be helpful for schools to evidence understanding and appropriate use of CAF forms in their school policies. This includes the need for the school to respond if they feel parents or carers are not providing basic care, ensuring their children's safety and protection.

Recommendation 2:

The Select Committee recommends that schools should evidence understanding and appropriate use of CAF forms in their school child protection policies.

The Select Committee agrees that there should be a robust central system for monitoring input of forms and subsequent outcomes.

Recommendation 3:

The Select Committee recommends that the central system for monitoring input of forms and subsequent outcomes must be robust. Awareness of the system might need to be raised.

The overall low number of CAF forms being filled in by the schools in Barking and Dagenham could suggest that some school staff do not fully understand how and why they can be used. The Lead Member of the Select Committee highlighted feedback she was given from most of the school Child Protection Coordinators she interviewed. Many were not confident about knowing the threshold levels of suspected abuse appropriate for a CAF and when to move on to the next level (to Level 3, where it is statutory to involve Children's Services or the police) and the requirement for them to fill in a Multi Agency Referral Form (MARF).

Recommendation 4:

The Select Committee recommends that more training should be provided by the Local Authority for school staff who fill in CAF forms or MARFs.

The Select Committee has been informed that school staff do not often have sufficient time to complete CAF forms. The Select Committee recognises that all schools have an identified member of staff who should be thoroughly trained in filling in CAF forms and collating and coordinating information from school staff about children's needs. The identified member of staff in charge of the CAF forms need not be a teacher. It could be a trained administrator, for example. The designated person should also be responsible for ensuring that other staff in the school who have been trained are confident in using the CAF form.

Recommendation 5:

The Select Committee recommends that all schools should have an identified member of staff who is thoroughly trained in filling in CAF forms, and that this should be regularly updated. Their responsibilities would include collating and coordinating information from school staff about pupils' needs.

2.2 School child protection policies

The Lead Member of the Select Committee has visited a number of schools in the borough. Often school policies on child protection have not described the detailed procedures that the school will undertake when reporting suspected abuse, referring instead to the pan London procedures. This includes the sharing of appropriate information within school and the sharing of information with appropriate outside agencies, e.g. social services, police, etc. The Select Committee recommends that all schools in the borough consider whether they need to include more process details in their child protection policies. Schools may want to include examples of what might constitute risk of significant harm, such as changes in behaviour and physical signs. School staff should be aware of the recent changes to the pan London guidance, including the latest additional risks identified by the London Safeguarding Children Board.

Recommendation 6:

The Select Committee recommends that all schools in the borough ensure that their child protection policies make clear how staff will be aware of procedures with regard to information sharing, spotting signs of possible abuse, etc.

Moreover, the Select Committee agrees that a school member of staff who listens to a disclosure must write this down, date it, sign it and pass it on immediately to the school's identified Child Protection Coordinator. This should be a consistent feature of all schools in the borough. There should be a proper paper format e.g. a cause for concern sheet. Staff should be given a receipt so that they have evidence that their concern has been received by the Child Protection Coordinator. This procedure should be clearly written in all schools' child protection policies.

Recommendation 7:

The Select Committee recommends that a school member of staff who listens to a disclosure must write this down themselves, date it, sign it and pass this on immediately to the school's identified Child Protection Coordinator.

All suspected cases should be directly referred to Children's Services, who work with the police in investigations of abuse. This should be clearly written in all schools' child protection policies. The Select Committee also agrees that school staff, including the Child Protection Coordinator, should not directly approach parents/carers to investigate possible cases of child abuse.

Recommendation 8:

The Select Committee recommends that school staff, including the Child Protection Coordinator, should not directly approach parents/carers to investigate possible cases of child abuse.

Recommendation 9:

The Select Committee recommends that all school child protection policies should be easily accessible to parents and carers, e.g. available on the internet.

2.3 School Attendance

Safeguarding children missing from school, or not attending school, are new additions to the London Child Protection Procedures.

The Select Committee was concerned that unauthorised absence has been increasing in some primary schools over the past 4 years and is consistently higher than our statistical neighbours, London and England (unauthorised absence has also been increasing in these 3 comparison groups). The Lead Member of the Select Committee was informed that this may be connected with recent increased rigour in the coding of absenteeism by schools. However, no evidence has been presented to account for the reasons for the consistent ongoing rise in unauthorised absence in the borough over the previous 4 years. It is also possible that reasons for the increase in the comparative data may be similar to those in this borough, yet our figures are higher. The Select Committee is concerned that unauthorised absence, especially that which is persistent, could be a child protection risk indicator. The Select Committee was surprised that more CAFs were not initiated as a consequence of high levels of unauthorised absence. The Select Committee recommends that there should be greater consistency in the use of absence codes across all schools. However, the Select Committee recognises that the Local Authority can only provide guidance to Head Teachers on how to code absence.

Recommendation 10:

The Select Committee recommends that there should be greater consistency in the use of absence codes across all schools in the borough.

Available data presented to the Select Committee also showed that from 2006 to 2009, 256 penalty notices were issued to parents and carers, across both primary and secondary schools, only 76 of which were paid. They could be utilised as a more effective deterrent for parents/carers not willing to cooperate with the school and accepting their legal responsibility to ensure their children's attendance.

Recommendation 11:

The Select Committee recommends more consistent use of penalty notices and parenting orders by primary and secondary schools across the borough. Local Authority officers are asked to investigate whether there are any ways to increase the rate of payment of the notices.

With regard to statistics collated for the Local Authority, the Select Committee considers that there should be a separate category for persistent unauthorised absenteeism, as opposed to simply placing persistent authorised absenteeism in the same data category as persistent unauthorised absenteeism. In the Committee's view discrete identification of persistent unauthorised absenteeism may help to further elucidate children at possible risk of abuse. Not all schools have submitted reasons for absenteeism and statistics for the different types of absenteeism. All schools should submit this information whenever this information is requested to assist the Local Authority. Attendance Officers should work with schools to tackle issues on a school by school basis.

Recommendation 12:

The Select Committee recommends that the Corporate Director of Children’s Services enquires whether it is possible for the national absence recording system to include a separate category for persistent unauthorised absenteeism, as opposed to simply placing persistent authorised absenteeism in the same data category as persistent unauthorised absenteeism.

2.4 Children’s Social Care

The Lead Member of the Select Committee visited a number of schools in the borough. She was given the following feedback when speaking to Child Protection Coordinators, Head Teachers and other school staff with responsibility for ensuring child protection and safeguarding within their school. A number of consistent concerns were raised with regard to Children’s Social Care Department. These included concerns over consistent quality of social workers, being able to contact services in a reasonable time frame either by telephone, or when required to fax the MARF (the MARF is filled in if the member of staff thinks the pupils is in the immediate risk group).

The Lead Member of the Select Committee was informed by schools that there is only one fax number for MARF forms to be returned to the Children’s Social Care Department. Schools stated it is consistently extremely difficult trying to telephone and fax urgent information, even after several attempts. The Lead Member of the Select Committee was informed by one school that sometimes it has taken 2 days for Children’s Social Care to receive the faxed MARF from the school. The Select Committee recommends that there should be at least one dedicated fax number solely for receiving MARFs. The Lead Member of the Select Committee was informed that there is an identified member of staff in the Children’s Assessment Team who regularly checks the fax machine for incoming MARFs and ensures the fax machine is turned on / functioning properly. Nevertheless, the ability to fax MARFs efficiently has been a consistent concern of schools.

Recommendation 13:

The Select Committee recommends that the Divisional Director for Social Care consider whether alternative methods could be put in place for MARFs to be received into the Assessment Team.

Recommendation 14:

The Select Committee recommends that the identified member of staff in the Assessment Team regularly checks the fax machine for incoming MARFs and ensures the fax machine is turned on / functioning properly.

The Lead Member of the Select Committee has been informed that there have been issues with adapting to the new telephone systems used by the Assessment Team but that there is always someone covering incoming phone calls during working hours. Nevertheless, the ability to contact the Children’s Social Care Department by telephone to speak to a social worker has been a consistent concern of schools. A telephone exchange system, where a member of staff can put through phone calls from a central phone to different extensions may be an option.

Recommendation 15:

The Select Committee recommends that the Children's Social Care teams review the new phone systems and ensure that there is always a member of staff e.g. administrator or duty worker covering incoming phone calls during working hours. Telephone calls to non-available staff should be transferred through to other staff in their absence.

The Lead Member of the Select Committee has also been informed by schools that the answer machine(s) in the Children's Social Care Department are not always working / switched on. This is also a function of the new systems and needs to be addressed, with switch through options properly set up for all staff.

Once the school has sent the MARF, the Assessment Team does not always respond to the school within the required time scale (one working day), according to most Child Protection Coordinators.

Recommendation 16:

The Select Committee recommends that the required time specifications in the referral process should be met by the Assessment Team, with schools making further enquiries where necessary.

Recommendation 17:

The Select Committee recommends that identified members of school staff responsible for child protection within schools should be informed that they can directly telephone the Corporate Director of Children's Services if they have not been able to reach other managers in the Children's Services department.

According to some experienced school Child Protection Coordinators, the threshold seems to change with regard to what social workers think is immediate risk and the level of danger pupils seem to be in. Children's Social Care staff have a different perception. The Select Committee and Corporate Director of Children's Services agree that levels of thresholds for alleged abuse needed to trigger an intervention should be consistent, regardless of caseloads and demands placed on Children's Services.

Recommendation 18:

The Select Committee recommends that guidance on levels of thresholds for alleged abuse needs to be re-circulated to re-emphasise that thresholds to trigger an intervention remain the same, regardless of caseloads and demands placed on Children's Services.

Consistent concerns were raised by school staff responsible for child protection with the Lead Member of the Select Committee regarding social workers not arriving at the school to see the referred child in the agreed time frame. They stated that social workers sometimes do not inform them if they are going to be late, with a member of school staff sometimes waiting with the anxious child for hours. School staff have had to wait with children in a Children's Centre after the school has closed. One experienced Child Protection Coordinator stated that she regularly personally takes children to the Children's Social Care department, due to the unpredictability of waiting for a social worker to arrive at their school. Although the Children's

Social Care department has complained to the school about taking children in person, their feedback also confirmed that interventions were necessary and had taken place. Schools did comment that when social workers do arrive they usually provide a good service.

Recommendation 19:

The Select Committee recommends that there should be better communication from social workers with regard to arriving late to see children at school.

The Lead Member of the Select Committee has been informed that there are no national statutory levels for caseloads and that recent inspections and reviews indicate that caseloads are acceptable. Where they are high, managers work with social workers to ensure they are reduced. Historically this has not always been the case. Improved supervision has been important for maintaining manageable, although challenging, workloads.

Recommendation 20:

The Select Committee recommends that social care managers review all reported inefficiencies and provide a feedback report on possible causes to the Select Committee in six months.

Furthermore, inconsistent quality of team managers, who are in charge of the various duty teams in the Children's Social Care Department, is a concern of at least one experienced Child Protection Coordinator.

Recommendation 21:

The Select Committee recommends that the quality of team managers and social workers should be consistently high, this being facilitated through monitoring and training

There was clear evidence that school staff with responsibility for child protection and social workers did not always agree on thresholds of risk for statutory referrals. This seemed to indicate the need for better communication by the Children's Social Care Department and more formal taking forward of these issues by schools with the Corporate Director of Children's Services if they had any concerns.

Finally, the Select Committee wants the Children's Social Care Department to always maintain their aim to deliver the best service possible.

Recommendation 22:

The Select Committee recommends that the improved practice in monitoring social workers' General Social Care Council registration be maintained. Associated staff should also continue to receive appropriate training for roles they are undertaking.

2.5 Multi Agency Locality Teams (MALT) in schools

This is a fairly new initiative and schools have informed the Lead Member of the Select Committee that they are working very well. Some school staff are worried that these teams, who are currently based in six locations, may be moved from the schools due to financial restraints. The Committee were re-assured that there are no plans to reduce these teams, and that wherever they are located they work closely with schools.

Recommendation 23:

The Select Committee recommends that MALTs stay based within schools. Ideally, more schools can have this service based in their schools if they desire.

2.6 Bullying in schools

The Select Committee recognises the link between child protection and bullying. No clear statistics of how many children who have been excluded for bullying were presented to the Select Committee. The Select Committee agrees that schools should report serious bullying incidents to the Local Authority. It is also concerned about the paucity of information in relation to self-harm and suicide due to a child being bullied.

Recommendation 24:

The Select Committee recommends that schools report serious bullying incidents to the Local Authority through the usual child protection routes, e.g. CAF forms or MARFs. Governing Bodies may wish to consider regular reports on all bullying incidents.

Members of the Select Committee were presented with an anti-bullying policy from one of the schools in the borough. The policy did not stipulate that incidents involving bullying should be recorded in writing. Therefore, there is no evidence that the incident occurred and this would make bullying difficult to monitor in the school. There were no clear procedures contained in the policy of how the school involved parents/carers or how the perpetrators of bullying would be dealt with. Some of the latest types of bullying include cyber bullying, the use of mobile phones and sexual misconduct. The Select Committee recommends that anti-bullying policies across the borough should consistently state that all serious incidents of bullying should be recorded in writing. There should be clear written procedures that all school staff are to follow, which should encompass the appropriate sharing of information within the school and when to involve outside agencies, if necessary.

Recommendation 25:

The Select Committee recommends that school governors consider a review of their anti-bullying policies to ensure they address newer types of bullying. Also, that policies clearly state that all serious incidents of bullying should be recorded in writing, with information shared as appropriate within the school and outside agencies.

2.7 Police in secondary schools

Some police officers who work in secondary schools are concerned about the growing risk of knife incidents that have been related to gang fighting outside of schools. They told the Lead Member of the Select Committee that they think secondary schools in this borough should use knife arches. The Select Committee agreed that knife arches, placed at random times in secondary schools in Barking and Dagenham, might prove an effective deterrent. The Select Committee was informed of the work undertaken by the police and Head Teachers to consider how to best address this risk, and that a locally produced play, Boy X, was recognised as being particularly effective. The placement of knife arches at schools is a matter for governing bodies to consider. Three of the secondary schools that the Lead

Member of the Select Committee visited stated that knife incidents had occurred recently in their schools.

Police statistics on weapon incidents relating to schools in the borough have been presented to the Lead Member of the Select Committee by the Corporate Director of Children's Services. Between January 2010 and January 2011, there have been 15 weapon incidents, not necessarily knives, relating to schools that have come to the attention of the police. Thus, on average, there is at least one weapon incident per month directly linked to schools that is considered serious enough to involve the police. This rate is higher if you consider that the school academic year, when holidays are taken in to account, is approximately only 9 months. The Lead Member of the Select Committee was informed by some school staff that not all incidents are reported to the police, so the true figure may be higher. The police statistics for weapon sweeps in and around schools show one incident where a claw hammer was found in bushes near the gates of a comprehensive school. Knife arches may be useful not just for detecting knives but perhaps also other weapons made of metal.

Recommendation 26:

The Select Committee recommends that all secondary schools continue their work with the police to reduce the risk of knife crime in our borough.

Recommendation 27:

The Select Committee recommends that governing bodies publicise a zero tolerance approach to knives in schools. They may wish to consider the use of knife arches to demonstrate that their school is knife-free.

Recommendation 28:

The Select Committee recommends that Governing Bodies may wish to look at the reasons for and patterns of exclusions.

Some police officers reported that the new information protocol was helping with the sharing of information held by both the school and police about pupils. The Select Committee recommends, however, that the agreed protocol should be consistently followed.

Recommendation 29:

The Select Committee recommends that governing bodies may wish to review the police-schools protocol, or to invite their schools liaison officer to attend a governing body meeting.

2.8 Training of School Child Protection Coordinators

The Child Protection Coordinators that the Select Committee and the Lead Member met were experienced. Most of them had many concerns about Children's Social Care. The Select Committee received reports about the range of child protection training available in the borough. At these meetings the Child Protection Coordinators are given the opportunity to be updated on new learning, for example from Serious Case reviews. It is the view of the Committee that if meetings can only take place in the school day, all Head Teachers should allow Child Protection Coordinators and other relevant staff to attend.

The Select Committee was informed by the Lead Member that some school staff are unaware that a CAF form can still be processed without the parents' or carers' permission and that a CAF form can be attached to the MARF. There is still some confusion, especially when referring neglect, whether this would be a level 2 or a level 3 referral (when it is statutory to pass on concerns to Children's Social Care and/or the police). The Local Authority is clear that if in any doubt a referral should be made. Social workers can then offer guidance and a link to the MALT teams if the issues are not at threshold levels. The Lead Member of the Select Committee was also informed by some Child Protection Coordinators that they were concerned about excessive chastisement. More training on acceptable and unacceptable parenting and excessive chastisement in the context of various cultures, and how to work with parents to address this, would be beneficial. One member of school staff also requested some training on physical restraint, stating the Local Authority does not provide this.

One Child Protection Coordinator told the Lead Member of the Select Committee that they had not been able to access training sessions lately due to their workload, as training is usually held during the working day. The Lead Member was also informed that some staff are unable to receive CAF training until approximately 5 months time, as there are no more places left. Furthermore, that there is no training for governors by the Local Authority on child protection from January up to the end of this school year.

Recommendation 30:

The Select Committee recommends that the Local Authority should arrange more training and meetings that allow all Child Protection Coordinators and relevant school staff in the borough to attend. This would also further allow Child Protection Coordinators to raise concerns and share ideas on good practice.

3. Conclusions

This has been the first ever scrutiny conducted by the Children's Services Select Committee to focus specifically on child protection policies and practices in our schools. The Select Committee has identified a number of consistent strengths and weaknesses in the safeguarding and protection systems in schools across Barking and Dagenham.

The CAF is not being effectively implemented in at least a number of schools. Information given to the Lead Member of the Select Committee illustrates the potential extent of this problem. On a school visit she was informed by one of the biggest primary schools in this borough that they have such a high number of children who have additional needs that they simply do not have the time or resources to fill in CAF forms. Some schools think that other agencies such as the police, GPs and housing should be initiating more CAF forms. Furthermore, some schools have given feedback to the Lead Member of the Select Committee that most parents find the CAF form too intrusive. Those parents who refuse to be part of the CAF process could be the very families who need more help. Moreover, the Lead Member of the Select Committee was informed that the school has a high number of children who fall just below the statutory level of referral.

Child protection policies across schools are not always consistent. The Child Protection Trainer for Schools has procedures to give feedback to schools on their policies and practices, and the training that is on offer to improve consistency further. The Select Committee recommends that governing bodies check that staff have the guidance they need on the specific procedures that school staff might be expected to follow, and ask them to

consider including the recommendations in this report in their own school policies. The Select Committee is concerned that if problems are not addressed in a consistent manner by schools across Barking and Dagenham and given the attention they deserve, problems for children could spiral into more serious outcomes.

All of the schools that have a Multi Agency Locality Team (MALT) based in their school were very positive about the work that the team does. School staff informed the Lead Member of the Select Committee that they are optimistic that this service will be an enormous help to the children and a good support system for the staff who have child protection concerns.

Feedback from all of the schools who contributed to this report consistently indicated that they are trying really hard to fulfil their statutory duties by referring pupils who they suspect could be suffering 'significant harm'. The Select Committee also recognises that children's social workers may be very busy. Nevertheless, consistent criticisms from the schools when asked about liaison with the Children's Social Care department included difficulty trying to contact the Children's Social Care Department and the inconsistent quality of children's social workers. Some schools perceive that this may be due to a high turnover of staff. For example, schools have reported to the Lead Member of the Select Committee numerous examples of social workers who have taken over a colleague's case but often do not know the basic information about the child they are trying to help, even when the case has reached the level of a core group meeting. Examples were given of social workers who had not even attended arranged meetings. Some Child Protection Coordinators have reported their perceptions of misguided advice given out by the department when school staff members believe there are potentially very dangerous situations. Many school Child Protection Coordinators perceive that this must be due to staffing implications, i.e. shortage of long-term social workers. All of the Child Protection Coordinators that the Lead Member of the Select Committee visited (including 5 out of the borough's 9 secondary schools) stated that there are some very good children's social workers, especially the ones who have been working in Barking and Dagenham for a few years. Evidence presented to Public Accounts and Audit Select Committee confirmed that a relatively large number of social workers working in the Children's Social Care Department are currently employed on a temporary basis. The Select Committee heard from the Corporate Director of Children's Services regarding the difficulty in recruiting permanent social workers, and the importance of not retaining the services of those social workers who are not working at appropriate standards. The number of agency and temporary posts is gradually reducing. The permanent recruitment of managers will help ensure more high calibre staff remain.

In terms of directions for future scrutiny, cultural and religious implications on child protection policies and practices within schools could be further addressed. For example, one primary school the Lead Member of the Select Committee visited was unaware that female genital mutilation could be forced upon a child as young as four years old and that it is not something just affecting secondary pupils. Some Child Protection Coordinators were also unaware that this warrants an immediate referral using the MARF. There is a borough policy on holidays in term time. Governing bodies have been asked to consider adopting this but as it is a school-level decision, approaches are not consistent. Any persistent absence should be monitored more closely, especially when these could have child protection implications such as forced marriages or female genital mutilation. With regard to the demographics of this borough, children who are most at risk of such abuse should be more closely identified.

In summary, Children's Services should continue to prioritise resources to early identification and intervention for potential and actual abuse experienced by children in Barking and Dagenham. It is our statutory duty to ensure that every child matters. Schools play a vital role in this. There may never be a perfect child protection system. However, scarce resources in the current poor economic climate should be put into early identification and intervention. It must be better for children if they are identified and helped at an early stage. Although there is learning from Serious Case Reviews in order to protect children better in future, the Select Committee feels that refined responses to early concerns would help reduce the risk of children dying unnecessarily. Early intervention may also potentially reduce costs in the long-term by reducing expenditure on the range of services that children may need to access to help them escape and /or recover from the physical and emotional abuse that they may have experienced over a period of time.

The Lead Member of this Select Committee would like to thank all those who contributed to the scrutiny process, especially busy school staff for giving their time. The Children's Services Select Committee intends to review the outcomes of the recommendations in January 2012.

4. BACKGROUND PAPERS

- London Child Protection Procedures 4th Edition - London Safeguarding Children Board (2010).
- Working Together to Safeguard Children: a guide to inter-agency working to safeguard and promote the welfare of children - HM Government (2010).
- Every Child Matters - HM Government (2003).
- Education and Inspections Act (2006).
- Continuum of Needs and Services – A Common Model for all agencies (2008), specifically designed for people working with children in Barking and Dagenham).
- Children's Services Select Committee (2010/11) agenda papers and minutes.
- Public Accounts and Audit Select Committee (2010/11) agenda papers and minutes.

Terms of Reference

- To review the quality and effectiveness of the child protection practices and policies which schools in Barking and Dagenham use to help ensure the safety and wellbeing of all of their children.
- To consider any related equalities and diversity implications.
- To report back to the Assembly with findings and recommendations in areas of practice and policy which the Select Committee has identified as requiring improvement.

Contributors to the review

The following people gave reports or presentations to the Select Committee:

13 July 2010 Theme: Truancy	Jane Hargreaves – Head of Quality and School Improvement
	Ann Jones – Group manager Education Inclusion
	Jay Devereux – Attendance Manager
	Greg Vaughan - Children Missing Education Manager
	Russell Taylor, Deputy Head Teacher, Robert Clack School
7 September 2010 Theme: Bullying	Meena Kishinani - Head of Children’s Policy and Trust Commissioning
	Paul Cox – Barking and Dagenham Youth Forum
	Julie Willet – Youth Worker
	Lauren Barlow - Thomas Arnold School
	Ivy Hoolas - Learning Needs Disability & Behaviour Manager
	Louise Bolton - Inclusion Advisor
19 October 2010 Theme: Child protection practices and policies in schools	Helen Jenner – Corporate Director of Children’s Services
	Jan McColm – Information Sharing and Project Assessment Manager
16 December 2010 Theme: Child protection practices and policies in schools	Elaine Ryan (Safeguarding Lead Education)
	Avraamis Avraam - Group Manager, Safeguarding, Quality and Review
18 January 2011 Theme: Child protection practices and policies in schools	Paul Jordan, Head teacher, Thames View Infant School
	Sergeant Evers and PC O’Sullivan, Metropolitan Police
9 February 2011 Theme: Child protection practices and policies in schools	Elaine Ryan (Safeguarding Lead Education)
1 March 2011 Theme: Child protection practices and policies in schools	Chris Martin (Assistant Director Children’s Complex Needs & Social Care)

The Select Committee is very grateful to all those who contributed to this review.

List of Recommendations

The review's recommendations are set out here as a list, for ease of reference.

Recommendation 1:

The Select Committee recommends greater implementation of CAF forms by all schools in the borough.

Recommendation 2:

The Select Committee recommends that schools should evidence understanding and appropriate use of CAF forms in their school child protection policies.

Recommendation 3:

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The Select Committee recommends that the Divisional Director for Social Care consider whether alternative methods could be put in place for MARFs to be received into the Assessment Team.

Recommendation 14:

The Select Committee recommends that the identified member of staff in the Assessment Team regularly checks the fax machine for incoming MARFs and ensures the fax machine is turned on / functioning properly.

Recommendation 15:

The Select Committee recommends that the Children's Social Care teams review the new phone systems and ensure that there is always a member of staff e.g. administrator or duty worker covering incoming phone calls during working hours. Telephone calls to non-available staff should be transferred through to other staff in their absence.

Recommendation 16:

The Select Committee recommends that the required time specifications in the referral process should be met by the Assessment Team, with schools making further enquiries where necessary.

Recommendation 17:

The Select Committee recommends that identified members of school staff responsible for child protection within schools should be informed that they can directly telephone the Corporate Director of Children's Services if they have not been able to reach other managers in the Children's Services department.

Recommendation 18:

The Select Committee recommends that guidance on levels of thresholds for alleged abuse needs to be re-circulated to re-emphasise that thresholds to trigger an intervention remain the same, regardless of caseloads and demands placed on Children's Services.

Recommendation 19:

The Select Committee recommends that there should be better communication from social workers with regard to arriving late to see children at school.

Recommendation 20:

The Select Committee recommends that social care managers review all reported inefficiencies and provide a feedback report on possible causes to the Select Committee in six months.

Recommendation 21:

The Select Committee recommends that the quality of team managers and social workers should be consistently high, this being facilitated through monitoring and training.

Recommendation 22:

The Select Committee recommends that the improved practice in monitoring social workers' General Social Care Council registration be maintained. Associated staff should also continue to receive appropriate training for roles they are undertaking.

Recommendation 23:

The Select Committee recommends that MALTs stay based within schools. Ideally, more schools can have this service based in their schools if they desire.

Recommendation 24:

The Select Committee recommends that schools report serious bullying incidents to the Local Authority through the usual child protection routes, e.g. CAF forms or MARFs. Governing Bodies may wish to consider regular reports on all bullying incidents.

Recommendation 25:

The Select Committee recommends that school governors consider a review of their anti-bullying policies to ensure they address newer types of bullying. Also, that policies clearly state that all serious incidents of bullying should be recorded in writing, with information shared as appropriate within the school and outside agencies.

Recommendation 26:

The Select Committee recommends that all secondary schools continue their work with the police to reduce the risk of knife crime in our borough.

Recommendation 27:

The Select Committee recommends that governing bodies publicise a zero tolerance approach to knives in schools. They may wish to consider the use of knife arches to demonstrate that their school is knife-free.

Recommendation 28:

The Select Committee recommends that Governing Bodies may wish to look at the reasons for and patterns of exclusions.

Recommendation 29:

The Select Committee recommends that governing bodies may wish to review the police-schools protocol, or to invite their schools liaison officer to attend a governing body meeting.

Recommendation 30:

The Select Committee recommends that the Local Authority should arrange more training and meetings that allow all Child Protection Coordinators and relevant school staff in the borough to attend. This would also further allow Child Protection Coordinators to raise concerns and share ideas on good practice.

Terms and abbreviations

CAF	Common Assessment Framework
CPC	Child Protection Coordinator
CSSC or Select Committee	Children's Services Select Committee
ECM	Every Child Matters
LBBB	London Borough of Barking and Dagenham
LCCP	London Child Protection Procedures 4 th Edition
MALT	Multi Agency Locality Team
MARF	Multi Agency Referral Form

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**CABINET COMMENTS ON THE REPORT OF THE CHILDREN'S SERVICES
SELECT COMMITTEE**

The Lead Member of the Children's Services Select Committee, Councillor Lynda Rice, presented the Select Committee's final report of its review of child protection procedures and policies in schools in the Borough to Cabinet on 15 March 2011.

The Chair placed on record the Cabinet's appreciation of the Select Committee's report and asked that the Director of Children's Services should produce a response to the Select Committee's recommendations (attached to the Assembly report at **Appendix C**).

Cabinet broadly welcomed the recommendations of the report, while recognising that some recommendations were directed to schools, but could be supported by the Council.

While accepting that interviews took place at five out of nine secondary schools, Cabinet noted that the size of the sample, against the whole school family of 58, was small.

Cabinet expressed reservations about some allegations made in the interviews about knife incidents which, if true, raised concerns about consistent reporting of knife incidents by schools.

The comments above will be taken into account when the action plan for implementation of the recommendations is drawn up and will be monitored by the Select Committee in six months.

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Report of the Children's Services Select Committee: Child Protection Practices and Policies in Schools Review 2010-11

Response by the Director of Children's Services, Helen Jenner

Safeguarding children is a key priority for the Children's Services Directorate and we are constantly looking for ways of strengthening our systems and processes in order to ensure that every child is safe and achieves the five outcomes: be healthy; stay safe; enjoy and achieve; economic well being; make a positive contribution.

I am pleased that members of the Children's Services Select Committee recognise the improvements that have been made in our schools in relation to child protection. I am also pleased that the Select Committee has recognised that the newly formed Multi-Agency Locality Teams (MALTs), based on secondary school sites, are working effectively: these are a key part of our strategy for early identification and intervention and illustrate our commitment to universal and targeted services. We welcome the emphasis on early identification and prevention and will continue to work with schools and other key partners to intervene at the earliest possible opportunity.

Improvements in our social care systems were recognised by the recent unannounced inspection of our social care services. We welcome the work of scrutiny to enable us to further improve our safeguarding practices. This is why we have also commissioned a peer review of our work.

The Select Committee report has focused on seven key issues,

A detailed response to each recommendation is given in the following pages, but in summary my response is:

1. **Contacting Children's Services** - The new Divisional Director for Children's Complex Needs and Social Care has already ensured that head teachers have up to date contact details for the service and has reinforced the message that he can always be contacted if there are any concerns.

All head teachers are able to contact me, or any of my divisional directors directly if they have not been able to resolve any concerns.

2. **Implementing the Common Assessment Framework (CAF)** – The Borough is seen as an example of best practice in its use of the CAF and our early intervention work in Multi-Agency Locality Teams (MALTs) has been nationally recognised.

The MALTs are there to provide advice, support and guidance to any practitioner working with children where there are significant concerns about their health, well being and achievement, that cannot be met within

the services available in our schools. By working closely with school staff they can support the assessment process and ensure children, young people and their families receive the help they need quickly and effectively.

3. **Effective information sharing** – Our Public Protection Desk is well-established, and ensures that information is exchanged effectively at the point of police referral to social care. We are using the Safeguarding Board and the current peer review to drive forward consistent high quality standards across all partners we work with in this system.
4. **Thresholds for intervention** – Our thresholds have remained the same, and this has been recognised by OFSTED. We review these regularly with Child Protection Co-ordinators to ensure they are fully understood.
5. **Support to Child Protection Co-ordinators** – We actively encourage Child Protection Co-ordinators to raise any concerns they may have through regular meetings. No serious concerns have been raised through this route.

There is also a comprehensive programme of specific support for school Child Protection Co-ordinators. I will ensure that schools are made fully aware of these extensive training and support opportunities by resending the details of the website to all schools and re-circulating to governors. Further reminders will be sent through my regular updates to head teachers.

6. **Physical safety of children and young people** – We take the physical safety of children and young people, at or on the way to and from school, extremely seriously. All our secondary schools have a community police officer based on site.

Regular meetings take place between the Borough Commander or his nominee, and secondary head teachers to ensure a consistent and strategic approach to serious issues such as carrying of knives and membership of gangs. The issue of knife arches was recently debated at one of these meetings and the associated technology demonstrated. The decision as to their use is a matter for individual school governing bodies.

7. **School attendance** – The Children's Trust and our schools have identified this as a key priority. As a result, attendance levels are the highest they have ever been in the Borough, and are at the national average in secondary schools. There has also been a fall of 2.3% in persistent absences.

We are continuing to work proactively on this important area, and we are recognised as one of the national leaders in using Parent Support Advisors to increase school attendance levels.

The Children's Services Directorate will address the recommendations made by the Select Committee and the findings of the peer review through an update to their existing Project SAFE action plan. This will be monitored through the performance board of the Barking and Dagenham Children's Safeguarding Board. Both this Board and the Select Committee will receive an update on progress against the recommendations in October 2011.

The Children's Services Directorate has a strong working relationship with councillors, school governors and head teachers based on a mutual concern to ensure the safety, health and well being of every child. We will continue to collaborate with schools, and all other associated agencies, to ensure the safety and best possible outcomes for all our children.

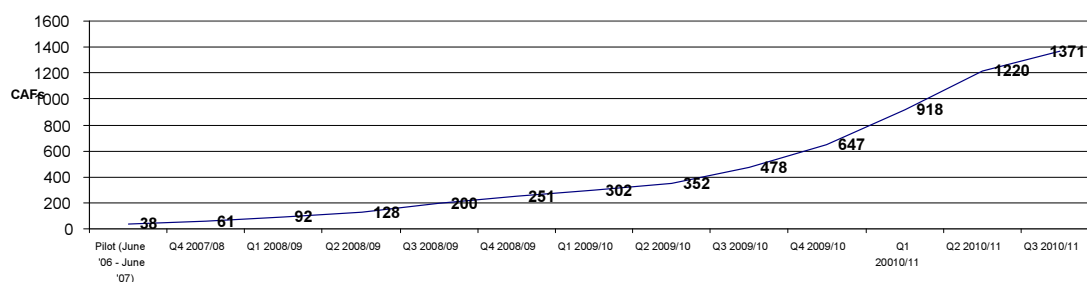
Corporate Director, Children's Services: Response to Select Committee Recommendations

The review's recommendations are set out here as a list. For ease of reference, *the Corporate Director's response is inserted below each in italics.*

Recommendation 1:

The Select Committee recommends greater implementation of Common Assessment Framework (CAF) by all schools in the borough.

There has been a significant increase in the use of the CAF form across agencies, including schools:



Benchmarking data is not produced but data from other London Boroughs suggests we are in line with, or above, our neighbours for CAFs completed.

We will continue to encourage schools to complete CAFs and our assessment team and Multi-Agency Locality Teams (MALTs) are able to give tailored advice as well as offering a range of courses. We have been pleased with the significant increase in the uptake of courses, and additional courses are timetabled for the Summer Term to meet the increased demand.

Recommendation 2:

The Select Committee recommends that schools should evidence understanding and appropriate use of CAF forms in their school child protection policies.

The Office for Standards in Education (OFSTED) inspections of schools currently check that appropriate safeguarding arrangements are in place.

Most governing bodies would expect to see that this item is covered in the safeguarding sections of the Headteacher's Report. Additional guidance will be included in next term's Director's report to governors.

Recommendation 3:

The Select Committee recommends that the central system for monitoring input of forms and subsequent outcomes must be robust. Awareness of the system might need to be raised.

Input of CAF forms is logged and data analysed. Forms are then linked to the Multi-Agency Locality Teams who monitor outputs and outcomes. Children's Services will review whether this could be further analysed in future and report back to the Select Committee.

Recommendation 4:

The Select Committee recommends that more training should be provided by the Local Authority for school staff who fill in CAF forms or MARFs.

A strong programme of Child Protection training, including CAF and MARF completion is provided through the multi-agency Safeguarding Board, and take-up of it was very high when it was first introduced. We will review the latest position with the Safeguarding Board's Training Sub-Group to see if a refresh is needed and how to target it effectively.

Recommendation 5:

The Select Committee recommends that all schools should have an identified member of staff who is thoroughly trained in filling in CAF forms, and that this should be regularly updated. Their responsibilities would include collating and coordinating information from school staff about pupils' needs.

This is the Local Authority's expectation, and a central list of trained personnel is maintained. Governors will be asked to consider whether an annual update from the identified member of staff would be useful to include in the Headteacher's Report on Safeguarding.

Recommendation 6:

The Select Committee recommends that all schools in the borough ensure that their child protection policies make clear how staff will be aware of procedures with regard to information sharing, spotting signs of possible abuse, etc.

All schools already submit a form which shows how they comply with child protection policies. In the last year, all schools submitted the form to Children's Services and received advice as appropriate where improvements were identified as necessary.

Recommendation 7:

The Select Committee recommends that a school member of staff who listens to a disclosure must write this down themselves, date it, sign it and pass this on immediately to the school's identified Child Protection Coordinator.

The processes a school decides to follow are for the school governing body to decide. However, the Local Authority agrees this would be good practice and will suggest to school governors in the next Director's report that they consider adopting it, if it is not in place already in their school.

Recommendation 8:

The Select Committee recommends that school staff, including the Child Protection Coordinator, should not directly approach parents/carers to investigate possible cases of child abuse.

It is already Council policy to recommend to schools not to directly approach parents/carers in such cases. There may be particular instances when a different approach is taken but this should always be agreed by social work staff and the school. Social workers will be reminded to make this clear when responding to schools raising concerns.

Recommendation 9:

The Select Committee recommends that all school child protection policies should be easily accessible to parents and carers, e.g. available on the internet.

It is already Council policy to recommend to schools that their Child Protection Policy should be accessible for parents. It is a matter for the governing body to decide how this is achieved, but many schools already have their policies online. The Local Authority will continue to encourage governors to consider this approach.

Recommendation 10:

The Select Committee recommends that there should be greater consistency in the use of absence codes across all schools in the borough.

Attendance officers already work closely with schools to ensure that they use absence codes appropriately and accurately. The use of some codes is a matter for decision in each school.

Recommendation 11:

The Select Committee recommends more consistent use of penalty notices and parenting orders by primary and secondary schools across the borough. Local Authority officers are asked to investigate whether there are any ways to increase the rate of payment of the notices.

The use, or otherwise, of penalty notices is a school governing body decision. This was last discussed with governing bodies in the Spring Term 2010. Since then we have seen improvements in attendance. Governing bodies will be reminded that this option is available for them to use, if they wish, at the next Director's meeting for governing bodies.

Recommendation 12:

The Select Committee recommends that the Corporate Director of Children's Services enquires whether it is possible for the national absence recording system to include a separate category for persistent unauthorised absenteeism, as opposed to simply placing persistent authorised absenteeism in the same data category as persistent unauthorised absenteeism.

The Council and the Borough's schools already follow national guidance on coding absence. The Corporate Director will enquire whether a change to national guidance is possible.

Recommendation 13:

The Select Committee recommends that the Divisional Director for Social Care consider whether alternative methods could be put in place for MARFs to be received into the Assessment Team.

The systems for MARF referrals have been agreed across all agencies. A specialist team is available to receive MARFs, and each day staff review these. Links with the Public Protection Desk are well established.

Work is already underway to review how referrals are made to social care, so that the MALTs can play a greater part in this process.

Recommendation 14:

The Select Committee recommends that the identified member of staff in the Assessment Team regularly checks the fax machine for incoming MARFs and ensures the fax machine is turned on / functioning properly.

This system is already in place. It is expected that the new systems for referrals to social care will ease the pressure at initial referral point. It should be noted that the number of initial referrals increased from an average of 1,090 in 2007/8 to over 3,000 for the following 2 years.

In addition we will review whether alternative email referral systems may be possible.

Recommendation 15:

The Select Committee recommends that the Children's Social Care Teams review the new phone systems and ensure that there is always a member of staff e.g. administrator or duty worker covering incoming phone calls during working hours. Telephones calls to non-available staff should be transferred through to other staff in their absence.

Staff check the phone and fax systems at the start of every day to ensure that all systems are working effectively and cover is in place. A regular mystery shopper exercise will be conducted to continue to monitor the new system.

Head teachers are asked at half-termly consultative meetings for their views on any remaining concerns.

Recommendation 16:

The Select Committee recommends that the required time specifications in the referral process should be met by the Assessment Team, with schools making further enquiries where necessary.

Although the percentage of these taken through to initial assessment was very poor in 2008/9 (12%), this has now increased to 75%. As the number of initial assessments per year increased from 386 in 2008/9 to a projected 1,800 this year, managing the speed of completion has been a challenge.

Daily monitoring is in place, with a weekly report to the Director to improve this indicator (an improvement for completion within 7 days from 40% last year to 47% this year is expected) – but there is still much more improvement required. Additional supervision training has been provided to help managers ensure this progress.

Recommendation 17:

The Select Committee recommends that identified members of school staff responsible for child protection within schools should be informed that they can directly telephone the Corporate Director of Children's Services if they have not been able to reach other managers in the Children's Services department.

Headteachers all have the Corporate Director's office telephone number, mobile phone number and email address. As part of Child Protection Training, staff are given guidance on what they should do if they feel concerned that processes are not being followed through. A list of key managers to contact will be re-circulated via the Director's weekly update to schools.

Recommendation 18:

The Select Committee recommends that guidance on levels of thresholds for alleged abuse needs to be re-circulated to re-emphasise that thresholds to trigger an intervention remain the same, regardless of caseloads and demands placed on Children's Services.

There have been increased levels of referrals, initial and core assessments and increases in numbers of children with a Child Protection Plan (increased from 167 in 2008/9 to 255 in December 2010).

There is no evidence that thresholds have been raised, although clearly, if this is the perception, we need to address it. We always need to find a balance between taking risks sensibly and having too many children on the register at a time, meaning that real risk would not be prioritised properly.

The Director will re-circulate the threshold guidance and linked statistics in her weekly update and in the next Director's Report to Governing Bodies.

Recommendation 19:

The Select Committee recommends that there should be better communication from social workers with regard to arriving late to see children at school.

The Director will ensure that schools are advised of the estimated arrival time of social workers, and that police and social workers will arrive together whenever possible.

Recommendation 20:

The Select Committee recommends that social care managers review all reported inefficiencies and provide a feedback report on possible causes to the Select Committee in six months.

The Director will ensure that an action plan to address issues raised (and also any issues arising from the peer review of social care currently taking place), is provided for the Select Committee during May, with a progress update in six months.

Recommendation 21:

The Select Committee recommends that the quality of team managers and social workers should be consistently high, this being facilitated through monitoring and training.

No unqualified social workers are employed in Barking and Dagenham.

All social workers attend at least 5 days training a year: this has to be recorded and submitted to the General Social Care Council for them to maintain their social worker status.

Clearly there will be strengths and weaknesses in every team and individual. Performance and development of all staff (including agency staff) are managed through supervision procedures.

Recommendation 22:

The Select Committee recommends that the improved practice in monitoring social workers' General Social Care Council registration be maintained. Associated staff should also continue to receive appropriate training for roles they are undertaking.

This recommendation refers to the improved systems between HR and Children's Services to ensure that all CRB and GSCC registrations are kept up to date and renew well before they expire. These systems will continue to be maintained.

Recommendation 23:

The Select Committee recommends that MALTs stay based within schools. Ideally, more schools can have this service based in their schools if they desire.

The Local Authority will maintain MALT teams in schools, unless the school requests that they are moved.

Recommendation 24:

The Select Committee recommends that schools report serious bullying incidents to the Local Authority through the usual child protection routes, e.g. CAF forms or Multi Agency Referral Forms (MARFs). Governing Bodies may wish to consider regular reports on all bullying incidents.

Governing bodies are responsible for deciding whether they wish to receive regular reports on bullying as part of the Headteacher's report to governors. The Local Authority recommends this as good practice.

The Corporate Director will remind schools that if bullying is sufficiently serious to be considered a child protection issue, it should be reported to the Local Authority through the usual child protection processes.

Recommendation 25:

The Select Committee recommends that school governors consider a review of their anti-bullying policies to ensure they address newer types of bullying. Also, that policies clearly state that all serious incidents of bullying should be recorded in writing, with information shared as appropriate within the school and outside agencies.

The Director will re-circulate to governing bodies the local authority guidance on anti-bullying policies, for them to use if they wish to revisit policies.

Recommendation 26:

The Select Committee recommends that all secondary schools continue their work with the police to reduce the risk of knife crime in our borough.

The Education Improvement Partnership is attended by Children's Services officers and the Metropolitan Police. This forum will continue to discuss anti-knife use and gang strategies and issues. The notes from the meeting will be circulated to the Select Committee.

Recommendation 27:

The Select Committee recommends that governing bodies publicise a zero tolerance approach to knives in schools. They may wish to consider the use of knife arches to demonstrate that their school is knife-free.

This would be a matter for school governing bodies to decide. Headteachers have been introduced to knife arches in meetings with the Metropolitan Police and whilst there is unanimous agreement to zero tolerance of knives in school, there are differing views on the efficacy and desirability of knife arches.

Recommendation 28:

The Select Committee recommends that Governing Bodies may wish to look at the reasons for and patterns of exclusions.

Decisions around what data to analyse are for governing bodies to address. The Local Authority would recommend that exclusions should be reported to governing bodies and any patterns should be analysed. The next Director's Report for governing bodies will remind governors of this.

In addition, the Council analyses exclusion patterns and these are discussed with head teachers through our Behaviour Partnership, and individually, if appropriate.

Recommendation 29:

The Select Committee recommends that governing bodies may wish to review the police-schools protocol, or to invite their schools liaison officer to attend a governing body meeting.

A revised protocol was agreed with schools, the Local Authority and the Metropolitan Police in October 2010. It will be re-circulated to all governing bodies by the Corporate Director Children's Services so that they can review it, if they wish.

Recommendation 30:

The Select Committee recommends that the Local Authority should arrange more training and meetings that allow all Child Protection Coordinators and relevant school staff in the borough to attend. This would also further allow Child Protection Coordinators to raise concerns and share ideas on good practice.

For information, over the last year 78 children's safeguarding courses/training sessions have been held with 1,140 attendees. Child Protection Co-ordinators have indicated that they find termly meetings appropriate, and are asked at the termly meeting for the date and time that they would like the next term's meeting. The Director will ensure that at each meeting they are reminded of the full range of training that is available

ASSEMBLY

30 MARCH 2011

REPORT OF THE SAFER AND STRONGER COMMUNITY SELECT COMMITTEE

Title: Community Cohesion Scrutiny Review	For Decision
<p>Summary: The Safer and Stronger Community Select Committee (SSCSC) has completed its in-depth review of how the Council can support the Voluntary and Community Sector in building community cohesion. The Select Committee's report is attached as Appendix A.</p> <p>The SSCSC met between July 2010 and January 2011 to gather evidence through reports, presentations and community consultation. In accordance with the Council's Constitution, Part C, Section H, paragraph 8, the final report setting out the SSCSC's findings and recommendations was agreed at its meeting on 19 January 2011 and was submitted to Cabinet on 15 March 2011 for information and comments. The Cabinet asked a number of questions of clarification, and then generally welcomed the report, placing on record the Cabinet's appreciation of the work of the Select Committee. A note of the items of clarification appears at Appendix B.</p> <p>In relation to the recommendations adopted by Assembly, the SSCSC will then ask service providers to respond with detailed comments, including impacts, risk and timescales, and provide an implementation action plan.</p> <p>At six monthly intervals a report from the service providers setting out the progress of the implementation plan will be presented to the SSCSC for monitoring purposes until all recommendations have been addressed to its satisfaction.</p> <p>Wards Affected: All</p>	
<p>Recommendation</p> <p>The Assembly is recommended to adopt the Safer and Stronger Community Select Committee's recommendations as set out in the report.</p>	
<p>Reason</p> <p>To assist the Council to achieve its Community Priority 'Fair and Respectful'.</p>	
<p>Comments of the Chief Financial Officer</p> <p>It is envisaged that recommendations adopted within this report can be contained within existing council wide budgets and resources.</p>	
<p>Comments of the Legal Partner</p> <p>There are no specific legal implications arising from this report</p>	
<p>Risk Management</p> <p>This review helps to inform and support the mitigation already planned and in place in respect of Corporate Risk 24.</p>	

Customer Impact

The review considers possible ways to assist voluntary and community organisations in building community cohesion.

The report particularly considers issues relating to faith groups, and young people, and the recommendations have been informed by consultation with relevant organisations. However, most of the recommendations have been framed in such a way that it is intended that they will have positive benefits for all groups in the community, rather than singling out any particular groups.

Recommendation eight, in particular, was proposed by the Committee taking into consideration the potential needs of disabled people to ensure they are not disadvantaged.

The Committee will be asked that progress against the recommendations be reported back in six months where particular consideration will be given to ensure that a range of different equality groups have benefited.

<p>Lead Member: Councillor Darren Rodwell</p> <p>Officer Contact: Paramjit Nijher, Senior Scrutiny Officer</p>	<p>Contact Details: E-mail: darren.rodwell@lbbd.gov.uk</p> <p>Tel: 020 8227 5069 E-mail: Paramjit.nijher@lbbd.gov.uk</p>
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Lead Member Foreword



We are pleased to be presenting the report of the Safer and Stronger Community Select Committee.

We live in one of the most rapidly diversifying boroughs in London. As the increase in the number of people from different ethnic backgrounds offers considerable opportunities, at the same time, the pace of change creates a number of real challenges for building a stronger community. The challenge for the Council and its partners is to ensure that this diversity is a source of strength for the borough.

Throughout this report, we consider the wide range of work undertaken by the Council and partners to promote a cohesive Barking and Dagenham. The Select Committee was also pleased to hear directly, the views and concerns of the community and voluntary groups.

We make a number of recommendations, which we believe will build on the positive work underway. A lot of positive work is already being done by a vast majority of community and voluntary organisations throughout the borough, and we as the Council must recognise their work and support these organisations.

Finally, I would like to thank all the people who have contributed to this review. This includes all the Members of the Safer and Stronger Community Select Committee, all the officers who presented evidence. This project would not have been possible without those community and voluntary organisations who took the time out to meet with the Select Committee to give evidence or participate in the consultation meetings.

Cllr Darren Rodwell

Lead Member, Safer and Stronger Community Select Committee

1. Introduction

At its meeting on 28 July 2010, the Safer and Stronger Community Select Committee (SSCSC) commissioned a review into community cohesion in the borough. The Select Committee wanted to know, in the current financial climate, how the Council and its partners can support community and voluntary groups in building cohesion amongst communities in the borough. The Select Committee also wanted to explore what opportunities are currently available for community and voluntary groups to build community cohesion.

The review was prompted by a number of considerations:

- Relevant indicators drawn from the Place Survey 2008/09 showed that only 49% of people in Barking and Dagenham believed that people from different backgrounds get on well together in their local area. Furthermore, only 44% of people in Barking and Dagenham felt that they belonged to their neighbourhoods.
- The review was strategically linked to the Council's community priority to provide "a stronger and more cohesive borough so that it is a place where all people get along, and of which all residents feel proud". The review was also intended to identify and promote opportunities for the Third Sector to enhance community cohesion in the borough.
- Members also identified that community cohesion was a key concern and was raised frequently by residents during their 2010 election campaign.

The terms of reference for the Select Committee can be viewed in Appendix 1.

The Safer and Stronger Community Select Committee consisted of the following nine Councillors in the 2010-11 municipal year:

- Councillor Darren Rodwell (Lead Member)
- Councillor Laila Butt (Deputy Lead Member)
- Councillor Saima Ashraf
- Councillor Jim Clee
- Councillor Eileen Keller
- Councillor Graham Letchford
- Councillor Margaret Mullane
- Councillor Tony Perry
- Councillor Maureen Worby

The Scrutiny Officer was Paramjit Nijher. The Lead Service Officer for the review was Heather Wills, the Head of Community Cohesion and Equalities, who supported the Select Committee throughout the review and helped oversee the delivery of the project in collaboration with the Lead Member and the Scrutiny Officer.

Anne Bristow, the Corporate Director of Adult and Community Services, nominated as the SSCSC Scrutiny Champion, supported the Select Committee throughout the review and provided expertise and guidance to the Select Committee.

Over the course of the review, the Select Committee met on eight occasions, including formal and informal meetings, and heard evidence from a wide range of services and organisations associated with building community cohesion and the voluntary and community sector. The Select Committee also undertook a visit to Gascoigne Primary School which has been rated 'outstanding' for community cohesion.

The Select Committee enabled community and voluntary groups and their representatives to give their views directly through a number of consultation meetings held in July, August, and September 2010. The Select Committee heard the views of approximately 25 local community and voluntary groups. A number of issues and concerns were raised by the groups which are addressed throughout this report

This report will be presented to the Select Committee for agreement in January 2011. The report will then be presented to Cabinet on 15 March 2011 for comments and then for consideration by Assembly on 30 March 2011.

If the report is adopted by Assembly, an action plan outlining the implementation of the recommendations will be produced and will be regularly monitored by the Select Committee until each one is completed.

When finalised and agreed, the findings of this report will be publicised in the following ways:

- A download copy will be made available from the Council's website at www.lbbd.gov.uk/scrutiny
- A comprehensive summary of the report's findings will be sent to interested parties and relevant organisations.
- A download copy will be made available from the 'Centre for Public Scrutiny' website.

2. Background

2.1 What is community cohesion?

Although the term community cohesion has many dimensions, a widely accepted definition of a 'cohesive community', was introduced by the Government in 2008; "Community cohesion is what must happen in all communities to enable different groups of people to get on well together. A key contributor to community cohesion is integration which is what must happen to enable new residents and exiting residents to adjust to one another¹."

The Government's vision of an integrated and cohesive community is based on three foundations:

- People from different backgrounds having similar life opportunities
- People knowing their rights and responsibilities

¹ Department for Communities and Local Government, 2008, 'The Government's response to the commission on Integration and Cohesion'.

- People trusting one another and trusting local institutions to act fairly.

and three key ways of living together:

- A shared future vision and sense of belonging
- A focus on what new and existing communities have in common, alongside a recognition of the value of diversity
- Strong and positive relationships between people from different backgrounds.

While not disagreeing with the Government's definition, Barking and Dagenham Council developed its own simpler definition and vision which is set out in the Community Cohesion strategy in 2007:

Together we choose to build and support:

- A strong community who will get fair access to services
- A place where people respect one another and enjoy safe and peaceful lives
- Opportunities to meet together and look forward to the future.

2.2 National Context and Guidance relating to community cohesion

Creating community cohesion is a complex challenge and has been a key theme in national and local government agendas since civic disturbances in 2001. Whilst there is a natural focus on how people from different cultural backgrounds can live peacefully side-by-side, the challenge exists equally in building inter-generational cohesion.

The Local Government Act 2000 introduced the duty for Councils to promote the economic, social or environmental wellbeing of their area. Many types of council have seen this as endorsement of their mainstream role in building community cohesion locally. No other statutory service has this power.

Local Authorities have legal duties with respect to promoting equality and eliminating discrimination and harassment. At present these duties relates to race, gender and disability, but when the new Equality Act comes fully into force (expected by March 2011), this will be extended to age, sexual orientation, faith and belief and pregnant women and new mothers.

While much work in relation to community cohesion is underpinned by effective work in relation to promoting equalities and tackling discrimination, a wider approach is required to build 'community spirit' to ensure that services are perceived to be fair, and to build good relationships between communities and individuals.

The Coalition Government's idea of 'Big Society' suggests that citizens and communities will gain the power and information they need to come together, solve the problems they face. The Big Society forms one of the main tenets of the Government's vision for the future of society. The Voluntary and Community sector is expected to be the driving force behind this radical shift in power. It is hoped that the Big Society will help bring communities together and create a new era of local action.

Local authorities have a key role in promoting cohesion. They can do this by taking an active role in listening to their local communities, understanding how they are changing, whether people are getting on well together, whether they're satisfied with their local area as a place to live, whether they're satisfied with the service they receive from the Council and whether they feel there is equality of service.

Community cohesion has been measured through the national Place Survey conducted every two years.

2.3 Local Picture

Barking and Dagenham has population of approximately 175,600, living in just over 69,000 households². The borough is one of the fastest-growing in England.

The Greater London Authority has predicted that by 2020 Barking and Dagenham will have a population of 205,000. This rise is attributed to the number of houses that are being built through the Thames Gateway regeneration such as Barking Riverside, which brings a demand for services as well as great opportunities.

At the moment 26% of the population are under 16, 62% are aged 17 to 64 and 12% are 65 and older. The borough has a higher proportion of both older and younger people than the London average.

An important recent change has been the rapid rise in the proportion of residents who are from an ethnic minority. In 1991, only 6.8% of the borough's population were from an ethnic minority. This had risen to nearly 15% in 2001, and is now estimated to be approximately 33.7%³. Historically, there has been a stable white, working-class population in many parts of the borough, although in areas of Barking there has been a high number of people from different ethnic backgrounds, also well established since the 1960s. Increasing the number of people from different ethnic backgrounds offers considerable opportunities but the pace of change creates a number of real challenges for building a strong community.

A more detailed breakdown is provided below⁴:

Ethnic Group	Borough Count	Borough %
White British/Irish	102,637	56.4
White Other	19,695	10.8
Asian Indian	7,440	4.1

² Office of National Statistics mid-year estimates, 2009

³ Estimate by LBBB Information and GIS Team 2010

⁴ This is assembled from three main data sources: GP Register 2010, Electoral Register 2010 and Annual School Census 2010 as part of the Borough's Community Mapping Project. The figures are a provisional estimate.

Asian Pakistani	9,754	5.4
Asian Bangladeshi	5,506	3.0
Asian Other	3,435	1.9
Black Caribbean	3,407	1.9
Black African	28,060	15.4
Black Other	514	0.3
Chinese	710	0.4
Other	970	0.5

Ipsos MORI⁵, provide an insight into what drives individuals' perceptions of their local area and what they are looking for from those that serve them. The data includes the overall results and overall trends in relation to the perceptions-based National Indicators (NIs) from the National Place Survey conducted until now every two years.

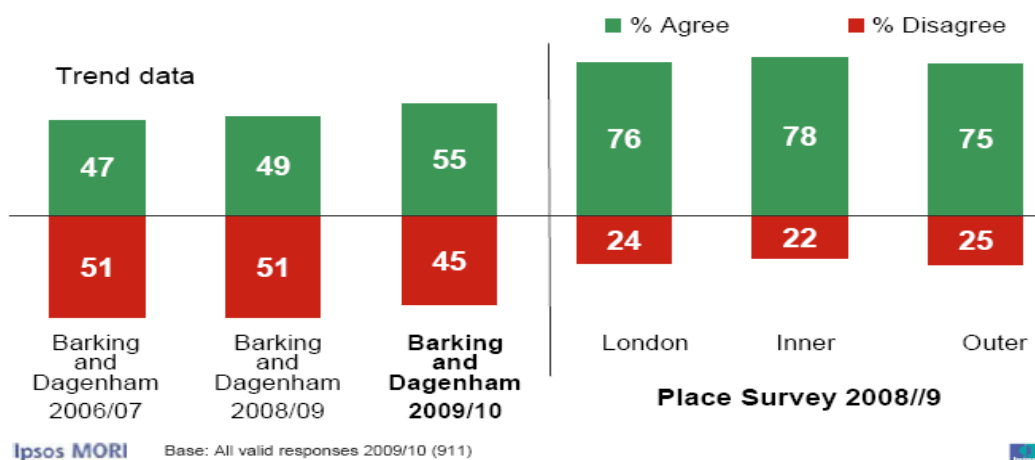
The key indicator used to measure performance in relation to community cohesion is National Indicator 1: the percentage of people surveyed who believe people from different backgrounds get on well together in the borough. The following table shows the results in the 2008/09 Place Survey:

England (City of London)	Highest	91.6%
England (LBBB)	Lowest	49.1%
England Average		75.3%
London (LB Richmond/Thames)*	Highest	87.6%
London (LBBB)	Lowest	49.1%
London Average		76.3%
BARKING & DAGENHAM		49.1%

It can be seen that, in 2008/09, Barking and Dagenham was the worst performing local authority in the country against this indicator, with a score of 49.1%. Although the borough's performance was an improvement on its 2006/07 score it still remained below London average. The Council conducted its own survey in 2009/10, using the same methodology: while performance had improved to 55%, this remains considerably below the national and London averages, as shown below:

⁵ Ipsos MORI Local, *People, Perception and Place*, 2009

Q To what extent do you agree or disagree that your local area is a place where people from different backgrounds get on well together?



The performances of other London boroughs most comparable to Barking and Dagenham in this indicator are Lewisham with 78% and Hackney with 77%.

The Place Survey also measures cohesiveness in the local area by asking residents about the degree to which they feel they belong to their neighbourhood (NI 2). Survey results for this measure in 2009/10 found that less than half (46%) of residents in Barking and Dagenham state that they feel a strong sense of belonging to their local area. This means that when compared with 2008/09 averages, residents' in Barking and Dagenham are slightly less likely to feel a sense of belonging to their immediate neighbourhood than those living in London as whole (where the average is 52%).

Another facet of community cohesion is assessed by asking residents the extent to which people treat one another with respect and consideration in the local area. Interim Place Survey results show that more than a half (56%) of residents in Barking and Dagenham feel that people do not treat one another with respect and consideration is a problem in their local area, while 44% say that this is not a very big problem or not a problem at all.

During its review, the Select Committee learned of the Coalition Government's decision to terminate the National Place Survey. However, officers are currently liaising with other local authorities to see if they will continue to commission a less detailed version of the survey which will also ask the NI1 question, at a cost of approximately £10,000. However, there is as yet no guarantee that other authorities will conduct the survey, so comparisons with other authorities will not be possible. Members were of the opinion that the Borough's own Place Survey should be sustained as it provides a valuable indication of how the local residents feel about community cohesion.

Recommendation 1:

The Select Committee supports the borough undertaking its own survey to provide insight into the views of residents towards community cohesion. The Select Committee therefore recommends that the Council should continue to survey residents in relation to this indicator, using statistically comparable methods.

2.4 Community cohesion in Barking and Dagenham and relevant strategies in place

In 2004, Barking and Dagenham adopted its first community cohesion strategy, 'One Community'. This expired in March 2007, and a new strategy was built on the foundations of partnership working and shared values that 'One Community' established, utilising insight gained from an extensive programme of community engagement with residents, key voluntary and community sector organisations and local businesses.

The results of the consultation revealed a number of community concerns and priorities, which were translated into actions in the strategy's action plan, published in July 2007. These were then continued into the Community Plan. The Community Plan outlines the Borough's aims for the future and the actions required in delivering these aims, through working in partnership with a number of agencies over the next three years. The plan is reviewed annually by the Barking and Dagenham Partnership to assess the progress on implementing the actions. New actions are incorporated or modified in light of progress, changing circumstances in order to ensure continuous improvement.

The objective most relevant to community cohesion in the current Community Plan is

Fair and respectful: a stronger and more cohesive borough so that it is a place where all people get along and of which all people feel proud.

The Council routinely considers the potential impacts of new policies in terms of community cohesion. Services are required to identify actions which will mitigate any negative impacts of new policies.

2.5 How does LBBD compare with best practice?

The Select Committee explored the work undertaken by other boroughs in building community cohesion; this included the work of four local authorities awarded beacon status for their work around community cohesion:

Lancashire, one of the most diverse counties, was recognised for its work on fostering good community cohesion through strong and effective partnership work. The Lancashire Community Cohesion Partnership is sub-regional and made up of the 15 Lancashire local authorities. It developed a joint approach to community cohesion by working closely with a range of partners, both within and outside the Council. Representatives of the partnership also link to other strategic

partnerships including the Hate Crime Incident Working Group, Police Division Tension Monitoring Groups and the Community Safety Board.

The London Borough of Hounslow was awarded Beacon Status for its outstanding work around preventing violent and extremism, particularly on the risk of violent Muslim extremism. The Council carried out innovative research into Far Right and religious fundamentalism and involved a series of stakeholder interviews and consultation with 200 young people. The Council developed programmes ranging from work with British Muslim scholars to sharing best practice with counterparts in Australia.

The London Borough of Southwark delivered its cohesion work through capacity building and citizenship activities. Four area-based teams were developed to work with local communities; geographical areas set their own action plans in relation to monitoring community tensions, understanding new communities or working in schools. Furthermore, following July 7 bombings, the Council worked with the Police to support South Asian and Somali communities to take a stance against extremism.

The London Borough of Waltham Forest was awarded for its work around challenging extremism. A number of people arrested in the borough as part of the counter-terrorism operation called 'Operation Overt', which caused tensions between communities and also generated media attention. However, through strong leadership and partnership work on tension monitoring and maintaining cohesion, beacon status was jointly awarded to the local authority and Waltham Forest Metropolitan Police Service.

Although Barking and Dagenham does not face the same challenges in relation to violent extremism as other boroughs, the borough is working closely with community groups and the police to reduce risks in this area. Barking and Dagenham's Community Safety Partnership comprises of partners across the borough such as the Police, Fire Service, Probation, NHS, Community and Voluntary Services and so on. The role of the partnership is to work closely across organisations to develop and implement solutions to meet community priorities.

The Committee also noted interesting examples of activities undertaken by other borough to promote community cohesion.

- The London Borough of Lewisham holds local assemblies in each ward which are chaired by local councillors. In 2008, the Council held a Food and Drink Festival open to all communities
- The project 'Eco-Street' involved the Lewisham Council asking residents to nominate a street to win an environmental make-over. The successful street received free energy assessments, information and advice on recycling, environmental goodies and local cleanups. The project highlighted the importance of effective engagement with residents by ensuring that the motivations for the project are well understood and are aligned with the vision and sense of local pride held by the residents.
- The London Borough of Hackney delivered a strong programme of activities to encourage local people to get involved in the Olympics. The borough also

held 'Give or Take Days', after Christmas with residents giving away unwanted toys, books, tools and kitchenware;

- The Kindness Club is a community rewards scheme run by a local newspaper in South London. The scheme offers rewards in exchange for good deeds and people who prove themselves worthy by doing good deed become members of the club. Members of the club also benefit from deals and discount offers from local businesses;
- The United Streets of Birmingham Community Awards was created in order to recognise the contribution of local people in reducing crime in Birmingham. Furthermore, in Shard End, Birmingham, people are celebrated as 'heroes' if they befriend others on the same housing development as them;
- Also on Birmingham's housing estates, under a community repairs scheme, people on the estate do minor repairs before they become major ones costing more money;
- In Suffolk, a community-led social enterprise has developed with the aim of tackling the economic and social needs of communities and promoting self-help. It delivers a range of projects, schemes, advice to community groups running village halls, and promotion of local products and businesses. The Good Neighbour Scheme involves raising a team of volunteers locally to help other people in their community with small services ranging from giving lifts to checking smoke alarms. There are currently 21 schemes up and running around the county and others under development. The Scheme has benefited communities by helping to knit the community together and building new friendships between villagers.
- Manchester has a very strong 'Manchester in Bloom' competition. A group of young and old residents who transformed a run-down piece of land - Hulme won the trophy for Best Large Neighbourhood category and also the Best of the Best with a secure planting scheme. Around 75 stainless-steel planters now brighten up the Liberty Gate estate. Flora and fauna make the area look good and act as a deterrent to burglars.

3 Findings

In compiling the findings, the evidence gathered by the Select Committee has been grouped into key themes, and recommendations are presented with the relevant themes to provide context.

3.1 What are the opportunities for community and voluntary groups to build cohesion?

3.1.1 The Voluntary and Community Sector

The voluntary sector or community sector (also non-profit sector) is made up of organisations that are for non-profit and non-governmental. This sector is also called the third sector.

There are over 500 Third Sector organisations in Barking and Dagenham, comprising voluntary, community and faith organisations, social enterprises and

not-for-profit organisations. The Committee noted that in 2007/08, over 120,000 people benefited from Third Sector services and activities, equating to 74% of the local population.

The Third Sector has a key role to play in supporting local communities within Barking and Dagenham, as well as creating employment, volunteering and work placement opportunities. Members were pleased to note the optimism of organisations in the borough, as 48% had seen their turnover grow in the previous 12 months and over 50% felt that it would continue to grow in the future.

The Select Committee took the view that currently the voluntary and community sector in Barking and Dagenham sits in three tiers. Members established that tier one represented the well established voluntary and charitable organisations that are recognised and are regularly funded. Tier two includes the local community and voluntary groups that provide support to the community i.e. managing the community halls etc. Tier three represents the small groups such as the local knitting club, scout groups or the Tenants and Residents Associations which the Select Committee believe are under-represented in the borough. Currently there is no information to determine whether there is an average distribution of small, medium and large community groups across the borough.

Members felt that the Council needs to encourage people to come together to build community activity, and to ensure there is support for small groups to get established. The Council should also ensure that the benefits of working together are demonstrated to community and voluntary groups.

The Committee took the view that the challenge for the Council is to ensure the development of the strategic capacity and skills of a range of much smaller organisations such as local knitting clubs, scout groups and the Tenants and Residents Associations, building on their expertise in meeting the needs of very closely defined communities, and enabling them to support increased cohesion by working with and bringing together a wider range of groups within the community.

In the context of funding the voluntary and community groups across the borough to build community cohesion, the Select Committee took the view that there is currently a lack of joined-up work in this area. At present, work to build capacity in the voluntary and community sector is funded by the General Fund. However, some funding to support Tenants and Residents Associations also has the potential to build community cohesion: however, this is funded by the Housing Revenue Account and is managed separately.

Recommendation 2

The Select Committee recommends that funding to build community cohesion from both General Fund and Housing Revenue Account should be managed in a joined-up way to deliver maximum benefits to the community.

The Council provides significant funding to build capacity in the voluntary and community sector locally. The corporate grants fund in 2010/11, which is used to build capacity and community cohesion, stands at £845,000. Within this, £133,000 is spent on activities to support the infrastructure of the third sector (such as the CVS, the Volunteer Bureau and the Community Accountancy Project). Subject to confirmation of available funding, the Council has agreed to increase the proportion of spending on infrastructure support in 2011/12 and ongoing.

In terms of comparisons with neighbouring boroughs, these are difficult as each authority records its spending on the sector in a different way, and not all have been willing or able to share their information. Redbridge provides £704,900 corporate grants funding, but until 2010 they did not have a Volunteer Bureau. For 2010-11 they are projecting spending £114,500 on a CVS and volunteer support. Waltham Forest spend £172,500 on the equivalent of their CVS and volunteer support. Newham does not fund an equivalent of a CVS, but does spend around £340,000 on promoting and supporting volunteering.

3.1.2 Barking and Dagenham Council for Voluntary Service (CVS)

Barking and Dagenham CVS is the main umbrella organisation for the Third Sector in the borough: the Council has currently commissioned the CVS to provide infrastructure support to community and voluntary organisations in the borough. The organisation provides support through five key functions:

1. Service and Support – The CVS pro-actively identifies needs in the local community and facilitates improvement in service provision to meet those needs. The CVS also promotes the effectiveness of the local Third Sector organisations by providing them with a range of services, including access to meeting rooms, administration support and training.

2. Liaison - The CVS promotes and facilitates effective communication, networking and partnership working amongst local voluntary and community groups. The organisation works with strategic funders and local third sector organisations to increase the level of resources coming into the sector in Barking and Dagenham. These funders include London Councils, the Big Lottery Fund and others.

3. Representation – The CVS enables the diverse views of the local voluntary and community sector to be represented to external bodies, developing and facilitating structures to promote effective working relationships and two way communication.

CVS has led on the development and implementation of a strategy to develop a strong third sector, and has established a number of working groups, such as the cross-sectoral Compact Working Group, and the ChangeUP Steering Group.

4. Development Work – The CVS assists local voluntary and community organisations to function more effectively and deliver quality services to their

users, members and constituents. The CVS Development Team uses diagnostic organisational healthchecks developed to identify specific needs of local community and voluntary groups and provide development support to meet those specific needs.

5. Strategic partnership – The CVS enhances the voluntary and community sector's role as an integral part of local planning and policy-making.

Following issues raised through the Select Committee's consultation, Members pointed out that several groups expressed disappointment with the lack of communication between CVS and community groups. The groups suggested that CVS should actively communicate with community and voluntary groups. The groups also stated that information on the CVS website needed to be updated and regularly communicated.

The Select Committee noted the following targets in relation to service and support currently being met by the CVS under its commission with the Council:

- 4 editions of CVS newsletter to be produced and sent to voluntary and community organisations in the borough. Newsletter to contain information which is relevant, useful and timely to groups, including information on funding opportunities, training and infrastructure support, and feedback from the Local Strategic Partnership.
- A regular eBulletin to be sent to local voluntary and community organisations with targeted information, for example on specific funding opportunities or policy initiatives.
- The CVS website to be maintained with up to date and relevant information and to be linked with other relevant websites.
- The CVS database of voluntary and community organisations in the borough to be comprehensively reviewed and updated to more accurately reflect not only the groups which exist but also the services they provide and their level of activity (including opening times).
- The CVS Directory of voluntary and community organisations in the borough to be updated and expanded based on the revised database, and to be made available through the CVS website and accessible online by March 2011.

During the consultation, several groups also expressed concerns regarding the lack of support received from the CVS. The groups further stated that CVS need to support small and local community and voluntary groups in the borough which are struggling to raise funds. The Select Committee met with the Chief Executive of CVS to address these concerns and looked into the role of the CVS and what support it currently provides to the community and voluntary groups in the borough.

The Select Committee noted that over the course of the year, the CVS Development Team delivered a range of training courses including 15 free training courses to a total of 148 attendees from local community and voluntary groups and facilitated a total of 44 participants through six Action Learning Sets, promoting peer learning and support. Furthermore, tailored one to one support was also provided to 102 local community and voluntary groups through 349 sessions. These covered a wide range of organisational and community

development issues, including governance, fundraising, project management and policy development. Specific fundraising support, including practical support on delivering bids, was provided to 22 local community and voluntary groups over 42 sessions. Financial management and support is also provided through Accounting for Community Enterprise (ACE).

The Social Enterprise Project provides information and practical support to new and upcoming social enterprises as well as to existing ones. In the last year, the CVS had successfully supported the establishment of four new social enterprises and delivered further ongoing support to 51 existing social enterprises.

Members noted that the CVS organises and facilitates a number of meetings with local community and voluntary groups such as:

- at least four meetings of the Voluntary Sector Forum a year to provide opportunities to discuss policy issues, network and share ideas and experiences
- at least six meetings with the larger and well-established voluntary sector organisations took place to discuss strategic issues of relevance to them.
- A Voluntary Sector Open Day was held in Vicarage Field Shopping Centre with stalls from 72 different community and voluntary sector organisations to showcase their work and publicise their services to Barking & Dagenham residents.

In October 2010, Members of the Select Committee visited the newly refurbished Ripple Resource Centre located in Barking. Members were impressed with the new layout and design of the centre and were also pleased to note that it provides excellent and high quality office accommodation, training rooms, meeting facilities, performance space, conference facilities and a community café.

Members were also pleased to note that an incubation space for new upcoming and established groups was now available at the centre, which provides the opportunity for groups to use the office space to start up at the maximum cost of £500 per year. This includes the provision of desks, chairs, computers and telephones.

CVS has recently appointed a Community Development & Resource Centre Manager who will be responsible for overseeing the management of this new centre, ensuring that it effectively meets the development needs of local groups and residents. The role will also manage the CVS Development Team, created in April 2008, to plan and deliver effective development support to local groups. The team currently comprises five staff funded from various sources, the majority until April 2012.

Recommendation 3:

The Select Committee recommends that an update on the achievement of the targets for service and support by the CVS be provided by the CVS to the Select Committee in six months time.

The CVS has successfully gained Connecting Communities funding until March 2011 to provide additional capacity-building support for local Tenants and Residents Associations and Community Associations. This officer is currently meeting with local groups to discuss their needs and identify appropriate support to enable them to maximise their effectiveness as organisations.

3.1.3 Barking and Dagenham Faith Forum

In 2008, the Government issued the document 'Faith by Faith and Side by Side' after extensive consultation with faith communities. This report highlighted the significant proportion of the population (around 77%) who declared themselves as having a faith in the 2001 census, and noted that for many people, their faith is central to their identity and what they do on a daily basis. Figures in the Barking and Dagenham census were comparable, and it is considered that recent population changes are likely to have made the figures even higher locally. However, the Select Committee acknowledged that these figures are now out of date and more recent figures were needed for an accurate analysis.

The Select Committee took the view that faith groups play an active role in society in bringing different faith communities together and contribute towards building community cohesion. The Select Committee therefore wished to look into the role of the Faith Forum and ascertain how the Council could support the organisation in achieving cohesion.

Barking and Dagenham Faith Forum is the main route to inter-faith dialogue and activity in the borough. The aim of the Faith Forum is to demonstrate that faith builds community. Its objectives are:

- To provide opportunities for each faith community and the wider community to gain a fuller understanding of the faith communities (education);
- To enable the voice of faith communities to be heard by statutory organisations in the borough both jointly and individually (consultation); and
- To lever into the borough resources for faith-based community action, both jointly and individually (resourcing).

The Council has commissioned the Faith Forum to:

1. Maintain and implement an ongoing business plan
2. Employ of a member of staff to service the forum/network
3. Hold six full meetings of the forum per annum:
4. Provide the opportunity for 12 borough consultations per year in a manner appropriate to the consultation.
5. Work to demonstrate how faith organisations contribute to bringing people from different backgrounds together.
6. Represent the faith sector at partnership meetings and events – and in particular Local Strategic Partnership boards.
7. Maintain links with the CVS and Third Sector strategy to promote voluntary and community activity through faith communities eg the contribution made through volunteering in faith communities.
8. Build relationships with relevant stakeholders and partnership bodies to develop their attendance at full meetings of the forum where appropriate e.g. PCT, Police etc.

9. Facilitate a minimum of 3 appropriate training opportunities per annum for the local faith sector.
10. Maintain a data base of relevant groups.
11. Provide information on how the Forum is working towards promoting community cohesion e.g. community events, promotion of services etc.

The table below shows the different faith groups in the borough as at December 2007. Barking and Dagenham is different from many other London Boroughs in that the Christian faith is still the predominant and growing faith group:

Faith	Percentage
Bahai	0.6%
Christian	72.8%
Hindu	1.2%
Islam	4%
Jewish	0.6%
Sikh	3.5%

However, it is anticipated that the proportion of people from the Muslim faith will have grown since this assessment was completed.

Traditionally, faith groups have provided education, social welfare and community life for the borough population. In Barking and Dagenham, faith groups are the largest providers of youth activities, training and skills provision, community work and services for the vulnerable members of the society. All faith groups in the borough carry out community work as this part of their teaching.

There are currently at least 230 faith groups based throughout the borough. Although all groups are invited to become members, only 50-60 (approximately 25%) faith groups are actually registered members of the Faith Forum. This indicated that majority of the faith organisations in the borough are not registered. Encouraging faith organisations to register was identified as a key challenge by the Faith Forum. The Select Committee learned that some faith groups prefer to operate separately and do not wish to be part of the Faith Forum, in such circumstances the Faith Forum endeavour to interact with the groups by attending their meetings and participating in their activities.

3.1.3.1 Promoting the Faith Forum

The Select Committee noted that faith organisations approaching the Council for support or advice are already referred to the Faith Forum. Members however considered that one way to encourage faith groups to register was through promoting the benefits of being with the Faith Forum.

The Select Committee considered that the Council's discretion to award relief of up to 100% to organisations which are not established for profit should be further promoted to the faith groups. Only registered religious and charitable organisations are entitled to a mandatory rate relief of 80% for properties which are occupied for that charitable purpose. The Council's has discretionary powers

to award further rate relief of up to 20% (this is commonly referred to as 'top up' relief).

The Committee feels that there is also an important leadership role for elected councillors to play. Members must be willing to champion community cohesion at the ward level and, where necessary, take an upfront approach to the issue. The Select Committee took the view that Members in their role as representatives of the community should actively engage with the faith groups in their wards, as well as throughout the borough, more often and encourage them to register with the Faith Forum.

Recommendation 4:

The Select Committee recommends that the Faith Forum are invited to provide a briefing to all ward Councillors to enable them to encourage faith groups in their ward to register with the Faith Forum.

Recommendation 5:

The Select Committee recommends that the Faith Forum advertise the activities and events of different faith groups taking place in each ward in 'The News' on a regular basis.

Over the years, faith communities have changed dramatically in the borough: the number of faith groups in the borough has increased by 10% in 2009. Although the Church of England has always been well represented in the borough, the number of people participating in Pentecostal churches has increased and these churches now have the highest number of centres of worship. The Select Committee took the view that there was a lack of interaction between the new faith organisations and the wider community, impeding community cohesion. Furthermore, Members also expressed concerns that a number of faith organisations are only communicating within their own community, which can create segregation and result in a negative impact on community cohesion.

The Faith Forum identified that the majority of all faith buildings are open to people of all cultures and backgrounds. Both worship services and community and youth activities are open to the whole community. For example, attendance at the Mosque is mainly by people of the Islamic faith although all communities are welcome and have been publicly invited. The Gudwara in Barking provides food, shelter and companionship to the whole community. A number of church buildings in the borough hold a playgroup or Mother and Toddler group for all cultural backgrounds. In addition many of the borough's churches run youth groups and these are open to any young people in the community.

Within the borough there are approximately 500 faith-led community programmes running, and 2,000 faith-led children and youth activities running every week. An example would be The Salvation Army in Barking who run Karate Classes, Kids Club, Bubbles Parents and Toddlers, Baby Song, Beavers, Cubs, Scouts, Rainbows, Alove Youth Club, Youth Cell, Soul in the City Youth Events, Police

Panel, Sunday School, Crèche: that is, a total of 14 different Youth and Children's activities in one Centre.

There are also many other good examples of local faith groups which proactively contribute to their local community, for example:

- St Thomas Becontree's 'Life After Debt' project
- A wide range of positive activities for young people provided by the mosque in Victoria Road, Barking, including an allotment project
- Youth mentoring and other activities provided by the Harmony Christian Centre in Kemp Road

The Peace Week event held in September 2010 included the contribution of various faith groups, the Council and local schools. Peace Week also included the Peace Walk, starting from St Cedd's Church, through Barking Park then onto the Barking Mosque and Gurdwara and ending at St Margaret's Church.

3.1.3.2 Wider access to information

The Select Committee took the view that a database with information on all the activities provided by faith organisations should be available and shared publicly on the internet. It was noted that the Faith Forum records data on all the faith organisations and the work they do throughout the borough. However, the information is currently not shared, and permission from the organisations' contacts would be required to share the information. The Select Committee noted that libraries also provide a database of community groups on the Council's website and Members therefore suggested that details of faith organisations and their activities could be incorporated into this database, subject to the agreement of those people named as contacts.

Recommendation 6:

The Select Committee recommends that the Faith Forum work with libraries in the borough to seek permission of the faith groups to incorporate the details of their organisations and activities into the main database.

3.1.3.3 Premises for religious worship

Barking and Dagenham is now home to a very rich and diverse range of faith communities and the demand for religious meeting places in the borough is increasing. It was noted the Faith Forum receives approximately two enquiries on this subject per week; however, the number of premises available is limited. The Council's policy on religious buildings confirms the Council's support to religious organisations in relation to premises is limited to advice and guidance, and financial support to the Faith Forum.

However, the Select Committee noted the increasing requirement for religious premises by new community groups, and the limited ability for these to be accommodated, has the potential to increase community tensions.

The Select Committee noted that the Council has recently reviewed its planning policy via a Planning Advice Note (PAN) on Religious Meeting Places. The revision to the Guidance introduces more clarity on what are considered to be the

preferred locations for religious meeting places, the main change being that the policy will now allow religious facility usage in areas which will have little impact (noise, disturbance and parking) in certain circumstances, such as within employment areas and the edges of industrial areas which are on a bus route. The following four locations have been identified where applications for religious meeting places will be dealt with favourably;

- Thames Road within the River Road Employment Area
- South Dagenham West. Site Specific Allocation SSA SM2
- South Dagenham East. Site Specific Allocation SSA SM4
- Ripple Road within the Rippleside Employment Area

The Committee is however aware that, in some cases, premises may be being used as places of religious worship inappropriately. It is therefore important to ensure that any religious meetings are held in places that are suitable for that use and will not impact adversely upon neighbouring use and areas, particularly residential areas.

Recommendation 7:

The Select Committee recommends that the Regeneration and Economic Development Division provide a briefing to all Members regarding the Council's policy for places of religious premises, including guidance on what to do if Members suspect premises are being used as places of worship outside of planning regulations, or are creating environmental nuisance to neighbours.

3.1.3.4 Parking for religious premises

One of the main concerns raised by the Faith Forum was the lack of parking facilities around a number of religious premises throughout the borough. Due to parking restrictions, the majority of the people are finding it difficult to park around their religious premises and as a result are reluctant to visit their place of worship. Conversely, competition for scarce parking spaces is a source of community tensions around some places of worship. It was suggested by the Faith Forum that the consideration to removing parking restrictions during worship hours should be given to enable people to park near their place of worship.

The Select Committee considered that that removing parking restrictions might not be feasible as it is likely that residents living around the religious premises will raise concerns, and this would not be conducive to community cohesion. Members were of the opinion that people living in the vicinity of their religious premises should be encouraged to walk. However, Members were also mindful that elderly or disabled people may need to drive to their places of worship. The Select Committee considered that a drop-off zone might be a more appropriate option to facilitate people's access to such premises.

Recommendation 8:

The Select Committee recommends that the Council undertake a review of the religious premises in the borough to establish where parking space is sufficient and consider whether a drop-off zone could be created to facilitate people visiting their places of worship.

Another parking issue raised by the Faith Forum was the problems faced by Ministers of Religion when visiting houses in need. When visiting a bereaved family or administering last rites it can seem inappropriate for the first interaction to be a request for the visitors parking permit. It was suggested that consideration could be given to providing borough wide parking permits to Ministers of Religion registered with the Faith Forum. The Select Committee took the view that all faith ministers in the borough should have access to parking facilities and be issued with home visitor permits. There are currently 50-60 Faith Ministers in the borough and issuing a visitor parking permit would cost the Council approximately £3,000- £3,600, based on the cost of one permit being £60 each.

Recommendation 9:

The Select Committee recommends that the Council adopt a policy of issuing parking permits to Faith Ministers registered with the Faith Forum in the borough.

3.2 How can the Council and its partners help to build cohesion?

In order to understand what community cohesion means for their area, which goes beyond a formal and remote definition, it is important that the work of local authorities reflects the importance of openness, transparency and a willingness and capability to challenge myths and misinformation.

Building capacity in the voluntary, community and faith sectors is a key challenge for local authorities and their statutory partners. However, local authorities play a vital role in supporting and facilitating Voluntary and Community Sector (also known as Third Sector) involvement through funding arrangements, partnership working and capacity building.

Barking and Dagenham Council has worked closely with partners to understand how best to communicate with the minority of people in the borough who are disaffected and liable to believe myths (eg 'Africans are being paid to come to the borough'). The Council has been recognised as an example of good practice by the Department of Communities and Local Government in relation to this work.

The Council understands that using the printed and official communications to put forward the facts does not work; in fact it spreads the myths and makes

people think that there is some truth to it. The Council instead focuses on building contacts with people in the community who don't normally go to meetings or engage with the Council. This involves sharing the true facts on a one to one basis with people who may believe in a myth, with the aim that they will believe what they hear from a trusted source, and then share that news with their contacts. The community contacts also provide early warning of concerns and rumours in the community, in order to get a response back out in a timely way. This has proved to be a very successful model which is now being copied in many other local authorities.

The Government's Cohesion Delivery Framework⁶ makes a number of suggestions and actions that local authorities could take in order to build community cohesions. Barking and Dagenham have already adopted many of the suggestions by offering, for example:

- **Information packs for new migrants** – the Council provides a Welcome Pack to the new residents moving into the borough to help them access services appropriately and quickly become part of local society;
- **Encouraging volunteering** – this is done through a number of routes, including funding for the Volunteer Bureau and the 'Giving Back' awards during Peace Week
- **Promoting citizenship ceremonies** – these are routinely held at the Civic Centre
- **Promoting English as a Second Language (ESOL) classes** – the Council and the local college provide and commission a range of ESOL classes to the community, and the Council is doing further work with learning providers and community representatives to ensure that its resources for ESOL provision are targeted where they will have most impact;
- **Use translation guidance** – translation and interpreting are used where they can be more effective in enabling residents to access services
- **Sports development strategies** – such as the football development strategy which includes plans for a football competition, bring people from different communities together.
- **Time Bank** – this approach enables people to give their time to something of community benefit on the basis that they will get a 'credit' for a similar amount of benefit at a later date- e.g. I do your shopping for you on the basis that you will teach my children knitting.

3.2.1 Building cohesion through community events and festivals

Community events and festivals can play a vital role in building community cohesion and contribute to economic prosperity. By promoting positive interaction between different cultures, the Council aims to build up residents' pride in Barking and Dagenham, minimise social tensions or conflicts and support residents living in the borough.

⁶ Communities and Local Government, March 2010, Cohesion Delivery Framework 2010

A number of events are run by the Council which have the potential to promote interaction between communities. There is scope to question the extent to which they achieve this.

The Dagenham Town Show is the biggest entertainment show in the borough held in Central Park in Dagenham, for almost over 50 years. This year's Dagenham Town Show was held on Saturday 17 and Sunday 18 July and included at the main stage featuring headline acts like Stacey Solomon and Damage, supported by a number of tribute bands. A performance arena featured comedy cars, high drives, car stunts, workshops and performances by local groups. There was also a traditional crafts area, carnival parade, trade stall and funfair. A number of exhibition marquees promoted Council services and the work of community organisations, such as things for young people to do; being safe, feeling safe; smartening up the borough, health and well being and community spirit. In addition, Musictek co-ordinated a showcase for local bands, dancers and singers on the community stage and Arc theatre presented their community play, 'The marvel of Muddy End', in a performance tent.

However, a number of groups in the consultation expressed disappointment regarding this year's Dagenham Town Show, stating that there was little presence of community and voluntary groups. A number of groups from the consultation also felt that the cost of hiring a tent or a stall to display information was too high, discouraging groups from participating at the Town Show.

The Select Committee met with the Head of Leisure and Arts to address the issues raised at the consultation. The Select Committee was pleased to note that in 2009 the Council had introduced free basic accommodation to all local community groups and charities to promote their services. The incentive includes a basic exhibition pitch (2m x 3m) in a marquee, provision of exhibition panels, display boards etc to facilitate the groups; charges are only made for any additional requirements. Furthermore, all prices are displayed in the form filled out by the groups wishing to participate at the Dagenham Town Show.

The Select Committee took the view that despite the excellent opportunity provided by the Council, a vast majority of the community and voluntary groups remain unaware of this support. Members of the Committee felt that this incentive needed to be further promoted to the community and voluntary groups.

Recommendation 10:

The Committee recommends that the provision of free accommodation at the Town Show for community and voluntary groups, including faith groups, be further promoted in the Third Sector via the Equalities Fora and CVS.

The Select Committee made the following suggestions for improvement at future Town Shows:

- Re-branding the Town Show – Members suggested that the Show's name should be changed to 'Barking and Dagenham Town Show' to help brand the event as one for the whole of the Borough and not just for Dagenham

residents, as it is currently perceived. Also instead of having the Town Show in one particular place, it should be relocated to a more central location to attract a borough-wide audience. However, Members were made aware that the relocation of such a large event to another park could also attract a large number of complaints from nearby residents, as the current location does not have many houses bordering onto the park.

- Increase participation by local community groups – the exhibition marquees promoted Council services more than the work of the community groups. Members felt that more community groups should exhibit their work. The Select Committee noted that currently it would cost the Council approximately £20,000 in marquee hire cost to provide up to 100 local community groups and charities with free space (2 metre frontage including table and chair hire cost) to showcase their services.
- Re-invigorate the carnival parade - Members stated that parades including floats should be reinstated at the Town Show. It was noted that parades were currently organised and managed by a Parade Committee, and the Council provides administration and marketing support to the Committee. However, recently, it has proved difficult to get groups involved in the parade. The Select Committee stated that the Council should identify ways of achieving a float for each ward in the borough; furthermore, local businesses should be encouraged to sponsor the floats.
- Use of local music bands – increase the profile of local bands by moving them from the side stage to the main stage.
- More activities during the day - the activities and entertainment at this year's Town Show mainly took place in the evenings, while there wasn't enough to do during the day. Members suggested that activities and side shows should be organised for families attending during the day.
- Representing different and diverse groups - diverse community and voluntary groups should be encouraged to be present at the Town Show to raise awareness of their work to the community, i.e. the knitting group, history and heritage, scouts groups, Tenants Resident Association Groups, different religious groups etc.
- Stage shows and acts - Members were of the opinion that the stage shows and acts are very popular at the Town Show; however, concerns were raised regarding problems associated with people drinking alcohol and behaving anti-social such as leaving empty bottles around. It was suggested that in the evenings, the arena around the stage should be made an alcohol free zone by fencing part of the area off which would be prohibited from drinking alcohol. This would require additional security at an estimated cost of £4,000.
- Invite schools to participate – the Select Committee was concerned regarding the lack of participation of schools at the Town Show. Members felt that schools should also actively take part in the Town Show and the carnival and exhibit their contribution towards promoting community cohesion in the borough. Furthermore, the Select Committee felt there are a number of young talented music bands in various schools that should be given the opportunity to perform at the town show. This would also save the Council money in hiring external bands.

Recommendation 11:

The Select Committee recommends that the Council should encourage local businesses to support a reinvigorated carnival with the aim of achieving at least one float per ward.

Recommendation 12:

The Select Committee recommends that the Council invite schools to exhibit their extra-curricular activities and increase their presence at the Town Show and the carnival.

Officers have conducted a review of the Town Show, and are now proceeding to plan for the 2011 event. These plans respond to the concerns and ideas of the Select Committee, such as a proposal is being developed to provide support to increase participation by local community groups.

3.2.2 Promoting pride in the borough's heritage

Feedback from the consultation revealed that a number of groups felt there should be greater contact between different generations and communities, and that they could all learn from each other. It was suggested that one way to build community cohesion is to promote the borough's heritage and history so people can feel proud and respect the areas they live in.

The Select Committee looked into the contribution of the Council's Heritage Services towards building cohesion. Members were pleased to note that much positive work was already being undertaken by Heritage Services in promoting the borough's history and heritage to the community. The Select Committee noted the following:

Valence House Museum, following extensive renovation and refurbishment, reopened in June 2010. The Museum is the centre piece for pride in the borough and highlights the achievements of the past through a number of displays of the borough's history, in a friendly and modern way to suit people of all ages, origins and learning abilities. Entry to the Museum is free and is open to all and includes access to a visitor centre with café, education rooms and a state of the art local studies library.

The displays in the Museum's galleries outline the story of the borough and reflect the people that make up Barking and Dagenham.

Teaching also takes place in the museum galleries and in the education facility in the new visitor centre. This includes teaching on the Key Stage 1 subject on famous people, both local and national.

A total of 18 classes were booked into the museum from 15 October to 18 November 2010 (about 500 children and 180 adults). Furthermore in November 2010, Rush Green Primary school brought three year 2 classes to study famous people.

The museum also exhibits the lifestyle of residents who lived in the Becontree housing estate in the 1930s, through a recreated living room and kitchen. Schools use these settings to teach local children studying 'How we used to Live' and 'Houses and Homes'. Furthermore presentations are tailored for individual schools that wish to learn about the history of their area. A number of sessions have also been provided on Pride in the Borough, Remembrance, transport, Victorian Barking, the Fishing Fleet, Victorian Dagenham, Who do you think you are and Victorian Christmas. A total of 504 children were taught in the Museum and in formal outreach sessions between June – July 2010.

Eastbury Manor House uses both costumed interpreters and members of Heritage staff to interpret the history of the house and to explain the Tudor period to both school children and adults. Eastbury Manor House's ability to promote pride in its existence and has been promoted as the 'Jewel in the Crown'.

Heritage Services have also created over 20 loan boxes covering a range of Key Stage subjects. The Tudor box is often used by teachers as prequel to a visit to Eastbury Manor House. An average loan box is used for a year group and reaches up to 112 children over a two week loan period.

Inter-generational work is normally done with Key Stage 2 children in primary and junior schools and involves older people explaining the changes in an area they have seen throughout their lifetime. Leys Primary School has worked with a worker from Samuel William's Dock in Dagenham, part of a Heritage Service project that taught 112 children about the history of the borough and how it had changed over the years.

The Heritage Service is working hard to capture historical experiences for tomorrow's children and has created opportunities to bring older and younger people together. Rush Green Junior School experienced soldiers and veterans recounting their stories of evacuation, military services and the Home Front. The veterans have also helped schools with Remembrance themed workshops and has been part of the Soldiers and Civilians Lottery Project that reached some 439 children in the borough.

Members commended the work undertaken by Heritage Services and were particularly impressed with Valence House Museum as it caters for both adults and children. Members suggested subjects for a number of additional displays which could be mounted in the future: Dagenham Beaches, and exhibitions on different communities in the borough. Members suggested that the Museum should consider selling a wider range of books based on the borough's history and heritage as these would be popular.

The Select Committee took the view that sites of historic importance to the borough's heritage should be further promoted by erecting commemorative plaques of eminent figures from the borough. The Select Committee considered that heritage plaques are a unique way to promote greater awareness of borough's heritage and a way of connecting people and places by commemorating the link between notable figures of the past and the buildings in which they lived and worked.

Recommendation: 13

The Select Committee recommends that the Council uses commemorative plaques to celebrate famous figures that were born or lived in the borough in the past as well as those currently reside in the borough.

Recommendation 14:

The Select Committee recommends that consideration be given to promoting a local history week to increase awareness of the borough's history and heritage across all ages.

3.3 The role of schools in building cohesion

Schools have a central role to play in breaking down barriers between young people and helping to create cohesive communities. By enabling every child and young person to achieve their potential, schools make a significant contribution to long term community cohesion.

According to the Department of Children, Schools and Families (DCSF) community cohesion is defined as 'working towards a society in which there is a common vision and sense of belonging by all communities; a society in which the diversity of people's backgrounds and circumstances is appreciated and valued; a society in which similar life opportunities are available to all; and a society in which strong and positive relationships exist and continue to develop in the workplace, in schools and in the wider community'⁷.

The Education and Inspections Act 2006 placed a duty on all maintained schools to promote community cohesion. However, Ofsted will no longer be inspecting schools on this issue.

The role and the work of schools in promoting community cohesion has been categorised under the following headings:

Teaching and learning: teaching pupils to understand others, promoting discussion and debate about common values and diversity. For example through the new 'identity and diversity: living together in the UK' strand within citizenship education.

⁷ Guidance on the duty to promote community cohesion, DCSF, 2007

Equity and excellence: removing barriers to access and participation, offering equal opportunities to all their pupils to succeed at the highest level possible. This category of action focuses on securing high standards of attainment for all pupils from all ethnic backgrounds and of different socio-economic status; dealing with incidents of prejudice, bullying and harassment, and developing admission arrangements that promote community cohesion and social equity.

Engagement and ethos: providing opportunities for children, young people and their families to interact with others from different backgrounds. This category of action picks up on the extended school agenda and the engagement with parents and with the wider community.

There are currently 57 schools in Barking and Dagenham. The majority of schools already consider promoting cohesion as a fundamental part of their role and work in ways which promote community cohesion. The Council is working closely with schools to promote community cohesion by providing guidance and support to them and their governors. There is already excellent practice in some local schools in promoting community cohesion. This has been recognised by Ofsted since inspection results reveal that 51% of primary and 86% of secondary schools were rated either good or outstanding in this regard. The results of inspections since 2008 are shown below:

	Outstanding	Good	Satisfactory	Inadequate
Primary	19%	32%	46%	3%
Secondary	43%	43%	14%	

Although Barking and Dagenham's primary inspections have seen an improvement from satisfactory to good or outstanding, the Select Committee expressed concerns that only 19% of primary schools achieved outstanding (which represents seven primary schools). The Select Committee was of the opinion that given the level of good work undertaken by many of the primary schools in building community cohesion, they should aim to achieve better than 'satisfactory'.

Recommendation 15:

The Select Committee recommends that the schools not yet rated 'good' or 'outstanding' be encouraged to develop plans to achieve a higher rating in building cohesion.

As well as the generic citizenship curriculum, which all schools in the borough deliver, there is a number of additional activities which provide good opportunities for young people to engage with their community. These include:

- Volunteering in secondary schools such as Jo Richardson School
- All primary schools in the borough have playground buddies to prevent bullying and promote citizenship and community.
- All schools in the borough have active school councils. School councils are democratically elected groups of students who represent their peers and

enable pupils to become partners in their own education, making a positive contribution to the school environment and ethos.

- The majority of the schools invite speakers from the local community to speak at their assemblies. Furthermore, schools organise Citizenship Days where local and national community and voluntary groups visit and present through discussion and interactive workshops on the work they do and how people can support them.

The Select Committee was pleased to note the approach undertaken by schools in engaging young people and community groups. The Select Committee however felt that a number of local community and voluntary groups (such as Tenants and Residents Associations) lack the involvement of young people, and suggested that schools should particularly invite locally based community and voluntary groups to give them the opportunity to promote their work and encourage youth participation.

The Select Committee noted the work undertaken by a number of schools in building community cohesion. Some examples are shown below:

Beam Primary	'contributing ideas to a local playground project'
Cambell Infant's	'they have been active in the local community persuading local shopkeepers to put up their posters about keeping the environment tidy and clean'.
Ripple Primary	'international week with each classroom designated as a different country, a focus on learning about the language and culture of that country. Parents cook food which reflects the cuisine of their mother county'.
Roding Primary	'pupils visit many different places of worship and gain a clear understanding of the diverse cultures that shape their community'
Thamesview Infants	'developing understanding and respect for differences in race and faith is part and parcel of the school's mission. Parents and pupils from all ethnic backgrounds dancing to music from Indian cinema is an example of the positive impact the school is having in promoting racial tolerance'.
Village Infants	'good contribution to community cohesion through dance celebrations, charity work and a multicultural week'.
Barking Abbey Comprehensive	'excellent opportunities for pupils to learn about other cultures through their subject lessons as well as whole-school 'Cultural Days' and different cultural events. The school's specialisms of Sport and Humanities are having a positive impact on raising attainment by improving students' engagement, self-confidence and ability to work collaboratively in a harmonious

	international community’.
Eastbrook Comprehensive	‘working with a local community centre, the school contributed to a community cohesion breakfast to encourage greater engagement with local senior citizens’.
Eastbury Comprehensive	‘under the banner ‘Being Different, Belonging Together’ the school has developed a number of projects to promote tolerance and understanding. The school supports the learning needs of local families by offering English courses, and facilitates local organisations by hosting events for a variety of groups. The school plays an active role in working with safe neighbourhood groups, local agencies and voluntary organisations to promote local community cohesion’.

3.3.1 Integrated Youth Support Services (IYSS)

The Integrated Youth Support Service in Barking and Dagenham works with partners to deliver positive activities and preventative targeted services to young people aged 11-19. The service delivers generic youth club sessions at the Vibe, the Sue Bramley Centre and the Gascoigne Youth and Community Centre.

The Youth Support Service helps to support and develop third sector and voluntary youth provision by providing professional advice, support and training to existing groups and by developing new local voluntary youth clubs known as Street Base Locals. There are currently 10 voluntary led youth clubs throughout the borough, enabled and facilitated by local residents. The youth clubs are run from both the schools and community centres.

Gascoigne Youth and Community Centre is a prime example of how communities come together. Amongst the facilities on offer at the centre are a contemporary recording studio and editing suite, a games and socialising area, IT suite complete with the latest technology and a kitchen/café area. The centre opens during the summer for young people to take part in summer programme activities. It also runs a pre-school from Monday to Friday and runs a youth club twice a week. It also hosts a 'Chit Chat' club on Tuesday mornings for adults who want to network and socialise. On Sunday mornings a church group is based at the centre.

Streetbase is a youth initiative that provides a multitude of positive activities for young people to develop new skills and increase participation in positive activities. Streetbase Connect and Splash presents the Council with an opportunity to engage, encourage and incentivise local young people to participate in community, voluntary and environmental activities. It enables young people to take positive actions like choosing healthier meals in their school lunch, taking part in sporting activities or volunteering for charities, the card holders earn rewards points that they can trade in for exciting incentives. It is currently

planned to complete the roll out of Streetbase Connect by mid December 2010 and the roll out of Splash by June 2011.

Solutions have been identified and procured that will allow non school / leisure and library uses to be recorded against young people's individual card accounts. The scheme will be piloted through the extended schools coordinators in borough's secondary schools throughout Nov and Dec 2010. Once fully tested this will be made available to community and youth groups, Barking College along with charities and services such as young offenders service.

The encouragement, recognition and reward of young people for their participation in community activities and events such as the Olympics, form a central part of the project and one that will expand considerably once the project moves beyond the roll out stage.

3.3.2 Best Practice within the borough

The Select Committee met with representatives from two schools that have been rated outstanding for their work around community cohesion: Sydney Russell School and Gascoigne Primary School. The Select Committee commended the work undertaken by both schools in promoting community cohesion with young people and the wider community.

3.3.2.1 Sydney Russell School

Sydney Russell School is a much larger than average secondary school. The proportion of students for whom English is an additional language is above average with 47 different languages spoken at the school. The school has a number of refugees and asylum seekers. The main minority ethnic groups are Black or Black British African, Any Other (than British or Irish) White, and Black or Black British Caribbean.

The school has specialist media arts status and shares the facilities of a leisure centre with the local community. Sydney Russell works in a consortium with three other schools providing sixth form courses.

The work of the school in promoting community cohesion was graded exceptionally and consistently high by the Ofsted inspection in 2008. The school comprises students from a wide range of cultures, who get on extremely well together, valuing their diverse backgrounds. This harmonious situation has been achieved through rigorous and consistent application of carefully-designed policies that build trust and respect.

Members noted a number of recent community projects undertaken by the school in promoting cohesion:

- Age Swap – students worked with the tea dance group at the Kingsley Hall community centre by teaching seniors to spray paint. Together they created a mural on one of the walls at Kingsley Hall. In return, the seniors taught the young people how to tea dance. The feedback from both was extremely positive and provided a learning experience for both parties.

- Respect Show- the show was a culmination of three months of students' extra curriculum workshops in dance, singing and fashion involving over 60 students. The work of the students focused on encouraging children to build respect for oneself and others by working in a team.
- Beauty in an urban age photography – an ongoing community digital photography project involving people's perspective of what is perceived to be 'beautiful' in an urban area with a particular focus on Barking and Dagenham, under the guidance of a professional photographer.
- Silver surfers' week – Members of staff and students volunteered to help at various events held in the borough's libraries in workshops aimed at helping over 50's learn how to use the internet and computers.
- Black History Month – is a remembrance of important people and events in the history of the African diasporas and is celebrated every year with all students from different backgrounds.

3.3.2.2 Gascoigne Primary School

Gascoigne Primary School is a very large school consisting of over 1,000 pupils. The number of pupils from an ethnic minority background has risen significantly in recent years from 20% in 1999/2000 to 90% at present. The school draws children from a wide range of minority ethnic backgrounds, the main groups being from Albania, Somalia, West Africa and Easter European Heritage. The number of children with English as an additional language has risen from 18% in 1999 to 76% in 2005; it now stands at 90%. Currently there are 57 different languages spoken by children in the school and 26% of pupils are in the early stages of learning English. The school provides thorough support to newly arrived pupils and those with English as a second language.

The School defines community cohesion as working towards a society in which:

- There is a common vision and sense of belonging among all communities;
- The diversity of people's backgrounds and circumstances are appreciated and valued;
- Similar life opportunities are available to all;
- Strong and positive relationships exist and continue to develop in schools and the wider community.

The school runs a number of project and activities to encourage children's involvement in the local community. Some examples include:

- The school embraces students' input in a positive and proactive way. Pupils in Key Stage 1 and 2 discuss important issues and make recommendations for change at the School Council meetings.
- Children are encouraged to organise and plan events themselves and have raised funds for various organisations and charities such as Children in Need, Comic Relief, the Haitian Earthquake appeal and the UNICEF Pakistan Flood Children's Appeal.
- The school encourages children's involvement in the local community and have organised a school choir to entertain the residents of a local care home at Christmas, for the St George's Day celebration in Barking Town Centre and at the Community Singing Festival, hosted at the school.

- The school took part in the annual Fourth Plinth awards scheme and won the borough prize two years running.
- The Gascoigne Summer Exhibition is a new initiative that involves the whole school and parents working together.
- The Diversity Week involved children celebrating similarities and differences in cultures.
- The school values the many languages spoken by its pupils and encourages the development of bilingualism. It advises parents to maintain the use of their language in the home. It uses Language of the Month in all classes to introduce children to a wide range of languages.

The school has maintained good links with the local religious communities, with members of all faith communities visiting the school. The school believes that this has been achieved through the good work of the teachers and administrative staff which in turn reflects the ethnic diversity of the local community. The school has close links with the local Mosques, churches and temples.

Encouraging the involvement of parents in schools and education of their children has been a key priority for Gascoigne Primary School. The school has a strong parental links through working with parents groups who run after school provision. In particular, two parent groups; Albanian and Portuguese groups run the extended schools activities with which the school is closely associated. Due to the large number of parents from minority ethnic backgrounds, workshops for parents are run by teachers and outside providers on speech and language, reading and writing and maths for families.

A key development in building good relationships with the local community was achieved through the Shpresa project. The school worked in partnership with Shpresa, an active user-led organisation that promotes the participation and contribution of the Albanian-speaking community, to encourage the involvement of Albanian parents in the school, on discipline and on the children's cultural confidence and attainment. The school provided Shpresa with free use of its premises and facilities to set up an after school class, one day a week until 7pm, which included an hour of literacy in Albanian and a very popular hour of games and lively and complex traditional dancing.

It also set up regular consultations with parents and ran support sessions to meet identified needs and provided individual support for parents if required. In particular it ran the Step-by-Step parental support programme that introduced parents into the English education system, helping them to support their children and get involved in the life of the school. It also advised the school on issues of culture and language and deployed three Albanian volunteers, training to work with children in schools. The director of Shpresa has regular meetings with the headteacher of the school and the Ethnic Minority Achievement co-ordinator and also serves on the School's Board of Governors. The project resulted in very positive effect on the children's self-esteem of experiencing their culture valued in school and enhanced parental involvement. The school is hoping to use the Sphresa project to engage with the Portuguese community.

The Select Committee commended the work undertaken by the school in actively engaging with the Albanian community. The Select Committee also commended the school's provision of free use of its premises to the local groups; Members felt that this was very encouraging and a positive step taken by the school in building cohesion amongst diverse communities in the borough.

3.4 Other relevant issues arising from the consultation

3.4.1 The use of community facilities to promote cohesion

Currently the Council's network of community halls is as follows:

Abbey	Heath Park	Ted Ball
Fanshawe	Marks Gate	Thames View
Gascoigne	Ripple	Village
Hatfield	Teresa Green	Wantz

The 12 community centres are run in partnership between the Council and Community Associations, with the exception of Ripple Hall, which is managed and held on a long lease by the CVS. The Gascoigne Community Centre is currently under the control of the Council until a new Community Association is established. Community Associations are responsible for the centres' operations from Sunday through Friday, and can request to make bookings on 12 Saturdays of the year.

There are however other community facilities available for hire by the community and voluntary groups such as:

- The Barking Learning Centre
- Eastbury Manor House
- Valence House Museum Visitor Centre
- Kingsley Hall Dagenham
- Halls associated with places of worship
- A range of school halls

Feedback from the Select Committee's consultation indicated that a number of groups felt that the availability of community centres was not well publicised throughout the borough. The groups suggested that it would be useful to have a regular update on what community centres are available and where in the borough.

Groups also raised concerns regarding charges for the hire of community halls. The majority of groups felt that the charges were too high, particularly at the weekends, and that a number of small groups find it difficult to afford these charges.

Following the Coalition Government's announcement on the Comprehensive Spending Review in October 2010, the Council is facing tough financial challenges in achieving difficult budget reductions. The Select Committee noted

the Council's proposal to transfer community halls as assets to Community Associations, which is expected to commence in April 2011. The Council has invited Community Associations across the borough to take over the running of their local centres on long leases at a peppercorn rent. This will enable the groups to bid for funding against the leases, bringing new funding into the borough which is currently inaccessible to the Council.

The proposals intend to build community capacity and to give local community and voluntary groups the opportunity to contribute towards community priorities. A provision will be incorporated into lease agreements to ensure halls remain accessible by all groups in the community.

However, unless the community centres are transferred to local groups by the end of March next year, the Council cannot continue to run them. Depending on the geographical location and presence of other facilities in the area, the halls may be closed from April 2011 and this would result in some reductions in local community spaces.

Members took the view that there are a range of facilities available for community and voluntary groups; however, other than the Council and CVS website, these facilities need to be widely publicised using different channels of communication.

Recommendation 16:

The Select Committee recommends that the provision of community facilities, including the availability of community halls and church halls, should be further publicised to the community in the News, on a ward-by-ward basis, and using Community TV.

Recommendation 17:

The Select Committee recommends that a report, outlining the extent to which the community centres transferred continue to enable the whole community to access their space, be brought to the Select Committee in six months time.

3.4.2 The use of School Halls through Extended Schools and wider community access to schools

The Select Committee regarded schools as the hubs of communities, particularly for families and the local community groups that could benefit from using school resources. Members felt that schools play an important role in promoting cohesion and should work with local voluntary and community groups to build stronger relationships with the community by increasing the range of activities and services available. The schools would also benefit from shared expertise by working with different groups who are already established in their area.

Extended services in and through schools (also known as Extended Schools) is a programme initiated by the previous government, which required schools to offer

a range of extended activities to the community by 2010 (Barking and Dagenham has already met this target). These include a varied menu of activities including:

- study support;
- childcare in primary schools;
- parenting support;
- swift and easy access to targeted and specialist services;
- **opening up facilities to the wider community.**

A definition of the wider community access within the Extended Schools agenda was set out by the previous government:

“Where a school has facilities suitable for use by the wider community (e.g. playing fields, sports facilities, IT facilities, halls), it should look to open these up to meet community needs in response to an assessment of local demand”

In Barking and Dagenham, schools do not necessarily provide services directly, but commission providers and link/signpost to existing provision through clusters of schools, children’s centres and other settings.

Furthermore, a range of guidance documents is provided by the Council to support schools in developing a wider community access provision:

- Extended schools staff guidance – setting out key considerations for Headteachers to appropriately and fairly staff their extended schools provision.
- Legal guidance for Governing bodies offers advice to Governors who wish to let school premises to a third party providers i.e. community groups. It includes a model ‘Transfer of Control Agreement’ which will serve to protect the school in the instance of something going wrong. A Transfer of Control is the way in which the Governors can permit a third party to use part of school premises by transferring control of that area to the third party for a given period of time.
- Charging and remission policy for schools and model charging policy, using the best practice guidance developed by the London Borough of Islington. The document provides guidance on developing a charging policy that is both fair to community groups and private providers, and at the same time is sustainable for the school. All schools are required to develop this policy by the end of 2010.
- Ongoing support and professional development is provided by the Head of Youth Support Service by regularly liaising with schools to address various issues.

The Select Committee noted the current provision, in relation to wider community access, taking place in individual schools throughout the borough. Full details of provision in individual schools (including infant, primary, special and secondary schools) can be viewed in appendix 2. The Committee was pleased to note that every school in the borough provided wider community access in one form or another, whether through the provision of groups and classes specifically linked to the school, such as activities for parents, or through the 18 Children’s Centres based throughout the borough.

In 2008, the Department for Children, Schools & Families (DCSF) announced a three year Extended Schools capital allocation to develop extended schools across an area to support delivery of the core offer. So far, the capital programme has seen £1.1m invested in a range of projects, benefiting the schools and the wider community, in 16 primary schools throughout the borough. The projects have included;

- access to sports hall with independent community access i.e. at William Ford J school;
- 'zoning off' to allow community access i.e. at Ripple Primary School and Thames View Junior School;
- adaptation of ICT suite i.e. in Parsloes and Thomas Arnold School

In developing services it is important for schools to plan collaboratively with other local schools as well as other agencies and voluntary organisations in order to provide a wide a range of facilities for an area. The majority of the schools in Barking and Dagenham share extended services by sharing facilities for wider community access such as Grafton Infant and Junior, Marks Gate Infants and Junior, Thames View Infants and Junior and William Ford and Village Infants.

3.4.3 Which schools hire their halls and for how much?

Currently 18 primaries, 8 secondaries and one special school let their halls out for community access. Although all schools are required to follow the borough's guidance for developing a charging policy or revising their existing policy, charges for letting out halls vary from school to school according to the beneficiary. Example charges for letting school halls are provided in appendix 3.

The Select Committee expressed disappointment regarding the number of schools not letting their halls for use, based in areas where community facilities are needed the most. In particular, 15 schools within the five wards situated in the heart of the borough (including Parsloes, Alibon and Valence) do not offer their facilities to the community. Member felt that at least one school in each ward should provide community access to their facilities.

The Select Committee suggested that the Council should demonstrate to schools the benefits of engaging with the community and by allowing this provision schools will be able to build good relationship with their local community. The Select Committee however noted that schools do not have to open up the facilities if they are not suitable or if opening them up would duplicate existing community facilities. Furthermore, the Council's powers are limited in enforcing schools to let their halls for hire; the School Governors have the authority to require schools to open their halls for community use. It was discussed that Councillors who are representatives on the school governing bodies across the borough have a role to play in encouraging schools to promote community cohesion.

Recommendation 18:

The Select Committee recommends that the Council encourage school governing bodies to consider opening facilities to the community in at least one school in each ward.

Recommendation 19:

The Select Committee recommends that Councillors, in their role as school governors, encourage schools to allow their facilities to be used by the community.

The Select Committee identified a number of key challenges for schools around wider community access, mainly around safeguarding and liability. It was established that a number of schools are not designed to facilitate wider community access through the appropriate 'zoning off' of parts of the school to safeguard children. This has however been addressed through the Extended School Capital Programme, which has seen development of areas within a number of primary schools that are now accessible for independent community access, such as Ripple Primary and William Ford Junior. The schools are now able to 'zone off' areas and only open parts of the school accessible by the community. A number of schools also raised issues around not having the appropriate furniture to cater for community groups to use, however Extended Schools revenue funding has been provided to support this.

As well as safeguarding, insurance has also been a key concern amongst many school and governing bodies. Furthermore, the school governors who participated in the consultation with the Select Committee also identified insurance as a barrier to schools letting halls out for wider community access. However, it was noted that the schools are actively supported by the Council to put in place robust and legally binding partnership agreements that cover them in instance if any damages, such as through the Transfer of Control Agreement. 14 schools currently host external childcare providers until 6pm each weekday and have put these arrangements in place.

3.4.4 Improving community perceptions

During the Select Committee's consultation, a number of groups felt that despite the level of good work undertaken by local community and voluntary groups, it often goes unnoticed. Promoting and publicising the work and the contribution of the local community and voluntary groups would help improve the perception issue within the borough.

The Select Committee took the view that the local media plays an important role in eliminating myths and stereotyping and could help promote an appreciation of diversity in the borough. Therefore, publicising the positive work of community and voluntary groups in the borough would improve communications and

subsequently challenge misconceptions and tackle negative views of some local residents towards changing communities. The Select Committee also suggested that community events and activities should also be widely publicised by the local media to raise further awareness in the community.

However, it is equally important that the community and voluntary groups proactively engage with the local media to promote community cohesion by developing guidance for the release of information which might impact on perceptions of cohesion.

Recommendations 20:

The Select Committee recommends that the CVS pro-actively approach the local media to further promote the work undertaken by the local community and voluntary groups, including the publication of the activities and event organised by the groups.

3.4.5 Volunteering

Volunteering plays a vital role in sustaining the Third Sector and supporting communities in the borough. Currently, 26% of organisations survive on volunteering support alone in the borough. The prevalence of organisations managing with an all volunteer workforce or mainly volunteers is partly explained by the number of new groups in the borough in their formative stages. However, a number of well and established groups also manage to sustain their work with few or no paid staff. A total number of 2,561 volunteers were identified in 2008/09.

The Council currently commissions the Volunteer Bureau to provide a range of support in relation to volunteering. Their targets include the following:

- Promote the role of volunteering in the borough:
 - Place 200 volunteers in organisations per annum
 - Recruit, train and support these volunteers
 - 75 volunteers to take up accredited training
- Continue promoting the CRB process and implementation within the voluntary sector in the borough:
 - Ensure 2 yearly renewals for all registered organisations
 - Process 500 voluntary and community sector applications per annum

This commission is currently being re-tendered: the new commission will commence in July 2011.

Recommendation 21:

The Select Committee recommends that in nine months time, by when the new volunteering function will be up and running, a report on the impact of volunteering in the borough and plans for its promotion be presented to the Committee by the organisation delivering this commission.

4. Conclusion

This has been the second in-depth review conducted by the Safer and Stronger Community Select Committee. The review has aimed to identify some key areas that impact upon community cohesion, and to put forward recommendations to support those working in the complex yet vital area.

Members recognise that many of the report's recommendations require partnership working between the Local Authority and other relevant organisations and intend to hold ongoing dialogue with those on whom the recommendations have an impact.

The Select Committee recognise the importance of continued consultation with the voluntary and community sector in relation to building community cohesion. Following the drafting of this report, the Select Committee has consulted further with the community and voluntary organisations, and intends to incorporate any recommendations arising in consideration for further action plans, where not possible to accommodate at this present time.

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Terms of Reference

- To identify what opportunities are available for community and voluntary groups in the borough to build community cohesion?
- To look at how the Council can support the community/voluntary groups and representatives in building a cohesive borough?
- To look at the role the Council and its partners play in building community cohesion?
- To engage with the community and voluntary groups and representatives through consultation meetings.
- To identify best practice and successful initiatives nationally and in other local authorities, including London Borough of Barking and Dagenham's statistical neighbours and Beacon authorities.
- To report back to Cabinet and relevant partnership sub-groups for comments and to the Assembly for agreement with findings and recommendations for future policy and or practice.
- To monitor progress against the implementations of the recommendations, agreed by the Assembly, after six months.

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School	Summary of provision as at autumn 2010	Summary of action plan for 2010-2011
INFANT SCHOOLS		
Cambell	<ul style="list-style-type: none"> - Providers coming into school to deliver clubs and curriculum support. - Closer connections with community police, with regular visits now taking place. - Jo Richardson students helping with Multi-skills activities for KS1. - Parent Council about to be launched. - Full time Parent Support Adviser. 	Continue to signpost to Children's Centres and other community venues.
Dorothy Barley	Full time Parent Support Adviser and range of courses from adult college as well as courses run by schools own staff. Courses selected according to parents needs and requests.	Securing school hall and toilet facilities for meetings through Extended Schools Capital Programme
Furze	Signpost to courses in Children's Centre	Signpost to Furze Children's Centre
Grafton	Family learning	Signpost to Children's Centres and other community venues.
Manor	<ul style="list-style-type: none"> - Conversation Classes for parents run by Teaching Assistants. - ICT, Literacy, Numeracy, Getting ready for Reception, Getting Ready for Nursery through the Adult College, Speak Easy, The Incredible years, ESOL and various parenting courses through the Children's Centre. - Parent Support Adviser also runs various parenting workshops and courses 	Signpost to Children's Centres and other community venues.
Marks Gate	Offer a range of adult education classes in a spare	Signpost to Children's Centres and other community venues.

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	classroom. Active involvement of Parent Support Advisor has ensured these have been well attended.	
Northbury	<ul style="list-style-type: none"> - Quran classes take place three evenings a week after school. - Yoga. 	Signpost to Children's Centres and other community venues.
Rush Green	Parents' courses ran this year provided by Adult College and PSA, but no community lettings.	<ul style="list-style-type: none"> - New Parents room will help parents to have regularly access to the school. - Need to equip room to provide cooking facilities and ingredients. <p>Younger siblings will be able to accompany parents and equipment will be ensure safety</p>
Thames View	<ul style="list-style-type: none"> - The school runs and also hosts events for a wide range of community stakeholders. This includes: consultancy for local schools around ICT; Thames Gateway Meetings; Barking College Events (family yoga, adult literacy); school run internet drop in; 'Let's get cooking'; 'Getting Ready for Reception' (for families having not previously attended Nursery) <ul style="list-style-type: none"> - Links made with local - the school runs both Arabic and Albanian language clubs, which are attended by parents from these communities. - Community events: Diwali, Eid, Easter Bonnet Parade; Sports day; the Dance-a-thon; 2xFun Days;_Bhangra Drumming Day; the Thames View Village Show. - 24 hour HQ 'wrap around' accessibility and accountability: vibrant website translated into 11 local languages, containing over 150 pupil/parental 	<ul style="list-style-type: none"> - Zone-based classroom security system, allowing better security when opening the school out of hours - All UEL PGCE students attend TVI for an ICT planning/engagement day (over 8 days) in which they will learn how to use ICT to accelerate learning and parental engagement. - To provide a more systematic and formal means of parents contribution to school evaluation and decision making.

	<p>resources. Access to real-time information about school (via Twitter). Thames View Infants Television on YouTube. Dedicated 24 hour 'home work' support email address (homework.help@bdcs.org.uk) Dedicated 24 hour School-run ICT support phone line. Newsletter by e-mail service. Negotiation with RM to allow parents to access real-time attendance data.</p>	
Village	<ul style="list-style-type: none"> - Church lettings – Sunday and one evening - Community meetings – one evening termly - Holiday Club Sport Activities [Premier Sports] 	<ul style="list-style-type: none"> - Children's Centre/Family Learning - organised groups to use school facilities, which are more suitable for delivery of workshops and crèche - Community Activator – exercise opportunities for parents
William Bellamy	<ul style="list-style-type: none"> - Do not currently let the school for any groups. However, have allowed outside areas to be used for the summer play schemes run by the neighbouring children's centre. - Some specialist services have utilised space in school when we have some available (e.g. speech therapist, supervised contact for the social care team etc). 	<p>Signpost to Children's Centres and other community venues.</p>
JUNIOR SCHOOLS		
Cambell	<ul style="list-style-type: none"> - Parenting group/coffee morning (variety of subjects discussed). - Autistic children parent's support group. - Parent guide to computing run by ICT coordinator. 	<p>Computing skills for parents - use of ICT room.</p>
Dorothy Barley	<ul style="list-style-type: none"> - Community art projects. - Fetes and fairs. 	<p>Development of newly created community Art area to provide storage and seating for parents / carers.</p>

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Grafton	<ul style="list-style-type: none"> - Borough courses & meetings in Art rooms shared with Infant School. - Courses run by Valence Children's Centre. - Parents' Forum Weekly Meeting. 	<ul style="list-style-type: none"> - Parents curriculum support meetings. - Outside sports coaches running after school clubs. All Saints/ Eastbrook year 11s Sports Leaders – Curriculum and Clubs - Courses run by Valence Children's Centre.
Manor	Community functions supporting PTA fundraising and social activities which increases community cohesion.	<ul style="list-style-type: none"> - Community functions - Friends of Manor PTA - Parent and social activities
Marks Gate	<ul style="list-style-type: none"> - Yoga courses provided for parents/ carers & children. - ICT courses for parents. - School participation in community events such as fun run and St Marks Day. - School to help with promotion and facilities for 2010 church summer holiday scheme. - School holds Christmas bazaar and summer fete. 	<ul style="list-style-type: none"> - Community centre and library next door. - Signpost to Children's Centres and other community venues.
Northbury	<ul style="list-style-type: none"> - Family ICT courses. - Family yoga courses. - Quran classes run in annex after-school 	- Development of grow and eat garden with the children, families, and community.
Rush Green	Development priority although dependant on extra funding.	Carry out community user survey to establish access needs.
Thames View	<ul style="list-style-type: none"> - Use of school field by local football clubs. - Lettings to church groups and private functions. - Signposting to various other services. 	Signpost to Children's Centres and other community venues.
Warren	Signpost to Children's Centres and other community	Signpost to Children's Centres and other community venues.

	venues.	
William Bellamy	<ul style="list-style-type: none"> - The Children's Centre have organised a range of activities for families during school holidays and use the school grounds. - Local football team (Romford Borough Girls) use school grounds for training. - Local Asian community group use school grounds for teaching Asian dance. - Safer Neighbourhoods Team use school grounds for events. - Feeder Infants School use grounds for activities during and after school. - Community Playground accessed by community from 3:10pm until 6:00pm daily. 	Signpost to Children's Centres and other community venues.
William Ford	<ul style="list-style-type: none"> - Adult Education community use of facilities. - Used by two churches. 	Community communication day. A day of story telling, story making, writing and listening.
PRIMARY SCHOOLS		
Beam	<ul style="list-style-type: none"> - Wider community access is provided by allowing access to the field for sports clubs. - Holiday schemes have been running at Easter and May. All children are able to attend. 	Establishing more groups to use school during school holidays.
Becontree	<ul style="list-style-type: none"> - School continues to provide access and signposting to services through the Children's Centre. - Local MP uses school hall to provide annual constituency meeting. - Drama club run by outside provider is shared with and 	Signpost to Children's Centres and other community venues.

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	taking place in St Vincent's Primary.	
Eastbury	Signposting to Eastbury Children's Centre.	Development and facilities in new building for community use.
Five Elms	<ul style="list-style-type: none"> - Adult college and Children's Centre provide courses at school. - Support groups for Parents with deaf children. - Placements offered to local residents and parents facilitating access back to work. 	Signpost to Children's Centres and other community venues.
Gascoigne	<ul style="list-style-type: none"> - An 'activities' fair where we invite other organisations to come in and show parents and children what we offer in the area. - Portuguese cultural/ after school group. - Al Noor two nights a week. - ICT, Sports, Arts, Adult Learning. 	Signpost to Children's Centres and other community venues.
Godwin	<ul style="list-style-type: none"> - No lettings at present and no plans to offer this. - Signposting to Castle Green & other local facilities for adult training etc. - School used by LBBD as a gymnastics teacher training centre. Tech room also being used to train borough's teachers. 	Signpost to Children's Centres and other community venues.
Henry Green	Signpost to Children's Centres and other community venues.	Set up a website to relay information and make a different kind of link with parents. We are looking at making this facility with an option of translation into the language of the home.
Hunters Hall	Signpost to Children's Centres and other community	Story Sacks replenishment.

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	venues.	
John Perry	<ul style="list-style-type: none"> - ICT courses run for parents in school. - Joint courses run with Children's Centre e.g. Literacy and Numeracy. 	ICT club for parents.
Marsh Green	<ul style="list-style-type: none"> - The Children's Centre is used by the wider community for parenting groups, ESOL classes with crèche, family and health advice. - The school hall is used by cubs and scouts one evening a week and for CGAPs breakfast and after school club. 	Signpost to Children's Centres and other community venues.
Monteagle	<ul style="list-style-type: none"> - Letting for Goresbrook Village Community Activities (5-13 year olds) during Easter holidays. - Street dance – summer term. 	Develop further links with Goresbrook Village Communal Activities group by extending opportunities for them to use school premises during holidays.
Parsloes	No lettings at present and no plans to offer this.	To provide additional books for our re-furbished library so we have enough to keep up with demand for our families.
Richard Alibon	Occasional letting of building to community users e.g. salvation army.	Signpost to Children's Centres and other community venues.
Ripple	Hosting of residents public meetings, Ward Panel Meetings, community group meetings e.g. Friends of Eastbury Ward.	The school site is now open until 9pm Monday to Friday to provide activities for children aged 8-17 (including the Ripple Youth Club) and wider community access.
Roding	Signpost to Children's Centres and other community venues.	Signpost to Children's Centres and other community venues.

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Southwood	<ul style="list-style-type: none"> - No lettings at present and no plans to offer. - Signposting to Sydney Russell Children's Centre as well as local groups and activities taking place in the local community. - Links established with Sydney Russell Children's Centre, the Adult College and Barking College with regard to parent courses. - After school Family Yoga Club organised by Parent Support Adviser. - Pupils and parents continue to access playground areas after school hours including the use of the adventure playground apparatus and seating areas. 	<ul style="list-style-type: none"> - Maintain family courses to be run by school staff and outside providers. - New courses to include ICT for parents to be led by ICT Technician (Autumn term). - Increase use of School Library outside school session times. - Plan works to create entrance to library from outside – when capital funding available. - Organise an after school event with a range of activities available in the playground e.g. adventure playground, scooters
St. Joseph's Catholic Barking	<ul style="list-style-type: none"> - Dad's Saturday Group - Summer Term. - Family Day- Family and education support and range of activities provided. 	Signpost to Children's Centres and other community venues.
St. Joseph's Catholic Dagenham	<ul style="list-style-type: none"> - Karate Club. - Parish Youth Club. - Use of church hall. 	Signpost to Children's Centres and other community venues.
St. Margaret's Church of England	<ul style="list-style-type: none"> - Children's Centres running courses on site. - Family Learning courses being run on site. - Sunday access for the church and community service groups. 	Signpost to Children's Centres and other community venues.
St. Peter's Catholic	<ul style="list-style-type: none"> - Parents/ friends to quiz nights, variety shows, school fete assemblies and coffee mornings. 	<ul style="list-style-type: none"> - Weekly parent and community coffee mornings. PTA fetes Christmas, Easter and Summer. Friends functions. - Possible establishment of MUGA for school and wider

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		community use e.g. local sports teams.
St. Teresa Catholic	<ul style="list-style-type: none"> - Celebration of culture organised jointly between school and PTA with invitations extended to wider community. - Invitation to members of the local community to speak to Y6 pupils about their work in the community. 	Signpost to Children's Centres and other community venues.
St Vincent's	No lettings. Strong links with the Parish. The school hall is used by Parish for church groups.	Signpost to Children's Centres and other community venues.
The Leys	ESOL, Family Literacy/ Numeracy, ICT Courses.	<ul style="list-style-type: none"> - Let's Get Cooking - ICT Community group - Notice boards for parent - Community groups/ advisory staff using spare classroom and school facilities.
Thomas Arnold	<ul style="list-style-type: none"> - Offers of training/support courses are made and held at the school or by other providers. - Offer voluntary placements for members of the community/parents/carers who are accessing college training. - Also offer a programme of workshops to parents/carers across YR-Y6 throughout the year. 	Signpost to Children's Centres and other community venues.
Valence	<ul style="list-style-type: none"> - Local youth club have two evenings for up to 40 young people. - IT facilities shared with local church group supporting people with debt issues. - Local sports teams use Hall and playground on a 	New Gym equipment put in playground for use by parents and children.

	<p>weekly basis.</p> <ul style="list-style-type: none"> - Parent Support Adviser organised local groups to meet in school. - Links with local legion for accessing older residents. - Links with local debt agency has seen up to 10 adults using ICT facilities on a regular basis. 	
TRINITY		
Trinity	<ul style="list-style-type: none"> - After-school club on Mondays at Abbey Sports Centre run by Borough Sports Development team. - Cricket on Fridays led / supported by Essex County Cricket club 	Signpost to Children's Centres and other community venues.
SECONDARY SCHOOLS		
All Saints	<ul style="list-style-type: none"> - Community projects developed with feeder schools and the elderly in the local parishes. - Pupil group helps at lunchtimes with local primary school one day per week. - Counselling service available to all students and their families. - Links with parish. Priest to support the liturgical life of the school. - Fund raising activities – CAFOD/Breast Cancer Awareness. 	School website is under review. The site includes an Extended Schools page where parents can access large amounts of information on local community services.
Barking Abbey	<ul style="list-style-type: none"> - Access to facilities after school hours and at weekends for local clubs and associations. - Sports Centre membership for local residents. - Longbridge youth club. 	<ul style="list-style-type: none"> - Evening and weekend community lettings. - Onsite Physiotherapist to support sporting Academies + public access. - Further development of Music, Dance, Performing Arts,

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	<ul style="list-style-type: none"> - Used by Christian Church group (Sunday) + other religious communities for celebrations and festivities. - Holiday school activities. - Cultural evenings (international dimension). 	<p>photography and Art activities, opening days, exhibitions, performances and events.</p> <ul style="list-style-type: none"> - Further expansion of Youth Club provision.
Dagenham Park	<ul style="list-style-type: none"> - Comprehensive Youth Dance Provision, including links with Royal Ballet - BanDiT Shed Inclusive Theatre. This is a satellite inclusive theatre group initially founded and set up by Chicken Shed Inclusive Theatre Company. - Tea Dance. Christmas concert for OAP. - Sports Leisure Centre. - Church worship. 	Signpost to Children's Centres and other community venues.
Eastbrook	<ul style="list-style-type: none"> - Area for counselling. - Extended schools office available for agencies to use. - City learning Centre on site. 	Make fitness suite available to community.
Eastbury	<ul style="list-style-type: none"> - Extensive use of sports facilities by local community groups including – Goresbrook Leisure Centre (Occasional), Eastbury Judo Club, Loxford Sports Club OG Football Club, B&D Disabled Archery, Eastbury Tigers Basketball, B&D Carers Association, Barking Bangladeshi Muslim Trust, Feza/Turkish Language School, Dog Training. Badminton, Police Cadets. - Regular week-end hire of the Assembly Hall and Dining Hall by private hirers and organisations, usually for weddings, parties and meetings throughout the year. - Occasional annual use of the Assembly Hall for Community Music, Borough Speech and Language, 	Signpost to Children's Centres and other community venues.

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	Borough Black History and Borough Dance.	
Jo Richardson	Full programme of leisure and community activities run by Castle Green.	Signpost to Children's Centres and other community venues.
Robert Clack	<ul style="list-style-type: none"> - The School Leisure centre is open to the public from 6pm onwards and offers a range of sporting opportunities and full gym facilities. For example, marching band, slimming world, keep fit and after school gym clubs. - Site also hosts a City Learning Centre which is regularly used by local primary schools. 	Research extending family learning within the school.
Sydney Russell	<ul style="list-style-type: none"> - The School Leisure centre is open to the public from 5pm onwards and offers a range of sporting opportunities and full gym facilities. - Tennis courts used by Barking and Dagenham tennis club. - Hard play area hired by local sports clubs. Year 5 and year 6 students invited in for various activities. - School site used for "boot sales". 	Signpost to Children's Centres and other community venues.
Warren	The Leisure Centre is open to the public from 5pm weekdays and from 10.30 am weekends and offers a range of sporting opportunities and full gym facilities. Trampoline Clubs, Rosemary Conley classes, Keep Fit, Hockey, Judo, Soccer and after school gym clubs are but a few on offer.	Signpost to Children's Centres and other community venues.

Wider Community Access: School Lettings audit 2009

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School	Letting what	To whom	For what purpose	Charge
All Saints Comprehensive	No lets	N/A	N/A	N/A
Barking Abbey Comprehensive	Extensive lettings	Groups/Clubs/individuals	weddings, parties, conventions, churches	See appendix 3a
Beam Primary	Grass area, new changing rooms	Other schools sports teams	Sports	Nil
Becontree Primary	No lets	N/A	N/A	N/A
Cambell Infant	2 rooms	Adult College	adult courses	Nil
Cambell Junior	Gym	Hat-trick	After school coaching	Nil-children pay direct (£3)
Dagenham Park Community	Extensive lettings	Groups/Clubs/individuals	Sport	See appendix 3a
Dorothy Barley Infant	Halls, computer suite and playgrounds, cooking facilities	Bright Futures	After school club	peppercorn
Dorothy Barley Junior	No lets	N/A	N/A	N/A
Eastbrook Comprehensive	Football pitch/Main hall	5 teams/Dagenham Girl Pipers	Football/Piper practise	£35/h-£55/match-£65/match/free
Eastbury Comprehensive	Extensive lettings	Groups/Clubs/individuals	Social/Educational	See appendix 3a
Eastbury Primary	No lets	N/A	N/A	N/A
Five Elms Primary	Garden suite, sometimes library	Parents/LA facilitators	Family learning, signing classes	Nil
Furze Infant	Nursery, playground	Creative Steps	After school club	Nil-children pay direct
Gascoine Primary	No lets	N/A	N/A	N/A
Godwin Primary School	No lets	N/A	N/A	N/A
Grafton Infant	No lets	N/A	N/A	N/A
Grafton Junior	No lets	N/A	N/A	N/A
Henry Green Primary	No lets	N/A	N/A	N/A
Hunters Hall Primary	No lets	N/A	N/A	N/A
Jo Richardson Community	Extensive lettings	LA, community groups	Conferences, meetings, concerts etc	See appendix 3a
John Perry Primary	Infant hall/part catering hall	Bright Futures	Pre & after school clubs	£12/h
Leys Primary	Hall	Local community	Meetings	Nil
Manor Infant	No lets	N/A	N/A	N/A
Manor Junior	Hall, library, playground	Childville	After school/breakfast clubs	£32.50/£5 per session
Marks Gate Infant	Hall	Premier Sport/ Ark Theatre Leisure	After school Sports/Drama/Sports	School pays and charges children
Marks Gate Junior	2 demountable classes	Creative Steps	After school club	£500/term

Marsh Green Primary	Classroom & Hall/Hall	CGAPS/Scouts	Pre & after school clubs/scouts	£100/w /£12/h
Monteagle Primary	No lets	N/A	N/A	N/A
Northbury Infant	Hall	Premier Sport	After school Sports	Nil-children pay direct
Northbury Junior	Hall/playground	Big Foot/Football	After school club/football	Nil-children pay direct (under review)
Parsloes Primary	No lets	N/A	N/A	N/A
Richard Alibon Primary	No lets	N/A	N/A	N/A
Ripple Primary	Extensive lettings			See appendix 3a
Robert Clack Comprehensive	Hall/Leisure Centre Facilities	Clubs/Public	Meetings/Sport	£30/h / Various charges
Roding Primary	No lets	N/A	N/A	N/A
Rush Green Infant	Hall	Cousin Football	Football coaching	Nil-children pay direct
Rush Green Junior	No lets	N/A	N/A	N/A
Southwood Primary	ICT room/Hall/Meeting room	Parents and carers	Parent training/PSA coffee morning	Nil
St Joseph's Primary Barking	No lets	N/A	N/A	N/A
St Joseph's Primary Dagenham	Hall	Shoot Academy/Mark Pearson	Football/Karate	Nil-children pay direct/£15/h
St Margaret's Primary	Hall	St Margaret's Church	Sunday school	Nil
St Peter's Primary	Hall?	Parent and Friends Association and local football club		Nil
St Teresa's Primary	No lets	N/A	N/A	N/A
St Vincent's Primary	No lets	N/A	N/A	N/A
Sydney Russell Comprehensive	Hall/Sports Facilities	KICC Church/Public	Religious services/Sport	£40/h / Various charges
Thames View Infant	Hall	Elm Sports/Active Sports/community sports coaches	After school Sports/multiskills	£30-35 school pays them
Thames View Junior	Hall/sports field	Charlottes Dance/Active Sports/Church/Private functions	After school Dance/Football/meetings/functions	Church/functions £35/h - others as above
Thomas Arnold Primary	Adult college, ict, cultural days (taken from audit)			
Trinity Special	All areas available inc specialist equipment	Parents Support Group	Supporting families	£60/h+ staff costs (D-catch funded)
Valence Primary	Gym/Dining hall	Residents association/Sun & Moon	Meetings/After school club	£42.25/h / £500/month
Village Infant	Hall/Sports hall & playground	Church/Premier Sport	Meetings/Football coaching	£25/h / % of receipts
Warren Comprehensive	Sports Centre (various spaces)	Groups/Clubs/Individuals	Sport	Various charges
Warren Junior	No lets	N/A	N/A	N/A
William Bellamy Infant	Grass area	West Ham United	Football coaching	Nil
William Bellamy Junior	No lets	N/A	N/A	N/A
William Ford Junior	Drama room, kitchen and sports hall	Rhodes Stage School and Church	Drama for children and YP	£40/h

Specific lettings**Castle Green (Jo Richardson Community School) lettings charges**

	Hourly Rate		
	0-4 hours	4.25-7 hours	7.25+
Meeting Room 1 for 16 people	£ 25.00	£ 20.00	£ 15.00
Meeting Room 2	£ 12.00	£ 12.00	£ 10.00
Meeting Room 3	£ 12.00	£ 12.00	£ 10.00
Boothroyd Hall for up to 800 people	£ 200.00	£ 160.00	£ 125.00
Community Suite for 30 people	£ 40.00	£ 35.00	£ 30.00
Training Suite as a classroom for 20	£ 32.00	£ 27.00	£ 18.00
Training Suite as an IT classroom for 15	£ 42.00	£ 37.00	£ 24.00
Drama Rooms 1 & 2 for 30 people	£	£	£

	40.00	35.00	24.00
Drama Room 3 for 30 people	£ 45.00	£ 40.00	£ 26.00
Street up to 200 people (including change of layout)	£ 80.00	£ 65.00	£ 50.00
Sixth Form Common Room	£ 60.00	£ 50.00	£ 45.00

Please note the hourly rate increases by 50% after 10:30pm

An Indemnity of £150 will be charged for all Boothroyd Hall bookings and £50 for all other bookings

Additional Charges

Change of Hall layout (per booking)	£50	
Change of Classroom layout (per booking)	£10	
Round/Square Tables Hire	£5 each	(including chairs)
Table Cloths	£5 each	
Display board	£5	
Technician (per hour)	£20	
Car Park Steward (per hour)	£12	
Cloakroom Attendant (per hour)	£12	

Hire of Equipment **Per booking**

Flipchart/pens/paper	£15
Laptop and projector (£20 each)	£40
Television and Video/DVD	£15
OHP	£10
Mini Stage/Portable Staging (per unit)	£10

Photocopying

A4 Black & White	10p each
A3 Black & White	15 p each

Price increase occurs each year on 1st

April

Above Hire Charges apply to any bookings booked and confirmed before 1st April 2009

At the Council's discretion, hire charges are liable to increase at any time between the date of the booking and the date of the hire taking place. The Hirer will be bound to pay any such increase and the Council undertakes to give notice of any such increase before the event takes place.

Barking Abbey Comprehensive School lettings charges

RATES FOR HIRE (effective 1st January 2009)

AREA	CAPACITY	STANDARD WEEKDAY EVENING RATE <i>(only if other groups also on site)</i>	SATURDAYS	SUNDAYS
Main Hall (Sandringham Road)	250	N/A	£80 per hr	£100 per hr
Dining Hall & Kitchen (Sandringham Road)	150	N/A	£80 per hr	£100 per hr
Main Hall, Dining Hall & Kitchen (Sandringham Road)	400	N/A	£115 per hr	£140 per hr
Main Hall (Longbridge Road)	125	N/A	£70 per hr	£90 per hr
Dance Studio	150	N/A	£50 per hr	£50 per hr
Drama (1)	80	£35 per hr	£35 per hr	£35 per hr
Drama (2)	40	£20 per hr	£20 per hr	£20 per hr
Drama (1 + 2)	120	£45 per hr	£45 per hr	£45 per hr
Music (1)	50	£30 per hr	£30 per hr	£30 per hr

Music (2)	50	£30 per hr	£30 per hr	£30 per hr
Gym (Upper/Lower)	150	£50 per hr	£50 per hr	£50 per hr
Classrooms (Lower/Upper)	30 - 32	£17.50 per hr	£25 per hr	£25 per hr
Recording Studio (Additional charge for use of technical support).	10	£35 per hr	£35 per hr	£35 per hr

Further discounts may be available for multiple bookings

**Minimum 6 hours hire for halls*

**Minimum 2 hours hire for classrooms*

Further charges for hire

+ 3% Public Liability Insurance cover if required

<p>ADDITIONAL REQUIREMENTS/SPECIAL REQUESTS IN RELATION TO BOOKING (eg access to chairs/tables, etc):</p>

Dagenham Park Church of England School lettings charges

Community Hall: The community hall has been specifically built for multi-purpose use. The hall is well lit, has changing facilities, disabled access and changing facilities, full flexibility with tables and chairs and kitchen facility. The hall is the perfect way to spend your birthday, wedding reception or anniversary. Open to all bookings from conferences to award ceremonies. This hall can also be set up anyway you wish.

Capacity – 200/800 people, Availability – Monday – Sunday, Refundable deposit of £200 is required
Price - £100, LBBB - £50

The Dining Hall 1: the hall area is a great space to hold church services, conferences and birthday parties. The Dining Hall can be set up any way you wish and we have chairs and tables which are included in the price. This area can be set up to your liking and for any function.

Capacity – 150 people, Availability – Friday to Sunday, Refundable deposit of £200 is required
Price - £85, LBBB - £45

Dining Hall 2- This smaller Dining Hall area is perfect for young children's birthday parties if you wish to hold them yourself. We also run children's Sports, Dance and Climbing Parties please see reception for more information. This area is also good for small church groups or training courses like first aid as there is plenty of floor space but can also be used as a classroom.

Capacity – 60 people, Availability – Friday to Sunday, Refundable deposit of £200 is required
Price - £65, LBBB - £35

Meeting Room - This room is fantastic for training courses, award ceremonies, first aid courses, small parties and church services. This room has an overhead projector with built in laptop input, audio equipment and facilities to play videos and DVDs. It also has a kitchen with shutters which can be left shut or opened to be able to serve teas and coffees etc.

Capacity – 30 people, Availability – Monday – Sunday
 Price - £30, LBBD - £25

Dagenham Park Church of England School Leisure Centre lettings charges

Old Sports Hall

	1 hr	4hr	8hr	Capacity
Regular	£100.00	£350.00	£700.00	250
Concession	£50.00	£150.00	£300.00	250

Dining Hall

1				
Regular	£85.00	£300.00	£600.00	200
Concession	£45.00	£135.00	£270.00	200

Dining Hall

2				
Regular	£65.00	£200.00	£400.00	60
Concession	£35.00	£105.00	£210.00	60

Lounge

Regular	£30.00	£100.00	£200.00	30
Concession	£28.00	£90.00	£180.00	30
Other	£25.00	£75.00	£150.00	30

		Non-member	Member	Sports Development
Dance Studio Hire (Per hour)				
Peak	Adult	£30.00	£27.00	£20.00
	Senior	£27.50	£20.00	£15.00
	Concession	£27.50	£20.00	£15.00
	Junior	£27.50	£20.00	£15.00
Off Peak	Adult	£27.00	£22.50	£15.00
	Senior	£22.50	£16.00	£10.00
	Concession	£22.50	£16.00	£10.00
	Junior	£22.50	£16.00	£10.00

Lounge & Meeting Room Hire

Based on 30 people

Peak	Adult	£32	30
	Senior	£29.00	27
	Concession	£29.00	27
	Junior	£29.00	27

Off Peak	Adult	£30.00	28
	Senior	£27.00	25
	Concession	£27.00	25
	Junior	£27.00	25

Sports Hall Prices

4

		Non - member	Member	Premier Member
Badminton (Per court - Per hour)				
4 courts available				
Peak	Adult	£8.00	£7.00	Free
	Senior	£7.00	£6.00	Free
	Concession	£7.00	£6.00	Free
	Junior	£7.00	£6.00	Free
Off Peak	Adult	£5.00	£5.00	Free
	Senior	£5.00	£5.00	Free
	Concession	£5.00	£5.00	Free
	Junior	£5.00	£5.00	Free
Equipment Hire (non-refundable)	Racquet Hire	£1.00	£1.00	£1.00
	Shuttlecocks x3	£1.00	£1.00	£1.00
	Deposits	£10.00	£5.00	Membership Card

Table Tennis (Per court - Per hour)
8 courts available

Peak	Adult	£4.00	£3.50	Free
	Senior	£3.00	£2.50	Free
	Concession	£3.00	£2.50	Free
	Junior	£3.00	£2.50	Free
Off Peak	Adult	£3.00	£2.50	Free
	Senior	£2.00	£1.50	Free
	Concession	£2.00	£1.50	Free
	Junior	£2.00	£1.50	Free
Equipment Hire (non-refundable)	TT Bat	£1.00	£1.00	£1.00
	TT Ball x3	£1.00	£1.00	£1.00

Sports Hall Hire

5

Per hour		Non-member	Member	Sports Development
Peak	Adult	£45.00	£35.00	£29.00
	Senior	£40.00	£30.00	£26.00
	Concession	£40.00	£30.00	£26.00

	Junior	£40.00	£30.00	£26.00
Off Peak	Adult	£40.00	£32.00	£27.00
	Senior	£35.00	£26.00	£24.00
	Concession	£35.00	£26.00	£24.00
	Junior	£35.00	£26.00	£24.00

Cricket Nets

Peak	Adult	£45.00	£40.00	£35.00
	Senior	£40.00	£35.00	£30.00
	Concession	£40.00	£35.00	£30.00
	Junior	£40.00	£35.00	£30.00
Off Peak	Adult	£40.00	£35.00	£30.00
	Senior	£35.00	£30.00	£25.00
	Concession	£35.00	£30.00	£25.00
	Junior	£35.00	£30.00	£25.00

Climbing Wall Prices (Not available until early 2008)

		Non-member	Member/BMC Members	Sports Development
Induction (one off payment)	Adult		£15	
	Senior		£11	
	Concession		£11	
	Junior		£11	
Casual Use				

Peak	Adult	£4.00
	Senior	£3.00
	Concession	£3.00
	Junior	£3.00
Off Peak	Adult	£3.50
	Senior	£2.50
	Concession	£2.50
	Junior	£2.50

Eastbury Comprehensive School lettings charges

Eastbury is open 7 days a week!

WEEKENDS - SATURDAYS - 9.30 to 2.30

- Accommodation is let to Turkish AND Muslim Community for Language Classes.
- There is a possibility that this will be extended to Albanians next term.
- Feza Weekend School (Turkish) use 3 classrooms and Small Dining Hall – they are charged a concessionary rate of £150 per session.
- Muslim/Arabic School uses 8 classrooms – they are NOT charged as they tutor Eastbury students for free!

SATURDAYS/SUNDAYS

- The Assembly Hall, Dining Hall/Kitchen and Small Dining Hall is booked nearly EVERY Saturday and Sunday throughout the year except May/June when we do not let because the hall is laid out for external exams.
- Assembly Hall : £85 hr on Saturday and £100 on Sunday
- Dining Hall/Kitchen -Same price
- Kitchen -£50 hour

- Small Dining Hall -£50 hr on Saturday and £60 on a Sunday

WEEKDAYS - Charges vary but average £45 to £60 per weekly session. Sessions average 1 to 1.5 hours.

MONDAY - Eastbury Judo Club – Gymnasium

TUESDAY - Loxford Sports Club – Gymnasium, OG Football – Sports Hall (also occasionally use Sports Pitch on Saturday for a match)

WEDNESDAY - LBBB Disabled Archery – Sports Hall, Barking Bangladeshi Muslim Trust - 2 Classrooms

THURSDAY -Eastbury Tigers Basketball – Sports Hall, Carers of LBBB – Food Technology and 1 Classroom

FRIDAY - LBBB Disabled Association – Food Technology and Gymnasium, Dog Training Class – Hulse Hall

Ripple Infant and Junior Schools lettings charges

Letting what	To whom	For Purpose	Charge
Dining Hall/ playground	Sun & Moon	After school club	£500/month
Dining hall	June O'Brien	Dance club	£300/month
Classroom	Boss Crowns	Film club	Free
Hall	Private hire	Parties/discos	£25/hour
Hall	Voluntary groups	Parties/discos	Free
Hall	LA/Police	Indoor street youth activity for YP 12-16	Free
Hall	Eastbury Youth workers	Indoor street youth activity for YP 9-12	Free
Playground	Safer Neighbourhood team	Basketball	Free

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Recommendation 1:

The Select Committee supports the borough undertaking its own survey to provide insight into the views of residents towards community cohesion. The Select Committee therefore recommends that the Council should continue to survey residents in relation to this indicator, using statistically comparable methods.

Recommendation 2

The Select Committee recommends that funding to build community cohesion from both General Fund and Housing Revenue Account should be managed in a joined-up way to deliver maximum benefits to the community.

Recommendation 3:

The Select Committee recommends that an update on the achievement of the targets for service and support by the CVS be provided by the CVS to the Select Committee in six months time.

Recommendation 4:

The Select Committee recommends that the Faith Forum be invited to provide a briefing to all ward Councillors to enable them to encourage faith groups in their ward to register with the Faith Forum.

Recommendation 5:

The Select Committee recommends that the Faith Forum advertise the activities and events of different faith groups taking place in each ward in 'The News' on a regular basis.

Recommendation 6:

The Select Committee recommends that the Faith Forum work with libraries in the borough to seek permission of the faith groups to incorporate the details of their organisations and activities into the main database.

Recommendation 7:

The Select Committee recommends that the Regeneration and Economic Development Division provide a briefing to all Members regarding the Council's policy for places of religious premises, including guidance on what to do if Members suspect premises are being used as places of worship outside of planning regulations, or are creating environmental nuisance to neighbours.

Recommendation 8:

The Select Committee recommends that the Council undertake a review of the religious premises in the borough to establish where parking space is sufficient and consider whether a drop-off zone could be created to facilitate people visiting their places of worship.

Recommendation 9:

The Select Committee recommends that the Council adopt a policy of issuing parking permits to Faith Ministers registered with the Faith Forum in the borough.

Recommendation 10:

The Committee recommends that the provision of free accommodation at the Town Show for community and voluntary groups, including faith groups, be further promoted in the Third Sector via the Equalities Fora and CVS.

Recommendation 11:

The Select Committee recommends that the Council should encourage local businesses to support a reinvigorated carnival with the aim of achieving at least one float per ward.

Recommendation 12:

The Select Committee recommends that the Council invite schools to exhibit their extra-curricular activities and increase their presence at the Town Show and the carnival.

Recommendation: 13

The Select Committee recommends that the Council uses commemorative plaques to celebrate famous figures that were born or lived in the borough in the past as well as those currently reside in the borough.

Recommendation 14:

The Select Committee recommends that consideration be given to promoting a local history week to increase awareness of the borough's history and heritage across all ages.

Recommendation 15:

The Select Committee recommends that the schools not yet rated 'good' or 'outstanding' be encouraged to develop plans to achieve a higher rating in building cohesion.

Recommendation 16:

The Select Committee recommends that the provision of community facilities, including the availability of community halls and church halls, should be further publicised to the community in the News, on a ward-by-ward basis, and using Community TV.

Recommendation 17:

The Select Committee recommends that a report, outlining the extent to which the community centres transferred continue to enable the whole community to access their space, be brought to the Committee in six months time.

Recommendation 18:

The Select Committee recommends that the Council encourage school governing bodies to consider opening facilities to the community in at least one school in each ward.

Recommendation 19:

The Select Committee recommends that Councillors, in their role as school governors, encourage schools to allow their facilities to be used by the community.

Recommendations 20:

The Select Committee recommends that the CVS pro-actively approach the local media to further promote the work undertaken by the local community and voluntary groups, including the publication of the activities and event organised by the groups.

Recommendation 21:

The Select Committee recommends that in nine months time, by when the new volunteering function will be up and running, a report on the impact of volunteering in the borough and plans for its promotion be presented to the Committee by the organisation delivering this commission.

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Contributors to the review

The Council:

Anne Bristow, Corporate Director of Adult and Community Services
Heather Wills, Head of Community Cohesion and Equalities
Paul Hogan, Head of Leisure, Arts and Olympics
Ray Descombes, Senior Community Development Officer
Janice Hunt, Events Manager, Leisure and Arts Division

Helen Jenner, Corporate Director of Children's Services
Meena Kishinani, Head of Children's Policy & Trust Commissioning
Jane Hargreaves, Head of Quality and School Improvement
Christine Prior, Head of Integrated Family Services
Jo Feeney, Group Manager, Integrated Youth Support Service
Erik Stein, Group Manager, Extended Schools & Engagement
Ian Starling, Acting Principal Adviser (Secondary), School Improvement Service

Darren Henaghan, Corporate Director of Customer Services
Ruth Du-Lieu, Group Manager, Street Scene

Barking and Dagenham's Council for Voluntary Services (CVS):

Carl Blackburn, Chief Executive, CVS

Barking and Dagenham Faith Forum:

Major Nigel Schultz, Faith Forum Chair Barking and Dagenham

Schools:

Gascoigne Primary School
Sydney Russell School

Community and Voluntary Groups and representatives:

Mr Victor Roy Ferridge, Marks Gate Estate Representative
David Elliot, Dagenham Village Partnership
Rita Giles, Dagenham Village Community Hall/Abscott TLA
Dave Torr, Millard Terrace Caring Association
Bill Pateman, School Governor for Valence, St Joseph Dag and All Saints School
L.R. Phillips, School Governor, Grafton Juniors School
B. Letchford, The Becontree Residents Association
Rita Chada, RAMFEL/BAME Forum
Carl Blackburn, CVS
Judith Garfield, Eastside Community Heritage
Corina Kemp, Life after Debt Project
Philip Wood, Vicar, St Thomas Becontree/School Governor at Becontree Primary School
Susan Cullum, Accounting for Community Enterprises (ACE)
Joan Davies, Fanshawe Community Association

Marie Kearns, Harmony House
Alfred Komeh, Reach Africa
Thomas Musan, Diaspora
Dionne Corroddus-Kleekes, Health is Wealth Community Project
Paul Carter, Governor, Thames View Junior School
Lesley Hawes, DABD
Val Shaw, LINKs/Access
L Goldbergs, Carers of Barking and Dagenham
David Ayinne, EMPA
Joan Streete, School Governor for Marsh Green School

**CABINET COMMENTS ON THE REPORT OF THE SAFER AND STRONGER
COMMUNITY SELECT COMMITTEE**

The Lead Member of the Safer and Stronger Community Select Committee, Councillor Rodwell, presented to Cabinet the Select Committee's final report of its review of community cohesion issues in the Borough and, in particular, how the Council can support the voluntary and community sector in building community cohesion, on 15 March 2011.

Cabinet supported the review, having sought the following clarifications:

- **Recommendation 2 relating to funding issues** - The Lead Member clarified that the intention is to use current services that are directly funded by the HRA, such as Tenant Participation, in a more joined up way to seek to build community cohesion, without seeking new funding.
- **Recommendation 9 relating to parking issues for Faith Ministers** - The Lead Member clarified that the proposal is only for Faith Ministers that are registered with the Borough's Faith Forum to be eligible for a parking permit, which currently represents only approximately 25% of the known number of ministries, and that this should therefore not represent a significant financial commitment.

The comments above will be taken into account when the action plan for implementation of the recommendations is drawn up and will be monitored by the Select Committee in six months.

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ASSEMBLY

30 MARCH 2011

REPORT OF THE LIVING AND WORKING SELECT COMMITTEE

Title: Review of Fly-Tipping Services	For Decision
<p>Summary: The Living and Working Select Committee agreed to carry out an in-depth scrutiny of Fly-Tipping services provided in the Borough at its meeting held on 26 July 2010.</p> <p>The Select Committee met between July 2010 and January 2011 to gather evidence through reports, presentations and interviews from service providers at formal meetings and a site visit.</p> <p>In accordance with the Council's Constitution, Part C, Section F, paragraph 7, a final report setting out the Select Committee's findings and recommendations was agreed by the Living and Working Select Committee on 24 January 2011 and submitted to Cabinet on 15 February 2011 for information and comment. The Cabinet welcomed the report and commended its adoption by the Assembly without comment.</p> <p>The report is now presented to Assembly for adoption, following which the Living and Working Select Committee will ask service providers to respond to the recommendations with detailed comments, including impacts, risk and timescales, and provide an implementation action plan.</p> <p>At six monthly intervals a report from the service providers setting out the progress of the implementation plan will be presented to the Living and Working Select Committee for monitoring purposes until all recommendations have been addressed to the satisfaction of the Select Committee.</p> <p>The Select Committee's final report is attached as Appendix A.</p> <p>Wards Affected: All</p>	
<p>Recommendation The Assembly is recommended to adopt the Living and Working Select Committee's recommendations as set out in the report.</p>	
<p>Reason(s) In order to assist the Council achieve its Community Priority of 'A clean, green and sustainable Borough where we are all aware of what we need to do to tackle climate change and reduce pollution, waste, fly-tipping (illegally dumping rubbish) and graffiti'.</p>	

<p>Comments from the Financial Officer It is anticipated that any financial requirements resulting from the recommendations in this report will be met from either existing Council budgets and/or Partner budgets. Options for external funding will also be investigated wherever possible. If agreed recommendations cannot be met from existing budgets, appropriate approvals will be sought from Council processes for the relevant financial resource.</p>	
<p>Comments from the Legal Partner The legal provisions and guidance relating to fly-tipping are set out in the body of the report. The Council can work in partnership with local businesses and partners to combat the problem, including the use of CCTV.</p>	
<p>Risk Management: There are no risk management implications associated with this report.</p>	
<p>Customer Impact: The aim of the Select Committee when considering this report and recommendations was to improve procedures and services for the benefit of all local residents. The Committee's Terms of Reference included the requirement "to consider any related equalities and diversity implications". A detailed customer impact, including an assessment of the impact on equalities groups, along with risk and timescales will be set out by the service providers when responding in the form of an implementation action plan to the findings of the report and recommendations.</p>	
<p>Lead Member: Councillor James Ogungbose</p> <p>Officer Contact: Pat Brown, Senior Scrutiny Officer</p>	<p>Contact Details: james.ogungbose@lbbd.gov.uk</p> <p>Tel: 020 8227 3271 E-mail: pat.brown@lbbd.gov.uk</p>

Living and Working Select Committee



Fly-Tipping Services

Lead Member Foreword



As the majority of Members were newly elected, the Living and Working Select Committee agreed to undertake a short investigation into fly-tipping. This was an issue that affects the whole Borough and would assist in achieving one of the Council's priorities. The Borough cleaner priority states:

“ We want a clean, green and sustainable borough where we are all aware of what we need to do to tackle climate change and reduce pollution, waste, fly-tipping (illegally dumping rubbish) and graffiti. “

Fly-tipping is unsightly, impacts on the environment in terms of pollution and poses a danger to wildlife. Areas where the problem persists look neglected and give out the impression that residents do not care about their local environment. Obviously this is not the case and together we need to get the message out that Barking and Dagenham is not going to tolerate this illegal behaviour.

The Council is already addressing the problem of Eyesore gardens, which has proved popular with residents and a great success.

There is a push for local authorities and agencies to work together to achieve the delivery of efficient and effective services. This is particularly helpful in respect of fly-tipping when carrying out targeted campaigns across boundaries and sharing expensive resources, such as covert cameras.

Borough residents, Councillors and officers must work together as a team to identify offenders and effective ways to minimise the practice of fly-tipping.

The Select Committee has tried to put forward practical recommendations that will benefit residents, without being unrealistic and unachievable because of cost.

Finally I would like to thank Members of the Living and Working Select Committee and all those who assisted the Select Committee in carrying out this review.

Councillor James Ogungbose

Lead Member of the Living and Working Select Committee

1 Introduction

The Environmental Protection Act 1990 Section 33 makes it an offence to “deposit controlled waste, or knowingly cause or knowingly permit controlled waste to be deposited in or on any land unless a waste management licence authorising the deposit is in force and the deposit is in accordance with the licence”. It goes on to state that it is also an offence to store controlled waste without a similar licence.

The penalties for such offences were increased by the Clean Neighbourhoods and Environment Act 2005 from £20,000 to £50,000 and a prison sentence of up to 12 months at the Magistrates Court or at the Crown Court a prison term of up to five years and a fine. Alongside this increase in penalties other provisions were made such as the power to require landowners to clear fly tips from their land, the power to recoup costs for clearing fly tips and the power to seize vehicles that have been involved in fly-tipping. The act also extended the powers to prosecute householders whose waste turns up fly tipped and therefore places the responsibility on them to ensure anyone that takes their waste away is a registered waste carrier.

Section 34 of the Environmental Protection Act relates directly to businesses and places them under a ‘Duty of Care’ to manage their waste in a proper and legal manner. In detail this means that waste must be stored securely and only put out when it is due for collection. If refuse escapes such as a ripped bag or tipped over bin, then the owner of that waste must retrieve it. The owner of the waste is responsible for their waste at all times until it is handed over to a person or organisation authorised to receive it.

2. Membership

The Living and Working Select Committee (LWSC) consisted of nine Councillors in the 2010-2011 municipal year:

- Councillor J Ogungbose (Lead Member)
- Councillor T Perry (Deputy Lead Member)
- Councillor Aziz
- Councillor R Baldwin
- Councillor J Channer
- Councillor J Davis
- Councillor A S Jamu
- Councillor G Letchford
- Councillor S Tarry

Pat Brown, Senior Scrutiny Officer, supported the Select Committee.

3. Choosing an Area for Review

The LWSC began its inaugural in-depth review on 26 July 2010 and chose fly-tipping.

This topic of fly-tipping was chosen as an area for intense scrutiny for the following reasons:

1. It was identified by Members as a persistent problem across the Borough.
2. Local residents feel strongly about the physical appearance of their neighbourhoods.
3. National Indicator 196 – Improved Street and Environmental Cleanliness – Fly-tipping – was judged to be ‘poor’ in 2008/2009.
4. The review would link to the community priority of a ‘clean’ Borough.
5. The cost to the residents of the Borough to clear indiscriminately discarded waste.
6. The cost of fly-tipping to the Borough is around £2.2 million per year.

4. Methodology

Terms of Reference (see Appendix 1) were agreed at the 26 July 2010 meeting.

Andrew Yellowley, Interim Head of Environmental and Enforcement Services, was appointed as Lead Services Officer to provide expertise and guidance.

Darren Henaghan, Corporate Director of Customer Services, was nominated as the LWSC Scrutiny Champion, supported the Select Committee throughout the review and helped oversee the delivery of the project in collaboration with the Lead Member and Scrutiny Officer.

The Select Committee met on 21 September 2010 and 6 October 2010. In addition to formal evidence-gathering, the Select Committee researched fly-tipping by undertaking a visit to problem locations, engaging in secondary reading and consulting with local people.

The LWSC heard evidence from senior officers, met with residents and business owners and Councillors. In its third meeting the LWSC brought together its findings and started to prepare the final report. The in-depth review concluded on 24 January 2011 when this report and its recommendations were agreed by the LWSC.

5. What Happens Next?

The report will be presented to Cabinet on 15 February 2011 for comment and then for consideration by the Assembly on 30 March 2011.

If agreed, an action plan outlining how the recommendations are to be implemented will be produced and thereafter monitored until each recommendation has been implemented. The first monitoring update will be heard by the LWSC in six months’ time.

When finalised and agreed, the findings of this report are to be publicised in the following ways;

- A downloadable copy will be made available from www.lbbd.gov.uk/scrutiny
- A brief summary of the report will be published in 'The News' and sent to other local newspapers.
- A downloadable copy will be made available from the 'Centre for Public Scrutiny' website.

6. What is Fly-Tipping?

Fly-tipping is the illegal dumping of waste and is a crime. It is a serious problem in England and Wales and can cost £100 - £150 million every year.

Fly-tipping:

- Is a criminal activity that can cause serious pollution of the environment, may be a risk to human health and can harm wildlife and farm animals
- Spoils the local neighbourhoods and quality of life
- Costs landowners and the taxpayer an estimated £100 million every year to clean up
- Costs local authorities £44 million each year to clear up
- Undermines legitimate waste management companies who are undercut by illegal operators
- Unsightly fly-tipped waste can deter investment in the area and lead to a lack of pride among local people

Waste can only be disposed of by holders of a Waste Management Licence or taken to an officially authorised site, such as Frizlands Lane, Dagenham.

The difference between litter and fly-tipping is the size and amount. Litter is usually small, such as crisp packets, discarded cigarettes or apple cores, whereas fly-tipping is larger items of rubbish, such as a sack of rubbish, fridges, sofas, tyres, mattresses or dangerous materials such as toxic waste, dumped on land.

People fly-tip to avoid paying a levy, called a landfill tax. An authorised officer, including the Police, can issue a Fixed Penalty Notice set at £300 to anyone transferring bulky waste without a Waste Management Licence.

In line with national protocols, where there are land quality and waste management issues, the Environment Agency tackles

- large-scale fly-tipping;
- fly-tipping of certain hazardous wastes; and,
- fly-tipping carried out by organised criminals.

7. Local Policy

The Local Authority is the designated Waste Collection Authority for Barking and Dagenham and tackles the clear-up of fly-tipping on publicly owned land, including roads and lay-bys.

Local Authorities are responsible for keeping the streets and public open spaces clear of litter and refuse and bear the cost of disposal. There is a specific policy in the Council's Waste Management Strategy 2005 - 2020 that outlines how the Borough will address fly-tipping.

All kinds of waste have been dumped illegally in Barking and Dagenham including household waste, commercial waste, animal carcasses, vehicle parts, tyres and hazardous oils, asbestos sheeting and chemicals.

The diagram below gives a snapshot of the local fly-tipping problem.

Incidents and costs of dealing with fly-tipping in the London Borough of Barking and Dagenham (LBBB)

	LBBB 08/09	LBBB 09/10	LBBB 10/11 (to date)	Total
Number of Enforcement Notices	764	881	458	2,103
Number of Prosecutions	40	39	38	117
Number of issued Fixed Penalty Notices	154	85	61	300
Number of paid Fixed Penalty Notices	143 (92.8%)	66 (77.6%)	48 (78.6%)	257 (85.6%)

8. Findings and Recommendations

In compiling the findings, the evidence gathered by the Select Committee has been grouped into key themes, and recommendations are presented with the relevant themes to provide context. For ease of reference the recommendations can also be viewed as a list in Appendix 2.

9. Campaigns

In recent years LBBB has only run one campaign specifically targeted at fly-tipping. It was a co-ordinated task project that was initiated due to the amount of crime happening on the Gascoigne estate. Actions included-fly tipping – if a fly tip was spotted then the task force would clear it there and then. Other actions included removing graffiti and abandoned vehicles. The project was winner of the London Problem Solving Awards 2008

Another environmental education event, which does not specifically target fly-tipping but incorporates it, is the annual schools' quiz. The purpose of the quiz is to raise awareness of a variety of environmental issues, including global warming, recycling and environmental crime. The quiz has been extremely effective and is very

popular with students and teachers alike. Feedback from teachers has been that the quiz has been very useful.

Recommendation 1

The Living and Working Select Committee recommends:

- (a) Additional education in schools, highlighting that fly-tipping is illegal, enforcement penalties and the messages it sends out about the community; and,
- (b) High profile community campaigns to be undertaken setting out the cost to residents through council tax and the impact on the environment.

10. Reporting Incidents

The Council's website could play a significant part in the reporting and monitoring of fly-tipping incidents. Residents would be able to report incidents, track the progress of the removal of fly-tipped waste and any enforcement action that may be taken.

Recommendation 2

The Living and Working Select Committee recommends that the values of good customer service with resolution at the first point of contact are upheld in the customer interface of fly-tipping services and consideration is given to alternative best practice reporting initiatives.

Recommendation 3

The Living and Working Select Committee recommends that local people have the provision to track reported incidents of fly-tipping using the Council's website.

11. Working with Partners

The Council has the primary responsibility for dealing with fly-tipping in its own area. The Environment Agency also has some powers to deal with fly-tipping and do so in more rural areas where fly-tipping can have a more significant impact on wildlife.

Although LBBB has not undertaken a great deal of working with partners, experience shows that this can work well. Examples of this can be seen across the country in areas such as Kent, where joint operations are run by the District Councils, the Environment Agency, Police, Her Majesty's Revenues and Customs, The Vehicle and Operator Services Agency, Driver and Vehicle Licensing Agency and the County Council. As large scale fly-tipping is often linked to serious crime, such as drug sales, these other agencies welcome an opportunity to investigate unscrupulous individuals and businesses and many fines and convictions for other crimes have been gained in this manner.

Fly-tipping is not just a local problem and it is believed that in many areas fly-tipping does not originate within the borough's boundaries but may be brought from

elsewhere. Some authorities work together across boundaries sharing intelligence on known persistent fly-tippers.

Recommendation 4

The Living and Working Select Committee recommends development of the Borough's intelligence sharing activities with neighbouring boroughs and national agencies, such as the Environment Agency and Her Majesty's Revenue and Customs. This would primarily be through involvement in GAIN (Government Agency Intelligence Network) or similar groupings.

12. Working with Residents

A particular problem that we face in Barking and Dagenham is that many of our housing areas have rear alleyways. These alleyways attract a high level of fly-tipping. Residents have got wise to the fact that if they leave any traceable evidence in the fly-tip they are likely to be traced and fined. On many occasions they also claim that the fly-tip was placed there by someone from another street or area.

One approach that we have had to this has been the very successful alley gating scheme. This scheme has seen a high number of rear alleyways gated with only the residents having keys, therefore if an alleyway is fly-tipped, it can only be the residents that have caused the problem. This allows officers to then write to all of the residents who have access to the alleyway, informing them of the issue, educating them to the fact that this is not acceptable and warning them they may be fined and charged for clearance.

Recommendation 5

The Living and Working Select Committee recommends that residents should be encouraged to report incidents to help build a true picture of the problem and assist in collection of evidence.

Recommendation 6

The Living and Working Select Committee recommends residents should be encouraged to ask the right questions as to how any waste will be disposed of when engaging workmen to carry out home improvements to ensure it is being disposed of legally.

Recommendation 7

The Living and Working Select Committee recommends that, where there are areas of high rates of persistent fly-tipping, in given circumstances they are well lit and a more proactive use of gating orders put in place.

13. Use of surveillance

The use of overt or covert surveillance has also worked well in certain boroughs. Where there are known hotspots in areas, covert surveillance can be used to spot offenders and this information has successfully been used in prosecutions. LBBD currently has no covert surveillance equipment. Whilst this equipment can be expensive to purchase often the money is recouped through fines and costs awarded by the courts.

Recommendation 8

The Living and Working Select Committee recommends that current strategy is broadened to include, where feasible, purchasing and sharing of equipment with other boroughs, such as covert cameras.

A particular problem of fly-tipping occurs around commercial properties, such as retail shops, rear access and waste land. Members did not have any evidence of partnership working between the Local Authority and business proprietors who had CCTV installed at their premises. It was felt that officers should liaise with local businesses to ascertain whether they would make CCTV footage available should there be incidents of the illegal practice of fly-tipping.

Recommendation 9

The Living and Working Select Committee recommends the Local Authority liaise with local businesses in an attempt to reach agreement for them to share CCTV footage when fly-tipping has taken place in the local area.

14. Enforcement

The Council will use its enforcement powers to ensure all businesses comply with their duty of care around disposal of waste.

The Eyesore and Public Health Team within the Local Authority's Area Environmental Service deal with enforcement of all fly-tipping. The Team, which consists of eight Environmental Health Officers and nine Environmental Enforcement Officers, deals with eyesore, environmental and public health issues

The Eyesore Gardens campaign was launched in October 2009 in response to residents' concerns about the number of rubbish-filled and overgrown front gardens in the borough. Residents and landlords who allow their front gardens to become untidy rubbish tips could face prosecution under this scheme.

Since the scheme started in October 2010, the Eyesore Gardens Team has visited nearly 6,000 gardens, served over 600 legal notices, provided assistance to more than 150 residents and removed nearly 25 tonnes of waste from Borough gardens

The public health waste issues are the disposal of clinical waste.

There is a fine line to be taken with regard to enforcement. If enforcement is pursued it will mean that the illegally dumped rubbish must be left in place until all evidence can be taken. The danger with leaving the rubbish in place is that it will

inevitably attract further fly-tipping, because it sends a message that no one cares about that particular area. If the site is cleared quickly, it is less likely, at least in the short term, to attract further fly-tipping.

A decision also has to be made regarding cost comparison between clearing the site and proceeding with enforcement and prosecution.

The table below shows the cost between removal and enforcement compared with other neighbouring boroughs for the last six years.

Borough	Enforcement Total	Removal Total	Enforcement/ Incident	Removal/ Incident
Barking and Dagenham	£477,741.00	£1,738,671.00	£17	£60
Havering	£1,272,833.00	£1,837,719.00	£37	£53
Redbridge	£1,085,084.25	£1,139,088.00	£53	£55
Newham	£787,914.50	£8,216,224.00	£6	£63

Enforcement actions consist of investigations, warning letters, statutory notice, fixed penalty notice, duty of care inspection, stop and search, formal caution and prosecution.

Recommendation 10

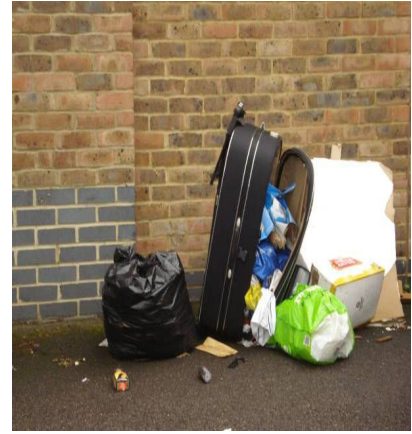
The Living and Working Select Committee recommends targeting of enforcement in areas of persistent fly-tipping and significant clean-ups and prosecutions should then be widely publicised to share that action has been taken.

15. Problem Areas

There was a need to develop partnerships with business to support the Council in overcoming the fly-tipping problem.

Members felt the response quoted to complainants to remove black bags in 48 hours was too long.

Officers felt that covert surveillance equipment would be useful. This would be particularly helpful in areas such as River Road where the problem of fly-tipping is constant. The equipment would help in identifying offenders to prosecute and report in the press. Also more signage to raise awareness of campaigns and their consequences would assist.



These pictures illustrate typical fly-tipped waste that had to be removed from various locations in the Borough.

Recommendation 11

The Living and Working Select Committee recommends the installation of clear signage to deter fly-tipping in problem areas.

16. Local Strategy Targets

- (1) The waste management needs of the new communities that will come to the borough as part of the regeneration of the Thames Gateway and the 2012 Olympics.
- (2) The intention of Barking and Dagenham is to become an excellent council in Corporate Priorities for Action (CPA) terms.

17. Background Papers

(See Appendix 3)

18. National Policy

The most recent data from fly capture is the 2008/09 data, that shows that on average local authorities in England has 3,295 incidents of fly-tipping, which is significantly lower than the 7,275 incidents in Barking and Dagenham during the same year.

In that year there were over 1.1million incidents of fly-tipping recorded by all local authorities in England and Wales with less than 2,000 prosecutions. This being said the average for all London Boroughs during the same year was 15,967.

19. Regional/sub-regional policy

The desire to maximise the benefits of the East London Waste Authority (ELWA) and Joint Municipal Waste Management Strategy (JMWMS).

21. Conclusion

The review was undertaken over a short period of time, however, it became apparent that there was no simple solution to the problem of fly-tipping. The following main points were identified:

- The London Borough of Barking and Dagenham does not suffer with disproportionately high levels of fly-tipping compared with all London Boroughs or nearest neighbours.
- The costs of removing fly-tipping are similar to that of neighbouring authorities.
- The money spent on enforcement is considerably less than two of the three neighbouring boroughs.
- The Council concentrates more on the removal of fly-tips than on enforcement.
- The Council's enforcement capacity is limited and resource tends to be targeted at large campaigns, such as eyesore gardens, rather than routine investigations of fly-tipping.
- The Council should endeavour to ensure the cost of legal waste disposal is kept as low as possible.

Reducing the number of incidents of fly-tipping and the cost burden to taxpayers is a national problem. However, the Local Authority's officers, together with Councillors, will continue to look at innovative strategies to improve the situation.

Terms of Reference

- To assess the levels of fly-tipping locally over the last 10 years
- To investigate the costs implications for removal and clean up to the Borough
- Assess if there are particular areas where fly-tipping reoccurs, i.e. social housing, owner occupier, commercial properties/areas, waste grounds
- To have a clear understanding of enforcement legislation
- What penalties for offenders of fly-tipping are in place
- To access past campaigns and the level of improvement that has been achieved
- To involve the community in the scrutiny process, provide them with opportunities to give evidence and inform the review
- To investigate whether services have equal access and equal outcomes across the Borough
- To consider any related equalities and diversity implications
- To ensure that any evidence collected is used appropriately
- To collaborate with partner organisations to identify opportunities where partner working could benefit the environment
- To consider the overall delivery of services, with an aim to improve any that are considered weak and addressing any gaps in service
- To review best practice in other local authorities
- To produce a final report with findings and recommendations for future policy and/or practice.

List of Recommendations

The following recommendations are set out here as a list, for ease of reference.

Recommendation 1

The Living and Working Select Committee recommends:

- (a) Additional education in schools, highlighting that fly-tipping is illegal, enforcement penalties and the messages it sends out about the community; and,
- (b) High profile community campaigns to be undertaken setting out the cost to residents through council tax and the impact on the environment.

Recommendation 2

The Living and Working Select Committee recommends that the values of good customer service with resolution at the first point of contact are upheld in the customer interface of fly-tipping services and consideration is given to alternative best practice reporting initiatives.

Recommendation 3

The Living and Working Select Committee recommends that local people have the provision to track reported incidents of fly-tipping using the Council's website.

Recommendation 4

The Living and Working Select Committee recommends development of the Borough's intelligence sharing of fly-tipping activities with neighbouring boroughs and national agencies, such as the Environment Agency and Her Majesty's Revenue and Customs. This would primarily be through involvement in GAIN (Government Agency Intelligence Network) or similar groupings.

Recommendation 5

The Living and Working Select Committee recommends that residents should be encouraged to report fly-tipping incidents to help build a true picture of the problem and assist in collection of evidence.

Recommendation 6

The Living and Working Select Committee recommends residents should be encouraged to ask the right questions as to how any waste will be disposed of when engaging workmen to carry out home improvements to ensure it is being disposed of legally.

Recommendation 7

The Living and Working Select Committee recommends that, where there are areas of high rates of persistent fly-tipping, in given circumstances they are well lit and a more proactive use of gating orders put in place.

Recommendation 8

The Living and Working Select Committee recommends that current waste strategy is broadened to include, where feasible, purchasing and sharing of equipment with other boroughs, such as covert cameras.

Recommendation 9

The Living and Working Select Committee recommends the Local Authority liaise with local businesses in an attempt to reach agreement for them to share CCTV footage when fly-tipping has taken place in the local area.

Recommendation 10

The Living and Working Select Committee recommends targeting of enforcement in areas of persistent fly-tipping and significant clean-ups and prosecutions should then be widely publicised to share that action has been taken.

Recommendation 11

The Living and Working Select Committee recommends the installation of clear signage to deter fly-tipping in problem areas.

Background Papers

Author	Title	Date
Living and Working Select Committee	Agendas and Minutes	2010 / 2011
London Borough of Barking and Dagenham	Barking and Dagenham Waste Management Strategy 2005 - 2020	28 March 2006
Environment Agency	Fly-Tipping Protocol	1 October 2010
Environment Agency	Fly-Tipping	1 October 2010
Environment Agency	Fly-Tipping Explained	1 October 2010
Keep Britain Tidy	Knowledge Bank - Fly-Tipping Legislation	
Department for Environment Food and Rural Affairs	Flycapture fly-tipping national database background	1 October 2009
National Fly-Tipping Prevention Group	Tackling Fly-Tipping	April 2006

Site Visits

Contributors:

- Darren Henaghan, Corporate Director of Customer Services
- Peter Tonge, Group Manager Area Environmental Services
- Andrew Yellowley, Interim Head of Environmental and Enforcement Services
- Angela Bennett, Executive Officer, Customer Services Department
- Colin Gregory, Environmental Officer
- Jeff Josh, Environmental Officer

Site Visits:

A tour of the borough was undertaken by Members to examine areas where there was a persistent problem of fly-tipping. This included industrial areas, the rear of commercial properties and residential properties.

ASSEMBLY

30 MARCH 2011

REPORT OF THE HEALTH AND ADULT SERVICES SELECT COMMITTEE

Title: Smoking Cessation Scrutiny Review	For Decision
<p>Summary:</p> <p>The Health and Adult Services Select Committee (HASSC) has concluded its scrutiny review on the issue of smoking. The Select Committee's final report is attached as Appendix A.</p> <p>The HASSC met between July 2010 and January 2011 to gather evidence through reports, presentations and interviews with service providers. In accordance with the Council's Constitution, Part C, Section E, paragraph 9, the final report setting out the Select Committee's findings and recommendations was agreed by the HASSC on 9 March 2011 and submitted to Cabinet on 15 March 2011 for information and comment. The Cabinet generally welcomed the report but wished to make a number of comments, and these are set out at Appendix B.</p> <p>In relation to the recommendations adopted by Assembly, the HASSC will then ask service providers to respond with detailed comments, including impacts, risk and timescales, and provide an implementation action plan.</p> <p>At six monthly intervals a report from the service providers setting out the progress of the implementation plan will be presented to the HASSC for monitoring purposes until all recommendations have been addressed to its satisfaction.</p> <p>Wards Affected: All</p>	
<p>Recommendation</p> <p>The Assembly is recommended to adopt the Health and Adult Services Select Committee's recommendations as set out in the report.</p>	
<p>Reason</p> <p>To assist the Council in achieving its Community Priority to create a 'healthy' Borough. The outcomes of the review are also intended to complement the objectives of the Barking and Dagenham Tobacco Strategy and work of the Tobacco Alliance.</p>	
<p>Comments of the Chief Financial Officer</p> <p>There are no specific financial implications or commitments associated with the report at this stage, although some of the recommendations if approved could ultimately lead to additional expenditure for partners involved. These decisions would have to be made as part of the normal budget approval processes.</p>	
<p>Comments of the Legal Partner</p> <p>Legal implications are addressed in the body of the report attached.</p>	
<p>Risk Management</p> <p>There are no intrinsic risks associated with the recommendations. Should any risks</p>	

become apparent, officers and members must consider actions that can be taken to mitigate these risks and make a decision as to whether it is appropriate to continue with the implementation of the recommendations.

Customer Impact

The Barking and Dagenham Tobacco Strategy highlights three target groups (routine and manual workers, young people, and pregnant women) that have particularly high smoking prevalence and are in need of better stop smoking interventions. The Select Committee has attempted to make recommendations that will benefit two of these priority groups; young people and routine manual workers. The Select Committee did not have sufficient time to explore issues of pregnant women smoking. However, the needs of pregnant women are addressed in the local Tobacco Strategy and Tobacco Alliance's action plan for delivery.

Due to high adult smoking rates in Barking and Dagenham, it is reasonable to assume that local young people are at greater risk of starting smoking themselves than elsewhere in London. The perpetuation of tobacco use across generations is one of the major reasons for the differences in quality of life and life expectancy between the most and least affluent groups in the population. In light of this trend the Select Committee has made several recommendations aimed at preventing young people from smoking and supporting those that already do to quit.

Recommendation 8 calls for existing plans to introduce a bespoke youth stop smoking service to be implemented; this will see young people's specific needs being catered for in a way that currently does not exist. Recommendations 9 and 10 have been designed to make it more difficult for young people to access tobacco products therefore reducing the likelihood of them smoking regularly, if at all.

Routine and manual workers, who form a significant percentage of the local population, tend to start smoking earlier, become more dependent on cigarettes, and are less likely to use stop smoking services for support to stop smoking.

Based on the findings above, one of the primary aims of the report (see recommendations 12, 13, 14, and 15) is to encourage local employers to improve workplace smoking policies, offer comprehensive stop smoking support, and clamp down on the trade of illicit tobacco in the workplace.

The Select Committee did not directly consult with young people or routine manual workers in the formation of the recommendations. However, recent studies/consultations conducted by the Tobacco Alliance and NHS Barking and Dagenham were used as an evidence base for the recommendations.

There are no envisaged negative customer impacts at this time as care has been taken by the Select Committee to not discriminate or disadvantage any equalities group. Any subsequent equalities and diversity matters will be identified and addressed at the implementation stage.

Lead Member: Councillor Dominic Twomey	Contact Details: E-mail: dominic.twomey@lbbd.gov.uk
Officer Contact: Glen Oldfield, Overview and Scrutiny Officer	Tel: 020 8227 5796 E-mail: glen.oldfield@lbbd.gov.uk

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Health and Adult Services Select Committee



Smoking Cessation Scrutiny

Lead Member Foreword



Barking and Dagenham has the third highest rate of smokers in London and the eighth highest in England. In more real terms, in our community one person dies every day from a smoking related disease and of all deaths in the Borough, a fifth has causes linked to the harmful effects of smoking. Yet, despite the above, people continue to smoke, seemingly without regard to their potential long term health problems.

At the beginning of this process the Select Committee reviewed all of the work already taking place within the Borough and was pleased to note that the Partnership has already made a positive start towards tackling these issues with particular emphasis on the implementation of its Tobacco Strategy, in partnership with agencies such as the NHS Barking and Dagenham, the Stop Smoking Service and the Council for Voluntary Services.

This has enabled the Partnership to make inroads into this most difficult of areas and we are slowly beginning to see examples of genuine improvement, whilst however acknowledging that there is still a very long way to go to reduce levels to the national average and below.

The Select Committee was particularly happy to see very clear targets in relation to reducing smoking amongst the younger members of our population. The feeling of the Members is that targeting young people is vital to reducing smoking prevalence as this will then reduce the levels of adults smoking. Although there is very little evidence relating to smoking by young people, some pieces of work estimate that up to 27% of young people may smoke regularly within the Borough. To this end, several recommendations relate specifically to young people, but we hope that all of the recommendations will build upon the positive work already being undertaken.

I could not finish without mention of the very real issue of the severe financial restraints that we will be facing over the next four years. The Select Committee has some concerns with future funding streams and will continue to monitor this situation over the coming year.

Finally, on behalf of the Health and Adult Services Committee, I would like to thank everyone who participated in this review and give particular thanks to the Scrutiny Team who helped to pull everything together.

Councillor Dominic Twomey

Lead Member, Health and Adult Services Select Committee

1. Introduction

“Local smoking prevalence is the highest in London and the eighth highest in England, and as such it has a worse impact on health in this Borough than elsewhere in London. Much of the poor health of the population of Barking and Dagenham can be directly attributed to diseases caused by smoking. Over a third of the local population smokes, compared to the one-fifth of people across England. In certain wards, this estimate rises as high as 38%.”

(Barking and Dagenham Tobacco Control Strategy 2010–2014)

Smoking is the single biggest public health issue for Barking and Dagenham and a major contributor to deaths and ill health amongst local people. A significant portion of the Borough’s residents, as smokers, are more susceptible to lung cancer, heart disease, stroke and chronic lung disease (COPD) as well as countless other health implications. The challenge for the Partnership is clear: to see tangible changes in the life expectancy inequalities gap, the Borough needs roughly 7,000 quitters each year – currently there are 1,300 and rising.

The purpose of this review was to see that there are strategies, activities, and interventions in place to make this change. The Health and Adult Services Select Committee (HASSC) also wanted to ensure that future generations of residents were being deterred, and protected, from smoking in order to break the engrained culture of smoking in the Borough.

2. Membership of the HASSC

The HASSC consisted of nine Councillors, plus one co-opted member, in the 2010-2011 municipal year:

- Councillor D Twomey (Lead Member)
- Councillor S Ashraf (Deputy Lead Member)
- Councillor S Alasia
- Councillor A Gafoor Aziz
- Councillor J Clee
- Councillor H S Rai
- Councillor C Rice
- Councillor A Salam
- Councillor J Wade
- Sky Young (Co-opted member, B&D LINK)

Glen Oldfield, Overview and Scrutiny Officer, supported the Select Committee.

3. Choosing an Area for Review

The HASSC began its scrutiny review on 14 July 2010 and chose to investigate smoking cessation with a particular focus on preventing young people from smoking and helping them to quit.

This topic was chosen as an area for scrutiny for the following reasons:

1. Local smoking prevalence was the highest in London and the eighth highest in England
2. One person in Barking and Dagenham dies each day from a smoking related disease
3. Tackling this issue will contribute towards realising our vision to create a healthy borough, where health inequalities are reduced.
4. Each week smoking accounts for (nationally) an estimated £20 million expenditure on hospital admissions, £4 million on outpatients, £10 million on GP consultations, £1 million on practice nurse consultations and £17 million in prescription costs.¹
5. This issue is identified as one of the 10 priorities for the Barking and Dagenham Partnership's (the Partnership) Health and Wellbeing Strategy.

4. Methodology

Terms of Reference (see Appendix 1) were agreed at the 14 July 2010 meeting and evidence gathering was completed on 26 January 2011.

Anne Bristow, Corporate Director of Adult and Community Services, nominated as the HASSC Scrutiny Champion, supported the Select Committee throughout the review and helped oversee the delivery of the project in collaboration with Councillor Twomey, the Lead Member and Glen Oldfield, Overview and Scrutiny Officer.

The Select Committee met on a six weekly basis and, over the course of five formal meetings, the HASSC heard evidence from senior officers and professional experts. After the January 2011 meeting the HASSC brought together its findings and started to prepare the final report. The scrutiny review concluded on 09 March 2011 when this report and its recommendations were agreed by the HASSC.

5. What Happens Next?

The report will be presented to the Cabinet on 15 March 2011 for comment and then for consideration by the Assembly on 30 March 2011.

¹ ASH, 2008

If agreed, an action plan (with responsible officers and timescales) outlining the implementation of the recommendations will be drawn up and progress will be monitored. The first monitoring update will be received by the HASSC in approximately six months' time.

When finalised and agreed, the findings of this report are to be publicised in the following ways;

- A downloadable copy will be made available from www.lbbd.gov.uk/scrutiny
- A press release will be sent to local newspapers.
- A comprehensive summary of the report's findings will be sent to interested parties and relevant voluntary organisations.
- A downloadable copy will be made available from the 'Centre for Public Scrutiny' website.

6. Background Papers

(See Appendix 3)

7. Local Policy Context

Barking and Dagenham Health and Wellbeing Strategy 2010/2012

The Health and Wellbeing Strategy was published on 03 February 2010 to direct the Partnership's efforts to reducing health inequalities. The strategy is intimately linked with the overall community strategy that sets out 10 health and wellbeing priorities for the Partnership to focus its efforts around.

Smoking is one of these 10 priorities and the Partnership aims to reduce smoking prevalence by 3% over three years through prevention, improved access to smoking cessation services and better enforcement to control illicit tobacco.

Barking and Dagenham Tobacco Control Strategy 2010/2014

On 20 July 2010 the Health and Wellbeing Partnership Board approved a four year multi-agency Tobacco Control Strategy for the Borough. The strategy closely follows the instructions outlined in the most recent national policy document, 'A Smokefree Future' (2010). There are three key aims of the strategy:

- Stop the inflow of young people recruited as smokers
- Motivate and assist every smoker to quit
- Protect families and communities from tobacco-related harm

The Select Committee was impressed by the comprehensiveness of the Tobacco Strategy and especially pleased with its commitments to stop young people from smoking. To achieve the scale of change required, the Partnership needs to tackle the problem at source. The HASSC has reviewed the strategy and is confident that a clear path towards reduced smoking prevalence and creating a different attitude to smoking among the community has been mapped.

8 Findings and Recommendations

In compiling the findings, the evidence gathered by the Select Committee has been grouped into key themes, and recommendations are presented with the relevant themes to provide context. For ease of reference, the recommendations can also be viewed as a list in Appendix 2.

8.1 Best Practice: Fresh North East

'Fresh North East' (Fresh) was set up in 2005 to tackle the high toll of death and disease caused by smoking in what became England's first dedicated regional office for tobacco control. Fresh involves key partners including the Association of North East Councils, all 12 Primary Care Trusts, the Strategic Health Authority and all local authorities. The vision Fresh works towards is to change the social norms around smoking to make it less desirable, less acceptable and less accessible.

In 2009 Fresh was awarded the Chief Medical Officer's Gold Award for Public Health for contributions to the health of the North East. The achievements of Fresh are quite remarkable, adult smoking rates have fallen to an all time low at 21% of the North East. The region now has higher support for action to reduce smoking than anywhere else in England.

Bearing in mind the socio-economic similarities between our population and those in the North East of England the Partnership should be encouraged that the Barking and Dagenham Tobacco Alliance can achieve just as much. The Select Committee can see that certain elements of Fresh's work are already in place here and it is good to see best practice being adopted.

Given that smoking prevalence is so high across North East London and there are established Tobacco Alliances in neighbouring boroughs, the Select Committee questions, in light of increasing cross-borough working and taking Fresh as an example, whether there is scope to form a regional tobacco alliance or network to share good practice and perhaps even achieve economies of scale with smoking cessation activity.

Recommendation 1:

The HASSC recommends that the Barking and Dagenham Tobacco Alliance explores the possibility of forming a regional tobacco alliance or network to share good practice.

8.2 Membership of Barking and Dagenham Tobacco Alliance

The Tobacco Alliance was formed in July 2009. It is responsible for ensuring the Tobacco Strategy is delivered by routinely monitoring progress against action plans and co-ordinating smoking cessation activity. The Tobacco Alliance is chaired by Darren Henaghan (Corporate Director, Customer Services) and has member representation from Councillor Vincent (Cabinet Member for Environment) and Councillor Reason (Cabinet Member for Health and Adult Services). Wider membership of the Alliance is comprised of partners from:

- a) the Local Authority, including:
 - Trading Standards, Community Safety, Environmental Health, Human Resources and School Improvement;
- b) the NHS, including:
 - Commissioning, Marketing, Public health and health improvement, and the Stop Smoking Service;
- c) the Council for Voluntary Services.

The Select Committee is pleased that there is a multi-agency co-ordinated effort to reduce smoking prevalence. The Tobacco Alliance epitomises the benefits of partnership working and Members are confident that important stakeholders are strategically working together and sharing intelligence to see that the services and interventions available are effective and represent good value for money.

The Select Committee is aware that an objective of the Tobacco Alliance is to add to its membership representation from Trade Union representatives. Routine and manual workers are a difficult group to reach but also one of the most important. The Select Committee feels that the work of the Alliance can be maximised if it can get regular input and buy-in from Trade Unions as these organisations have a unique relationship and influence with routine and manual workers.

Therefore the Select Committee would like to see Trade Union representation on the Tobacco Alliance established as soon as possible and Members of this Select Committee are happy to use their position and standing with Trade Unions to help make this happen so that the Alliance can move forward this agenda.

Recommendation 2:

The HASSC recommends that the Tobacco Alliance should secure membership of Trade Union representatives on the tobacco alliance to help reach and influence routine and manual workers with smoking cessation interventions.

8.2.1 Funding the Tobacco Alliance

Funding for the Tobacco Alliance has previously come from a grant from the Department of Health as part of the 'Reducing Health Inequalities through Tobacco Control' programme for which 25 local authorities were selected. The funding (£100k per annum for 2 years, plus a further £112k from NHS Barking and Dagenham) is used to finance the Tobacco Enforcement Officer post and Tobacco Control Co-ordinator post, as well as other programme delivery costs.

The Select Committee understands that funding for the Tobacco Alliance is only guaranteed until March 2011 and would be disappointed to see such an important work stream undermined by lack of resource especially after so much excellent work has been done.

Recommendation 3:

The HASSC recommends that the Partnership should give commitment to funding the posts of Tobacco Control Co-ordinator and Tobacco Enforcement Officer as well as other related tobacco programme costs to mitigate risk of not reaching strategy targets.

8.3 The Role of GPs and Health Professionals in Smoking Cessation

Smokers are much more likely to act on the advice of their GP than anyone else because their opinion is highly valued. Wherever possible GPs should offer advice to patients and encourage them to quit smoking. However GPs only have on average seven minutes for each consultation so there is little time to address a person's smoking habit. The Select Committee would like GPs to give stop smoking support in every appointment that involves a smoker. Currently only 20 of 41 GP practices in the Borough provide stop smoking services. Given the influence GPs have, it seems a shame that not all of them are contributing as much as possible to the smoking cessation agenda.

Recommendation 4:

The HASSC recommends that commissioners encourage more GPs to provide stop smoking services and that the emerging GP consortia give early consideration to this area of activity.

While GPs have an important role to play in reaching potential quitters, health professionals from other disciplines can use their position to influence smokers too. Dentists, pharmacists, midwives, and opticians, as well as many other health professionals, have opportunities to advise people on aspects of their health and lifestyle. Health professionals across the board should champion smoking cessation and raise awareness of stop smoking services to all smokers they encounter.

Recommendation 5:

The HASSC recommends that the Tobacco Alliance should encourage more frontline health workers (dentists, pharmacists, midwives, and opticians etc) to prioritize the delivery of smoking cessation interventions.

8.4 Smoking and Young People

NHS Barking and Dagenham commissioned scoping work in late 2009 to profile the issue of smoking amongst local young people. The research found that:

- between 9% and 27% of local young people (aged 11-19) smoke regularly.
- a further 17% of respondents preferred not to disclose their smoking habits, which suggests the proportion is likely to be towards the higher end of this range.
- approximately 20% of young people stated that they had smoked in the past. The most common reasons for starting smoking were given as peer pressure, stress relief or “because everyone else (family and friends) does it”.
- young people were most likely to start smoking at age 13 or 14, and 90% had started by the time they were 15.

8.4.1 Tobacco Education in Schools

The Select Committee sees tobacco education in schools as integral to dissuading young people from smoking and for this reason scrutinised the education programme as part of its review. The HASSC is pleased to report that all schools in the Borough have ‘Healthy School status’; meaning LBD schools deliver non-statutory Personal, Social, Health and Economic Education (PSHE) lessons. These lessons take a balanced approach to tobacco education by emphasising the harmful effects of tobacco along with the development of the necessary personal and social skills to resist peer and family pressure to use tobacco.

The Select Committee was disappointed that relatively little time was dedicated to tobacco education (only 2 hours in a year) but appreciates that the curriculum is already crammed and something beyond the Council’s influence to change.

8.4.2 New Approaches to Tobacco Education

The HASSC's first impression of the tobacco education programme was that it lacked punch and this was epitomised by a demonstration of a smoking puppet which seemed to make light of the issue. Members were surprised, and not totally convinced, by this approach and thought that more hard-hitting graphic imagery would make more of an impression. However, evidence shows that less traditional approaches work better, especially on younger children, as stronger methods can result in de-sensitisation to the subject.

The delivery of tobacco education is constantly evolving, guidance is developing all the time and new styles and technologies can be employed to illustrate the harmful impact of smoking on health. A fine example of how things have moved on is the innovative use of ageing software to change young people's attitudes to smoking. This is a powerful way to show the impact of smoking on physical appearance – something that teenagers can be preoccupied with! The 'Save your Skin' campaign has been used in local secondary schools and has been particularly effective at discouraging girls from smoking.

Health professionals are also coming into schools to speak directly with young people as a way to freshen up tobacco education and make it appear different from a standard school lesson. Another new approach, yet to be developed in Barking and Dagenham, is to use peer-led interventions in schools. The Select Committee is particularly interested in this idea and feels that peer-led interventions could provide a counter to peer pressure as well as contribute in a new way towards changing young people's perceptions of tobacco.

Recommendation 6:

The HASSC recommends that the Council develops a range of interventions including peer-led interventions in schools.

8.4.3 Evaluating the Education Programme

Ultimately it is the opinion of young people on the effectiveness of tobacco education that matters and the feedback is good. The views of young people were gathered through annual Ofsted Tell Us surveys. In 2009 the Council's Tell Us survey reported that 66% of our young people find the information and guidance on tobacco they receive in school to be useful - this compares favourably to the national figure of 62%.

A new young people's school drug survey was developed in 2010 to enable schools to judge the impact of drug education programmes and to gather information on young people's perceptions of drugs, including tobacco. The Select Committee is pleased that schools are gathering wider intelligence from young people on smoking as this can only help to better understand the reasons why young people take up, and continue to smoke. It is also pleasing that the results of this survey will be used to inform the planning of teaching programmes, as this shows the commitment our schools have to continuous improvement.

When it comes to evaluating tobacco education in schools, the Select Committee suggests that Members serving on school governing bodies take an active interest to ensure that good quality tobacco education is given a high priority.

Recommendation 7:

The HASSC suggests that Members serving on school governing bodies take an active interest to ensure that good quality tobacco education is given a high priority.

8.4.4 Establishing a Youth Stop Smoking Service

Young people require a different type of support from adults to stop smoking and currently there is no tailored approach that caters to the needs of young people. Their understanding of dependence, addiction and cessation is naturally different, this being the case it is especially important that young people have a stop smoking service that responds to these factors. The vast majority of people start smoking before they turn 18 years old and therefore it seems obvious to create bespoke stop smoking services for young people.

NHS Barking and Dagenham has been working to address this gap in service provision and recently a scoping exercise has been completed to lay the plans for a Youth Stop Smoking Service; co-owned and co-designed with local young people. The idea for this service has a strong evidence base and rationale behind it, the proposed service fits perfectly with NICE guidance, whilst the Department of Health recommends that smoking services for young people should be “on a par” with that for adults.

If implemented it is hoped that the Youth Stop Smoking Service will:

- Offer smoking prevention and cessation services tailored to the specific needs of young people, delivered in an appropriate environment and tone and through trusted relationships
- Provide multiple entry points in order to ensure accessibility to local young people
- Build on existing best practice by taking a participatory approach to the development and delivery of the service, working directly with young people throughout.
- Be co-owned by young people in order to maximise engagement and ensure young people act as strong ambassadors to their peers
- Maximise existing relations with professionals and other people that come into contact with young people (teachers, youth workers, pharmacists, extended family, PSHE teachers, school nurses, youth clubs) to act as the service ‘nodes’.

This type of tailored, targeted intervention is just what is needed to reduce prevalence and improve quit rates amongst 11-18 year olds. The business case for this scheme is

very convincing, the Select Committee would like to endorse the plans and hopes that all Councillors and relevant decision makers will too.

Recommendation 8:

The HASSC recommends that decision makers Implement the recommendations for a Youth Stop Smoking Service

8.5 Access to Tobacco

The key to stopping young people from smoking is denying them access to tobacco products. Legislation has developed to a point where the minimum age for purchasing tobacco is now 18 but there is still more that could be done to deny young people access to cigarettes.

8.5.1 Vending Machines

Vending machines are an unrestricted and easy source of tobacco for young people. Test purchasing results found that buying from vending machines was twice as successful as going to newsagents, off-licences or petrol station kiosks.²

The sale of cigarettes from vending machines totally undermines the hard work of responsible retailers, enforcement measures, and trading standards. Other age restricted goods are not as easy to purchase – there would be outrage if knives and fireworks were available from vending machines, but cigarettes seem acceptable.

It is hoped that legislation banning tobacco vending machines will come into effect soon but in the meantime the Select Committee wonders whether local vendors could take the initiative by removing vending machines from their premises. At the very least, places with vending machines should use a token system as a means of restricting access.

In any case, because public spaces are now under the smoking ban and vending machines constitute an insignificant funding stream³, the necessity for them to be in establishments seems questionable.

Recommendation 9:

The HASSC recommends that local proprietors are encouraged to remove tobacco vending machines from their premises ahead of forthcoming legislation. Consideration should be given to prohibiting tobacco vending machines as a condition of premises licences.

² Smokefree Action Coalition Briefing: Putting Tobacco Out of Sight and Out of Reach
³ http://www.legislation.gov.uk/ukxi/2010/864/pdfs/ukxiem_20100864_en.pdf

8.5.2 Proxy purchasing

To achieve the scale of change required to reduce smoking prevalence it is important that the engrained culture of smoking is dispelled. Legislation and policy can only do so much but to make a real difference individuals and communities need to act responsibly.

How many times do we see young people hanging outside tobacco vendors approaching adults to buy cigarettes for them? And more worryingly, how many times do we see adults go through with the request!?

Proxy purchasing is unacceptable, adults should not assist young people to cheat the system but instead uphold the principle of age restriction with regard to tobacco. It is not just an adult stranger buying tobacco for a young person that is a problem, adult friends and relatives also need to help to protect young people from the effects of smoking to break the generational cycle of whole families smoking.

The Tobacco Alliance has produced some powerful social marketing campaigns targeted at young people and routine manual workers to influence their choices around smoking and quitting. The Select Committee thinks that it would be worthwhile for there to be a campaign to prick the conscience of adults about proxy purchasing highlighting how a seemingly small action can have a profound effect on a young person's health in adulthood.

Recommendation 10:

The HASSC recommends that the Tobacco Control Alliance should develop a campaign to discourage adult proxy purchasing from strangers, friends and relatives.

8.5.3 Illicit Tobacco

Young people also have access to tobacco through unscrupulous sellers of illicit tobacco who are not subject to any kind of regulation and use their illegitimate position to exploit this section of their market. Not only is illicit tobacco beyond compliance with age restriction but it is also more affordable, making it an attractive source for young people with a limited supply of money.

Recent local research indicates how readily illicit tobacco is available. Intelligence revealed that there was a local supplier of singular cigarettes in a neighbouring borough that 'everyone knows' and it was possible to buy two packets of cigarettes on the street for £10 in many places.⁴

There is evidence to suggest that certain types of illicit tobacco can be more harmful than duty bound products as it has a higher content of carcinogens. The HASSC feels it is important this source of tobacco is denied to children and Members are pleased that there is a high volume of enforcement activity with prosecutions being issued -

⁴ B&D Tobacco strategy

some of this enforcement work is actually carried out by young people through test purchasing exercises.

Recommendation 11:

The HASSC recommends that high profile prosecutions related to tobacco control enforcement are publicised in the local media to deter sellers of illicit tobacco products.

Tackling demand for, and supply of, counterfeit and illicit tobacco is a priority identified in the Tobacco Strategy. Counterfeit and illicit tobacco has strong links to wider criminal activity, and the trade perpetuates health inequalities amongst lower socioeconomic groups by enabling people to continue to smoke at a significantly reduced cost. For these reasons it is important that routine and manual workers do not have easy access to illicit tobacco. However, evidence suggests the illicit market is used by as much as 40% of male routine and manual smokers⁵. Many employers probably turn a blind eye to the sale of illicit tobacco on their premises thinking that it is a victimless crime and the Tobacco Alliance must work to change this perception. If the Partnership is to succeed in improving quit rates among routine and manual workers it cannot be undermined by the trade of illicit tobacco that makes it easier to feed people's addictions. Therefore in conjunction with enforcement activity there must be support for people to stop smoking otherwise the allure of counterfeit tobacco will become difficult to resist when household incomes are stretched.

Recommendation 12:

The HASSC recommends that the Tobacco Alliance encourages local businesses to address the sale of illicit tobacco in the workplace.

8.6 Local Businesses

Local businesses must understand their responsibility as employers to protect their employees from smoking because they have an important part to play in realising the targets set out in the Tobacco Strategy.

There are obvious benefits for employers who adopt progressive smoking policies as it saves money through reduced staff sickness levels and improved productivity. Therefore, the Tobacco Alliance must reach as many local businesses as possible to spread this message and, in the process, explain the benefits employers can enjoy from robust smokefree policies and stop smoking support. Some large local businesses, such as Coral and the Bus Depot, have worked with NHS Barking and Dagenham to reach out to their employees and offer support to quit smoking.

⁵ B&D Tobacco strategy

Recommendation 13:

The HASSC recommends that the Tobacco Alliance should encourage local businesses to provide more support to help staff quit.

8.6.1 Smoke Free Awards Scheme

The London Borough of Tower Hamlets was awarded for its Tobacco Alliance work in developing an awards scheme that rewards employers who implement effective workplace smokefree policies.⁶ As a result of the scheme 98 local businesses have been recognized with more than 12,000 employees covered by best practice smoke-free policy. Of these 12,000, over 1,000 smokers have received support to quit smoking.

The Select Committee is very interested by this scheme and would like to see if Barking and Dagenham could emulate a similar scheme. The HASSC appreciate that it would take significant resources to implement an awards scheme of this type and the Tobacco Alliance undoubtedly has other priorities for its budgets, but this seems to be the type of scheme that encourages local businesses to change their policies/practices. The Select Committee would like the Alliance to look at this if there is underspend of their budget at the end of a financial year.

Recommendation 14:

The HASSC recommends that the Tobacco Alliance explores the possibility of implementing a smokefree award scheme for local businesses that adopt good smoking cessation practices.

8.7 LBBD Setting an Example

The Tobacco Control Strategy and the work of the Alliance are centred on involving local businesses and encouraging them to adopt better smoking policies and work-based interventions. As a leading member of the Partnership and substantial employer of Barking and Dagenham residents, it is up to the Council to lead for others to follow. It is important that if the Council are asking Partners and local businesses to do more about smoking that it is doing everything in its power to do the same; otherwise the message will not be taken seriously.

8.7.1 Supporting Staff Through Tough Times

In the current climate of budget cuts and potential redundancies, local government staff may be stressed and anxious about their futures, as well as under pressure from cuts to services and efficiency savings. The Select Committee feels it is important that

⁶ Local Innovation Awards Scheme

during these difficult times that the organisation has good health and wellbeing support on offer to staff thinking about resuming smoking or wanting to quit.

8.7.2 Employee Health Checks

Health Checks are available to local authority staff and are provided by Occupational Health Advisers that have been trained to give level 2 stop smoking support. Employees who smoke are always offered stop smoking services as part of the health check consultation. Over half of the smokers who went for a health check last year decided to quit.

The HASSC is pleased that as employers LBBB takes an interest in the overall health of its employees. Health Checks are a particularly effective work-based smoking intervention and powerful because people are more inclined to change their behaviour if there is medical evidence that proves smoking is impacting on their health. Furthermore, not everybody sees their GP (or other Health Professionals) regularly (if at all), therefore, it is important employees can access health advice through their place of work.

If providing health checks to employees becomes financially unviable efforts should be made by LBBB to make staff aware that if they live in the Borough, and are aged 35 and over, they can receive a vascular risk assessment from their GP every five years.

8.7.3 Impact of Human Resources Measures

The effort to reduce smoking prevalence among employees has contributed to an overall reduction in sickness absence from 10.27 days per person (higher than public and private sector averages) in November 2009 to 9.4 days on November 2010. It is not yet quantifiable exactly how much impact was made through smoking policies. When this data is available it can be shared with local businesses to encourage them to adopt better practices that may lead to change.

The Select Committee is pleased with the support offered by the Local Authority to stop its workers from smoking and should continue to offer this level of support as well as updating good Human Resource practice with regard to smoking. It is hoped that the Local Authority can hold itself up as an example to local businesses so that they can adopt similar policies/practices to improve the health of their employees.

Recommendation 15:

The HASSC recommends that the Council becomes an exemplar organisation for stop smoking interventions in the workplace and uses LBBB achievements to encourage local businesses to adopt better smoking policies/practices.

8.7.4 Ethical Investments

If the Council is going to set an example for other local businesses to follow on smoking cessation in the workplace it must do so without hypocrisy. Reports in the Evening Standard revealed that a number of local authorities in London have investments in the tobacco industry.⁷ Barking and Dagenham was named and shamed in this report and was claimed to have £5.4 million worth of investment in tobacco companies.

In Barking and Dagenham it is unacceptable that the Council is bankrolling an industry that kills our residents prematurely. In light of the Evening Standard investigation some local authorities have woken up to the unethical nature of their investments and switched them accordingly. The HASSC accepts that these investments may be profitable but there must be equally profitable alternatives. Therefore, it is the Select Committee's opinion that the Local Authority should not be affiliated in any way with an industry that has such a negative impact on its own community.

Recommendation 16:

The HASSC recommends that the Local Authority reconsiders its pension investment strategy to reflect the Council's social responsibility whilst ensuring a focus on optimal investment.

9. Conclusion

It is possible to transform people's lives by helping them to quit smoking. The Partnership is in a position to begin to challenge the engrained culture of smoking to give future generations a better start in life. The structures are now in place to make a sizeable difference and it is just a matter of time until smoking prevalence is markedly down and quit rates on the up. The HASSC must point out that the smoking prevention/cessation activity referenced in this report is only the tip of the iceberg. The Select Committee has been impressed with the energy and enthusiasm of officers involved in the tobacco programme and is satisfied that the programme is moving in the right direction.

Reducing smoking prevalence is not a job for Councillors to sit back and let officers get on with. Councillors have an important role to play in helping the Borough achieve its aims with smoking cessation. As policy setters, school governors, and community leaders, Councillors are in a strong position to influence in many different ways. Councillors must be reminded of their responsibility in this regard and should promote anti-smoking messages when taking decisions.

⁷ <http://www.thisislondon.co.uk/standard/article-23880876-town-halls-to-re-think-policy-on-investing-in-tobacco-firms>

Terms of Reference

- To investigate what is being done to help smokers quit and prevent young people from smoking.
- To scrutinise the impact of support, treatments, and alternative therapies provided by the NHS.
- To involve the community (especially service users and carers) in the scrutiny process, provide them with opportunities to give evidence and inform the review.
- To investigate whether services have equal access and equal outcomes across the Borough and address inequalities.
- To collaborate with partner organisations to identify opportunities where partner working could benefit the service user's experience and to ensure that the partnership is working together strategically to achieve smoking cessation objectives.
- To consider the overall delivery of services, with an aim to improve poor performance and address any gaps in service
- To review best practice in other local authorities and to see where Barking and Dagenham can emulate or learn from these initiatives to achieve the scale of change needed for this Borough.
- To produce a final report with findings and recommendations for future policy and/or practice.

List of Recommendations

The following recommendations are set out here as a list, for ease of reference.

Recommendation 1:

The HASSC recommends that the Barking and Dagenham Tobacco Alliance explores the possibility of forming a regional tobacco alliance or network to share good practice.

Recommendation 2:

The HASSC recommends that the Tobacco Alliance should secure membership of Trade Union representatives on the tobacco alliance to help reach and influence routine and manual workers with smoking cessation interventions.

Recommendation 3:

The HASSC recommends that the Partnership should give commitment to funding the posts of tobacco control co-ordinator and Tobacco Enforcement Officer as well as other related tobacco programme costs to mitigate risk of not reaching strategy targets.

Recommendation 4:

The HASSC recommends that commissioners encourage more GPs to provide stop smoking services and that the emerging GP consortia give early consideration to this area of activity.

Recommendation 5:

The HASSC recommends that the Tobacco Alliance should encourage more frontline health workers (dentists, pharmacists, midwives, and opticians etc) to prioritize the delivery of smoking cessation interventions.

Recommendation 6:

The HASSC recommends that the Council develops a range of interventions including peer-led interventions in schools.

Recommendation 7:

The HASSC suggests that Members serving on school governing bodies take an active interest to ensure that good quality tobacco education is given a high priority.

Recommendation 8:

The HASSC recommends that decision makers Implement the recommendations for a Youth Stop Smoking Service

Recommendation 9:

The HASSC recommends that local proprietors are encouraged to remove tobacco vending machines from their premises ahead of forthcoming legislation. Consideration should be given to prohibiting tobacco vending machines as a condition of premises licences.

Recommendation 10:

The HASSC recommends that the Tobacco Control Alliance should develop a campaign to discourage adult proxy purchasing from strangers, friends and relatives.

Recommendation 11:

The HASSC recommends that high profile prosecutions related to tobacco control enforcement are publicised in the local media to deter sellers of illicit tobacco products.

Recommendation 12:

The HASSC recommends that the Tobacco Alliance encourages local businesses to address the sale of illicit tobacco in the workplace.

Recommendation 13:

The HASSC recommends that the Tobacco Alliance should encourage local businesses to provide more support to help staff quit.

Recommendation 14:

The HASSC recommends that the Tobacco Alliance explores the possibility of implementing a smokefree award scheme for local businesses that adopt good smoking cessation practices.

Recommendation 15:

The HASSC recommends that the Council becomes an exemplar organisation for stop smoking interventions in the workplace and uses LBD achievements to encourage local businesses to adopt better smoking policies/practices.

Recommendation 16:

The HASSC recommends that the Local Authority reconsiders its pension investment strategy to reflect the Council's social responsibility whilst ensuring a focus on optimal investment.

APPENDIX 3

Background Papers

Author:	Title:	Date:
ASH	Beyond Smoking Kills	October 2008
ASH	The Cost of Smoking to the NHS	October 2008
ASH	Tobacco Advertising at Point of Sale	August 2008
DH	A Smokefree Future	February 2010
DH	Excellence in tobacco control: 10 High Impact Changes to achieve tobacco control	May 2008
DH	Smoking Kills	January 1998
HASSC	Agendas and Minutes	2010 - 2011
IDEA	Tobacco Control – the story so far	July 2010
IDEA	Tobacco Control Survey: England 2009-10	July 2010
LBBB	Statement of Investment Principles	2008/09
LBBB	Tobacco Control Strategy 2010/2014	July 2010
NHS B&D	Insight into smoking in routine and manual workers	March 2010
NICE	School-based Interventions to Prevent the Uptake of Smoking Among Children and Young People	February 2010
Tobacco Alliance	Business case for the development of a youth stop smoking service for 8-18 year olds in Barking and Dagenham	November 2010
Tribal	Barking and Dagenham Joint Strategic Needs Assessment	May 2009

List of Contributors and Site Visits

Contributors:

- Linda Bailey - Public Health Consultant
- Val Day - Public Health Consultant
- Vicki Evans - Tobacco Control Co-ordinator
- Darren Henaghan - Chair, Tobacco Control Alliance
- Jane Hargreaves - Head of Quality and School Improvement
- Jason Hatherill - Advisory Teacher
- Helen Jenner - Corporate Director of Children's Services
- Martin Rayson - Head of Human Resources
- Glynis Rogers - Divisional Director Community Safety and Public Protection
- Penny Stothard - Marketing Manager, NHS Barking and Dagenham
- Members of the Tobacco Alliance

Site Visits:

No site visits were undertaken by the Select Committee for this review.

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CABINET COMMENTS ON THE REPORT OF THE HEALTH AND ADULT SERVICES SELECT COMMITTEE

The Lead Member of the Health and Adult Services Select Committee, Councillor Twomey, presented the Select Committee's final report of its in-depth review of the impact of smoking within the Borough to Cabinet on 15 March 2011.

The Chair placed on record the Cabinet's appreciation of the Select Committee's work.

Cabinet supported the review with the following comments:

- **Recommendations 6 and 7 relating to schools and governing bodies** - The proposals for greater peer-led interventions in schools were particularly welcomed. The importance of the role of Councillors who are members of school governing bodies was highlighted in this respect, and it was suggested that future Member Development sessions should address these issues.
- **Recommendation 8 relating to the Youth Stop Smoking Service** – It was suggested that the dangers of smoking should be conveyed by Youth Workers as strongly as the messages regarding drink and drugs. The links between bullying for money and smoking were noted.
- **Recommendation 10 relating to adult proxy purchasing** - The need was identified for shopkeepers to be
 - i) reminded of their obligations regarding the sale of tobacco products to children and
 - ii) educated on adult proxy purchasing and ways to prevent it.
- **Recommendation 16 relating to the Council's pension fund investment strategy** – It was noted that
 - i) the Pensions Panel has asked for a report on the issue of ethical investments which will include companies that have an association with tobacco, and
 - ii) the underlying objective of the fund is to operate in the best interests of its members.

All the comments above will be taken into account when the action plan for implementation of the recommendations is drawn up and will be monitored by the Select Committee in six months.

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THE ASSEMBLY

30 MARCH 2011

REPORT OF THE CABINET

Title: Withdrawal of Permitted Development Rights for Houses in Multiple Occupation		For Decision
<p>Summary</p> <p>At its meeting on 15 March 2011, the Cabinet considered the attached report (Appendix A) in regard to the withdrawal of Permitted Development Rights for the change of use of dwelling houses to houses in multiple occupation.</p> <p>Under the Town and Country Planning (General Permitted Development) Order 1995, the Secretary of State issued directions that with effect from 1 October 2010 planning permission is no longer required to convert a dwelling house into a small home in multiple occupation (HMO). This Council's Unitary Development Plan, adopted in 1995, includes policies to control HMOs in view of the particular concerns regarding the number of family homes being lost to conversions and the new Borough-wide Development Policies DPD contains similar provisions to address this on-going concern.</p> <p>Article 4 of the Order enables local authorities to issue a direction withdrawing permitted development rights where they would undermine local objectives to create or maintain mixed communities, thereby requiring appropriate planning consent to be obtained from the local authority for any such developments.</p> <p>Recommendation</p> <p>The Assembly is recommended to make a non-immediate Article 4 Direction, covering the whole borough, withdrawing permitted development rights for changes of use from use class C3 (dwelling house) to use class C4 (house in multiple occupation).</p>		
Cabinet Member: Councillor McCarthy	Portfolio: Cabinet Member for Regeneration	Contact Details: Tel: 020 8724 8013 E-mail: mick.mccarthy@lbbd.gov.uk
Head of Service: Jeremy Grint	Title: Divisional Director of Regeneration and Economic Development	Contact Details: Tel: 020 8227 2443 E-mail: jeremy.grint@lbbd.gov.uk

Background papers used in the preparation of this report:

- Withdrawal of Permitted Development Rights for Houses in Multiple Occupation Cabinet Report and Minute 125, 15 March 2011.

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CABINET

15 MARCH 2011

REPORT OF THE CABINET MEMBER FOR REGENERATION

Title: Withdrawal of Permitted Development Rights for Houses in Multiple Occupation	For Decision
<p>Summary:</p> <p>On October 1 2010 the Government introduced permitted development rights for changes of use from use class C3 (dwelling house) to C4 (house in multiple occupation). This means that planning permission is no longer required to convert a dwelling house into a small home in multiple occupation (HMO). However the Council can withdraw permitted development rights through an Article 4 Direction where they would undermine local objectives to create or maintain mixed communities. This has been a concern of the Council for many years. The Council's Unitary Development Plan which was adopted in 1995 included policies to control HMOs for this reason. To exacerbate matters the Government's recently announced reforms to housing benefit are likely to increase demand for HMOs in Barking and Dagenham; in particular the extension of the single room restriction to people aged 35.</p> <p>Therefore this report recommends that an Article 4 Direction is introduced to withdraw permitted development rights for small HMOs across the borough. Any proposals for small HMOs would then be assessed against the Local Development Framework which resists the loss of housing of three bedrooms or more. It only allows other proposals for HMOs where a number of criteria are met including that:</p> <ul style="list-style-type: none"> • The number of houses that have been converted to flats and / or HMOs in any road (including unimplemented but still valid planning permissions) does not exceed 10% of the total number of houses in the road. • No two adjacent properties apart from dwellings that are separated by a road should be converted; <p>To avoid the need to pay compensation a non-immediate direction is recommended which would require 12 months notice to be given. The Direction would come into affect 12 months after the notice had been placed.</p> <p>Wards Affected: All Wards</p>	
<p>Recommendation(s)</p> <p>The Cabinet is asked to recommend to the Assembly the making of an Article 4 Direction, covering the whole borough, withdrawing permitted development rights for changes of use from use class C3 (dwelling house) to use class C4 (house in multiple occupation).</p>	

Reason(s)

To a greater or lesser extent this proposal will help deliver each of the aims of the Barking and Dagenham Local Strategic Partnership's Community Plan.

Comments of the Chief Financial Officer

This reports asks Members to agree to the introduction of an Article 4 Direction covering the whole Borough, in order to withdraw the development rights introduced by the Government in 2010 permitting a change in property class from that of 'dwelling house' to 'house in multiple occupation' (HMO's). Therefore any future proposals for HMO's would need to be assessed against the Council's current Local Development Framework, and satisfy certain criteria. However the Council would not be entitled to receive a fee for such planning applications that are only necessary because of an Article 4 Direction. In order to avoid any possible claims for compensation, the Council is to provide 12 months advance notice of the Article 4 taking effect (a non-immediate direction).

The only costs to the Council associated with implementing the Article 4 Direction are the minor ones of publicising and printing (as well as staff time), which will be met from existing Regeneration & Economic Development budgets.

Comments of the Legal Partner

As a general principle developments require planning permission from the Council as the Local Planning Authority. To avoid every single development being referred to planning authorities; the Town and Country Planning (General Permitted Development) Order 1995 (the "Order") gives the Secretary of State the power to issue directions that specified developments may be "permitted development" that is to say that they do not require planning consent.

Article 4 of the Order provides that a local planning authority may resolve to withdraw a specific "permitted development" and instead require that development will still need to seek planning permission from the authority.

Article 4 directions are one of the tools available to local planning authorities in responding to the particular needs of their areas. An article 4 direction does not prevent the development to which it applies, but instead requires that planning permission is first obtained from the local planning authority for that development.

DCLG Guidance provides that Local planning authorities should consider making article 4 directions only in those exceptional circumstances where evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area. For all article 4 directions the legal requirement is that the local planning authority is satisfied that it is expedient that development that would normally benefit from permitted development rights should not be carried out unless permission is granted for it on an application.

In deciding whether an article 4 direction would be appropriate, local planning authorities should identify clearly the potential harm that the direction is intended to address.

The Guidance also provides that in deciding whether an article 4 direction might be appropriate, local planning authorities may want to consider whether the exercise of permitted development rights would for example, undermine local objectives to create or maintain mixed communities, or undermine the visual amenity of the area or damage the historic environment.

Provided there is justification for both its purpose and extent, it is possible to make an article 4 direction covering any geographic area from a specific site to a local authority wide. However, the Guidance also provides that there should be a particularly strong justification for the withdrawal of permitted development rights relating to a wide area e.g. those covering the entire area of a local planning authority.

It should be noted that Article 4 directions cannot be used in relation to any type of development other than those explicitly granted permitted development rights through the GPDO, nor can they be applied retrospectively to development undertaken before a direction comes into force, or to development that has been commenced at the time that a direction comes into force.

Officers propose that the Council as Planning Authority should make an Article 4 direction covering the whole borough, withdrawing permitted development rights for changes of use from use class C3 (dwelling house) to use class C4 (house in multiple occupation). In making the direction Members should be satisfied that the legal provisions set out in this report and in the Government's Guidance are met in this case.

Head of Service: Jeremy Grint	Title: Divisional Director of Regeneration and Economic Development	Contact Details: Tel: 020 8227 2443 E-mail: jeremy.grint@ltgdc.org.uk
Cabinet Member: Councillor McCarthy	Portfolio: Regeneration	Contact Details: Tel: 020 8724 8013 E-mail: (mick.mccarthy@lbbd.gov.uk)

1. The need for an Article 4 Direction

- 1.1 HMOs make an important contribution to the private rented sector by catering for the housing needs of specific groups/households and by making a contribution to the overall provision of affordable or private rented stock. However, HMOs are not without their problems. The 2008 report by CLG "Evidence Gathering – Housing in Multiple Occupation and possible planning responses" identified a number of problems associated with HMOs including:
- anti-social behaviour, noise and nuisance
 - imbalanced and unsustainable communities
 - negative impacts on the physical environment and streetscape
 - pressures upon parking provision
 - increased crime
 - growth in private rented sector at the expenses of owner-occupation
 - pressure upon local community facilities and

- restructuring of retail, commercial services and recreational facilities to suit the lifestyles of the predominant population
- 1.2 In response to this the previous Government introduced a new C4 use class for small houses in multiple occupation and amended the 1995 (General Permitted Development) Order so that planning permission was required to change between the C3 (dwelling house) and C4 (house in multiple occupation) use classes. The new Government has reversed this decision. On the 1st October 2010 the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2010 came into force. The Order amends the 1995 (General Permitted Development) Order and makes a change of use from a use falling within Class C3 (dwelling houses) to a use falling within Class C4 (houses in multiple occupation) 'permitted development' – i.e. planning permission is no longer needed to do this.
 - 1.3 The Government has presented this change as part of wider reforms so that it moves from the current top down approach and creates a system which encourages local people to take responsibility for shaping their communities and gives power to Councils to make this happen.
 - 1.4 In this case the power is an Article 4 Direction. The Government has advised that local planning authorities should consider making Article 4 directions only in those exceptional circumstances where evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area and that local planning authorities should identify clearly the potential harm that the direction is intended to address. The Government has advised that it might be appropriate to withdraw permitted development rights where they would undermine local objectives to create or maintain mixed communities. This has been a concern of the Council for many years. LBBDD has had planning policies in place to control HMOs for at least 15 years. The previous Unitary Development Plan and the current Local Development Framework (LDF) seek to ensure that the number of houses that have been converted to flats and/or HMOs in any road does not exceed 10%. In addition the LDF now resists any proposals for residential conversions or Homes in Multiple Occupation which involve the loss of family sized houses. These policies were considered necessary to control the adverse effect that HMOs can have on the general character and amenity of an area and also to retain a reasonable stock of small/medium-sized dwellings suitable for families seeking to move out of flatted accommodation. The recent changes mean that the Council has no control over the loss of family sized houses to small HMOs nor can it restrict the number of small HMOs in any street.
 - 1.5 To exacerbate matters the Government's recently announced reforms to housing benefit are likely to increase demand for Homes in Multiple Occupation in Barking and Dagenham; in particular the extension of the single room restriction to people aged 35. This would mean that single childless adults would only be entitled to the equivalent of a room share rather than a self contained one bed roomed flat. This applies from April 2012 and existing claimants are affected when their claim is reviewed.
 - 1.6 Therefore officers recommend that an Article 4 Direction is introduced to withdraw permitted development rights for small HMOs across the borough. This would mean that proposals to change a dwelling house into a HMO would require planning

permission. Any such planning application would then be determined against Policy BC4 of the Council's Local Development Framework. This policy resists proposals which involve the loss of housing of three bedrooms or more. It only allows other proposals for HMOs where a number of criteria are met including that:

- The number of houses that have been converted to flats and / or HMOs in any road (including unimplemented but still valid planning permissions) does not exceed 10% of the total number of houses in the road.
- No two adjacent properties apart from dwellings that are separated by a road should be converted.

This policy is scheduled to go to Assembly for adoption in March 2011.

2 Process for making an Article 4 Direction

2.1 The Government has recently published the Town and Country Planning (Compensation) (No. 3) (England) Regulations 2010 (2010 No. 2135). This reduces local authorities' liability to pay compensation where they make article 4 directions as follows:

- Where 12 months' notice is given in advance of a direction taking effect there will be no liability to pay compensation; and
- Where directions are made with immediate effect or less than 12 months' notice, compensation will only be payable in relation to planning applications which are submitted within 12 months of the effective date of the direction and which are subsequently refused or where permission is granted subject to conditions.

2.2 Therefore to avoid potential compensation claims the Council needs to provide 12 months notice in advance of an Article 4 Direction taking effect. This is called a non-immediate direction.

2.3 The procedure for making a "non-immediate" Article 4 Direction is as follows:

- Give 12 months notice of direction
- Seek representations
- Assembly approval
- Advertise direction and notify Secretary of State

2.4 The Direction would come into effect 12 months after the notice had been placed.

3. Financial Issues

3.1 The Council does not receive a fee for planning applications which are only necessary because of an Article 4 Direction.

3.2 To avoid potential compensation claims officers recommend that a non-immediate Article 4 direction is made.

3.3 The minor costs of publicising and publishing the Article 4 Direction will be met from the Regeneration and Economic Development budget.

4. Legal Issues

- 4.1 On 1 October 2010 the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2010 came into force. The Order amends the 1995 (General Permitted Development) Order and makes a change of use from a use falling within Class C3 (dwelling houses) to a use falling within Class C4 (houses in multiple occupation) 'permitted development' – i.e. planning permission is no longer needed to do this.
- 4.2 Under Article 4 of the General Development Order (as amended) local planning authorities can make directions withdrawing permitted development rights from development listed in Schedule 2 of the same order. For all article 4 directions the legal requirement set out in paragraph (1) of article 4 of the GDO is that the local planning authority is satisfied that it is expedient that development that would normally benefit from permitted development rights should not be carried out unless permission is granted for it on an application. This report explains why it is expedient to withdraw permitted development rights for change of use from C3 to C4.
- 4.3 The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 states that approval to make an Article 4 Direction is not a Cabinet function and therefore must be carried out by Assembly.

5. Other Implications

- **Risk Management:** Officers consider that there is a legally sound basis for making this Article 4 direction. Whilst the Council has to notify the Secretary of State when the direction is published it is unlikely he/she would intervene. Please see the options appraisal section for the risks associated with making immediate and non-immediate directions.
- **Contractual Issues:** No specific implications.
- **Staffing Issues:** No specific implications.
- **Customer Impact:** HMOs make an important contribution to the private rented sector by catering for the housing needs of specific groups/households and by making a contribution to the overall provision of affordable or private rented stock. Whilst black, Asian and other minority ethnic (BAME) communities are probably disproportionately represented in the HMO stock they are on balance likely to be advantaged by the Article 4 Direction for two reasons. BAME communities are more likely to require the family housing the Article 4 direction is seeking to protect and withdrawing permitted development rights will allow the Council more control over the location of small HMOs and therefore the associated problems cited earlier from the CLG Evidence Gathering report. This will be to the benefit of all residents.
- **Safeguarding Children:** Withdrawing permitted development rights will help preserve the borough's stock of family housing. Many of the problems associated with HMOs cited in the CLG Evidence Gathering report will have an impact on the environment children are brought up in.

- **Health Issues:** No specific implications
- **Crime and Disorder Issues:** The CLG report cited earlier in this report identified that increased crime was a problem associated with HMOs. Therefore withdrawing permitted development rights will help address this impact.
- **Property/Asset Issues:** No specific implications

6. Options appraisal

- 6.1 Failure to make this direction would leave the Council without the controls it has deployed for the last 15 years to manage the impact of small HMOs.
- 6.2 For the reasons set out in the report officers consider that doing nothing is not an option.
- 6.3 Making a non-immediate direction does mean that there is an intervening 12 month period when people can take advantage of the new permitted development rights. There may be a rush of HMOs in this period as people avoid the impending removal of permitted development rights. However as covered in the report an immediate direction would leave the Council open to compensation claims payable in relation to planning applications which are submitted within 12 months of the effective date of the direction and which are subsequently refused or where permission is granted subject to conditions.
- 6.4 Compensation may be claimed for abortive expenditure or for other loss or damage directly attributable to the withdrawal of the permitted development rights. For example the Council could be liable for the loss of income a property owner suffers by not being able to convert their property to a HMO where this is due to the Article 4 Direction. However an immediate direction may incentivise property owners to claim for compensation for HMO conversions they would not otherwise have carried out. This could leave the Council with a very significant liability. For this reason officers recommend that the non-immediate direction is the most appropriate course of action.

7. Background Papers Used in the Preparation of the Report

- 7.1 The following papers / reports were used in the preparation of this report:
1. Evidence Gathering – Housing in Multiple Occupation and possible planning responses, CLG, 2008
 2. Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2010
 3. 1995 (General Permitted Development) Order (as amended)
 4. Town and Country Planning (Compensation) (No. 3) (England) Regulations 2010 (2010 No. 2135).
 5. The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 (2000 No. 2853)
 6. Replacement Appendix D to Department of the Environment Circular 9/95: General Development Consolidation Order 1995
 7. Barking and Dagenham Unitary Development Plan, LBBD, 1995

8. Barking and Dagenham Local Development Framework, post submission
Borough Wide Development Policies, LBBD, 2010

8. List of appendices

None

THE ASSEMBLY

30 MARCH 2011

REPORT OF THE CABINET

Title: Adoption of Borough-wide Development Policies Development Plan Document		For Decision
<p>Summary</p> <p>At its meeting on 15 March 2011, the Cabinet considered the attached report (Appendix A) on the outcome of the public consultation and inspection process in respect of the Borough-wide Development Policies, which provides specific policies in line with the strategic policies set out in the Council's Local Development Framework Core Strategy.</p> <p>The Development Plan Document sets out the criteria against which future planning applications for the development and use of land and buildings would be considered and includes policies which, for example, set internal space standards for new homes, resist the loss of family houses, protect the borough's heritage and ensure the right balance of retail and non retail uses in the Borough's town centres.</p> <p>The revised Borough-wide Development Policies DPD was previously circulated under separate cover to all Councillors and is available on the Council's website at http://moderngov.barking-dagenham.gov.uk/mgConvert2PDF.aspx?ID=29729 .</p> <p>Recommendation</p> <p>The Assembly is recommended to adopt the Borough-wide Development Policies Development Plan Document, which will form part of the Barking and Dagenham Local Development Framework.</p>		
Cabinet Member: Councillor McCarthy	Portfolio: Cabinet Member for Regeneration	Contact Details: Tel: 020 8724 8013 E-mail: mick.mccarthy@lbbd.gov.uk
Head of Service: Jeremy Grint	Title: Divisional Director of Regeneration and Economic Development	Contact Details: Tel: 020 8227 2443 E-mail: jeremy.grint@lbbd.gov.uk

Background papers used in the preparation of this report:

- Adoption of Borough-wide Development Policies Development Plan Document Cabinet Report and Minute 124, 15 March 2011.

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CABINET

15 MARCH 2011

REPORT OF THE CABINET MEMBER FOR REGENERATION

Title: Barking and Dagenham Local Development Framework – Adoption of Borough-wide Development Policies Development Plan Document	For Decision
<p>Summary:</p> <p>The Borough-wide Development Policies Development Plan Document (DPD) is focused on delivering the Core Strategy which the Assembly adopted on 21 July 2010. A key purpose of the Borough-wide Development Policies DPD is to set out the criteria against which planning applications for the development and use of land and buildings will be considered.</p> <p>Following a successful examination in public and, prior to this, three stages of consultation, the Borough-wide Development Policies DPD is ready to be adopted by the Council.</p> <p>The Borough-wide Development Policies DPD has been circulated to all Members of the Council under separate cover in advance of the Cabinet.</p> <p>Wards Affected: All</p>	
<p>Recommendation(s)</p> <p>The Cabinet is asked to:</p> <ul style="list-style-type: none"> i) Support the material changes to the draft Borough-wide Development Policies DPD as proposed by the independent Planning Inspector, as outlined in paragraph 1.2 of this report; and ii) Recommend the Assembly to adopt the Borough-wide Development Policies DPD as appended to this report. 	
<p>Reason(s)</p> <p>To help deliver all the Community Priorities for the borough.</p>	
<p>Comments of the Chief Financial Officer</p> <p>This report asks Cabinet Members to note the various changes made to the Borough-wide Development Policies Development Plan Document (DPD) following the consultation and inspection process, and to approve its final adoption.</p> <p>In terms of the direct/imminent costs of adopting the Document, there will be minor incidental costs associated with printing and advertising, which will be funded by existing Regeneration & Economic Development budgets.</p>	

In terms of its content, the Borough-wide Development Policies DPD and Core Strategy set out higher standards and conditions for all new developments, for example in respect of sustainable design. These new standards, as well as any additional capital costs associated with meeting them, would need to be met by all future developers and Housing Associations (as well as the Council, where applicable). This may potentially have future implications around the cost of Council developments (such as schools), Section 106 receipts, and land values where the Council wants to dispose of its own land or property.

Comments of the Legal Partner

The legal implications of the recommendation in this report are incorporated at paragraph 4 of the report.

Head of Service: Jeremy Grint	Title: Divisional Director of Regeneration and Economic Development	Contact Details: Tel: 020 8227 2443 E-mail: jeremy.grint@lbbd.gov.uk
Cabinet Member: Cllr McCarthy	Portfolio: Cabinet Member for Regeneration	Contact Details: Tel: 020 8724 8013 E-mail: mick.mccarthy@lbbd.gov.uk

1. Background

1.1 The Borough-wide Development Policies Development Plan Document (DPD) has been through three stages of consultation: issues and options; preferred options and pre-submission.

- Issues and Options. The Cabinet approved the Local Development Framework Issues and Options document 8 November 2005 and consultation was undertaken on it 22 November 2005 – 20 January 2006. The feedback received informed the development of the Preferred Options Report.
- Preferred Options. The Cabinet approved the Borough-wide Development Policies Preferred Options report 6 February 2007 and consultation was undertaken on it 19 March 2007 – 21 May 2007. The document was revised to address the feedback received.
- Pre-Submission. The Cabinet approved the Pre-Submission Borough-wide Development Policies DPD on 20 May 2008 for a six week consultation period and for submission to the Secretary of State.

1.2 Following this consultation, a hearing was conducted in September 2010 by an independent Inspector to determine whether or not the Borough-wide Development Policies DPD was “sound” and “legally compliant”. The Inspector issued his report on 3 December 2010 confirming the Borough-wide Development Policies DPD meets this criteria subject to a number of changes being made to the document. The majority of the changes are minor in nature and serve to improve the clarity of the document. However, a few significant changes are required and these are

summarised below. Officers consider that these changes strengthen the Borough-wide Development Policies DPD.

- Referring specifically to the provision of a high quality bus route connecting Marks Gate to Dagenham Dock Station in Policy BR10 (Sustainable Transport) to ensure consistency with the adopted Core Strategy.
- Clarifying in Policy BC4 (Residential Conversions and Houses in Multiple Occupation) that the Council will resist (where planning permission is required) all proposals which involve the loss of housing of three bedrooms or more.
- Making clear in the justification text to Policy BC4 that the borough is vulnerable to high concentrations of Houses in Multiple Occupation (HMOs) due to the recent changes to the General Permitted Development Order¹, and that if necessary the Council will be implement an Article 4 direction to remove the permitted development rights and require planning permission for such changes of use.
- Recognising that there may be exceptional circumstances, including economic viability, which may mean achieving the environmental building standards in Policy BR1 (Environmental Building Standards) are not appropriate and specifying that these standards are to be encouraged rather than required.
- Shifting the focus of Policy BR2 (Energy and On-Site Renewables) away from on-site renewables to the need to minimise the overall carbon footprint of proposed buildings and specifying that the renewables energy target is to be encouraged rather than required.
- Amendments to Policy BR6 (Minerals) ensuring it is fit for purpose to deal with planning applications relating to the use of the Marks Warren Farm site for minerals recycling in association with the restoration of the site rather than minerals extraction as it is evident the operator at Marks Warren Farm does not anticipate any extension to mineral working.
- Clarifying in policy BR9 (Parking) that the car parking standards are maximum standards and the cycle parking standards are minimum parking standards.
- Clarifying the definition of a tall building in Policy BP4 (Tall Buildings) to ensure consistency with the Barking Town Centre Area Action Plan.
- Clarifying the requirements for the submission of travel plans alongside planning applications.
- Clarifying in Policy BP8 (Protecting Residential Amenity) that developments must provide high quality living conditions for future occupiers ensuring both existing and future occupiers are not exposed to unacceptable levels of pollution, noise and are not deprived of privacy, outlook, daylight and sunlight.
- Amendments to Policy BE3 (Retail Outside or on the Edge of Town Centres), Policy BP2 (Conservation Areas and Listed Buildings) and Policy BP3 (Archaeology) to reflect national policy changes (namely the removal of the needs test through replacement of Planning Policy Statement 6: Planning for Town Centres and the creation of a more holistic approach to the historic environment through the replacement of Planning Policy Guidance Note 15: Planning for the Historic Environment with Planning Policy Statement 5: Planning for the Historic Environment)

¹ As at 1 October 2010, the General Permitted Development Order was amended so that planning permission is not required for a change of use between Class C3 (dwelling houses) and Class C4 (Houses in multiple occupation occupied by up to 6 residents)

2. Proposal

- 2.1 The Cabinet is being asked to support the Borough-wide Development Policies DPD subject to the changes outlined in paragraph 1.2 of this report. The precise wording of the revised policies is set out in Appendix 1 to this report.
- 2.2 The Cabinet is being asked to recommend the adoption of the Borough-wide Development Policies DPD to the Assembly.

3. Financial Issues

- 3.1 The minor costs of adopting the Borough-wide Development Policies DPD will be met from within the existing Regeneration and Economic Development Division budget.
- 3.2 The policies in the Borough-wide Development Policies DPD set out criteria which development proposals will need to meet before being granted consent and will therefore have financial implications for land owners and prospective developers. These criteria are consistent with the policies in the Council's adopted Core Strategy.

4. Legal Issues

- 4.1 The Planning and Compulsory Purchase Act 2004 (the 'Act') required the Council to replace its Unitary Development Plan (UDP) with a Local Development Framework (LDF). The Borough-wide Development Policies DPD is a key LDF document.
- 4.2 The Local Authorities (Functions and Responsibilities) (Amendment) (No 2) (England) Regulations 2004 states that adoption of LDF DPD documents is not a Cabinet function, so the resolution to adopt LDF DPD documents under Section 23 of the Act must be carried out by the Assembly.

5. Other Implications

- 5.1 Further implications of adopting the Borough-wide Development Policies DPD are set out below.

Risk Management

- 5.1.1 No specific implications.

Contractual Issues

- 5.2.1 No specific implications.

Staffing Issues

- 5.3.1 The adoption of the Borough-wide Development Policies DPD will incur no additional burden to Council staff. Indeed, the Plan is a key tool in assisting Development Management Officers when considering planning applications in the borough.

Customer Impact

- 5.4 1 In line with the Council's adopted Statement of Community Involvement the Borough-wide Development Policies DPD has been through three stages of

consultation and consulted the following groups, the Faith Forum, Forum for the Elderly, Lesbian, Gay, Bisexual and Transgender Forum, Refugee Forum, Tenants Federation, Youth Forum, Disablement Association Barking and Dagenham, Age Concern, Citizens Panel, Dagenham Dock Employers Forum and Chamber of Commerce.

- 5.4.2 Full details of consultees, those who responded, comments raised, and how those comments are reflected in the document are set out in a consultation statement which is publicly available on the Council's website. This statement was reported to Councillors when the Cabinet agreed the pre-submission version of the Borough-wide Development Policies DPD on the 20 May 2008 (Executive Minute 5, 20 May 2010). In finding the Borough-wide Development Policies DPD legally compliant, the Inspector judged that the Council met its legal requirement to comply with the arrangements sets out in its Statement of Community Involvement.
- 5.4.3 In preparing the overarching Core Strategy officers have needed to have a thorough understanding of the current and forecast population profile of the borough and this was established in preparing the baseline for the Sustainability Appraisal for the Core Strategy and in preparing the Issue and Options documents. For example policy BC4 which resists (where planning permission is required) all proposals which involve the loss of housing of three bedrooms or more including flat conversions has been developed in response to information on the borough's demographics and future housing need.
- 5.4.4 The Issues and Options documents included a document profiling the composition of each ward, the issues raised at their community forums and a focus on the major projects and development opportunities available in each as a basis for consultation.
- 5.4.5 Officers are confident that having undertaken comprehensive consultation and undertaken a through sustainability appraisal that the Borough-wide Development policies do and will respond to the needs of the borough's current and future residents.

Safeguarding Children

- 5.5.1 No specific implications

Health Issues

- 5.6.1 The Borough-wide Development Policies DPD includes Policy BC10: The Health Impacts of Development. This policy requires the health impacts of development to be considered from the outset and complements London Plan policy which requires Health Impact Assessments to be submitted for all major developments. The identification of land use requirements for health facilities is addressed through the Site Specific Allocations DPD (a separate LDF document) adopted by the Council on 8 December 2010 (Assembly Minute 42, 8 December 2010).
- 5.6.2 The Councils Hot Food Takeaway Supplementary Planning Document, adopted by the Council 21 July 2010, (Assembly Minute 15, 21 July 2010), Saturation Point: Addressing the health impact of hot food takeaways is appropriately referenced in the Borough-wide Development Policies DPD.

Crime and Disorder Issues

- 5.7.1 Section 17 of the Crime and Disorder Act 1998 places a responsibility on councils to consider the crime and disorder implications of any proposals. The Borough-wide Development Policies DPD includes Policy BC7: Crime Prevention. This states that planning permission will only be granted for schemes where the developer can demonstrate to the Council's satisfaction that full account has been taken of the principles of Secured by Design. The impact of all other policies in relation to contributing towards reducing crime and the fear of crime has been appraised as part of the Sustainability Appraisal process.

Property / Asset Issues

- 5.8.1 All development proposals will need to be in line with the Borough-wide Development Policies DPD and therefore the Plan will have an impact on the future use of the Council's Property and Assets where the need for planning permission is involved. In general, the Borough-wide Development Policies DPD and the Core Strategy set higher standards for new developments compared to the previous Unitary Development Plan (1995). This will therefore impact on the cost of new development.

6. Options appraisal

- 6.1 The Council could choose not to adopt the Borough-wide Development Policies DPD. However, the Cabinet previously approved the Borough-wide Development Policies DPD on 20 May 2008, and officers consider that the changes made during the examination as summarised in the report strengthen it.

7. Background Papers Used in the Preparation of the Report:

- Planning and Compulsory Purchase Act 2004
- The Town and Country Planning (Local Development) (England) Regulations 2004.
- Cabinet Report, 8 November 2005, Local Development Framework Issues and Options Paper (Minute 173, 8/11/2005)
- Cabinet Report, 6 February 2007, Local Development Framework, Core Strategy and Borough-wide Development Policies Preferred Options Report (Minute 132, 6/2/2007)
- Cabinet Report, 20 May 2008, Local Development Framework, Submission of Core Strategy and Borough-wide Development Policies (Minute 5, 20/5/2008)
- Assembly Report 8 December 2010, Local Development Framework, Adoption of the Site Specific Allocations Development Plan Document (Minute 42, 8/12/2010)

8. List of appendices:

Revised Borough-wide Development Policies DPD – circulated under separate cover to all Councillors.

ASSEMBLY**30 MARCH 2011****REPORT OF THE LEADER OF THE COUNCIL**

Title: Members' Allowances 2011/12	For Decision
<p>Summary:</p> <p>This report sets out proposals in relation to Members' allowances for the 2011/12 municipal year.</p> <p>In response to the current economic situation and the increasing pressures on public sector funding, the Assembly is recommended to agree a freeze, for the third successive year, on basic and special responsibility allowances.</p> <p>Due to a budget pressure of approximately £20,000 as a result of increased pension contributions on the overall Members' Allowances budget, the report also sets out proposals to contain these additional costs within the overall budget through a number of reductions / deletions to the current scheme.</p> <p>It is also proposed for the future to incorporate the position of Independent Adviser to the Public Accounts and Audit Select Committee (PAASC) within the overall Scheme.</p> <p>The proposed Members' Allowances Scheme for the 2011/12 municipal year is attached at Appendix A.</p> <p>Wards affected: None</p>	
<p>Recommendation(s)</p> <p>The Assembly is recommended to agree:</p> <ul style="list-style-type: none"> (i) That no increase be applied to Members' basic and special responsibility allowances for the 2011/12 municipal year, representing a freeze in allowance levels for the third year in succession; (ii) Incorporate the position of Independent Adviser to the PAASC in the overall Scheme and, in view of the current economic situation, to set the allowance payable for 2011/12 at £300 per meeting; and (iii) That the draft Members' Allowances Scheme for the 2011/12 municipal year attached at Appendix A take effect from 19 May 2011(the day after Annual Assembly), with the exception of the proposed changes to the Mayor and Deputy Mayor's Purses which will take effect from 21 May 2011 (the day after the 2011/12 Ceremonial Council meeting) 	
<p>Reason(s)</p> <p>To meet the requirements of the Local Authorities (Members' Allowances) (England) Regulations 2003.</p>	

Comments of the Chief Financial Officer The changes set out in the recommendations can be funded within existing budgets		
Comments of the Legal Partner The Council is required to publish an annual Members' Allowances Scheme in accordance with the Local Authorities (Members' Allowances) (England) Regulations 2003. Section 111 of the Local Government Act 1972 empowers the Council to do anything calculated to facilitate discharge of any of its functions.		
Head of Service: Nina Clark	Title: Divisional Director of Legal & Democratic Services	Contact Details: Tel: 020 8227 2114 E-mail: nina.clark@lbbd.gov.uk
Cabinet Member: Councillor L Smith	Portfolio: Leader of the Council	Contact Details: Tel: 020 8227 2101 E-mail: liam.smith@lbbd.gov.uk

1. Background

- 1.1 In 2000, an Independent Remuneration Panel (IRP) was established to review and make recommendations to the Council on Members' Allowances. Each year the IRP would consider a range of factors such as inflation indices, staff pay awards and how other London Boroughs' schemes were applied, as well as reviewing Members' time inputs through questionnaires and interviews. The IRP's recommendations would be presented to the Assembly for adoption.
- 1.2 For 2009/10 and 2010/11, the IRP recommended a freeze in allowance levels in response to the prevailing economic situation and the increasing squeeze on the public sector. These recommendations were fully supported by the Assembly.
- 1.3 For this year, following consultation between the Leader and the three IRP members it was agreed that it would not be necessary to convene the IRP on the basis that for the third successive year no increase to allowance levels would be recommended.
- 1.4 The Members' Allowances Scheme forms part of the Council Constitution (Part F).

2. Financial issues

- 2.1 The total budget provision for 2011/12 for Members' Allowances and the Mayor and Deputy Mayor's Purses amounts to £896,860.
- 2.2 There is an on-going pressure of approximately £20,000 in relation to the overall Members' Allowances budget provision of £896,860. This has arisen following the May 2010 Local Elections and the subsequent increase in the number of Councillors opting into the Council's Pension scheme, which attracts an additional employer's contribution.
- 2.3 In order to address this shortfall, a range of changes are proposed:

(i) Deletion of the Deputy Mayor's Purse allowance

A review of the support arrangements for the Mayor and Deputy Mayor was undertaken in the light of the need to make savings across the division. As a result, the posts of Mayoral and Civic Support Officer and Deputy Mayor's chauffeur were deleted from the establishment. This was on the understanding that there would be a reduction in the number of Mayoral engagements attended by the Mayor, particularly outside of the Borough, and support for any Mayoral charity work being led directly by the Mayor and his/her charity support group.

The Deputy Mayor role is solely to provide support and cover for the Mayor and the reduced workload therefore has a direct impact on the need for a Deputy to provide cover. In deleting the Deputy Mayor position, other efficiencies would be accrued through a reduction in transport costs (e.g. decommissioning of the Deputy Mayor's car) and driver overtime which would amount to something of the order of £8,500 per year, although these savings are not directly related to the Members' Allowances budget.

The saving to the Members' Allowances budget through the deletion of the position will be approximately £3,000.

(ii) Reducing the Mayor's Purse allowance to £12,000

This is to reflect the anticipated reduced workload for the new Mayor compared to previous years as referred to above. This would represent a saving of £2,351 plus related on-costs.

(iii) Replace the Deputy Chairs' special responsibility allowance (SRA) of £1,571 with an ad-hoc allowance

In deleting the fixed SRA for Deputy Chairs it is proposed to introduce an ad hoc allowance of £150 for each meeting where a Deputy Chair is required to chair a meeting. The level of ad-hoc allowances that would be payable in a year, based on the corresponding committee attendance over the past 12 months, would be £1,350 (9 x £150). Therefore, the projected saving in a full year is estimated at £13,000 plus related on-costs.

2.4 Collectively, the proposed savings as outlined above would meet the shortfall associated with pension contributions in the overall budget.

3. Independent Adviser to the Public Accounts and Audit Select Committee

3.1 The Council presently engages an independent adviser to PAASC to provide members with specialist knowledge and guidance around the Council's audit function and responsibilities. This role accords with best practice advice from the Chartered Institute of Public Finance and Accountancy (CIPFA).

3.2 The level of remuneration of such independent advisers sits outside the scope of the 2003 regulations. However Section 111 of the Local Government Act 1972 provides local authorities with a general power to do anything that facilitates the discharge of any of its functions. In order therefore to improve accountability and

transparency it is proposed going forward that the role be incorporated into the Members Allowance Scheme on the basis that, subject to its reappointment, in future years, the IRP be responsible for assessing and recommending the appropriate level of remuneration.

- 3.3 Notwithstanding the above and in view of the current economic situation, it is suggested that for the coming year the appropriate level of payment for the role be fixed at £300 per meeting plus incidental expenses.

4. Options appraisal

- 4.1 There are a number of options for achieving the required reductions / savings but the proposals above are considered to be the most appropriate in the current circumstances.

5. Background papers used in the preparation of the report: None

6. List of appendices:

Appendix A – Proposed Members' Allowances Scheme for 2011/12.

Part F

Members' Allowances Scheme

MEMBERS' ALLOWANCES SCHEME

The Council of the London Borough of Barking and Dagenham, in exercise of the powers conferred by the Local Authority (Members' Allowances) (England) Regulations 2003, hereby makes the following scheme:

1. Scheme

- 1.1 The scheme is known as the London Borough of Barking and Dagenham Members' Allowances Scheme 2011/12. This new Scheme shall have effect from 19 May 2011, with the exception of the Mayor's Purse which will take effect from 21 May 2011, for a period of 12 months or until such time as the Scheme is revoked.
- 1.2 In this scheme, "Councillor" means a Councillor of the London Borough of Barking and Dagenham.

2. Basic Allowance

- 2.1 Subject to paragraph 7, a basic allowance shall be paid to each Councillor as specified in the Schedule to this scheme.

3. Special Responsibility Allowances

- 3.1 Subject to paragraph 7:
 - 3.1.1 a special responsibility allowance shall be paid to those Councillors who hold the special responsibilities that are specified in the Schedule;
 - 3.1.2 the amount of each allowance shall be the amount specified against the special responsibility in the Schedule; and
 - 3.1.3 when a councillor would otherwise be entitled under the scheme to more than one special responsibility allowance, the entitlement shall only be to the highest allowance.

4. Childcare and Dependant Carers Allowance

- 4.1 Councillors shall be entitled to claim for the care of children and other dependants whilst carrying out approved duties at the rate specified in the Schedule.
 - 4.1.1 Approved duties consist of:
 - all Council meetings and those outside bodies to which Councillors are appointed by the Council (as recorded through the Assembly); and
 - conferences or Member related training that councillors are required to attend
 - 4.1.2 It does not include any surgery or related ward councillor duties or School Governor duties.

- 4.1.3 Allowances for childcare and dependent care are paid as a contribution to costs rather than a full reimbursement. Allowances paid towards childcare or dependent care costs incurred by a councillor are subject to Income Tax and National Insurance Contributions even if the costs are unavoidably incurred as a result of carrying out Council duties.
- 4.1.4 Councillors cannot claim childcare allowances if they already participate in the Salary Sacrifice Scheme (Government voucher scheme relating to childcare costs). Further information regarding the Salary Sacrifice Scheme can be found at:

<http://www.hmrc.gov.uk/childcare/>

5. Travel and Subsistence Allowances

- 5.1 Councillors shall be entitled to claim travel and subsistence allowances associated with carrying out approved duties in accordance with the Schedule.

6. Renunciation

- 6.1 A Councillor may, by notice in writing to the Chief Executive, elect to forego any part of his/her entitlement to an allowance under this Scheme.

7. Part-Year Entitlements

- 7.1 If the scheme is amended during the year or a Councillor holds office part way through the year, entitlements to basic and special responsibility allowances shall be paid on a pro-rata basis.

8. Payments

- 8.1 Payments shall be made in instalments of one-twelfth of the amounts specified on a monthly basis, with the exception of the Mayor's Purse which shall be paid quarterly in advance.

9. Pensions

- 9.1 All Councillors below the age of 75 shall be eligible to join the Local Government Pension Scheme.

10. Withholding Allowances

- 10.1 Allowances may be withdrawn in whole or in part in the event of a Member being suspended or partially suspended. The decision to withhold an allowance will be made by either the Standards Committee or The Adjudication Panel for England, depending on the nature and extent of the complaint.

- 10.2 The allowances to which this section refers will be

- Basic
- Special Responsibility
- Childcare and Dependent Carers, and
- Travel and Subsistence

**THE SCHEDULE
MEMBERS' ALLOWANCES 2011 / 2012**

1. Basic Allowance

The Basic Allowance for the year is £10,006

2. Special Responsibility Allowances

The following Special Responsibility Allowances are payable, as appropriate, in addition to the Basic Allowance:-

Leader of the Council	£35,022
Deputy Leader of the Council	£22,513
Members of the Cabinet	£17,510
Chairs of the: <ul style="list-style-type: none"> ▪ Assembly ▪ Development Control Board ▪ Personnel Board ▪ Licensing & Regulatory Board Lead Members of the following Select Committees: <ul style="list-style-type: none"> ▪ Health and Adult Services ▪ Children's Services ▪ Safer and Stronger Community ▪ Living and Working ▪ Public Accounts and Audit Chief Whip	£3,142
Deputy Chairs of the: <ul style="list-style-type: none"> ▪ Assembly ▪ Development Control Board ▪ Personnel Board ▪ Licensing & Regulatory Board Deputy Lead Members of the following Select Committees: <ul style="list-style-type: none"> ▪ Health and Adult Services ▪ Children's Services ▪ Safer and Stronger Community ▪ Living and Working ▪ Public Accounts and Audit ▪ 	£150 per meeting when required to act as Chair
Independent Members of the Standards Committee: Independent Chair Independent Members	£1,000 £500
Independent Adviser to PAASC	£300 per meeting
Mayor's Purse	£12,000

Note - Only one Special Responsibility Allowance will be payable to any Councillor (the highest allowance applies).

3. Childcare and Dependant Carers Allowance

- 3.1 An allowance set at £6.83 per hour is payable to those Councillors who incur expenditure for the care of dependant relatives or children whilst undertaking approved duties.

4. Travel and Subsistence Expenses

- 4.1 Reimbursement of travel expenses via public transport will be the actual fare paid. Reimbursement of costs incurred by Councillors using their own motor vehicle, subsistence costs in respect of meals and costs involving an overnight stay will be reimbursed at the appropriate rate as shown on the Councillors' claim forms for travelling expenses and subsistence costs.

(Contact Officer: Divisional Director of Legal and Democratic Services, Tel. 020 8227 2114)

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