

London Borough of Barking and Dagenham

Notice of Meeting

THE EXECUTIVE

Tuesday, 21 October 2003 - Town Hall, Barking, 7:00 pm

Members: Councillor C J Fairbrass (Chair); Councillor C Geddes (Deputy Chair); Councillor J L Alexander, Councillor G J Bramley, Councillor S Kallar, Councillor M E McKenzie, Councillor B M Osborn, Councillor J W Porter, Councillor L A Smith and Councillor T G W Wade.

Declaration of Members Interest: In accordance with Article 1, Paragraph 12 of the Constitution, Members are asked to declare any direct/indirect financial or other interest they may have in any matter which is to be considered at this meeting

(10.10.03)

Graham Farrant
Chief Executive

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AGENDA

- 1. Apologies for Absence**
- 2. Minutes - To confirm as correct the minutes of the meeting held on 7 October 2003 (Circulated Separately)**

Business Items

Public Items 3 to 6 and Private Items 11 to 17 are business items. The Chair will move that these be agreed without discussion, unless any Member asks to raise a specific point.

Any discussion of a Private Business Item will take place after the exclusion of the public and press.

- 3. Heritage Lottery Fund Bids - Eastbury Manor House and Valence House Museum (Pages 1 - 5)**
- 4. Provision of Audio Entry Systems - Ibscott Close and Whyhill Walk under the Shape-Up Programme (Pages 7 - 8)**

5. **Neighbourhood Estate Services Team: Name, Uniforms and Revised Rollout Programme (Pages 9 - 11)**
6. **Tenancy Audit (Pages 13 - 21)**

Discussion Items

7. **Code of Corporate Governance (Pages 23 - 53)**
8. **Towards a Mental Health Strategy (Pages 55 - 87)**
9. **Any other public items which the Chair decides are urgent**
10. **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 Executive, 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).

Business Items

11. **Inspection of Social Services Governance Arrangements (Pages 89 - 91)**
Concerns a contractual matter
12. **Use of Consultant's Services in Social Services (Pages 93 - 94)**
Concerns a staffing matter
13. **Abbey Sure Start Neighbourhood Nursery (Pages 95 - 97)**
Concerns a contractual matter
14. **Acorns 2 - 50 Markyate Road, Dagenham, Early Intervention Unit (Pages 99 - 101)**
Concerns a contractual matter.
15. **William Ford Junior School/ Village Infants School Joint Proposed Sports Hall & Music Facilities (Pages 103 - 109)**
Concerns a contractual matter
16. **The Malthouse (Pages 111 - 117)**

Concerns a commercial matter.

- 17. Supply and Maintenance of Fire Fighting Equipment - Term Contract 2003/2008 (Pages 119 - 128)**

Concerns a contractual matter

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

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THE EXECUTIVE**7 OCTOBER 2003****REPORT OF THE DIRECTOR OF EDUCATION, ARTS AND LIBRARIES**

HERITAGE LOTTERY FUND BIDS - EASTBURY MANOR HOUSE AND VALENCE HOUSE MUSEUM SITE	FOR DECISION	
<i>To gain permission from the Executive to start the process of bidding for lottery funds to develop Eastbury Manor House and the Valence House site.</i>		
<u>Summary</u>		
This report updates Members on progress with the preparation for Heritage Lottery Fund (HLF) bids for Eastbury Manor House and the Valence House Museum site. It requests permission from the Executive to proceed with the bids as outlined in the report.		
<u>Wards Affected:</u> Valence and Eastbury		
<u>Recommendations</u>		
The Executive is asked to allow officers to take forward the two bids to the Heritage Lottery Fund as outlined in this report:		
<ul style="list-style-type: none"> • The Stage III renovation and interpretation works to Eastbury Manor House and gardens • The re-development of the Valence House site to create a vibrant local history centre, museum and archive. 		
<u>Reasons</u>		
To safeguard the historic fabric of both Eastbury Manor and Valence House and to provide the fullest opportunities for the public access and enjoyment of the Borough's heritage.		
Contact Officer: Jane Hargreaves	Head of Literacy and Cultural Services	Tel: 020 8270 4818 Fax: 020 8270 4860 E-mail: jane.hargreaves@lbbd.gov.uk

1. Background**1.1 Eastbury Manor House**

- 1.1.1 In 2001 the Council gained £989,000 from the Heritage Lottery Fund (HLF) for the Phase II major works to the East Wing and grounds of Eastbury Manor House. The main works were carried out between March 2002 and March 2003. The House re-opened in April 2003.

1.1.2 The bid included proposals for a third phase to complete the renovations. This gained in principle approval from the Heritage Lottery Fund, subject to the proposals being reviewed and developed.

1.2 Valence House Museum and Site

1.2.1 The closure of the depot, offices and window factory provides an opportunity to redevelop and strengthen the area as a heritage site.

1.2.2 English Heritage advised that a conservation plan should be commissioned as the first step. This was completed by Architectural History Practice in January 2003. Key issues identified were:

- a) The experience of visiting the site is confusing to visitors because of its current different uses - museum, archive, library, former depot, clinic, public park - betterment of the site needs to be addressed as a whole.
- b) A solution to the site's car parking issues needs to be sought with current Museum visitors parking directly in front of the listed building, whilst the car park outside the depot is under utilised owing to the threat of vandalism.
- c) A major scheme of repair and enhancement is required throughout Valence House; the Council needs to ensure that adequate revenue and capital provision is made for maintenance, repair and enhancement.
- d) The building houses several functions that may be best placed outside the listed building, in particular: the Local Studies Library should be placed next to the archives strong room; Valence House itself shouldn't be used as a store; the lavatories and café might be better placed outside the historic envelope; the function room to the west of the house was built as a book binding workshop and is not best suited to its current educational function.
- e) The security of the Museum and its collection needs to be reviewed to find effective but inconspicuous protection.
- f) As a matter of urgency, the long-term storage requirements for the Museum and Archives should be reviewed to inform the provision of appropriate facilities.

2. Main Body of the Report

2.1 Eastbury Manor House - Phase III development

2.1.1 The Eastbury Manor project has now reached the third phase; we have now had a meeting with the Heritage Lottery who indicate strong support for the Stage Three bid with the following timetable:

November 2003: submission of Project Planning Bid
February 2004: HLF decision
August 2004: application for Stage One Grant Funding
February 2005: HLF decision
May 2005: application for Stage Two Grant Funding
November 2005: HLF decision.

2.1.2 This phase of the bid would include the following elements:

- a) Restoration and refurbishment of the central and eastern ranges of the house, including:
- Old Hall
 - Garden Vestibule
 - Winter Parlour
 - Summer Parlour
 - Painted Chamber
 - Long Gallery inc. Garderobe.
 - Central Attic
 - East Attic.
- b) External works, including:
- Northern elevations of central and eastern ranges at all levels
 - Eastern elevation at all levels
 - Courtyard elevations, all aspects at all levels
- c) Garden works, including:
- North garden
 - North field
 - South garden
 - Walled garden (simple useable space i.e. not a knot garden)
 - Removal of all surface materials that may tread into house.
- d) Interpretation:
- Provision of exhibitions to tell the story of the House over time.
- e) Works to include:
- Extension to heating system to remainder of house
 - Strengthening of west stairs (if required)
 - Strengthening of attic floors (if required)
 - Sound proofing of attic floors
 - Lightning conductors
 - Opening up of Garderobe off Long Gallery
 - Car parking provision
 - Restoration of Old Hall floor using tile pattern
 - Exhibition space in central range of attic
 - Ground floor toilet facilities (in existing external sheds?)
 - CCTV security cameras

- Enclosure of the metal fire escape stair
- Covering of the courtyard.

2.2 Valence House

2.2.1 The Valence bid is at an earlier stage, but again Heritage Lottery have verbally indicated their support and the timetable is as follows:

October 2003:	submission of project planning bid
December 2003:	HLF decision
June 2004:	application for Stage One Grant Funding
December 2004:	HLF decision
March 2005:	submission of Stage Two Grand Funding
August 2005:	HLF decision.

2.2.2 The project would include the following elements:

- a) Redevelopment of the permanent galleries at Valence Museum to display hitherto unseen museum objects and to instigate a programme of contemporary collecting for local people;
- b) The repositioning, or in some cases new development, of several facilities including the Local Studies Library, conservation room, education room to a new building to ensure the facilities suit the purposes they have. A vital element of this is the creation of a specialist archive store room which meets the government regulations for archive repositories to ensure that the Borough's historic records can be safeguarded for years to come;
- c) The creation of a modern link building between the old and new facilities, which incorporates an orientation space with shop and café facilities.

3. Consultations/financial and other implications

3.1 Consultations

Both projects have had input and provisional agreement from Steering groups containing ward members, representatives from English Heritage and the National Trust. Both projects have also incorporated public consultation into their development. Because of its earlier stage of development, the Valence project is due to do detailed pieces of access and audience development work as part of the next stage.

3.2 Eastbury Manor financial implications

Currently £200,000 has been earmarked in the capital programme for 2003 to 2007. This will allow a bid for £900,000 from the Heritage Lottery Fund. However, the Council is being encouraged by the Heritage Lottery Fund to bid for a larger sum in order to complete the project and carry out necessary conservation works in full. This would require a further £300K in matched funding.

Usually the HLF prefers the appointment of consultants to be undertaken following competitive tendering. However, given the involvement of the architect and other consultants on the previous phases they are prepared, on this occasion, to accept a negotiated fee as a reflection of the experience gained.

Construction work will however be procured following competitive tender.

3.3 Valence House financial implications

The capital programme currently indicates an allocation of £2,000,000 between 2004 and 2007 made up of £500,000 capital receipts and £1.5 million external funding. A successful bid to the Heritage Lottery Fund will draw in 75% of the cost of the project. Initial estimates for the redevelopment of the Valence site as outlined in this report are closer to £6 million. If further matched funding is not secured by June 2004 then the large elements of the project will not be delivered.

Procurement will be in line with Council Standing Orders and HLF requirements.

3.4 Revenue Implications – Valence Site

The proposed redevelopment has significant scope to increase income and hence meet increased revenue costs. The proposed sources of income are lettings – conferences, meetings and functions such as civil weddings. At present Valence House has very limited capacity to cater for functions other than small meetings. A full business plan will be submitted as part of the Stage 1 bid in June 2004. Work done as part of the Project Planning Grant will feed into the business plan.

4. Conclusion

The priority is to submit the project planning bids for both projects. Barking and Dagenham is currently a priority borough for HLF funding and this will put down a marker.

A more detailed presentation will be given to the whole Council later in the year, including a full analysis of the financial implications for the Council.

Public background papers (used in preparation of the report)

- Valence House Conservation Plan
- Eastbury Manor House Business Plan
- Eastbury Manor House Development Plan

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THE EXECUTIVE**21 OCTOBER 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

PROVISION OF AUDIO ENTRY SYSTEM AND NEW WOODEN DOORS AND SCREENS TO 293 PROPERTIES IN 46 LOW RISE HOUSING UNITS AT IBSCOTT CLOSE AND WHYHILL WALK UNDER THE SHAPE-UP PROGRAMME	FOR DECISION
<p><i>This report is presented to the Executive as it relates to the intention to seek tenders for a contract with a projected value in excess of £200,000.</i></p> <p><u>Summary</u></p> <p>This report advises of the intention to seek tenders for the installation of an audio entry system and new wooden screens and doors to the communal areas at Ibscott Close and Whyhill Walk and asks for a decision on Members level of involvement in packaging and specification and subsequent award of the contract.</p> <p>The existing communal areas of the Ibscott Close and Whyhill Walk low-rise flats provide no security for residents. The existing swing doors on each block on the Estate are in poor condition and in need of replacement and they are also not capable of housing the proposed new audio entry system.</p> <p>The Housing and Health Department has requested that the Asset Management Division act as their agents for the above work. The work is part of the overall improvements of the area under the Shape-Up Programme and will be funded from the Shape Up programme.</p> <p><u>Wards Affected</u> - Village</p> <p><u>Recommendation</u></p> <p>The Executive is asked:</p> <ol style="list-style-type: none"> 1. In accordance with Constitution (Contract Rules 3.6), to advise if Members wish to be involved with the packaging and specification of the above mentioned contract for this part of the works and decide the nature of their involvement in the subsequent evaluation and award of the contract; and, 2. Note that should the Executive be content with officers proceeding without direct Member input in the packaging and specification and evaluation of the tender, a further report will be presented on 16 December 2003 advising of the results of the tender evaluation process and requesting approval to appoint the successful contractor. <p><u>Reason</u></p> <p>To provide security for the residents and improve the aesthetic look of the estate in conjunction with the ongoing improvements to this area and assist the Council in achieving its Community Priorities of <i>"Making Barking and Dagenham Cleaner, Greener and Safer"</i>.</p>	

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1. **Background**

- 1.1 The existing communal areas of the estate provide no security to its residents, as access around each housing unit is unrestricted. Access at present to each block is via simplistic swing doors only.
- 1.2 The existing swing doors on each block on the Estate are in poor repair and in need of replacement. The existing doors are also not capable of housing an audio entry system.
- 1.3 The existing blocks have multiple entrance and exit points, which is expensive to maintain and causes the residents problems with unwanted visitors gaining access.
- 1.4 It is the intention is to improve the quality of living for all residents on this Estate.

2 **Proposal**

- 2.1 LESD will act as agents to the Shape-Up Group and provide technical expertise and guidance in the provision of audio entry systems and new screens and doors to all communal areas for the flats at Ibscott Close and Wyhill Walk.
- 2.2 It is proposed that one company should undertake all the supply and installation work. Tenders will be sought from companies on the existing Approved Lists.
- 2.3 A further report will be presented to the Executive on 16 December 2003 recommending which tender should be accepted.

3. **Financial Implications**

The Housing and Health Department has confirmed that the cost of the works will be met from the Shape-Up Programme.

4. **Consultation**

- 4.1 Housing Officers and the Ibscott Close Tenants' and Residents' Liaison Chairman have been consulted regarding system operation and construction. At the time of writing this report it is understood that the Tenants' Association will be discussing this proposals with residents.
- 4.2 The following Officers were also consulted on system operation and construction, financial implications, and the planning of these works in relation to the other refurbishment works currently being undertaken on this Estate.

- Ken Lyons, Principal Surveyor, Housing
- Bill Jennings, Service Manager, Housing
- Peterson Hinds, Estate Officer, Housing
- Roger Markham, Planning Supervisor, Schall

THE EXECUTIVE**7 OCTOBER 2003****REPORT OF DIRECTOR OF HOUSING & HEALTH**

NEIGHBOURHOOD ESTATE SERVICES TEAM: NAME, UNIFORMS AND REVISED ROLLOUT PROGRAMME	FOR DECISION	
<p><i>This report sets out proposals for the procurement of uniforms for the service and seeks approval to the change of name for the service.</i></p> <p>Summary</p> <p>This report seeks Executive Authority to:</p> <ul style="list-style-type: none"> ▪ approve a change of name for the 'Neighbourhood Caretaking Service' to 'Neighbourhood Estate Services Team' (NEST) and the detail of the proposed new uniforms and protective clothing for the workforce ▪ implement a revised rollout programme for the service. <p>Recommendation</p> <p>The Executive is asked to agree that:</p> <ol style="list-style-type: none"> 1. The Service is to be called the Neighbourhood Estate Services Team. 2. The Director of Housing & Health is authorised to procure the new uniforms and protective clothing for the workforce. 3. The Director of Housing and Health implements the revised rollout programme for the new service. <p>Reason</p> <p>To allow commencement of service on 1st December 2003</p>		
Contact: Jim Ripley	Head of Landlord Services	Tel: 020 8227 2827 e-mail: jim.ripley@lbbd.gov.uk Fax: 020 8227 2846 Minicom: 020 8227 5755

1. Introduction

- 1.1 The development and implementation of the new caretaking service for the Council's flatted estates has been progressing since the Executive approved the introduction of the service on 15 April 2003. The Manager of new service, Derek Barclay, took up his post on 15 September 2003.

Three previous reports have been submitted to the Executive on the future of the caretaking service on 17 September, 17 December 2002 and 15 April 2003.

2. Re- naming the Neighbourhood Caretaking Service

- 2.1 When this new service was first envisaged Landlord Services felt that it was important to keep the word 'caretaking' in the working title to:
- afford continuity with the current caretaking service
 - help alleviate worries initially expressed by residents who lived in blocks with residential caretakers
- 2.2 The passage of time since last Spring and the re-focusing of the new service beyond a basic caretaking service lead to a name change being recommended to the Estates Cleaning Review Steering Group on 9 September. The Group carefully considered the proposed name change and decided that the new name – NEIGHBOURHOOD ESTATE SERVICES TEAM more closely reflected the comprehensive service that is planned.
- 2.3 It is recommended that the Executive approves that the new service be re-titled NEIGHBOURHOOD ESTATE SERVICES TEAM with immediate effect.

3. Uniforms and protective clothing

- 3.1 The new service is one of the most important in terms of impact on the Council's estates to be launched by Landlord Services. The service will be identified through its new vehicles, equipment and most readily, through its staff wearing new uniforms. The proposals for the new uniforms and 'badging' of the service are set out below. The proposed colours for the uniforms have been selected to reflect the palette of the Council's new corporate logo.
- 3.2 The uniforms for the majority of the workforce will comprise a range of clothing that can be layered to provide all weather and all season protection and identification. Each operative will be issued initially with:
- lightweight waterproof jacket (with the new service name in full printed across the back at shoulder level) in black
 - black trousers
 - light-weight waterproof over-trousers in black
 - protective black waterproof boots
 - a red fleece jacket
 - a red sweatshirt
 - 3 polo shirts in red with the new service name embroidered across the back at shoulder level; the Council's logo on the right hand side of the chest; and the operative's first name and title embroidered on the left side of the chest
 - a baseball hat.

Other protective equipment including heavy-duty and waterproof gloves, shin pads and safety goggles will be provided as necessary.

The Supervisors, Team Leaders, the Senior Team Leader and the Manager will be issued with comparable uniforms with differently shaded polo shirts to enable easy identification of these staff by residents on the estates.

- 3.3 The Executive is recommended to approve the proposals for the uniforms and protective clothes set out above.

4. Financial Implications

- 4.1 Potential impact on the HRA

The Year One and subsequent years' costs for the uniforms are included in the budget ¹approved for the new service by the Executive at its meeting on 15 April 2003.

4.2 Potential impact on the General Fund

All the uniforms and associated PPE for the Neighbourhood Estate Services Team are to undertake Landlord functions and there are no anticipated charges to the General Fund.

6. Revised roll-out programme

- 6.1 The development and implementation of this new service has proved to be a lengthier process than originally envisaged. However, the recruitment and redeployment processes are now well advanced and in subject to approval of the Executive to the above actions it is planned to rollout the service from 1 December 2003.

¹ The Equipment Budget approved on 15 April 2003 was for £200,508.

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THE EXECUTIVE**21 OCTOBER 2003****REPORT OF THE DIRECTOR OF HOUSING AND HEALTH**

TENANCY AUDIT		FOR DECISION
<i>A housing policy to develop excellence in housing management.</i>		
Summary		
<p>A tenancy audit is being conducted to ensure the true identity of council tenants and to check whether they are keeping to the terms of the tenancy. A 10% audit of the 21506 tenanted properties will be carried out on a rolling annual programme. There has been a pilot exercise, which showed that a number of properties were occupied by unauthorised occupants.</p> <p>This report outlines the progress made and resource implications to deliver the scheme.</p>		
Recommendations		
The Executive is asked to:		
<ol style="list-style-type: none"> 1. Note developments to date; 2. Agree to carry out a rolling 10% audit at a cost of £67,768 per annum which can be met from existing budgets. 3. Request that officers carry out a review and report the findings to the Executive in April 2004 to evaluate the success of cost effectiveness of the project 		
Reason		
These decisions are reserved for the Executive as they affect all Council wards.		
Contact: Jim Ripley	Head of Landlord Services	Tel: 020 8227 3738 Fax: 020 8227 5705 Minicom: 020 8227 5755 Email: jim.ripley@lbbd.gov.uk

1. Background

- 1.1. Over the last eighteen months, the staff of Community Housing Partnership Area 2 has been carrying out tenancy checks on a number of properties. This action was prompted by Members raising concerns about inappropriate activities on the Gascoigne Estate.

- 1.2. Emanating from an audit of 200 properties, 10 properties were noted as voids and 25 properties were regained. Flowing from this exercise and adopting learning nuggets from Lambeth Council, a policy has been formulated. The Head of Housing Services is leading on this scheme and Community Housing Managers will ensure its delivery. Implementation date is set for 15th October 2003.
- 1.3. The ability to develop a standard procedure is an essential management tool. The Tenancy Audit Document in its entirety covers:-
 - (i) Tenancy Audit Policy;
 - (ii) Step by Step Procedural Guidance; and
 - (iii) Informants and Unauthorised Occupants Policy.

2. Purpose of Tenancy Audit Policy

- 2.1. Knowing the identity of each tenancy is a prerequisite. The Council has a duty to ensure that the legal tenant is occupying its properties and keeping to the condition of the tenancy. The tenancy audit will enable nominated officers to visit council homes to check whether the real tenant still occupies the property as his or her principal home.
- 2.2. Discovering unauthorised occupancies means that the Council can take remedial action to recover properties for people on the housing waiting list and for those that are homeless. Although this could result in savings in the homeless budget, it is not possible at this stage to quantify them.
- 2.3. The scheme is expected to impact on:-
 - Fraud and related crimes;
 - Prevent unauthorised reletting practices;
 - Ensure tenancies are occupied by legitimate occupants;
 - Ensure tenants comply with tenancy conditions; and
 - Monitor satisfaction levels.

3. Arrangements in Place

- 3.1. A methodology for audit is in place which will comply with Customer Care Principles, Health and Safety Practices, and Equalities Framework. There will be a 10% audit of the 21506 stock (excluding leasehold properties) each year. The exercise will be carried out in batches across an area or estate. The Planning and Review Team will draw up address lists in line with a developed formula, to ensure an arm's length approach in selection.
- 3.2. The ethos of tenancy audit is based on the "element of surprise", especially with a view to detecting unauthorised occupants. Since this is a new policy, a general advertisement will appear in the Dagenham Post and the Recorder this October 2003, which will put the public on notice. Following the newspaper launch, a four weeks 'amnesty' will apply; **see Appendix 1**. Where appropriate, housing management will share information gathered with other departments or agencies.

3.3. A number of key players have been consulted and their contributions have been taken into consideration. As examples:-

(a) In the proposed new tenancy agreement, paragraph 13 stipulates that:

" From time to time the Council will carry out audit checks to make sure that their dwellings are occupied by the original and lawful tenant and that the property has not changed hands or been sub let. You must co-operate with any such investigation and provide any information that the Council requests in establishing your right to occupation. If you refuse to co-operate or provide the information requested the Council will instigate action to repossess the property."

(b) Legal advice has been sought on the tenancy audit framework;

(c) Commentary have been received from the Lead Member in Housing, Councillor Bryan Osborn;

(d) Reports have been made to the CHP Boards and an article is scheduled appeared in Members Matters on 26 September 2003;

(e) An initial briefing has taken place with the Housing Benefit Fraud Manager and the Rents and Benefits Manager, on systems which will enable Estate Officers to relay information on suspected fraud cases; and

(f) An officer is visiting Croydon Council on 2 October 2003 to discuss their processes. At Croydon, the tenancy inspection is carried out by four dedicated part-time staff. The work has been planned for 5-years to cover the 17,000 properties.

4. Identifying a Way Forward

4.1. Ability to verify tenant's true identity is a prerequisite. The idea of photographic evidence has been much debated at the ByeLaws Working Party. Recommendation has been made that rather than taking a picture of a new tenant, the Council could prevent greater fraud by taking a picture of the original applicant, though some people swap identities at this stage. Then, when the sign-up is carried out staff can be reasonably sure that the person who applied for housing is the same person taking the keys. Some Members have shown support for these proposals. However, this theme will be explored in a separate report to Members on the new conditions of tenancy.

4.2. For the purposes of the tenancy audit, it is expected that thorough preparation before the audit will enable staff to weigh the evidence which will be presented to them. In the pilot, staff were frequently "tipped off" about illegal occupants by other residents. In view of this, a dedicated telephone number and email address are being made available to the public and unauthorised occupants to raise queries and/or apply for the amnesty.

4.3. The pilot also produced results on the following:-

- Dogs were found in flats which was a breach of tenancy condition;

- Unauthorised alterations where found, though retrospective permits were required;
- Advice and assistance were given on change of names, as well as enabling joint tenancies to be severed to sole tenancies;
- Preventing right to buy where the occupiers were not qualified;
- Liasing with Finance Department on suspected benefit frauds; and
- Providing support to vulnerable tenants, such as contacting Environmental Health Department.

4.4. The success of the scheme would be published on Housemark (online knowledge management for housing) in the future.

5. Running Cost

5.1. The Community Housing Managers (CHM) would be responsible for setting aside resources to meet up this activity. The CHM Teams have agreed that 10% audit amounting to 2150 properties a year can be achieved from within the existing budget and/or staffing resources. The 10% audit to be repeated on a rolling yearly basis.

5.2. Estate Officers at the Community Housing Partnership Areas will be carrying out the audit. Based on two hours of Estate Officer's time, a single audit is estimated to cost £31.52. A ten percent audit will cost £67,768, whilst a hundred percent audit of the 21506 properties a year will cost £677,688.

5.3. The sum is purely direct cost on staffing and it is calculated as follows:

Time spent on each audited property (from preparation to updating records after completing audit); see appendix 2	2 hours
Hourly rate excluding on-cost (assuming an Estate Officer working at scale 6 is engaged)	£15.76
Number of properties to be audited over the year across the borough (10% of stock)	2150
Overall cost 2150 properties x (£15.76 x 2 hours)	£67,768

5.4. The higher the sample volume, the greater the need to absorb associated cost (marginal or indirect cost). Additional cost may arise in the following areas:

- **Voids:-** Each void found during the audit will need to be reserviced. MRA voids are costing approximately £12k each.
- **Legal Costs:-** to cover possession orders and legal proceedings against perpetrators; this could be considerable cost.
- **Equipment:** - This may range from high volume of stationary being used to special protective equipment such as alarms and mobile phones. There could

be technology implications, such as investment in handheld PC, laptops or even tracking devices.

- **Dedicated Staff:-** Comparatively to Croydon, the Council may have to employ personnel to work solely on this project. Staff costs, accommodation and new equipment will have to be accounted for.
- **Communication Cost:-** A potential link to quality management system.
- **Performance Management:-** it is necessary to demonstrate links between inputs, outputs and outcomes and this may involve extensive analysis. The higher the volume, the greater the likelihood that a dedicated staff will have to resource this.

5.5. Whilst a **10% sample cost** can easily be absorbed in the Housing Revenue Accounting, a higher sample will be relatively expensive.

6. Benefits Evaluation Impact

6.1. The benefit of carrying out a 10% audit or a 100% audit is shown below:-

Impact of 10% audit	Impact of 100% Audit
<ul style="list-style-type: none"> • A ten percent sample means that it will take 10 years to do the audit across the whole borough. • As a number of tenants are exercising the right to buy, the actual property sample may be reduced over the years. 	<ul style="list-style-type: none"> • It will be quick and sharp. But savings may accrue to other department such as Fraud Investigation as Housing Management will share information.
<ul style="list-style-type: none"> • Ability to assess outcomes retrospectively i.e. doing samples will be developmental and facilitate corrective measures to be taking. 	<ul style="list-style-type: none"> • The project carried en mass will be inefficient leading to the lack of repeated learning. • The impact might be evident in the first year. However, a long-term planned process will enable management to extrapolate links of various factors.
<ul style="list-style-type: none"> • Satisfaction surveys can be modified to test robustness of responses. Likewise, in a short-term survey, the parameters will be fixed. This will allow learning curves. 	
<ul style="list-style-type: none"> • The system may need to be refined in the future, as it may be affected by technological performance. 	

7. Recommendations

- 7.1. Although there could be some benefits in undertaking a larger audit, this will result in additional costs which cannot currently be funded from the HRA. Each additional property audited will cost an extra £31.52.
- 7.2. The Executive is asked to:
- (i) Note developments to date; and
 - (ii) Agree to a 10% audit
- 7.3 At the completion of the audit, it is recommended that officers carry out a review and put the findings to the Executive in April 2004 to evaluate the cost effectiveness of the project.

8. Conclusion

- 8.1. It is crucial that any public investment project generates positive effects or at least be non-negative, with the view to ensure sustainability. The Tenancy Audit strategy represents an investment of time, staffing input, financial cost and learning outcomes. The estimated cost of 10% audit is good value for money and it is anticipated that the Executive will go with this proposal.

The following Background Papers were used in the preparation of this report: -

- Tenancy Audit Complete Document
- Whistle Blowing Policy (LBBD)
- Extract from proposed new tenancy agreement

Housing Cheats Beware!

The Council is currently undertaking checks on its properties to ensure that the correct registered tenant is residing there.

WHY? Barking and Dagenham Council is committed to ensuring that Council homes are reserved for people with real housing needs.

WHEN? The Tenancy Audit will continue until further notice.

WHO? Council officers **with identification** will be visiting homes to check whether a genuine council tenant still lives in each property. They will ask to see proof of identity and examine the condition of each property.

Officers will do whatever is necessary to detect unauthorised occupants.

KEY AMNESTY Up until **15 November 2003**, the Council will NOT take action against unauthorised occupants who return the property back to the Council. Failure to do so may lead to legal action and substantial legal costs against illegal occupants and those responsible.

If you wish to hand in your keys, know of any unauthorised occupant or require further information, please call the Council on **020 8227 5906** or send email to housingfraud@lbbd.gov.uk

IMPORTANT: Always ask for and check identification of anyone visiting your home!

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Tenancy Audit - Steps

<u>Audit Processes</u>	
1.	Planning & Review selects list of addresses to be visited (This will consist of 10% sample across the board. Number of properties in each CHP may vary.)
2.	The Community Housing Manager will facilitate input of all addresses to be visited onto Estate Management Systems or in a manageable format.
3.	Day of Audit: Estate Officer makes preparation by checking relevant document.
4.	Visit to Property: Number of attempts will depend on whether the Officer meets tenant or not. If satisfied, close file at Point 7.
4 (a)	1st Visit: Estate Officer goes to property.
4(b)	<p>Tenant absent: plan so next time EO can visit or</p> <ul style="list-style-type: none"> • 2nd Visit: EO to property, tenant absent send V13 letter • 3rd Visit: EO to property, tenant not responding to V19 letter • Enforceable action: consider whether necessary to enforce right of entry or go to court <p style="text-align: center;"><i>Access unobtainable: this depend on the circumstances and letters will be sent</i></p>
5.	<p>Post Inspection: Time to take action or close file</p> <ul style="list-style-type: none"> • Acknowledgement letter of issues discussed, e.g. repairs • Breach of tenancy found – take action • Recording essential data
6.	Legal Proceedings: investigation and summons commence
7.	IF APPROPRIATE, CLOSE FILE ANY TIME AFTER POINT 4(A).

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THE EXECUTIVE**21 OCTOBER 2003****REPORT OF THE DIRECTOR OF CORPORATE STRATEGY**

CORPORATE GOVERNANCE	FOR DECISION
<p><i>This report is submitted to the Executive as it deals with an important issue concerning the corporate management of the Council.</i></p>	
<p><u>Summary</u></p>	
<p>CIPFA (the Chartered Institute of Public Finance and Accountancy) and SOLACE (the Society of Local Authority Chief Executives and Senior Managers) have jointly produced a framework for good Corporate Governance in local government. All authorities have been urged to:</p>	
<ul style="list-style-type: none"> (a) review their arrangements against the Framework; (b) prepare, adopt and maintain an up to date local Code of Corporate Governance (including arrangements for ensuring its implementation and ongoing application); and (c) make a statement annually in its financial statements, and refer to it in its BVPP, on how the authority is complying with the Code, how it has monitored effectiveness during the year, and mention any planned changes in the coming year. 	
<p>In the external Auditor's Annual Management Letter 2002, mention was made that this Authority had not officially followed the Framework, although reference was made to the known extent of related work on corporate governance at the time of the Comprehensive Performance Assessment. The Auditor did not formally recommend that the Council do this work but the implication was there.</p>	
<p>The Auditors, CIPFA and SOLACE were unable to point us in the direction of anyone who had produced a Code. Across London Boroughs, very few appear to have agreed a Code yet so Barking and Dagenham is certainly not behind in this area.</p>	
<p>A self-assessment has recently been carried out (Appendix A) and this Council is not far short in meeting the Framework.</p>	
<p>Whilst most actions fall under the lead responsibility of officers in the Corporate Strategy and the Finance Departments, clearly all departments have a role to play in making sure that relevant actions are complied with corporately.</p>	
<p>A draft local Code is also attached (Appendix B) for any comments before it is recommended to the Assembly for adoption and publication.</p>	
<p>The relevant portfolio Member (Councillor Geddes), The Management Team and appropriate Heads of Service have been consulted.</p>	

Recommendation

The Executive is asked to approve the draft Code and recommend its adoption by the Assembly.

Reasons

To comply with the Corporate Governance Framework set by SOLACE and CIPFA, and respond positively to the advice of our external auditors.

Contact:

Nina Clark

Head of Democratic
Support

Tel: 020 8227 2114

Fax: 020 8227 2171

Minicom: 020 8227 2685

Email: nina.clark@lbbd.gov.uk**Background papers used in the preparation of this report:**

SOLACE/CIPFA Framework

Political and Community Leadership Inspection Report 2001

Comprehensive Performance Inspection Planning Process (September 2003)

Code of Audit Practice (CPA Indicators for Single Tier and County Councils)

E-mails from the London Boroughs of Kensington and Chelsea, Harrow, Enfield,
Wandsworth and Richmond Upon Thames, and Bexley's Constitution

CORPORATE GOVERNANCE – INTERNAL WORKING DOCUMENT

ANALYSIS OF LBBD'S COMPLIANCE WITH THE CIPFA/SOLACE GOOD CORPORATE GOVERNANCE PRINCIPLES AND FURTHER ACTIONS NEEDED

Background

The Framework is intended to be followed as best practice for establishing a locally adopted Code of Corporate Governance and for making adopted practice open and explicit.

The Framework is not a prescription for a single model but all local authorities have been urged to (a) review arrangements against the Framework, (b) prepare, adopt and maintain an up to date local Code (including arrangements for ensuring its implementation and ongoing application, and (c) make a statement annually in its financial statements and refer to it in its Best Value Performance Plan (BVPP), on how the authority is complying with the Code, how it has monitored effectiveness during the year, and mention any planned changes in the coming year.

The Council's External Auditors mentioned in their Annual Management Letter 2002 that the Council had not officially followed the Framework but acknowledged the extent of the related work on corporate governance at the time of the Comprehensive Performance Assessment. They did not formally recommend that we should follow the Framework but the implication was there.

Nina Clark
Head of Democratic Support

DIMENSION 1 - COMMUNITY FOCUS

"Through carrying out their general and specific duties and responsibilities and their ability to exert wider influence, local authorities should:

- Work for and with their communities
- Exercise leadership in their local communities, where appropriate
- Undertake an 'ambassadorial' role to promote the well-being of their area, where appropriate

Local authorities should therefore maintain effective arrangements:

- For explicit accountability to stakeholders for the authority's performance and its effectiveness in the delivery of services and the sustainable use of resources
- To demonstrate integrity in the authority's dealings in building effective relationships and partnerships with other public agencies and the private/voluntary sectors
- To demonstrate openness in all their dealings
- To demonstrate inclusivity by communicating and engaging with all sections of the community to encourage active participation
- To develop and articulate a clear and up-to-date vision and corporate strategy in response to community needs"

<u>Actions</u>	<u>Lead Chief Officer or Head of Service</u>	<u>Current Position</u>	<u>Further Action Required</u>
1. Publish on a timely basis an annual report presenting an objective, understandable account of the authority's activities and achievements and its financial position and performance.	HPP - BVPP HSF - Annual Accounts	We publish the BVPP and Annual Accounts each year which between them report on these issues.	In next year's BVPP and Annual Accounts reports we need to include specific reference to how the Council is complying with the Code of Corporate Governance, how we have monitored it and any planned changes for next year. (HPP and HSF)

<p>2. Publish on a timely basis a performance plan presenting an objective, balanced and understandable account and assessment of the authority's current performance in service delivery and its plans to maintain and improve service quality.</p>	<p>HPP</p>	<p>Annual BVPP published along with summary, and approved by our external auditors as accurate.</p>	<p>-</p>
<p>3. Put in place proper arrangements for the independent review of the financial and operational reporting processes.</p>	<p>DF - Internal and External Audit</p>	<p>The Council is subject to scrutiny by external audit. This is carried out by auditors (Price Waterhouse Coopers) who are independently appointed by the Audit Commission. They undertake an annual review and target topics.</p> <p>We are also subject to Member scrutiny, internal audit, and inspection (such as the Comprehensive Performance Assessment).</p>	<p>-</p>
<p>4. Put in place proper arrangements designed to encourage individuals and groups from all sections of the community to engage with, contribute to and participate in the work of the authority and put in place appropriate monitoring processes to ensure that they continue to work in practice.</p>	<p>HPP HC HPP/HDS/DHH/HR</p>	<p>Consultation Strategy published. Engagement and Empowerment Policy Commission started.</p> <p>Also captured in the Communications Reputation and Branding Strategy and Manual.</p> <p>Physically demonstrated through the Local Strategic Partnership (Barking and Dagenham Partnership), Community Forums and Community Housing Partnerships</p>	<p>The Community Engagement and Empowerment Policy Commission will identify further action required (HPP). The Commission is due to report in November 2003.</p> <p>Action plans being developed for all Forums, a Community Newspaper, and training through Neighbourhood Renewal Funding (HR/HDS)</p>

	HDS	Council Constitution - general statement "supporting and encouraging" the active involvement of citizens in the process of local authority decision making.	Freedom of Information Act - Members and Officers will be briefed on the requirements and implications of the Act by end 2003 and work towards implementation by January 2005 (MO)
5. Make an explicit commitment to openness in all of their dealings, subject only to the need to preserve confidentiality in those specific circumstances where it is proper and appropriate to do so.	HC HDS	Communications, Reputation and Branding Strategy and Manual. Council Constitution (Article 14)	The Community Engagement and Empowerment Policy Commission will identify any further action required (HPP).
6. Establish clear channels of communication with all sections of their community and other stakeholders, and put in place proper monitoring arrangements to ensure that they operate effectively.	HPP HC HDS HPP DHH	Consultation strategy published. Engagement and Empowerment Policy Commission started. Community Strategy Communications, Reputation and Branding Strategy and Manual. Community Forums Barking & Dagenham Partnership Community Housing Partnerships	The Community Strategy is currently being revised with a clear focus on outcomes. The Barking and Dagenham Partnership is being restructured to ensure delivery of these outcomes and enhanced community leadership (HPP).
7. Ensure that a vision for their local communities and their strategic plans, priorities and targets are developed through robust mechanisms, and in consultation with the local community and other key stakeholders, and that they are clearly articulated and disseminated.	HPP	Community Strategy and 2020 vision developed in consultation with Barking and Dagenham Partnership. Summary produced and circulated to areas where community meet. The Strategy Implementation Plan is monitored quarterly. Best Value Performance Plan.	

DIMENSION 2 - SERVICE DELIVERY ARRANGEMENTS

"A local authority should ensure that continuous improvement is sought, agreed policies are implemented and decisions carried out by maintaining arrangements which:

- Discharge their accountability for service delivery at a local level
- Ensure effectiveness through setting targets and measuring performance
- Demonstrate integrity in dealing with service users and developing partnerships to ensure the 'right' provision of services locally
- Demonstrate openness and inclusivity through consulting with key stakeholders, including service users
- Are flexible so that they can be kept up to date and adapted to accommodate change and meet user wishes"

<u>Actions</u>	<u>Lead Chief Officer or Head of Service</u>	<u>Current Position</u>	<u>Further Action Required</u>
1. Set standards and targets for performance in the delivery of services on a sustainable basis and with reference to equality policies.	HPP	Targets for PIs in place within the Balanced Scorecard. Work on service standards in hand and due to be published in January 2004 (included consultation with the Citizens Panel). Equalities and Diversity Policy and Framework.	Work on Year 3 of RES will look at targets in relation to equality policies (2004/05).
2. Put in place sound systems for providing management information for performance measurement purposes.	HPP	Rigorous process in place including audit sheets, CE meetings, reports to the Executive (quarterly) and internal audit.	-

<p>3. Monitor and report performance against agreed standards and targets and develop comprehensive and understandable performance plans.</p>	<p>HPP</p>	<p>Regular monitoring at service, departmental, TMT and Executive level in a clear corporate format. BVPP is clear and easy to read.</p>	<p>-</p>
<p>4. Put in place arrangements to allocate resources according to priorities.</p>	<p>HSF</p>	<p>The budget process attempts to link finances to priorities, but the process could be better streamlined.</p>	<p>The DF is considering the actions necessary to better streamline the process (DF)</p>
<p>5. Foster effective relationships and partnerships with other public sector agencies and the private and voluntary sectors, and consider outsourcing where it is efficient and effective to do so, in delivering services to meet the needs of the local community, and put in place processes to ensure that they operate effectively.</p>	<p>HPP</p>	<p>External recognition that improvement is needed in this area. Invest to save bid agreed. BV review of procurement in progress. Considerable progress in building on relationships through the B & D Partnership which has been accredited. Other partnerships include the Heart of Thames Gateway and regeneration proposals with Havering and others, the Thames Gateway London Partnership, East London Waste Authority, PFI Contract. Externalisation of Meals on Wheels and Repairs Service.</p>	<p>Review of the Service Level Agreement with voluntary sector umbrella groups (HPP) Forging Partnership Training being arranged to assist the Council in providing development opportunities to work in partnership with others (HODER)</p>

		<p>Best Value procedures include examination of outsourcing where efficient and effective to do so.</p> <p>There is a Trades Union Information Exchange Group on Best Value.</p>	
<p>6. Respond positively to the findings and recommendations of external auditors and statutory inspectors and put in place arrangements for the effective implementation of agreed actions.</p>	<p>HPP</p>	<p>Inspections reported to Corporate Monitoring Group and responded to as appropriate.</p> <p>CMG appointed as the Council's Audit Committee</p> <p>The CMG is, for example, monitoring the CPA Improvement Plan to ensure delivery of actions on time.</p> <p>External Auditor's Management Letter to CMG/Assembly.</p>	<p>-</p>

DIMENSION 3 - STRUCTURES AND PROCESSES

"A local authority needs to establish effective political and managerial structures and processes to govern decision-making and the exercise of authority within the organisation. A local authority should maintain arrangements to:

- Define the roles and responsibilities of members and officers to ensure accountability, clarity and good ordering of the authority's business.
- Ensure that there is proper scrutiny and review of all aspects of performance and effectiveness.
- Demonstrate integrity by ensuring a proper balance of power and authority.
- Document clearly such structures and processes and to ensure that they are communicated and understood to demonstrate openness and inclusivity.
- Ensure such structures and processes are kept up to date and adapted to accommodate change."

<u>Actions</u>	<u>Lead Chief Officer or Head of Service</u>	<u>Current Position</u>	<u>Further Action Required</u>
Balance of Power and Authority 1. Put in place clearly documented protocols governing relationships between members and officers. 2. Ensure that the relative roles and responsibilities of Executive and other members, members generally and senior officers are clearly defined.	HDS HDS	Member/Employee Relations Protocol adopted and part of Council Constitution. Reviewed annually by the Standards Committee Job Profiles have been agreed for Executive Members. M/E Relations Protocol differentiates between Members' and Officers' roles. CE runs briefing sessions for Members on Members' and Officers' roles.	- -

<p>Roles and Responsibilities - Members</p> <ol style="list-style-type: none"> 1. Meet on a formal basis regularly to set the strategic direction of the authority and to monitor service delivery. 2. Develop and maintain a scheme of delegated or reserved powers, which should include a formal schedule of those matters specifically reserved for the collective decision of the authority. 	<p>CE/DCS</p> <p>HDS</p> <p>MO</p>	<p>The Assembly sets strategic direction through consideration and adoption of numerous strategies. The Executive/TMT Strategic meeting considers (informally) the strategic direction.</p> <p>The Executive monitors service delivery through quarterly examination of Performance Indicators.</p> <p>The Scrutiny Management Board is examining bottom quartile PI's on a phased basis at their monthly meetings.</p> <p>We are trying to engage all Members in the political structure particularly around Scrutiny.</p> <p>Scheme of Delegation adopted and part of Council Constitution. Recently reviewed through the Delegation Scrutiny Panel</p> <p>MO undertaking quarterly, random checks to ensure efficient and appropriate operation and maintenance of the Scheme.</p>	<p>-</p> <p>-</p> <p>-</p> <p>-</p> <p>-</p> <p>-</p>
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<p>3. Put in place (a) clearly documented and understood management processes for (i) policy development, implementation and review and for (ii) decision-making, monitoring and control, and reporting; and (b) formal procedural and financial regulations to govern the conduct of the authority's business.</p>	<p>(a) (i) HPP</p>	<p>Balanced Scorecard requires a strategy from Service Heads</p> <p>Policy Commissions are established when appropriate to examine and develop policies.</p>
	<p>(a) (ii) HDS/MO</p>	<p>Decision making procedures set out in Council Constitution</p> <p>MO's quarterly checks to include Member decisions</p>
	<p>(b) HDS and DF</p>	<p>The Constitution contains the procedures for conducting meetings and financial and contracts rules.</p>
<p>4. Put in place arrangements to ensure that members are (a) properly trained for their roles and (b) have access to all relevant information, advice and resources necessary to enable them to carry out their roles effectively.</p>	<p>(a) HODER</p>	<p>A Members' Development Working Party oversees a comprehensive training package for Members'. Special briefing sessions and Open Days are arranged as per the Members' Diary. A Mentoring scheme is offered to new Members as part of a Comprehensive "Induction" package. All Members are given the opportunity to have PDPs.</p>
	<p>(b) HDS</p>	<p>General support offered through the Members' Services team.</p>
	<p>HPP</p>	<p>Strategic policy advice/research available through Departmental Policy Officers and the Corporate team.</p>

<p>5. Define formally in writing the role of the executive member(s) of the authority, to include responsibility for providing effective strategic leadership to the authority and for ensuring that the authority successfully discharges its overall responsibilities for the activities of the organisation as a whole.</p>	<p>HDS</p>	<p>Contact officers provided for every external organisation on which the Council is represented - officers responsible for keeping Council Member representative briefed and for ensuring appropriate feedback through relevant channels.</p> <p>The terms of reference of the Executive, within the Council Constitution, set out the collective role of the Executive. This includes "determining all major issues affecting the Council, particularly strategic, financial, policy related and corporate management matters, within the overall policy framework set by the Assembly."</p> <p>The generic job profiles set out personal requirements. These require the Members to "shape and develop the priorities and vision".</p>	<p>-</p>
<p>6. Define clearly in writing (a) the roles and responsibilities of all members of the local authority, together with (b) the terms of their remuneration and its review.</p>	<p>(a) HDS (b) HBS</p>	<p>The role of Members generally is set out in the Member/Employee Relations Protocol. Terms of reference of "committees" are also in the Council Constitution.</p> <p>Members' Allowances Scheme is reviewed annually by independent Remuneration Panel and agreed by the Assembly.</p>	<p>-</p>

<p>Roles and Responsibilities - Officers</p> <p>1. Make a chief executive or equivalent responsible to the authority for all aspects of operational management.</p>	<p>CE</p>	<p>The CE has this responsibility.</p>	<p>-</p>
<p>2. Make a senior officer responsible to the authority for ensuring that appropriate advice is given to it on all financial matters, for keeping proper financial records and accounts, and for maintaining an effective system of internal financial control.</p>	<p>DF</p>	<p>The DF has this responsibility.</p>	<p>-</p>
<p>3. Make a senior officer responsible to the authority for ensuring that agreed procedures are followed and that all applicable statutes, regulations and other relevant statements of good practice are complied with.</p>	<p>MO</p>	<p>The MO has this responsibility.</p>	<p>-</p>
<p>4. Define clearly in writing the roles and responsibilities of all senior officers, together with the terms of their remuneration and its review.</p>	<p>HODER</p>	<p>All senior officers have job specifications which include details of the competencies required of them at that level. Remuneration for JNC (the most senior officers) officers is reviewed every four years.</p>	<p>The general roles and responsibilities of Senior Officers will be clearly defined in Part G of the Constitution (HODER – by end Sept. 03)</p>
<p>5. Adopt clear protocols and codes of conduct to ensure that the implications for supporting community political leadership for the whole council are acknowledged and resolved.</p>	<p>HDS</p>	<p>Councillors are required to abide by the Members' Code of Conduct in all their dealings. Standards required of non-councillors in their work on Council meetings/groups etc. have been agreed but are not</p>	<p></p>

		<p>mandatory. Both are reviewed annually by the Standards Committee.</p> <p>There are also specific standards for external people who work on Community Housing Partnerships.</p>	
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DIMENSION 4 - RISK MANAGEMENT AND INTERNAL CONTROL

"An authority needs to establish and maintain a systematic strategy, framework and processes for managing risk. Together, these arrangements should:

- *Include making public statements to stakeholders on the authority's risk management strategy, framework and processes to demonstrate accountability*
- *Include mechanisms for monitoring and reviewing effectiveness against agreed standards and targets and the operation of controls in practice*
- *Demonstrate integrity by being based on robust systems for identifying, profiling, controlling and monitoring all significant strategic and operational risks*
- *Display openness and inclusivity by involving all those associated with planning and delivering services, including partners*
- *Include mechanisms to ensure that the risk management and control process is monitored for continuing compliance to ensure that changes in circumstances are accommodated and that it remains up to date"*

<u>Actions</u>	<u>Lead Chief Officer or Head of Service</u>	<u>Current Position</u>	<u>Further Action Required</u>
1. Develop and maintain robust systems for identifying and evaluating all significant risks which involve the proactive participation of all those associated with planning and delivering services.	DF/HA	Strategic policy agreed.	A risk register for strategic and operational risks still needs to be developed. (DF/HA)
2. Put in place effective risk management systems, including systems of internal control and an internal audit function. These arrangements need to ensure compliance with all applicable statutes, regulations and relevant statements of best practice and need	DF/HA	Authority and Internal Audit have been awarded managed audit status. This reflects strength of controls in major financial systems and the quality of audit work. This is reviewed each year by external audit.	Systems for management of non financial/uninsurable risk need to be developed. There will be resource implications and we are constrained because of this (other London Boroughs have full time staff employed solely for this purpose). (DF/HA)

<p>to ensure that public funds are properly safeguarded and are used economically, efficiently and effectively, and in accordance with the statutory and other authorities that govern their use.</p>		<p>Procedures are in place to ensure financial implications are considered for all new initiatives.</p> <p>We self assess ourselves against the Code of Audit Practice and this is judged and scored by our external auditors.</p>	
<p>3. Ensure that services are delivered by trained and experienced people.</p>	<p>All Chief Officers HODER</p>	<p>Job specifications and person specifications exist for all jobs and are used to assess competencies during the recruitment process.</p> <p>A comprehensive Staff Development Programme.</p>	<p>There are difficulties in recruiting certain categories of staff that will need to be addressed by each Chief Officer. HODER will report further on the extent of this by the end of Dec. 03.</p>
<p>4. Put in place effective arrangements for an objective review of the effectiveness of risk management and internal control, including internal audit.</p>	<p>DF/HSF/HA</p>	<p>Internal audit reports to the "Audit Committee" (the Corporate Monitoring Group) and its effectiveness is reviewed each year by external audit, and by The Management Team.</p>	<p>See question 2.</p>
<p>5. Maintain an objective and professional relationship with their external auditors and statutory inspectors.</p>	<p>DF/HA/DCS</p>	<p>Working arrangements with External Auditors and inspectors formalised through Corporate Monitoring Group. Relationships are good.</p>	<p>-</p>
<p>6. Publish on a timely basis, within the annual report, an objective, balanced and understandable statement and assessment of the authority's risk management and internal control mechanisms and their effectiveness in practice.</p>	<p>DF/HFS/HA</p>	<p>Annual report on internal controls and financial risk to Corporate Monitoring Group.</p>	<p>A "statement of Assurance" will feature in future versions of the Annual Report. (HFS)</p>

DIMENSION 5 - STANDARDS OF CONDUCT

"The openness, integrity and accountability of individuals within a local authority form the cornerstone of effective corporate governance. The reputation of the authority depends on the standards of behaviour of everyone in it, whether members, employees or agents contracted to it.

Therefore, members and senior officers of a local authority will need to:

- Exercise leadership by conducting themselves as role models for others within the authority to follow
- Define the standards of personal behaviour that are expected from members and staff and all those involved in service delivery, and put in place arrangements to ensure:
 - accountability, through establishing systems for investigating breaches and disciplinary problems and taking action where appropriate, including arrangements for redress
 - effectiveness in practice through monitoring their compliance
 - that objectivity and impartiality are maintained in all relationships to demonstrate integrity
 - that such standards are documented and clearly understood to display openness and inclusivity and are reviewed on a regular basis to ensure that they are kept up to date"

<u>Actions</u>	<u>Lead Head of Service</u>	<u>Current Position</u>	<u>Further Action Required</u>
1. Develop and adopt formal codes of conduct defining the standards of personal behaviour to which (a) individual members, (b) officers, and (c) agents of the authority are required to subscribe and put in place appropriate systems and processes to ensure that they are complied with.	(a) HDS/MO (b) HODER (c) HDS	Members' Code of Conduct (based on national model) adopted and part of Council Constitution - reviewed annually by the Standards Committee. Employee's Code of Conduct adopted and part of Council Constitution. Standards of Behaviour for Volunteer Members of the Public engaged in Council activities agreed by the Assembly - reviewed annually by the	- New model Employees' Code long overdue but expected soon for consultation. -

		Standards Committee.		
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<p>2. Put in place arrangements to ensure that members and employees of the authority are not influenced by prejudice, bias or conflicts of interest in dealing with different stakeholders and put in place appropriate processes to ensure that they continue to operate in practice.</p>	<p>MO/HDS - Members</p> <p>HDS</p> <p>HODER - Employees</p> <p>DF</p>	<p>The Standards Committee acts in an advisory role</p> <p>Members' Code of Conduct (in the Council Constitution).</p> <p>Members' Register of Interests. (Members are reminded annually of their obligations)</p> <p>Registers of Hospitality (these are checked periodically)</p> <p>Briefings for Members on Standards and Ethics (includes conflict of interest issues/risk scenarios - through Member Matters).</p> <p>Whistleblowing Policy (reviewed annually by the Standards Committee).</p> <p>Employees Code of Conduct (in the Council Constitution).</p> <p>Financial Rules.</p> <p>Contracts Rules.</p>	<p>Once the new model Code is received and we adopt a new Code it may be relevant to think about appropriate training for staff. Nothing can be planned at this stage.</p> <p>Review comprehensively every three years; operational reviews every year (HA/HSF)</p> <p>Review comprehensively every three years; operational reviews every year (HA)</p>
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<p>3. Put in place arrangements to ensure that their procedures and operations are designed in conformity with appropriate ethical standards, and to monitor their continuing compliance in practice.</p>	<p>HDS/MO/HA</p>	<p>The Standards Committee looks at policies and rules etc. which are directly linked to ethical standards. It reviews all related policies and procedures annually.</p>	<p>The Standards Committee perhaps needs more evidence of compliance in practice – Future annual reviews to comment on monitoring and compliance factors. (HDS/MO/HA)</p>
<p>4. Put in place arrangements for whistleblowing to which staff and all those contracting with the council have access.</p>	<p>HDS</p>	<p>Whistleblowing policy in place (additionally open to the public to blow the whistle) - reviewed annually by the Standards Committee.</p>	<p>-</p>

CORPORATE GOVERNANCE - OVERALL ACTION PLAN AND TIMETABLES

<u>Action</u>	<u>Timescale</u>	<u>Lead Officer</u>	<u>Comments</u>
Review existing arrangements against the Framework.	End June 03	HDS	Completed
Identify further actions necessary.	End July 03	Governance Team	Completed
Put in place actions to address shortfalls.	End August 03	Relevant - Lead Officers	Completed
Draft a local Code of Corporate Governance	Mid September 03	HDS	Completed
TMT to consider draft Code (+ Self Analysis for information)	30 September 03	HDS	Completed
Report to the Executive - Draft Code (+ Self Analysis for information)	21 October 03 (deadline 3 October)	HDS	
Code of Corporate Governance for Members' Adoption [via recommendations from Executive]	Assembly 5 November 03	HDS	
Publication of Code on Council Website	End November 03	HDS	
Reference in annual BVPP	February 04	HPP	
Reference in annual Accounts	September 04	DF/HSF	

Key	:	
CE	=	Chief Executive
DF	=	Director of Finance
DCS	=	Director of Corporate Strategy
DH	=	Director of Housing & Health
HDS	=	Head of Democratic Support
HPP	=	Head of Policy and Performance
HC	=	Head of Corporate Communications
HSF	=	Head of Strategic Finance
HA	=	Head of Audit
HR	=	Head of Regeneration
MO	=	Monitoring Officer/Solicitor to the Council
HODER	=	Head of Organisational Development and Employee Relations
HBS	=	Head of Business Services
Governance Team	=	CE, DCS, DF, HDS, MO and HA
TMT	=	The Management Team (that is the Chief Executive and six Directors)

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DRAFT

LONDON BOROUGH OF BARKING AND DAGENHAM

CODE OF CORPORATE GOVERNANCE

Introduction

Corporate governance is the system by which we (the Council) direct and control our functions, and relate to our community. Good corporate governance is essential to making sure there is credibility and confidence in the public services we provide.

This Code sets out our commitments and how we make sure that our corporate governance arrangements are sound and effective, and that relevant systems and processes are regularly monitored.

It has been developed in line with four general principles of good corporate governance. The principles are:

- **Openness** in decision-making and management processes, and in the approach of individuals within the Council.
- **Inclusivity** to make sure that the community and others who have an interest in the Council, have the opportunity to engage effectively with decision-making processes and Council actions.
- **Integrity** based on honesty, selflessness and objectivity, together with high standards of conduct, propriety and probity in running the Council's affairs and managing public monies.
- **Accountability** to make sure that the Council, Members (elected councillors) and staff are responsible for decisions and actions, and submit themselves to appropriate external scrutiny.

The Code follows a Framework recommended to local authorities jointly by the Chartered Institute of Public Finance and Accountancy (CIPFA) and the Society of Local Authority Chief Executives and Senior Managers (SOLACE).

Commitments

We are committed to:

- working for and with local communities, and exercising leadership where appropriate
- acting as an ambassador to promote the well-being of the Borough
- making sure there is continuous improvement in service delivery
- making sure that agreed policies are implemented and decisions carried out

- making sure that political and management structures and processes are effective in governing decision-making
- establishing a systematic strategy, framework and process for managing risk
- making sure there are high standards of conduct by Members, staff and agents employed to work for us, and encouraging others who work with us to respect certain standards of behaviour

Meeting these commitments

To achieve the principles of good corporate governance and to show our commitment, we have an extensive range of systems, procedures, processes and actions. We also have plans to do other work which will strengthen this further.

Details are summarised under five dimensions:

- Community Focus
- Service Delivery Arrangements
- Structures and Processes
- Risk Management and Internal Control
- Standards of Conduct

(1) Community Focus

We undertake to:

- publish an annual Best Value Performance Plan, including a Summary, to inform the community of our key activities and achievements, how we have performed over the previous year in terms of service delivery, and what our future plans are to improve service quality
- publish an Annual Accounts report telling the community about our financial position
- implement, monitor and periodically revise a Community Strategy, in consultation with the Barking and Dagenham Partnership (the Local Strategic Partnership), and in doing so work with our partners and the community to achieve our vision for the Borough. (The Strategy is currently being revised to give a clearer focus on outcomes and enhanced community leadership)
- promise, through a Consultation Strategy, that consultation will be planned well in advance and targeted to secure the views of the whole community, including hard to reach groups. Also that consultation will be used to improve policies and service delivery
- promise, through a Communications, Reputation and Branding Strategy and Manual, that we will be as open as possible in our dealings
- create a vision for community engagement and empowerment in the Borough. (A Community Engagement and Empowerment Policy Commission is looking specifically at how well the Council is promoting community participation at present and will identify any gaps. It is also looking at best practice in other

areas and looking for views from various organisations, the voluntary sector and so on. The Commission is due to report later in 2003.)

- support and encourage the active involvement of citizens in the process of local authority decision making
- specifically involve citizens in local democracy and listen to their views through Community Forums and Community Housing Partnerships enabling them to have a real say in how the Council operates and delivers services
- promote equality for everyone and reflect the full diversity of the community in all our activities and functions through an Equalities and Diversity Policy. This means, amongst other things, that we undertake to do all we can to provide equality of access to our services for all citizens based on individual and community need. (In 2004/05, as part of work connected with Race Equality, we will be looking at targets in relation to equality policies generally)
- meet the requirements of the new Freedom of Information Act by planning briefings for Members and staff, and working towards implementation by January 2005

Service Delivery Arrangements

We undertake to:

- manage and measure the performance of the Council through a business and performance planning system - the Balanced Scorecard. This provides appropriate links between corporate and service aims, makes sure that strategies and objectives are directed towards priorities, and sets and monitors standards and performance targets for service delivery. All Service Scorecards are required to include an equalities and diversity objective, and sustainability is taken into account in relevant areas.
- measure performance through a rigorous and sound process, including regular monitoring and reporting to Members and senior management. The Executive, for example, receives quarterly reports on performance monitoring
- link finances to priorities through our budget process (although we need to better streamline the process and we are working on this). This includes consulting the community for their views on the Council's budget strategy
- foster effective relationships and partnerships with other public sector agencies, and the private and voluntary sectors. (The Barking and Dagenham Partnership mentioned earlier is a good example of this)
- deliver services to meet the needs of the local community, and in a way which is effective and appropriate. This includes comparing and considering outsourcing where it is efficient and effective to do so. As a result, some services have been put out externally
- fully consider the findings and recommendations of external auditors and inspectors, and put in place arrangements to implement and monitor agreed actions. The Corporate Monitoring Group is responsible for this and, for example, is currently monitoring the Comprehensive Performance

Assessment Improvement Plan to make sure that actions are delivered on time

- target the poorer performing services through regular reports to the Scrutiny Management Board. This way we undertake to identify any barriers to improvement and make sure there is progress in tackling problems and improving services
- publish service standards early in 2004 so that our citizens are clear about the standards they should expect and the time frame in which they should be provided

Structures and Processes

We undertake to:

- set out clearly in our Constitution the political management arrangements, financial, contracts and other rules and protocols within which the Council must operate
- clearly define in our Scheme of Delegation, in the Constitution, the responsibilities of the various meetings of the political structure and the authority which is delegated to Chief Officers. Compliance with the Scheme is checked quarterly by the Council's Monitoring Officer
- provide for our Assembly (our monthly meeting of all Members) to formally set the strategic direction of the authority. The Assembly gives the Executive power to make decisions on all major issues affecting the Council, particularly strategic, financial, policy related and corporate management matters, within the overall framework set by it. Policy Commissions are set up when appropriate to examine and develop particular policies
- provide for discretionary, regulatory functions (such as development control) to be dealt with through quasi-judicial boards
- provide job profiles for our Executive Members. Amongst other things, these look to the Executive Members to shape and develop priorities and vision
- identify a strategy for all service areas through Service Balanced Scorecards, together with an indication of how they will be delivered
- encourage good working relationships between Members and staff. This is governed through a Member/Employee Relations Protocol which clearly sets out the differences between the respective roles
- provide a comprehensive training package for all Members to make sure that they are properly trained for their roles. This includes special briefings when they first join the Council and a series of learning and training opportunities (internal and external) during their period of office. Personal Development Planning is offered to those Members who would like it
- provide Members with access to all relevant information, advice and resources needed to help them carry out their roles effectively. This includes general support which is provided through a team of staff dedicated to supporting them, and strategic policy advice / research which is available

through departmental policy officers and a corporate policy team. For those Members who represent the Council on external organisations, we provide a link with a relevant contact senior officer for briefing purposes. There is also a monthly magazine for Members (Member Matters) to keep them up to date with matters of interest

- pay Members an allowance for their work. This includes special responsibility payments for those Members who undertake key roles. The level of payments is clearly defined in the Members' Allowances Scheme within the Constitution, and is reviewed annually by an independent panel
- give responsibility to the Chief Executive for all aspects of operational management
- give responsibility to the Director of Finance for giving appropriate advice on all financial matters, for keeping proper financial records and accounts, and for maintaining an effective system of internal financial control
- give responsibility to the Monitoring Officer, to make sure that agreed procedures are followed and that all statutes, regulations and other relevant statements of good practice are complied with
- define, in the Constitution, the general roles of our most senior officers. These officers are required to meet certain management competencies. Their pay is reviewed every four years.

Risk Management and Internal Control

We undertake to:

- make sure there is a robust system for identifying and evaluating all significant risks through a strategic Risk Management Policy. A risk register for strategic and operational risk is being developed
- make sure we have strong controls in our major financial systems and that audit work is of a high quality. Our external auditors review these annually and we have "managed audit" status reflecting our strengths
- have an objective and professional relationship with our external auditors and statutory inspectors. Our external auditors carry out an annual review of our activities and look in depth at selected topics
- self assess ourselves annually against a Code of Audit Practice which measures our financial standing, our systems of internal financial control, our standards of financial conduct and the prevention and detection of fraud and corruption, our financial statements, the legality of our financial transactions, and related aspects of performance management. Our self assessment is then judged and scored by our external auditors
- make an annual report on internal controls and financial risk to our Corporate Monitoring Group which, amongst other things, acts as the Council's "audit committee". A 'Statement of Assurance' will feature in future annual reports to give further confidence in our controls

- make sure financial and contracts rules are clear to all by including a Financial Regulatory Framework in our Constitution. This includes the following four documents:
 - Contracts Rules - mandatory rules setting out the minimum requirements for letting, managing and awarding contracts
 - Contracts Guidance Notes - explaining the principles underpinning the rules
 - Contracts Code of Practice - outlining detailed procedures
 - Financial Rules - mandatory rules setting out the minimum requirements for financial administration and covering the financial stewardship of all the Council's assets and resources. The rules cover both capital and revenue expenditure
- make sure that staff are appropriate and competent for the job through a Recruitment and Selection Policy
- make sure that all staff have every opportunity to be well trained to meet the requirements of their job and further their careers through a comprehensive Staff Development Programme, annual staff appraisals, and Personal Development Plans

Standards of Conduct

We undertake to:

- require all our Members and statutory co-opted Members to sign up to a Members' Code of Conduct within two months of their election/appointment. All Members are regularly briefed on related issues so that there is a clear understanding of the high standards of conduct expected from them
- also require all staff to abide by high standards of conduct in an Employees' Code of Conduct. (We are currently waiting for the new national model Employee's Code from central Government at which time we will consider a revised Code and an associated relaunch with relevant briefings and training for staff)
- make certain through the Standards Committee and its key officers, that relevant and regular briefings, information and training is provided for Members and staff specifically about standards and ethical issues to reduce any risk of them inadvertently acting inappropriately
- make sure that all non-elected volunteers who assist with work on Council meetings, groups and related activities act appropriately by asking them to respect certain standards of behaviour which we have set
- make sure that Members declare any relevant interests by reminding Members personally at least annually of their obligations and drawing to their attention on every agenda the need to declare any direct / indirect financial or other interests they may have in any matter to be considered at the meeting in question

- make sure that rules dealing with Conferences, Visits and Hospitality, clearly set out appropriate requirements in these areas and are applied to Members and staff. Periodic checks of any necessary reports, registers and records are carried out
- make sure Members are clear about their use of Council resources, facilities and equipment through a recently agreed Guide
- provide a confidential, safe route for staff and members of the public to report serious malpractice through a Whistle-blowing Policy. This was introduced in 2000, and has recently been revised to make it easier to understand. The new version will be published during the autumn/winter of 2003.

Reviews and Monitoring

- The Constitution is generally regularly checked every quarter for any minor operational or administrative changes that might be necessary. The Council intends to review the Constitution in 2005, three years after it was originally adopted
- The Standards Committee reviews the following related documents annually:
 - Employees Code of Conduct
 - Member/Employee Relations Protocol
 - Members' Code of Conduct
 - Members' Guide to the Use of Resources, Facilities and Equipment
 - Rules for Conferences, Hospitality and Visits
 - Standards of Behaviour for Volunteers undertaking Council activities
 - Whistleblowing Policy

This includes appropriate monitoring of compliance where appropriate.

- Led by the Head of Audit, the Financial and Contracts Rules, and the overall framework, will be reviewed comprehensively every three years. There will also be annual operational reviews, and reminders to senior officers of the existence and importance of the rules and framework. Any changes necessary will be reported to the Executive and put to the Assembly for adoption
- Led by the Head of Democratic Support, this Code of Corporate Governance will be reviewed annually and reported to the Executive and subsequently put to the Assembly for adoption

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THE EXECUTIVE**21 OCTOBER 2003****REPORT OF THE DIRECTOR OF SOCIAL SERVICES**

TOWARDS A MENTAL HEALTH STRATEGY FOR BARKING AND DAGENHAM		FOR INFORMATION
<p><i>This report makes proposals for the development of a comprehensive range of services to provide mental health care and treatment for the residents of Barking and Dagenham.</i></p> <p><u>Summary</u></p> <p>Significant investment has been made by the Council and the health service in the development of mental health services in Barking and Dagenham in this financial year, and there are other significant new developments in the pipeline including the re-provision of inpatient services currently provided at Mascalls Park.</p> <p>The Mental Health Strategy will put these developments in the context of existing services, and make proposals for the development of comprehensive community based services to achieve a full range of care and support.</p> <p><u>Recommendations</u></p> <p>The Executive is recommended:</p> <ol style="list-style-type: none"> 1. Endorse the strategy for consultation over the next three months. 2. Receive a further report following the consultation period finalising proposals for the development of services. 		
Contact Officers Bruce Morris	Head of Adult Services	Tel: 020 8227 2749 E-mail: bruce.morris@lbbd.gov.uk
Bernard Hannah	Joint Commissioning Manager (Mental health)	Tel: 020 8532 6314 E-mail: bernard.hannah@bdpct.nhs.uk

1. Background

1. Mental Health Services in Barking and Dagenham are jointly commissioned between health and social services. This arrangement provides joint planning and the best use of resources with joint investment in a number of services.
- 1.2 The statutory services are managed by the North East London Mental Health Trust (NELMHT) through a borough manager who has joint accountability to social services and NELMHT. This arrangement provides the clinical infrastructure and

support from NELMHT which provides mental health services to four boroughs in north east London, economies of scale for some shared services, and a borough focus to address local issues and concerns.

- 1.3 There is a range of day services, residential and supported accommodation commissioned from the independent sector through a mixture of larger contracts and individual care packages.
- 1.4 Most people with mental health problems receive services through primary care.

2. Future Developments

- 2.1 Government has recommended the development of new services in line with the National Service Framework for Mental Health. There is some local flexibility on the design of service models and it is essential that relevant local stakeholders have an opportunity to influence the shape of services locally.
- 2.2 There are other developments required both locally in Barking and Dagenham, and across North East London, which will influence the shape of mental health services. These are identified in more detail in the consultation document but notable are:
 - The need to provide infrastructure for new services – accommodation, access arrangements etc.
 - Opportunities provided by the development of other services – particularly in primary care.
 - Plans for the re-provision of inpatient services currently provided at Mascalls Park.

3. Consultation

- 3.1 Consultation will take place with the wide range of stakeholders identified in the consultation document over the next 3 months. Following on from this will be an agreed over-arching framework for the future development of mental health services in Barking and Dagenham

4. Conclusion

- 4.1 The Mental Health Strategy draws together both the local and national influences and seeks views on how services should develop in Barking and Dagenham. The aim is to achieve consensus on the way forward for the comprehensive development of mental health services for the residents of Barking and Dagenham.

**Towards a
Mental Health
Strategy
for
Barking and
Dagenham**

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15. Measuring Success

1. Introduction

This strategy has been prepared by the small business group that reports to the Mental Health Board. A map of the current planning structure for mental health services in Barking and Dagenham is attached to this document at *Appendix 1*.

It is intended as a consultation document. When agreed by stakeholders it will set the direction of travel for the development of mental health services in Barking and Dagenham for the next 3-5 years.

Mental health is taking a higher priority in Barking and Dagenham. There has been investment in 2003 from the local authority and PCT in local services. This strategy is intended to form the basis for developing a modern, user centred service for people in the borough.

The framework is a whole system approach to mental health care and treatment. There needs to be a range of different services available and individual service elements will work together to provide a holistic and coherent care plan for individual service users. Priorities for individual service developments will be set within this context.

We have asked questions related to specific issues within the strategy. Although comments are welcome on all areas, we are seeking a consensus on the way forward for some issues that we think are particularly significant.

2. Summary

This is a summary of the main issues covered in the strategy and the main recommendations arising. The strategy has been divided into separate sections.

The first section covers the development of this strategy, the planning frameworks and the principles and vision for services that underpin future developments.

The second section sets the national and local context of mental health services in Barking and Dagenham – covering current issues and themes and highlighting factors that we think will influence developments over the next few years.

The third section focuses on mental health in primary care settings. Most people with common mental health problems in Barking and Dagenham will have services provided within a primary care setting. A small number of people will need specialist assessment and perhaps ongoing care and treatment from more specialist services and most of these people will live in the community with varying levels of support. They will continue to need primary care services; in fact there is evidence that people with mental health problems have poorer physical health than the general population.

We have made a number of specific recommendations about how we could support primary care services and improve the capacity to deliver more effective treatments for common mental health problems, facilitate access to specialist advice when required, and improve the physical health of people who require greater support.

The fourth section covers secondary or specialist mental health services. Most people who require ongoing care and treatment will be referred to secondary services for assessment and will receive services that are delivered or coordinated by the North East London Mental Health Trust (NELMHT) in partnership with Barking and Dagenham Social Services Department. Their care and treatment will be organised under the Care Programme Approach (CPA) and they will have a care co-ordinator who will keep in touch with them.

The aim of most adult services will be to maintain and promote independence and we have made a number of specific recommendations about how we think services can be improved to enable people to recover from the effects of serious mental health problems. We recognise, however, that some people will require services for an extended period and changes need to happen at a pace that suits them.

3. Main Issues, Questions and Recommendations

1. We discuss planning and implementation of new developments and ask the following:
 - ***Are there any changes you would like to see in the way we have organised the planning and implementation of service improvements?***
 - ***Are there any other stakeholders who will be directly affected by this strategy and how can they feed in their views?***
 - ***Do you agree with these principles as a sound basis from which to develop mental health services in Barking and Dagenham?***

2. We discuss some of the key new proposals, nationally and locally for improving the delivery of mental health care in a primary care setting including the introduction of new staff with new skills and responsibilities:
 - ***These new staff (Gateway Workers and Graduate Workers) will be dealing with vulnerable people and will need to make important clinical judgements. Their work will require skilled oversight and supervision that we think can best be provided by NELMHT.***
 - ***We think this is a good time to think about how we can strengthen and improve the capacity of primary care to deliver better mental health care. Do you have any practical ideas about how this might be done in Barking and Dagenham?***

3. We are concerned about existing staff accommodation and the lack of capacity for new services. However we think this creates opportunities for new developments that may involve bringing some services together under one roof. However this will need to be balanced against other priorities and achieving some government targets.
 - ***We think services are best provided near to the communities they serve and we think it is reasonable for staff to expect to work and for service users to receive a service in decent premises,. We are looking for new accommodation for at least one of the CMHTs as a priority. One of the teams might be based in the mental health resource centre referred to above.***
 - ***We think these new developments could be based together in a purpose designed mental health resource centre. They could also be linked to development in other services. Do you agree that these would be***

worthwhile developments for Barking and Dagenham and that we should develop them further and put forward as priorities for future funding?

- ***Government sees the development of Early Intervention Teams as a high priority for local mental health services, and has put pressure on PCTs to prioritise investment over and above other developments. What priority do you think we should place on the development of these services?***
4. We think it's worth looking at mental health day services together, rather than a just looking at individual buildings. We think investment could be moved to enhancing opportunities for community activities, education and employment.
- ***Do you agree that we should review the existing (Day Service) provision and consider moving some resources towards more mainstream alternatives such as education and employment schemes?***
 - ***What other "day" opportunities should be provided? Is the balance of the current provision acceptable?***
5. We consider the proposals for re-providing inpatient services currently based at Mascalls Park. We think the proposals need to be set in the context of other developments in mental health services, including the development of more community services.
- ***Given that inpatients' services have to move from Mascalls Park we think the proposals from NELMHT offer the best solution. Do you agree that, taken together with plans for a mental health facility in Barking and Dagenham, the re-provision of inpatient services on the site of Oldchurch Hospital provides a workable solution?***
6. We ask some specific questions about how well we currently involve service users and carers in the planning and delivery of services; and how well we serve women and people from black and ethnic minorities in particular. We want there to be some useful outcome measures for mental health services that will be meaningful in Barking and Dagenham, in addition to meeting government targets.
- ***What else might be done to enhance the experience of users and carers receiving services?***
 - ***We think we need to adopt a flexible approach to the amount and shape of services for black and ethnic minority communities so that we can respond to the changing population of the area. Are there any specific initiatives we should be taking at the moment, or any significant service gaps we have not taken account of?***

- ***Do you have any views on whether we should develop single sex or women only mental health services in Barking and Dagenham? Do you have any suggestions for the type of provision that would be required?***
- ***Do you have suggestions about how we could measure the benefits of additional resources in mental health services?***

SECTION 1

4. Planning Commissioning and Implementation

The Mental Health Board in Barking and Dagenham incorporates the function of the *Local Implementation Team (LIT)* which has the task of implementing the National Service Framework (NSF) for Mental Health – a range of core standards for mental health services laid down by government. All the statutory organisations in Barking and Dagenham, (Social Services, the Primary Care Trust and NELMHT) are expected to meet targets set by government designed to measure progress towards meeting these core standards.

The Mental Health Board also considers other developments in mental health services not covered by the NSF that have an impact on service users, carers and others. The planning structure has been organised to ensure appropriate accountability, while retaining flexibility. It is designed to support the commitment of partners to work together to improve mental health services in Barking and Dagenham. (See *Appendix 1*)

Are there any changes you would like to see in the way we have organised the planning and implementation of service improvements?

4.1 Stakeholders

Many of the stakeholders who will be directly affected by this strategy are represented on the Mental Health Board. We think the main groups who will be affected by this strategy include:

- Service users (including those in specialist settings)
- Carers
- People who work in mental health services
- Groups and organisations who advocate on behalf of mental health service users
- Groups whose primary aim is to raise mental health issues
- Commissioners, planners and funders of services
- The independent sector
- Local authority and PCT Members
- NELMHT
- Primary care
- Local acute hospitals providing accident and emergency services.
- Older Peoples Services
- Children and Family Services

Are there any other stakeholders who will be directly affected by this strategy and how can they feed in their views?

The following stakeholders will also be affected by these proposals but we do not propose to consult with them formally:

- The community – all residents of Barking and Dagenham

- The London Ambulance Service
- The Police
- The Probation Service

Stakeholders are particularly invited to comment on specific points within this strategy, but more general comments will also be welcome. The consultation period will extend for 3 months from the date of the MH Board (LIT) on the 29th September 2003.

4.2 Principles

It is important that the strategy is underpinned by a shared vision and set of values. We have identified the following principles that should apply to the development of services

- The system of mental health care should meet the aspirations as well as the range of needs of people with serious mental health problems
- A range of treatment and social care interventions should be provided which is of the highest quality, known to be effective, non-discriminatory and acceptable to all
- The aim of services should be to offer choice, promoting independence and recovery, and service users taking control of their own lives. Wherever possible services should be provided in people's own homes
- Service Users should be involved in the development and planning of services, the day to day running and operation of individual services with which they are involved, and in the design of their individual care plan. They should be supported in this.
- Carers of people with mental health problems should be involved in the design of services. They should all be offered individual plans that support them in their caring role. With the agreement of service users they should be involved in the design of individual care plans.
- Inpatient services should meet modern standards of privacy, dignity and care, promote recovery and independence, and should be provided as close to home as possible.
- Staff who deliver services should be supported and receive high quality training
- The system of mental health services should minimise risk to service users, carers, staff and the community
- The system should be well co-ordinated with constructive partnerships between service users, carers, staff and all relevant agencies

Do you agree with these principles as a sound basis from which to develop mental health services in Barking and Dagenham?

SECTION 2

5. National Context and imperatives

Over the past 4 years government has set ambitious targets for improvements in mental health services generally, recognising that we were starting from a low baseline. More detail of the national guidance concerning frameworks, commitments to future funding, legislation and detailed guidance on service models is attached at Appendix 2.

Significant new funding has been provided for mental health services through the NHS and although some has been used for other priorities there has been significant investment in mental health services across the country.

However:

In many areas services were at a low baseline and did not have the capacity to develop rapidly,

- Many services were in a poor state of repair and with low staffing levels and required significant amounts to maintain or bring them up to a reasonable level.
- A significant expansion of the workforce was required to implement new developments, but there is a long lead in time to train new staff, and a chronic retention problem particularly in the London area with low wages and a high cost of housing.
- The mental health bill has been delayed due to opposition from many groups to the detailed proposals. At present there is no date for a revised Bill to go before parliament and no clear idea of a timescale for implementation.
- There has been considerable organisational change in the NHS at a national and local level with time and energy diverted to the development of new organisations and structures.

As a result developments in mental health services have been slower than many anticipated and implemented in a piecemeal fashion.

5.1 Local context and imperatives

The 2001 census found the London Borough of Barking and Dagenham has a population of 164,000 of which 48% are male and 52% female. 85% of the resident population are said to be White with, 5.1% Asian, 7% Black and 1.9% mixed race.

Although set at the edge of London, the Borough faces many of the challenges commonly associated with the inner city:

- Families face significant poverty with income levels reported to be amongst the lowest in London.
- The numbers of unemployed, permanently sick or disabled, or otherwise economically inactive are all above the national average.
- The numbers of the population that report a subjective sense of being 'in good health', places B&D residents at joint bottom of a survey of all London Boroughs (together with Tower Hamlets and Newham).

- The proportion of lone parent households with dependent children is 10% compared to a national average of 6%.
- Barking, in particular, hosts a growing number of refugee and asylum seekers.

Barking and Dagenham is at the heart of the Thames Gateway, one of London's largest regeneration sites, with a major growth planned over the next 2 decades. It is predicted that the population of Barking and Dagenham will grow by 16,000 to 180,000 by 2010 and by 65,000 to 229,000 by 2020: an increase of 39%.

Barking and Dagenham has high rates of psychiatric morbidity compared to other similar boroughs as measured by the MINI index.

The Mental Health strategy will need to take into account future population growth and changing patterns of need as well as taking account of current factors.

In addition:

- The Dr Foster survey that compared the amount spent on mental health services in each Local Authority area across London found Barking and Dagenham's mental health services to be amongst the most poorly resourced.
- The mental health services within B&D have been identified as the most poorly resourced across NELMHT. The CHI review expressed concern about the lack of equity in service provision across the area.
- The NSF Local Implementation Team (LIT) reported 13 red lights in autumn 2002's National Service Framework stage four review
- Current accommodation for staff and services is cramped and poorly located. There is no capacity for new service developments and there are a number of "temporary solutions" with no clear plans for how this will be remedied.

5.2 Performance

In the first year that PCT's have been subject to "star ratings" the Barking and Dagenham PCT has been awarded a zero star rating. This has led to an ambitious recovery plan with a focus on improving access to primary care services.

Social Services has a clear ambition to achieve radical improvements over the next few years both to improve performance in it's own right and to contribute to the Council's overall Comprehensive Performance Assessment. In spring 2003 it was awarded one star. Changes in the way funding allocations has brought some additional funding for Social Services which has allowed the Social Services an increase in investment in mental health.

The North East London Mental Health Trust (NELMHT) came into being as a specialist mental health trust in 2001. It was awarded two stars in both 2002 and 2003 and has received an encouraging review by CHI. However, NELMHT inherited a large underlying financial deficit from it's parent organisations and is required to achieve financial balance which will mean substantial efficiency savings over the next few years.

5.3 Funding and Commitments

The statutory agencies involved in planning and delivering mental health services in Barking and Dagenham share significant financial challenges that will affect the pace of some new developments.

Barking and Dagenham Primary Care Trust (PCT) faces significant financial challenges. Application of the current funding formulas has indicated that local health services are underfunded by £24 million pounds. Although this will mean a growth in future allocations it will be 20 years before this shortfall is eradicated.

The PCT and Social Services have made recent commitments of increased investment in mental health and new developments are being implemented. A new Crisis Resolution Team (details below) is being set up which is due to be operational at the end of October 2003, there will be additional staffing provided for the Assertive Outreach Team to enable a comprehensive service, and NELMHT are planning to improve inpatient services and provide them closer to Barking and Dagenham.

However there remain financial problems within the health economy as a whole with both NELMHT and the PCT facing underlying funding shortages for core services.

Are there any significant local factors we have omitted that will affect the development of mental health services in Barking and Dagenham?

5.4 Interfaces

Individual service elements in the mental health system will need to work with each other to provide a systematic approach to the care and treatment of individual service users. There will also need to formal protocols and pathways to other specific services.

There will need to clear pathways between primary care and secondary services and pathways into specialist services which may be provided by other health trusts, and back to community services when appropriate. There will need to be clear arrangements between Child and Adolescent Mental Health and Older Peoples Mental Health services to ensure that people receive care and treatment from the most appropriate service.

There is evidence that children of people with mental health problems often require additional support. They have their own needs that may require input from Children & Family Services. Some service users may have disabilities that require services from other specialist services, and there will need to be clear arrangements for working together with other specialist statutory services to deliver co-ordinated packages of care.

5.5 Social Inclusion

In order to meet the needs and aspirations of service users the strategy will need to include steps to reduce stigma and increase opportunities in the wider community. This will include “health promotion” activities traditionally within the arena of public health to combat levels of common mental health problems such as depression and stress as well as taking steps to improving opportunities and support for people with in employment and in maintaining tenancies. Government is currently consulting on mental health and social inclusion through the ODPM.

The Council has a lead role in developing strategies and initiatives that improve and revive the community and it does this through the following measures:

- The Local Authority’s Corporate Objectives,
- Vision for the Borough 2020
- The Community Strategy,
- The Social Inclusion Commission
- The Health Inequalities ???
- The Crime and Disorder Strategy,
- Neighbourhood Renewal Strategy,
- Regeneration Strategy,
- Sure Start

There is a mental health social inclusion co-ordinator who works across Havering and Barking and Dagenham mental health services. We think this area of work is underdeveloped.

Are there any specific initiatives you would like to suggest, or do you have any ideas about how we can take this work forward?

5.6 Suicide

Government expects annual reductions in the rates of suicide within the population. Although there are high rates of self-harm associated with certain forms of mental illness, there are also high rates amongst particular age groups in the population – particularly young single men. In order to achieve this goal there will need to be measures that address mental distress in the general population as well as a focus on steps to reduce risks to people in contact with mental health services.

We are currently undertaking an audit of suicides in Barking and Dagenham and establishing systems so that we can examine local trends in a more informed fashion.

Care Pathways

There are a number of different ways of describing a system of care and treatment. For the purposes of this strategy we decided to do this from the perspective of someone who uses the services. Where possible the following sections are structured around the pathway through services.

SECTION 3

6. Primary Care

“Most mental health problems are managed in primary care. One in four GP consultations are with people with mental health problems. So improving these services will have a major impact on the health and well-being of the population.” (NHS Plan).

Government is keen to see improvements in the capacity of primary care services ability to diagnose, manage, and treat common mental health problems. There also needs to be earlier recognition of more serious problems and clear routes for access to help when required.

Detailed guidance has been issued describing the roles of additional primary care staff who could offer short-term treatment interventions, and improve access to and liaison with secondary mental health services. In addition there are incentives for GPs take a special interest in mental health issues and a lead role in planning and delivery of services.

Graduate workers – these are intended to be new posts who will provide short-term evidence based psychological treatment in a primary care setting. The post holders might be training for a career in psychology. It has been indicated that Barking and Dagenham would need 4 or 5 of these staff. There has been some limited non-recurrent funding provided through the Workforce Confederation that PCTs have been invited to bid for.

Gateway Workers – are also envisaged as additional posts who will work in a primary care setting and A&E departments to provide an experienced triage function ensuring those with the most serious problems receive appropriate help quickly.

These new staff will be dealing with vulnerable people and will need to make important clinical judgements. Their work will require skilled oversight and supervision that we think can best be provided by NELMHT.

In addition there are a number of recent or planned developments at a primary care level:

Practitioners with Special Interest – Government has produced updated guidance to describe the role that GPs and nursing staff can play in improving mental health care and treatment in a primary care setting. In addition there are financial incentives through the new contractual arrangements for GPs if they wish to provide enhanced services for people with mental health problems.

NHS Direct is a national telephone service, staffed by nurses, which gives confidential healthcare advice and information 24 hours a day. Anyone with a mental health problem should be able to use NHS Direct for first level advice and/or referral on to specialist helplines or local services as appropriate.

Walk-in Centres are being promoted as a way of improving access to health care, providing treatment for minor injuries and illnesses seven days a week. The PCT is currently looking at options for where we could have a centre for Barking and Dagenham. This might be a good place to site the Gateway Workers.

In Barking and Dagenham we have an insufficient number of GPs and practice nurses working from a range of poor premises. There have been serious difficulties meeting government targets for basic needs; for example, waiting times for access to a primary health care health professional. There is a programme of recruitment and reprovision of surgeries but this will take some time to bear fruit. However the initiatives described above “might free-up” those concerned with meeting government targets for improvements in primary care and enable them to focus on solutions to core problems.

We think this is a good time to think about how we can strengthen and improve the capacity of primary care to deliver better mental health care. Do you have any practical ideas about how this might be done in Barking and Dagenham?

SECTION 4

7. Specialist Mental Health Services

This section describes services that are sometimes called secondary or specialist mental health services. Most of the people who use these services will be on the Care Programme Approach (CPA). They will be in touch with a psychiatrist and they will have a care co-ordinator who organises and monitors their care package and who will keep an eye on their health and treatment.

7.1 People who require help urgently - Crisis Resolution Services

Barking and Dagenham is developing a Crisis Resolution Team (CRT) staffed by nurses, social workers and medical input. The team will provide an urgent response to people in mental health crisis 24 hours a day, 7 days a week. The service is due to be operational at the end of October.

We also have 3 places in a unit based in Romford that can be used by people who need a short break away from their home environment. We think we should link this resource to the new CRT in Barking and Dagenham to provide an alternative for some people who might otherwise need hospital admission. This would require close support from the staff of the Crisis Resolution Team who could act as the gatekeepers for the service.

We would also like to see the development of a Day Hospital locally, which would provide structured programmes of treatment, and psychological therapies while service users lived at home.

We think these new developments could be based together in a purpose designed mental health resource centre. They could also be linked to development in other services. Do you agree that these would be worthwhile developments for Barking and Dagenham and that we should develop them further and put forward as priorities for future funding?

7.2 Co-ordination of care and treatment in the community - Community Mental Health Teams (CMHTs)

These are often the first point of contact with specialist services for patients referred by GPs and will usually be for people with mental health problems that seriously impact on their daily functioning. We have 2 CMHTs providing services to different geographical areas; one covers Barking and the other Dagenham. However both are based at the Hedgecock Centre on the Barking Hospital site in cramped conditions.

The teams are multi-disciplinary comprising nurses, social workers, OTs, psychologists and psychiatrists. About half the people in touch with mental health services will have a care co-ordinator who will be one of the members of the team.

In Barking and Dagenham the CMHTs have a caseload of XXXXXXXXX. New developments may affect these figures but we do know that there is significant population growth forecast in Barking and Dagenham over the next 20 years. The impact of this growth on local health and welfare services is currently being considered and we may need to plan for an additional team in future.

Assertive Outreach

Some people need additional help and support in order to keep in contact with mental health services. Assertive Outreach teams provide a flexible, intensive, extended hours service for a small number of people with complex needs.

In Barking and Dagenham we have a core Assertive Outreach service and additional investment has been provided to ensure the team is able to meet local needs and is compliant with national guidance.

We think that the CMHTs and Assertive Outreach Team in Barking and Dagenham should continue to be the platform for co-ordinating care and treatment in the community. Do you have any other views?

We think the services are best provided near to the communities they serve and we think it is reasonable for staff to expect to work in decent premises. We are looking for new accommodation for at least one of the CMHTs as a priority. One of the teams might be based in the mental health resource centre referred to above.

7.3 Early Intervention in psychosis

There is some evidence that early identification and treatment of some kinds of mental illness – notably schizophrenia – improves outcomes and speeds recovery. For many people the onset of the symptoms of mental illness happens between the ages of 14 and 35. We do know that many of our current services are not acceptable to young people and this, together with the stigma around mental illness puts many people off seeking treatment.

Government sees the development of specific services “Early Intervention Teams” as a priority. There is obviously a critical mass required of potential referrals and clinical expertise and for Barking and Dagenham (as in most London boroughs) the model would be for a shared service across the NELMHT area with a small team based locally. The pace of development of the service will depend on the commitment of additional investment from the 4 PCTs that cover the NELMHT area.

Government sees the development of Early Intervention Teams as a high priority for local mental health services, and has put pressure on PCTs to prioritise investment over and above other developments. What priority do you think we should place on the development of these services?

8. Employment and Meaningful Activities – Day Services

In Barking and Dagenham we have a range of centre-based services providing daytime activity, and some services providing support and a pathway to employment. Generally mental health day services are becoming less centre-based and more integrated with mainstream activities including employment and in Barking and Dagenham we want to move in this direction.

8.1 Porters Avenue Resource Centre

The Porters Avenue Resource Centre provides a range of activities for people with mental health problems. The building is due for redevelopment as part of a wider LIFT project and the future location and nature of the service is currently being planned and consulted upon. It will need to continue to meet current need while developing services that will be empowering and inclusive. Opportunities for the Porters Avenue Day Service to strengthen partnerships with other providers of Day Services will need to be explored to maximise benefits and efficiencies. We would like the service to have a clearer focus on rehabilitation.

8.2 Drop-in Centres

The Dagenham Association for Mental Health runs two less formal drop-in centres in the borough. The aim is to provide a user led service that is accessible with an emphasis on socialisation and mutual support for people who might otherwise be isolated. The service model has been revised and has a stronger emphasis on empowerment and user involvement. Whilst the William Bellamy Centre has recently been extensively refurbished, the Jessie Dixon drop-in centre in Barking has inadequate premises. Planning for the future of that centre will need to consider partnerships with other providers of day services to maximise benefits and to be viable and efficient.

8.3 Travelling Day Hospital

This service operates across Barking and Dagenham and Havering and provides a service 2 days a week on Thames View Estate. It provides some support and structure to service users with long-standing mental health problems.

8.4 Pathways to Employment

Workskills opportunities are provided by The Shaw Trust to the residents of Barking and Dagenham and Havering. This includes:

- a) The Millennium Unit at Harold Hill providing computer training, personal development training and various business projects such as picture framing, light industrial packing and crafts. (Approx total 60 people attend.)
- b) Wellgate Farm located in Marks Gate
- c) Horticulture based at Havering College, Harold Hill.

d) Carpentry. Located temporarily at Wellgate Farm.

Approx 30 people attend b, c and d.

Rethink Employment Service

This service provides vocational activities, a not for profit scheme and runs a job club and seeks to find real employment for people and to support them in it.

Rethink Befriending Service

This is a volunteer befriending service for people with mental health problems who might otherwise be isolated.

8.5 Service Review

The planning for the future of Porters Avenue under the LIFT scheme, the need to address the future of the drop-in service at the Jessie Dixon Centre and the possibility of integrating the Travelling Day Hospital presents an ideal opportunity to review the current pattern of service provision. We recognise there will continue to be benefits in providing some centre based services. Whatever configuration is achieved should take account of the need to continue to provide for the overall numbers as now but also for groups likely to be excluded.

Do you agree that we should review the existing provision and consider moving some resources towards more mainstream alternatives such as education and employment schemes?

What other “day” opportunities should be provided? Is the balance of the current provision acceptable?

9. Accommodation

Most people with mental health problems live in their own homes and require only occasional or minimal support to maintain their accommodation. For people who require support there is a range of provision available ranging from 24-hour nursing care to floating support.

Ripple Road Nursing Home is provided by Richmond Fellowship and is changing function from continuing care to a rehabilitative model. This service will be fully integrated with the other rehabilitation services provided by NELMHT

A number of schemes providing residential care in Barking and Dagenham are managed by Outlook Care. A small number of people are still placed outside of the area. The management of placements in residential care will continue to be through the Accommodation Panel with the principle being that placements should be within borough unless there are compelling reasons for out of borough placement. Although there has been a successful development of supported living settings as a more empowering alternative which has increased the range of options available we will still need to be able to offer some residential care places.

There is a variety of supported living resources in the borough from Social Services and voluntary sector providers. There is increasing demand for these arrangements.

10. Community Therapies

There is a variety of therapeutic (mainly psychological) services for people in Barking and Dagenham including the Becontree Psychotherapy Centre, psychology sessions within the CMHTs, and a limited amount of counselling in some GP practices. The organisation of psychology and counselling services is currently under review.

Counselling for ethnic minority groups including mother-tongue provision for refugees and asylum seekers is currently provided through NELMHT resource at the CMHT and through purchased provision in the independent sector. The intention is to improve the targeting of this service and to move it away from the CMHT to a more directly therapeutic community setting.

A Dual Diagnosis (Mental Health and Substance Misuse) Strategy is being developed. There is likely to be a need for additional resources and for ensuring services for people with Dual Diagnosis are properly integrated. There are currently satisfactory arrangements for spot purchasing of in-patient addictions services. However, options should be explored with other PCTs for commissioning a block purchasing arrangement.

11. Inpatient Services

11.1 Mascalls Park

Inpatient services for people from Barking and Dagenham are provided by NELMHT at Mascalls Park – based on the old Warley Hospital site. NELMHT has to move provision from this site due to other plans for its use. A small number of beds continue to be provided at Goodmayes. The current provision does not meet modern standards, is not ideally configured, and is located a long way from the local community.

NELMHT has prepared a plan (an Outline Business Case) for addressing these issues proposing a new modern unit on the site of Oldchurch Hospital. They aim to meet the following demands:

- Service provided “Closer to home”
- Co-location of under and over 65’s inpatient provision to achieve the best use of medical and other therapeutic support and to ensure best use of academic facilities.
- Same site or close to District General hospital.
- Modern Mental Health inpatient design standards including single sex provision
- Flexible capacity to deal with future changes.

These plans are currently being consulted upon and have taken into account the projected population growth in Barking and Dagenham. They include increased capacity, additional intensive care beds on site, and a co-ordinated approach to the rehabilitation service. Given the costs of running inpatient services we think it makes sense to share these facilities with other neighbouring areas. The proposal for a mental health resource centre in Barking and Dagenham is based on the assumption that the plans for the reprovision of Mascalls Park will go ahead. Details of the proposals are provided in *Appendix 3*

The new service will include additional inpatient staffing and in the interim NELMHT would like to increase staffing levels on the inpatient wards in order to enhance patient safety.

Given that inpatients services have to move from Mascalls Park we think the proposals from NELMHT offer the best solution. Do you agree that, taken together with plans for a mental health facility in Barking and Dagenham, the reprovision of inpatient services on the site of Oldchurch Hospital provides a workable solution?

11.2 Specialist Commissioning

Barking and Dagenham PCT has various contacts and SLAs with out of area NHS providers of specialist mental health services. Barking and Dagenham PCT will continue to collaborate with neighbouring PCTs in the commissioning of specialist mental health services to achieve efficiencies and to avoid unnecessary ISAs.

12. Users and Carers

It is very important that the voices of users and carers are properly heard in the development and review of services and it is important that users and carers are provided with adequate support and advocacy.

HUBB (the local mental health users' group) and Carers of Barking and Dagenham are both represented on the National Service Framework Local Implementation Team.

The revised Care Programme Approach framework seeks to enhance the experience of receiving services for users and carers.

The Carers' Grant has allowed the creation of a mental health carers' support worker post and has put increased resource into respite care.

The HUBB user group continues to provide advocacy for users both in hospital and in the community. It is likely that demand for this service will increase especially if the role of advocacy is enhanced in a new Mental Health Act.

Although in Barking and Dagenham HUBB already allow for some payments to users, as users and carers are increasingly involved on a consultancy and training basis, local PCTs and NELMHT will need to plan for more consistent and fair payments for users and carers for such services.

The Translation and Interpreting Service of B&D provides mental health advocacy for people from ethnic minorities who for language or cultural reasons cannot be best helped by HUBB.

What else might be done to enhance the experience of users and carers receiving services?

13. Services for Black and Ethnic Minorities

The DoH has recently published "Inside Outside", an overview of the current responsiveness of mental health services to the needs of people from black and ethnic minority communities. There is evidence that some groups (particularly young black men) are over represented within mental health services where there is a greater degree of coercion; and that other groups are under represented. A

considerable amount of research has been undertaken which has found that some groups tend to be wary of approaching mental health services due to stigma within their own communities and suspicion about the outcome.

We think all mainstream services should be sensitive to the needs of people from black and ethnic minorities and develop specific initiatives to make their services accessible and which cater for specific ethnic and cultural needs. In addition there needs to be a range of specific services specifically targeted at black and ethnic minority communities in Barking and Dagenham which are presented in an acceptable form and facilitate access, where appropriate, to mainstream services.

We currently have a small number of services specifically designed to facilitate access to mainstream services including:

- The Translating and Interpreting Services - provided via TIS
- The Mental Health Advocacy Service for ethnic minorities – also provided via TIS

Some mainstream services have developed specific initiatives:

- NELMHT provide an ethnic minority counselling service
- Day services provide specific groups and activities for their own ethnic minority members

We also currently provide a small amount of “capacity building” funding to EMPA who run small supportive groups.

We think we need to adopt a flexible approach to the amount and shape of services for black and ethnic minority communities so that we can respond to the changing population of the area. Are there any specific initiatives we should be taking at the moment, or any significant service gaps we have not taken account of?

14. Services for Women

The DoH has recently published detailed Implementation Guidance on services for Women *Mainstreaming Gender and Women's Mental Health* which pulls together the result of an extensive consultation exercise and with previously published standards for inpatient services identifying the requirement of single sex areas on inpatient units. There are no gender specific or women only specialist mental health services in Barking and Dagenham at present. Any provision is confined to women's groups in mental health day services.

There is some evidence that sometimes women would prefer a single sex environment for a variety of reasons, and that sometimes they do not feel safe in mental health services. There are some examples in other areas of female only provision such as single sex supported accommodation, women's crisis houses and

women only days in day centres. We think all mainstream services should be sensitive to gender issues and provide a safe and welcoming environment for women, but that further work needs to be undertaken to assess the level of demand for women only services and where this provision might fit in our priorities.

Do you have any views on whether we should develop single sex or women only mental health services in Barking and Dagenham? Do you have any suggestions for the type of provision that would be required?

15. Measuring Success

We think it would be useful to think of other measures of measuring the success of this strategy in addition to meeting government targets. We have made some proposals for how this could be done.

Improvements in the psychological health of the population. (This could be measured by the National Psychiatric Morbidity Survey),

Suicide rates. By a reduction in suicide rates within the borough.

Social Inclusion We could track progress against a programme of work to combat discrimination and the social exclusion of people with mental health problems and to promote mental health in schools, workplaces and neighbourhoods: for individuals at risk; and, groups which are most vulnerable

A Health Impact Assessment. A Health Impact Assessment can be defined as “a combination of procedures and methods by which a policy, programme or project may be judged as to the effects it may have on the health of a population”. the Social Inclusion Co-ordinator work with colleagues in Regeneration and Public Health to devise and undertake a Health Impact Assessment

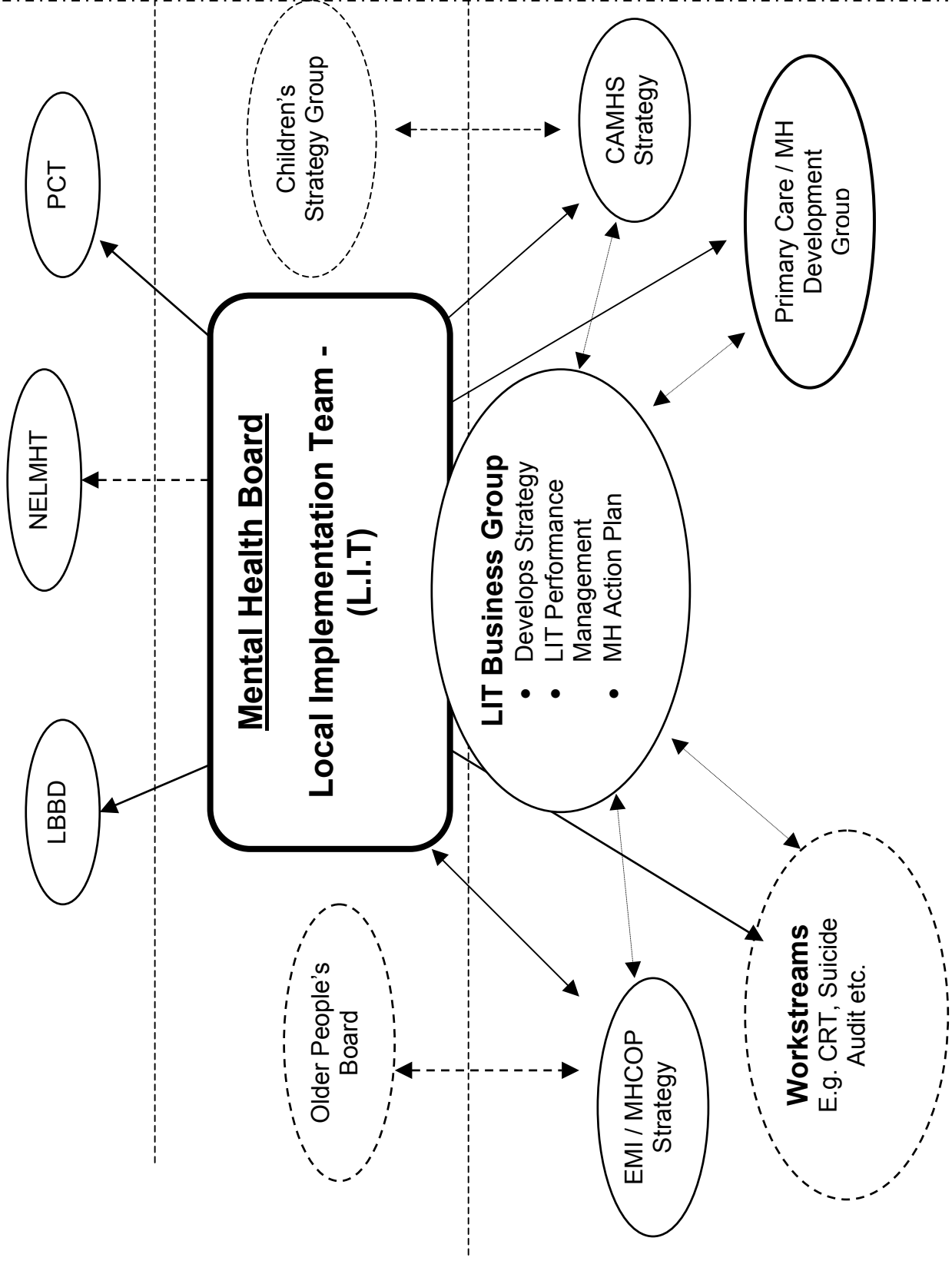
Do you have suggestions about how we could measure the benefits of additional resources in mental health services?

And Finally,

Are there significant specific issues we have left out that will impact on the development of a mental health strategy?

B&D Mental Health Planning structure

- **Governance**
 - **Funding**
 - **LDP**
 - **Strategic Plans**
-
- **Agrees strategy**
 - **Organises business**
 - **Sets priorities**
-
- **Develops strategy**
 - **LIT Performance management**
 - **Implements strategy**
 - **Commissioning feed from/to co-commissioning group**



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Appendix 2

The National Policy Context

The current government has presented its mental health policy in a number of documents and initiatives, including those listed below. This list is by no means exhaustive but these act as reference points for the strategy.

Modernising Mental Health Services set the broad direction for safe, sound and supportive mental health services, with clear guiding principles.

The National Service Framework for Mental Health set out a ten-year programme to put in place new standards of mental health care.

The NHS Plan (chapter 14) reinforced the message of the NSF and announced new resource, and new roles – including 1000 new graduate mental health workers for Primary Care

The Policy Implementation Guide gave, (and in its supplements continue to give), detailed guidance on implementing the NSF and NHS Plan. The Guide and its supplements now address: Crisis Resolution, Assertive Outreach, Early Intervention, Primary Care, Mental Health Promotion, Adult Acute Care Inpatient Provision, Dual Diagnosis, Gateway Workers, Community Mental Health Teams, Services for People who are Deaf, Developing Services for Carers and Families of People with Mental Illness, Graduate Primary Care Mental Health Workers, Support, Time and Recovery (STR) Workers, Personality Disorder, and Workforce Design and Development. Consultation documents addressing Mental Health Care for Women, and Black and Minority Ethnic Communities have also been issued.

Saving Lives: Our Healthier Nation includes mental health as one of its four key areas. It sets out a 'national contract for mental health' and establishes the target of reducing the suicide rate by at least one fifth by 2010.

National Suicide Prevention Strategy for England, which sets six goals including monitoring progress toward the Saving Lives target.

Improvement, Expansion and Reform: the next 3 years priorities and planning framework (2003 – 2006) reaffirms mental health as one of the government's four clinical priorities, across all sectors.

Schizophrenia: core interventions in the treatment and management of schizophrenia in primary and secondary care (NICE Clinical Guideline 1). This presents an overview of the way individuals suffering with schizophrenia should be treated within the context of a modern mental health service.

Liberating the Talents stresses the important part to be played by nurses in Primary Care in delivering the NSF and the NHS Plan.

Practitioners with Special Interests. This initiative builds on Liberating the Talents by creating the opportunity to recruit nurses and GP's with special interest in mental health.

Safety Privacy and Dignity in Mental Health Units Guidance on single sex accommodation in inpatient units intended to provide separate areas for women

Women's Mental Health: Into the Mainstream Consultation document on the development of gender specific services

Mainstreaming Gender and Women's Mental Health Implementation Guide following the above consultation covering a range of women's mental health issues including mental health promotion, primary care services and developing gender specific services in specialist settings.

Appendix 3- Mascalls Park reprovision

It is recognised that the current staffing on acute inpatient wards is insufficient to provide a safe and therapeutic setting. It is intended to increase staffing levels and ensure appropriate multidisciplinary skills mix to remedy this.

NELMHT's OBC proposes the reprovision of the current Mascalls Park Hospital consistent with commissioning requirements of:

Inpatient capacity

The B&D inpatient capacity has the following components:

	Current	Proposed	Comments	Action
Adult Acute	31	31.5	The 0.5 bed is on account of overall figures being calculated with Havering's and overall bed no's increase from 79 to 80. Proposed number appears realistic.	For LIT to confirm agreement on Adult Acute bed no's on this basis.
Over 65s Acute	16	16	Whether some development of community options would be preferable has not yet been decided to satisfaction of Social Services. There seems scope for some of the proposed provision to be community based. However, current use and throughput of over 65s acute is high.	To validate current over 65's acute usage. For LITs/PCT boards to confirm agreement on over 65's acute beds on this or revised basis.

	Current	Proposed	Comments	Action
Under 65s Rehab	9	4	The change of existing 12-bed continuing care provision Ripple Road, Barking to a rehab model is allowing community rehab model to be developed. Some debate still continues around whether all Rehab reprovision should be community based. However, consultation concluded a mix between hospital and community would be best. Furthermore, the development of low secure rehab provision (see below) and community rehab team provision will support reduction in Mascalls Park under 65s rehab in-patient provision.	NELMHT's consultancy to scope need and report by end of June 2003. For PCT boards to confirm agreement on under 65's rehab beds on this or revised basis.
PICU (Psychiatric Intensive Care Unit)	1.2 (on basis of 3 beds shared with Havering)	4	MINI index indicates need for proposed 4 beds but current usage does not. Possible option for B&D PCT to commission fewer PICU beds (e.g. 2), Havering to commission at the higher level they prefer and for NELMHT to provide spare capacity for income generation and future flexibility.	NELMHT's consultancy to scope need and report by end of June 2003. For LIT/PCT boards to confirm agreement on PICU beds on this or revised basis.

Low Secure Rehab

There is currently no NELMHT contracted low secure rehab provision. There is a recognised need for this and B&D PCT is supporting NELMHT'S developing business case for low secure rehab on the Goodmayes site. Exact details and costs awaited.

Medium Secure Forensic

Barking and Dagenham PCT has a contract with East London and City Mental Health Trust (John Howard Unit, Hackney) for inpatient medium secure forensic treatment plus some associated community linking and support. Currently, B&D and Havering share 11 beds but activity is high with 14 beds being used, mainly by Barking and Dagenham. This additional activity is absorbed within a risk share agreement with the provider.

A FBC for further development of the Hackney site has been approved and aims to deliver the following benefits:

- Need to improve inpatient facilities including enhanced security and women's services.
- Need to move patients from High Security (special Hospitals) to medium security
- Reduce ISAs
- Develop sectorised model that will allow better co-ordination with local community teams.

Barking and Dagenham PCT is not making any additional financial contribution to the developments and there will be no additional capacity for B&D arising from the developments.

However, there will be some additional capacity developed on the site allowing B&D to negotiate access at a later date if necessary as seems quite likely given that current usage of medium secure forensic is so high.

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