

Notice of Meeting

THE EXECUTIVE

Tuesday, 9 September 2008 - 7:00 pm
Council Chamber, Civic Centre, Dagenham

Members: Councillor C J Fairbrass MBE (Chair); Councillor L A Smith (Deputy Chair); Councillor J L Alexander, Councillor G J Bramley, Councillor S Carroll, Councillor H J Collins, Councillor R C Little, Councillor M A McCarthy, Councillor M E McKenzie and Councillor Mrs V Rush

(29.08.08)

R. A. Whiteman
Chief Executive

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AGENDA

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

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.
3. **Minutes - To confirm as correct the minutes of the meeting held on 12 August 2008 (Pages 1 - 3)**
4. **Budget Monitoring Report 2008/09 (Pages 5 - 21)**
5. **Children's Trust Scrutiny Panel - Final Report (Pages 23 - 43)**
6. **Community Facilities Review (Pages 45 - 50)**
7. **Domestic Violence Strategy (Pages 51 - 114)**
8. **Rainham Road South - Proposed Designated Public Places Order (Pages 115 - 127)**
9. **Proposed Establishment of an Additional Resource Provision at Eastbrook Comprehensive School (Pages 129 - 132)**

- 10. Any other public items which the Chair decides are urgent**
- 11. 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 as amended).

- 12. Proposed New Arrangements For The Delivery of the Connexions Service (Pages 133 - 138)**

Concerns a contractual matter (paragraph 3)

- 13. Contract for Renewal of Heating and Hot Water Boilers at Thaxted House, Dagenham (Pages 139 - 146)**

Concerns a contractual matter (paragraph 3)

- 14. Framework Agreement for Supply of Dried, Chilled and Frozen Groceries (Pages 147 - 150)**

Concerns a contractual matter (paragraph 3)

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

THE EXECUTIVE

Tuesday, 12 August 2008
(3:00 - 3:40 pm)

Present: Councillor C J Fairbrass MBE (Chair), Councillor G J Bramley, Councillor S Carroll, Councillor H J Collins, Councillor R C Little, Councillor M E McKenzie and Councillor Mrs V Rush

Apologies: Councillor L A Smith, Councillor J L Alexander and Councillor M A McCarthy

27. Declaration of Members' Interests

There were no declarations of interest.

28. Minutes (15 July 2008)

Agreed.

29. Planning Advice Note (PAN) 6: Crime Prevention Through Environmental Design

Received a report from the Corporate Director of Regeneration which provides guidance to developers on how to implement and work with adopted planning policies. The Planning advice note has been developed to provide guidance to help reduce crime and anti-social behaviour in new and refurbished developments within the borough.

It recognises that the built environment can influence criminal behaviour for good or bad and can also help people to exercise control over their surroundings. The planning advice note will provide guidance for planners, developers and architects to assist them to design and develop buildings and public spaces, recognising that crime prevention and public safety are a fundamental part of achieving sustainable communities.

Agreed,

- (i) That the Planning Advice Note (PAN 6) be referred to the Development Control Board (DCB) to consider and decide on the recommendations in the report.
- (ii) That in future all planning advice issues be referred to the Development Control Board to consider rather than the Executive as DCB also consider Planning applications.

30. Budget Monitoring Report 2008/09

Received a report from the Corporate Director of Resources providing an update on the Council's revenue and capital position for the first three months of the 2008/09 financial year.

The position for revenue expenditure indicates that current budget pressures exist across four departments amounting to £7.4m. The largest pressure is within the Children's Services department where significant budget pressures continue to arise from Looked After Children placements and in meeting the Councils' Leaving Care responsibilities.

Agreed, in order to assist the Council to achieve all of its Community Priorities and as a matter of good financial practise, to:

- (i) Note the current position of the Council's revenue and capital budget as at 30 June 2008 as detailed in the report; (Appendix A and C, Sections 3 and 5)
- (ii) Note the position and projected out-turn for the Housing Revenue Account as detailed in the report; (Appendix B and Section 4) and
- (iii) Note the action plans being undertaken to alleviate the budget pressures to ensure that the necessary balanced budget for the Council is achieved by the end of the financial year.
- (iv) Hold an additional meeting of the Executive and Corporate Management Team in early September to consider the reasons for the increased budgetary pressures Children's Services Department is facing.

31. Debt Write Offs April 2008 – June 2008 (1st Quarter)

Received a report from the Corporate Director of Customer Services concerning the billing , collection and recovery of the vast majority of debts that fall due to be paid to the Council for chargeable services and statutory levies such as Council Tax and Business Rates.

The Executive must receive a quarterly report of the debts written off from the Income, Collection, Rents and Benefits Service areas and this report provides a summary of the value and type of debts written off as uncollectible for Quarter 1 of 2008/09 financial year (i.e. April to June 2008).

Agreed, in order to assist the Council to achieve all of its Community Priorities and as a matter of good financial practise, to note the debt write-offs for the 1st quarter of 2008/09 as detailed in the report and that a number of these debts be publicised in accordance with the policy agreed by Minute 69 of our meeting held on 6 November 2007.

32. Private Business

Agreed to exclude the public and press for the remainder of the meeting by reason of the nature of the business to be discussed which included information exempt from publication by virtue of paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended).

33. Transforming Out Of Hours Services Through the London Connects Shared Services Initiative

Received a report from the Corporate Director of Customer Services and the Corporate Director of Adult and Community Services detailing the Council's proposals for transforming Out of Hours Services through the London Connects Shared Services Initiative.

This report outlines the proposals for entering into the joint Out of Hours call handling service for London local authorities.

Agreed, in order to assist the Council to achieve all of its Community Priorities and as a matter of good financial practise, to:

- (i) the delivery of the Borough's out of hours emergency telephone service via the London Connects shared service; and
- (ii) authorise the Corporate Directors of Customer Service and Adult and Community Service, in consultation with the Divisional Director of Legal and Democratic Services, to enter into the necessary agreements.

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THE EXECUTIVE

9 September 2008

REPORT OF THE CORPORATE DIRECTOR OF RESOURCES

Title: Budget Monitoring Report July 2008/2009	For Decision
<p>Summary:</p> <p>The report updates the Executive on the Council's revenue and capital position for the period April to July of the 2008/09 financial year.</p> <p>The current forecast across the Council in respect of its revenue budget has identified that four departments are projecting in-year pressures amounting to £6.7million (Adult & Community Services £750k, Children's Services £4.5m, Customer Services £843k and Regeneration £591k). Overall this reflects a £700k reduction from the position reported in June. The largest pressure continues to remain within the Children's Services department, where significant budget pressures continue to arise from Looked after Children Placements and in meeting the Councils' Leaving Care responsibilities.</p> <p>Where pressures do exist, all departments will need to address these as part of their own, and the Council's, ongoing budget monitoring process so that they produce the necessary balanced budget by the year end. The outcomes and progress of any action plans will be monitored and reported to both the Resource Monitoring panels and the Executive through the regular budget monitoring meetings and reports.</p> <p>For the Housing Revenue Account the forecast is that the year end working balance will be £3.1million which is broadly in line with the budget projection of £3.2million.</p> <p>In regard to the Capital programme, the current working budget is £101.7million. Directors have been and are continuing to review the delivery of individual capital schemes to ensure maximum spend is achieved by the year end.</p> <p>Wards Affected: This is a regular budget monitoring report of the Council's resource position and applies to all wards.</p>	
<p>Recommendations</p> <p>The Executive is asked to:</p> <ol style="list-style-type: none"> 1. note the current position of the Council's revenue and capital budget as at 31st July 2008 (Appendix A and C, Sections 3 and 5 of the report); 2. note the position and projected out-turn for the Housing Revenue Account (Appendix B and Section 4 of the report); 3. note that where pressures exist Directors are required to identify and implement the necessary action plans to alleviate these budget pressures to ensure that the necessary balanced budget for the Council is achieved by year end (section 3 of the report); 	

Reason

As a matter of good financial practise, the Executive should be regularly updated with the position on the Council's budget.

Implications:**Financial:**

The overall revenue budget for July 2008 is indicating early budget pressures across four of the Council's service departments totalling £6.7million. Where pressures exist Directors are required to identify and implement the necessary action plans to alleviate these pressures. The working capital programme is now reported at £101.7 million.

Legal:

There are no legal implications regarding this report.

Risk Management:

The risk to the Council is that budgets are overspent and that this reduces the Council's overall resource position. Where there is an indication that a budget may overspend by the year end the relevant Director will be required to review the Departmental budget position to achieve a balanced position by the year end. This may involve the need to produce a formal action plan to ensure delivery of this position for approval and monitoring by the Resource Monitoring Panel and the Executive.

Similarly, if there are underspends this may mean a lower level of service or capital investment not being fully delivered. Specific procedures and sanctions are in place through the Resource Monitoring Panels, Capital Programme Management Office (CPMO), Corporate Management Team and the Executive.

Social Inclusion and Diversity:

As this report does not concern a new or revised policy there are no specific adverse impacts insofar as this report is concerned.

Crime and Disorder:

There are no specific implications insofar as this report is concerned.

Options Appraisal:

There are no specific implications insofar as this report is concerned.

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Lee Russell	Group Manager - Resources & Budgeting	Tel: 020 8227 2966 E-mail: lee.russell@lbbd.gov.uk

1. Introduction and Background

- 1.1 It is important that the Council regularly monitors its revenue and capital budgets to ensure good financial management. It is now practise within the Council for this monitoring to occur on a regular monthly basis, which helps members to be constantly updated on the Council's overall financial position and to enable the Executive to make relevant decisions as necessary on the direction of both the revenue and capital budgets.
- 1.2 The report is based upon the core information contained in the Oracle general ledger system supplemented by detailed examinations of budgets between the budget holders and the relevant Finance teams to take account of commitments and projected end of year positions. In addition, for capital monitoring there is the extensive work carried out by the Capital Programme Management Office (CPMO).
- 1.3 The monthly Resource Monitoring Panels, chaired by the lead member for finance, and attended by Directors and Heads of Service, monitors the detail of individual departments' revenue and capital budgets alongside relevant performance data and this also enhances and forms the basis of this report.

2. Current Position

2.1 Overview for Revenue Budget

- 2.1.1 The current forecast across the Council in respect of its revenue budget has identified that four departments are projecting in-year pressures amounting to £6.7 million as detailed below:

	<u>£'000</u>
Adult & Community Services	750
Children's Services	4,535
Customer Services	843
Regeneration	<u>591</u>
Total	<u>6,718</u>

The largest pressure is within the Children's Services department where significant budget pressures continue to arise from Looked after Children Placements, and in meeting the Councils' Leaving Care responsibilities. On the basis of existing commitments and projections to the end of the financial year, the forecast overspend in this area is £4.5million.

- 2.1.2 Details of each Department's current financial position are provided in Section 3 of this report. In those areas where budget pressures have been highlighted, continual work is being undertaken by Corporate Directors and their management teams to ensure a balanced budget is produced for the year end. To this end, Corporate Directors are beginning to identify action plans to address and rectify these pressure areas and these plans will be actively monitored by the various Resource Monitoring Panels.

3. Service Position

3.1 General

3.1.1 Details of each Department's current financial position and the work being undertaken by Corporate Directors and their management teams, to ensure a balanced budget is produced for the year end, are provided in this section of the report.

3.2 Adult and Community Services Department

3.2.1 The department is currently projecting a £750k overspend position, which reflects a £150k reduction from the June position as a result of management actions taken in the last month.

However, it is clear that there are some issues and pressures facing the Department at this time, but the Executive is reminded that the Department and its Management Team have a track record of dealing with issues and pressures throughout the year to deliver a balanced budget. The current projected overspend of £750k is primarily as a result of delays in the Older Persons Home Care Modernisation programme and the anticipated 2008/09 savings taken from the base budget.

3.2.2 The department's 2008/09 budget reflects a total of £3.35million of savings which includes the outstanding £900k of savings from last years Older Persons Modernisation Programme in the Home Support Service.

The Corporate Director and the management team have implemented several actions to ensure a balanced budget is produced for the year end. These include reduction in the use of agency staff and vacancy management, tighter demand management of care budgets, exploration of partnering opportunities and utilisation of grants for existing services.

3.2.3 Adult Care Services

This service area is primarily Older Persons Residential and Home support provided by the councils remaining in-house services, and also includes the Passenger Transport Service. The net budget for this area is £7.1million. The budget pressures of £750k are being experienced in this area mainly due to the savings issues regarding the Older Persons Modernisation Programme and also some pressures within the Passenger Transport Service.

3.2.4 Adult Commissioning Services

This service area represents the Social Work and Care Management budgets in the department, together with services commissioned from the Independent and Private Sector. Service areas include Older Persons, Physical Disability, Learning Disability and Mental Health. The net budget for the area is £44.5million and is by far the largest area (70%) in cash terms in the department. The department has set itself some challenging targets in this area particularly around procurement and commissioning gains/savings. Interface issues with the local Hospitals and the PCT regarding Delayed Transfers of Care are acute in this area, and are carefully managed.

The Executive will recall pressures in previous years' regarding external care packages in this area that led to a review of the FACS eligibility criteria. It is envisaged that robust monitoring and gate-keeping will again be required in this area to contain demand within budgets in 2008/09.

3.2.5 Community Safety and Preventive Services

This service area includes CCTV, Community Safety & Parks Police, Substance Misuse, Neighbourhood Management and the Youth Offending Team. The total net budgets are in the region of £4million for this area. Minor pressures are being experienced in the Community Safety area at present.

3.2.6 Community Services and Libraries

This service area covers Heritage and Libraries, the Lifelong Learning Centre, Community Development and Halls, Community Cohesion and Equalities and Diversity. Net budgets are in the region of £7.7million and currently the budgets in this area are cost neutral.

3.2.7 Other Services, Central Budgets, Recharges, and Government Grants

The Adult and Community Services Department receive specific government grants, and incur recharges for departmental and divisional support. All specific grants will be used in support of existing service areas. Central budgets and recharges within the department are on target.

3.3 Children's Services Department

3.3.1 It is clear that the budget pressures experienced in 2007/08 from Looked after Children Placements and in meeting the Councils' Leaving Care responsibilities are continuing into 2008/09. On the basis of existing commitments and assessing the future profile for each of the 343 looked after children, the forecast is for an overspend on these budgets of £4.5m which is lower than the June forecast of £5.1m.

3.3.2 Elsewhere within Children's Services it is estimated that spending can be contained within budget. There are nonetheless a number of significant and potential variances that may partly offset each other, but the department is confident that in-year management action will contain all of those pressures. These actions include maximising grant funding, vacancy management, reviewing internal spend targets and pursuing third party income.

3.3.3 Schools

The carry-forward revenue balances for schools were £6million at 31st March 2008. All schools with balances are being asked to demonstrate why they are holding balances, with the Scheme for Financing Schools allowing for clawback where schools have no plans for balances in excess of DCSF thresholds, which are 8% for primary and special schools, and 5% for secondary schools. All schools with deficits are required to have a recovery plan.

3.3.4 Quality and School Improvement

The Quality and School Improvement budget is projected to overspend by £504k due to pressures relating to transport (£400k), Castle Green (£150k) and Morline House (£100k), which are partially offset by savings from vacancies in the school inspection and Assets areas.

In addition, the division will maximize the use of grants to assist with the departmental financial position.

3.3.5 Shared Services and Engagement

Much of the work of the Shared Services and Engagement division is either funded from SureStart Grant or from the Dedicated Schools Grant (DSG), with only around £1million funded from the General Fund. This division has some savings targets to deliver, as well as absorbing some of the Integrated Family Services work from a now disbanded division. There are not anticipated to be any major variances at this stage.

3.3.6 Safeguarding and Rights

The main budget issue for the Safeguarding & Rights service is that of the cost of Looked After Children placements and Leaving Care costs. On the basis of existing commitments and an assessment of the future profile for each of the 343 looked after children, the current forecast is for an overspend on these budgets of £4.5million.

The main reasons for this projected overspend include:

- Change in demographics – highest number of 0-18s;
- Significant improvements in the life chances of children in care;
- Complexity of cases with multiple presenting issues;
- A high number of children in need cases open to Safeguarding & Rights;
- Significant improvements in fostering service – judgment of ‘outstanding’ in January 2008 OFSTED inspection – including:
 - Not placing over approved numbers
 - Improved matching
- Deregistration of some foster carers;
- No recourse to public funds cases & new arrivals to LBBD;
- Lack of sufficient ‘edge of care’ projects to prevent admissions into care;
- Contact, transport and legal costs.

Extensive work has been done in analysing the activity that is producing these costs, with a view to identifying financial forecasts that are more sensitive to the care plans for individual children, taking account of future demand, but also to assess the likely effectiveness of any measures to prevent children having to go into care or to keep costs reasonable when this is not avoidable.

3.3.7 Children’s Policy Trust and Commissioning

At present, there are concerns about cost pressures being experienced by the catering service, whose costs are predominantly charged to the Dedicated Schools Grant. The division has no pressures contributing to the General Fund position, but is maximizing the use of grants and is planning to keep vacancies across the division which may result in an underspend of £150k to assist with the departmental financial position.

3.3.8 Other

Most of the costs here are for capital charges, on-going pension costs, central recharges and the costs of the Director of Children’s Services. It is not anticipated that there will be an underspend in this area which will contribute to the departmental financial position.

3.4 **Customer Services Department**

3.4.1 The current review and forecast of the 2008/09 revenue budgets for the Customer Services Department has highlighted some areas of pressures which may result in an overspend of £843k. The Management Team are identifying management actions to ensure actual spend for the year stays within the budget allocation.

3.4.2 **Environmental and Enforcement Services**

The Environmental and Enforcement Section is projected to overspend by £350k mainly due to the loss of income within the Refuse Collection service and pressures in the Off Street Parking service.

The loss of income within the Refuse Collection service has arisen from a number of clients cancelling collection contracts because of increased charges imposed from April 2008. A review of this Service is being undertaken to mitigate this reduction and the outcome will feed into future budget monitoring reports. In terms of the Off Street Parking service this is experiencing increased costs required to generate its income targets.

The Fleet service is undergoing a review of its budgets to minimise the risk of overspending this year. This is particularly relevant as the service is undergoing a procurement process to replace the existing high maintenance fleet. The procurement process was expected to be completed in October 2008, however this has been delayed and completion is now planned for December 2008.

The division's financial resources are often overstretched due to the need to employ temporary staff to cover vacant posts to maintain regular high quality services. Whilst this pressure will continue throughout the year, robust budgetary control should enable management to contain these pressures within existing budgets.

3.4.3 **General Housing**

The Council has a statutory duty to provide temporary accommodation to vulnerable clients and by the nature of the service is subject to fluctuating costs that are associated with a demand led service. A recent Government initiative to reduce the use of Temporary Accommodation by 2010 is embedded in the Departments Homelessness Strategy, however this is contingent on socio-economic factors that are outside the control of the Council and as such emphasise the need for management to maintain financial discipline through rigorous budgetary control.

The current review of the budget indicates an overspend of £402k which is due mainly to increased staff and supplies costs and additional bad debt provision. The Housing Management Team is currently working on action plans to ensure that the total spend for the financial year stays within the budget.

3.4.4 **Barking & Dagenham Direct**

The Service is projected to overspend by £31k mainly in the Emergency Out of Hours Service, One Stop Shops and Contact Centre due to increasing use of agency staff to cover vacant posts. Actions are continuing to be undertaken in August to manage the use of agency staff and this should lead to further reductions in the projected overspend reported in subsequent months. The Management Team is currently discussing a transformation plan for the service which will realign service delivery to contain spends within the allocated budgets and effectively address any budget shortfall.

3.4.5 **Customer Strategy**

This service is projecting a small overspend of £60k mainly in employee expenses. However, robust budgetary control should enable management to contain these pressures within existing budgets.

3.5 **Regeneration Department**

3.5.1 The July forecast for 2008/09 for the Regeneration Department is a projected overspend by £591k. This overspend is mainly due to shortfalls in income particularly in respect of rental of commercial properties, transaction fees, land charges income and LSC funding. These overspends are being partly being offset by holding vacant posts and tight controls on expenditure in order to assist with the departmental financial position.

The current key issues for the department are:

- the creation of the Capital Programme Unit which, by drawing in staff and budgets from across the council, will require a re-structuring and the identification of savings;
- provision of free swims for under-18s – working in partnership with the PCT;
- delivery of the land disposal programme to support the capital programme and generate budgeted revenue income from transaction fees.

The management team has implemented a number of action plans to control expenditure including controls over both staff recruitment and supplies and services.

3.5.2 **Directorate and PPP**

The current projection is for an underspend of £157k mainly from holding posts vacant in order to assist with the departmental financial position.

3.5.3 **Housing Strategy & Property**

The main pressure for this division relates to potential delays in the delivery of the land disposal programme which will result in a loss of budgeted income in respect of transaction fees. Other pressures include the loss of commercial rental income due to the economic slowdown and changes in Government regulations on payments for NNDR on empty properties. The current projection indicates potential overspend of £671k.

3.5.4 **Spatial Regeneration**

The current projection is a small overspend of £33k. The main pressure in this area is on income generation in the Local Land Charge service as a result of the slow down in the housing market (£150k). The division has identified some additional income which will generate compensating savings if £120k.

3.5.5 **Leisure, Arts and Olympics**

The current projection is for a small underspend of £30k.

Potential service issues in the near future include:

- Finalisation of the Leisure Centre Value for Money review scheduled for June 2008;
- Introduction of free swimming for under 18's in partnership with PCT in September;
- Broadway Theatre – potential financial risk to the council in relation to finalisation of access and usage arrangements for Barking College which are not able to be quantified at this stage.

3.5.6 **Skills, Learning & Enterprise**

The main financial pressure in the division relates to a shortfall of income in relation to LSC funding and other unbudgeted operational costs resulting in an overspend of £169k.

3.5.7 **Asset Strategy & Capital Delivery**

The current projection is for an underspend of £97k mainly due to staff vacancies. Potential service issues for the near future are around the delivery of the Capital Programme Unit. This involves the drawing together of significant numbers of staff and budgets from across the council to create a re-shaped structure to delivery both a more effective service and significant savings. Value for Money will form an integrated part of the process of creating the new function.

3.6 **Resources Department**

3.6.1 The Department has identified some pressures which may result in an overspend. These include the continuing costs associated with the implementation of Single Status due to the Trade Union requests for reviewed job evaluations and costs associated with preparation for the "Investors in People" assessment. In addition, the Department is also experiencing a cost pressure in relation to its contribution towards various corporate initiatives.

The departmental management team are currently in the process of identifying alternative funding sources which may include contribution from other Departments and examining ways of funding these additional costs from existing budgets. Overall the Department is confident that it will produce a balanced budget by the end of the financial year through disciplined and robust financial management combined with timely and effective management decisions.

3.6.2 **Policy, Performance, Partnerships & Communications**

The current projection is for a balanced budget. The main pressures currently identified within the division relate to reduced levels of income in relation to the cessation of Standards Fund grant for the Corporate Web Team (£31k) and a reduction in the amount of income received for filming at locations within the Borough (£10K). These shortfalls can, however, be funded in 2008/09 from existing budgets as there are currently a number of vacant posts.

3.6.3 **Legal & Democratic Services**

There are currently no indications of any significant pressures which cannot be contained within the service budgets.

3.6.4 **Corporate & Strategic Finance**

There are currently a significant number of vacant posts within the division for which a number of agency staff has been approved to ensure that the service continues to deliver its statutory functions. A major recruitment process took place in June 2008 to fill a number of these positions, however a number of these posts were unable to be filled owing to the lack of suitable candidates. The division is currently reviewing how to attract suitable applicants into the organisation. In the meantime the division has to rely on the use of agency staff which may result in a pressure on its budgets. Managers have implemented tight controls on hours worked by agency staff and will continue to monitor the staff levels in order to ensure that costs are contained within existing budgets.

3.6.5 ICT & e-Government

There are currently no indications of any significant pressures which cannot be contained within the service budgets.

3.6.6 Human Resources

The Division currently has a number of cost pressures including:

- The implementation of the Council's Single Status Strategy has been successful with the process set to be fully completed by the end of July 2008. However, there is still the need for some additional work (estimated at £80k) resulting from the legal challenges from the Trade Unions in respect of the "Knowledge and Experience Allowance";
- One-off costs in respect of the Statutory Equal Pay Review and the Administrative, Technical, Professional and Clerical (ATP & C) Staff Review. The cost of this work is estimated to be in the region of £45K;
- Cost pressures of around £30K in respect of the preparation for the Authority's "Investors in People (IIP)" assessment planned for October 2008.

The departmental management team are currently in the process of identifying the necessary funding sources to finance these costs.

3.6.7 Interest on Balances

The current position on interest from investments is that these are performing to the budget target. A proportion of the Council's investments continues to be managed by two external investment managers, and the Council's Treasury Management Strategy has once again set stretching targets for these managers in 2008/09 which are being closely monitored by the Corporate Finance Division. An element of these investments may require the use of investment instruments such as gilts to be used which require tactical trades to be undertaken. Inevitably there are risks and rewards with the use of such investment instruments, and whilst the Council needs to continue to review the manager's performance it also needs to be aware that these potential risks/rewards do exist.

The position of interest on balances is also affected during the year by both performance and actual spend on the Capital Programme and the delivery of the Council's disposals programme. Any positive position arising in these areas may allow Council balances to increase, however, at the same time any weakening of this position may lead to reductions in investment income.

3.6.8 Corporate Management

There are currently no immediate issues identified within Corporate Management and it is projected that this budget will break even by the end of the financial year.

4. Housing Revenue Account (HRA)

- 4.1 The Housing Revenue Account balances in 2008/09 are forecast to reduce by £390k due to the revenue contribution of £255k towards the Housing Modernisation Programme (Capital) and other net overspends of £135k. This revised projection compares to an original budgeted reduction of £255k.

Projected HRA Working Balance

Description	£000
Working Balance – 1 st April 2008	3,449
Projected Surplus / (Deficit) Balance 2008/09	(390)
Projected Working Balance – 31st March 2009	3,059

- 4.2 The income due from HRA tenants in respect of Housing Rents and service charges are currently forecast to overachieve by £473k, which is due to a lower than budgeted Right to Buy (RTB) sales in 2008/09.
- 4.3 Supervision and management costs are projected to overspend by £608k due to increased energy costs of £390k, increased premises costs of £60k, increased agency costs of £58k and increased estate management costs of £100k. Proactive budget management has helped to identify potential budget pressures earlier and will enable budget holders/service managers to take corrective actions to contain these pressures within existing resources.
- 4.4 RTB sales were estimated to be 200 in 2008/09 which would generate capital receipts of £17.6million. The current projection for RTB sales has reduced significantly in light of the economic downturn faced by consumers to 100 sales. This is estimated to generate capital receipts of £9.1million, equalling a projected shortfall in capital receipts of £8.5million. The revised projection will impact on the available capital receipts to the Council for investment in capital projects, reducing the retained capital receipts from a budgeted £4.4million to a projected £2.3million.

5. Capital Programme

- 5.1 As at the end of July, the working budget on the capital programme had increased to £101.7m against an original budget of £65.0m. Since the original budget was set, the programme has been updated for approved roll-overs from 2007/08 and a number of new schemes for 2008/09.
- 5.2 These new schemes fall into two categories:
- (a) Provisional schemes from the 2008/09 budget report that have now been successfully appraised by the Capital Programme Monitoring Office (CPMO); and
 - (b) Schemes which have attracted additional external funding, and whose budgets have been increased accordingly.
- 5.3 Whilst the current projection is that total spend will be broadly in line with the budget by the year end (current projected expenditure is £98.9m), it is vitally important that projects and budgets are subject to robust scrutiny to ensure that timetables and milestones can be adhered to, and that budgets are realistic. As a result, Directors and sponsors, with support from corporate finance and CPMO, are currently carrying on this work which will include reviewing the delivery of individual capital schemes to ensure maximum spend is achieved by the year end.

5.4 The completion of capital projects on time and on budget not only supports the Council's drive to excellence through its Use of Resources score, but will also ensure that the benefits arising from our capital projects are realised for the community as a whole.

6. Consultees

6.1 The members and officers consulted on this report are:

Councillor Bramley
Corporate Management Team
Group Managers – Corporate Finance
Capital Programme management Office (CPMO)

Background Papers Used in the Preparation of the Report:

- Oracle reports
- CPMO reports

BUDGET MONITORING REPORT - JULY 2008

SERVICES	2008/09								
	Original Budget	Working Budget	Year to Date Budget	Actual to Date	Year to Date Variance - over/(under)	Forecast Outturn	Variance - over/(under)	Action in place/to be taken	Projected Outturn 2008/09
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Adult & Community Services									
Adult Care Services	5,399	7,139	2,265	2,516	251	7,889	750	}	
Adult Commissioning Services	45,102	44,530	15,315	15,315	0	44,530	0	}	
Community Safety & Preventative Services	3,913	4,044	(468)	(468)	0	4,044	0	}	750 0
Community Services, Heritage & Libraries	7,499	7,733	2,359	2,359	0	7,733	0	}	
Other Services	643	430	3,009	3,009	0	430	0	}	
	62,556	63,876	22,480	22,731	251	64,626	750		750 0
Children's Services									
Schools	123,673	130,887	43,629	44,256	627	130,887	0	}	0 0
Quality & School Improvement	14,026	14,158	4,720	5,627	907	14,662	504	}	0 504
Shared Services & Engagement	3,018	3,028	1,010	1,202	192	3,028	0	}	0 0
Safeguarding & Rights Services	30,885	30,962	10,320	14,159	3,839	35,494	4,532	}	0 4,532
Children's Policy & Trust Commissioning	3,525	3,413	1,131	1,619	488	3,263	(150)	}	0 (150)
Other Services	6,902	6,988	2,330	1,261	(1,069)	6,636	(352)	}	0 (352)
	182,029	189,436	63,140	68,124	4,984	193,970	4,535		0 4,535
Customer Services									
Environment & Enforcement	21,714	22,122	6,397	6,735	338	22,472	350	}	
Barking & Dagenham Direct	4,139	4,469	10,242	10,435	193	4,500	31	}	843 0
Customer Services Strategy	(75)	0	0	63	63	60	60	}	
Housing Services	673	681	709	974	265	1,083	402	}	
	26,450	27,272	17,348	18,207	859	28,115	843		843 0
Regeneration Department									
Asset Strategy & Capital Delivery	305	332	970	709	(261)	235	(97)	}	
Spatial Regeneration	4,297	4,346	1,448	1,982	534	4,379	33	}	
Skills, Learning & Enterprise	1,700	1,726	575	1,523	948	1,896	170	}	591 0
Leisure, Arts & Olympics	6,704	6,977	1,984	1,358	(627)	6,947	(30)	}	
Housing Strategy Services	(1,051)	(1,060)	(353)	(154)	199	(388)	672	}	
Directorate, Policy & Strategic Services	(31)	(77)	(52)	(91)	(39)	(233)	(156)	}	
	11,924	12,245	4,572	5,327	755	12,836	591		591 0
Resources									
Chief Executive	35	37	12	20	8	37	0	}	0 0
Director of Resources & Business Support	130	131	44	77	33	131	0	}	0 0
Corporate Finance	(330)	(305)	(102)	(28)	74	(305)	0	}	0 0
Human Resources	51	74	25	305	280	74	0	}	0 0
ICT & eGovernment	304	328	109	284	175	328	0	}	0 0
Partnerships, Policy, Performance & Communications	563	578	355	377	22	578	0	}	0 0
Legal & Democratic Services	883	940	326	272	(54)	940	0	}	0 0
Strategic Finance & Audit	34	39	13	(73)	(86)	39	0	}	0 0
Corporate Management	4,986	4,886	1,487	1,488	1	4,886	0	}	0 0
General Finance	(15,668)	(25,560)	(13,449)	(13,861)	(412)	(25,560)	0	}	0 0
	(9,013)	(18,852)	(11,180)	(11,139)	41	(18,852)	0		0 0
Contingency	1,200	1,170	0	0	0	1,170	0	}	0 0
Levies	7,182	7,182	1,759	1,759	0	7,182	0	}	0 0
TOTAL	282,328	282,328	98,119	105,008	6,890	289,047	6,718		2,184 4,535

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APPENDIX B

HOUSING REVENUE ACCOUNT - BUDGET MONITORING SUMMARY

Month July 2008

<u>Housing Revenue Account</u>	<u>Original Budget</u> £'000	<u>Revised Budget</u> £'000	<u>Budget Jul-08</u> £'000	<u>Actual Jul-08</u> £'000	<u>Forecast</u> £'000	<u>Variance</u> £'000
NET RENT OF DWELLINGS	(73,317)	(73,317)	(24,439)	(24,580)	(73,731)	(414)
OTHER RENTS	(2,593)	(2,593)	(864)	(864)	(2,593)	0
OTHER CHARGES	(5,542)	(5,542)	(1,847)	(1,847)	(5,601)	(59)
CONTRIBUTIONS TOWARDS EXPENDITURE	0	0	0	0	0	0
TOTAL INCOME	(81,452)	(81,452)	(27,150)	(27,291)	(81,925)	(473)
REPAIRS AND MAINTENANCE	21,754	21,754	7,251	7,251	21,754	0
SUPERVISION & MANAGEMENT	25,549	25,549	8,516	8,701	26,157	608
RENT, RATES AND OTHER CHARGES	379	379	126	126	379	0
NEGATIVE HRA SUBSIDY PAYABLE	17,046	17,046	5,682	5,682	17,046	0
NEGATIVE HRA SUBSIDY TRANSFERABLE TO GENERAL FUND UNDER TRANSITIONAL ARRANGEMENTS	4,611	4,611	0	0	4,611	0
DEPRECIATION & IMPAIRMENT OF FIXED ASSETS	19,963	19,963	6,654	6,654	19,963	0
CAPITAL EXPENDITURE FUNDED FROM REVENUE	255	255	0	0	255	0
HRA SHARE OF CDC COSTS	792	792	264	264	792	0
TOTAL EXPENDITURE	90,349	90,349	28,493	28,678	90,957	608
INTEREST EARNED	(1,660)	(1,660)	(553)	(553)	(1,660)	0
NET COST OF SERVICE	7,237	7,237	790	834	7,372	135
NET ADDITIONAL AMOUNT REQUIRED BY STATUTE TO BE DEBITED (OR CREDITED) TO THE HRA	(6,982)	(6,982)	(2,327)	(2,327)	(6,982)	0
MOVEMENT IN WORKING BALANCE	255	255	(1,537)	(1,493)	390	135
WORKING BALANCE B/F	(2,819)	(3,449)	(3,449)	(3,449)	(3,449)	0
WORKING BALANCE C/F	(2,564)	(3,194)	(3,194)	(3,059)	(3,059)	135

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APPENDIX C

CAPITAL PROGRAMME 2008/2009

SUMMARY OF EXPENDITURE - JULY 2008

<u>Department</u>	<u>Original Budget (1)</u>	<u>Revised Budget</u>	<u>Actual to date</u>	<u>Percentage Spend to Date</u>	<u>Projected Outturn</u>	<u>Projected Outturn against Revised Budget</u>	<u>Projected Outturn against Original Budget</u>
	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>	<u>%</u>	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>
Adult & Community Services	3,661	3,799	170	4%	4,313	514	652
Children's Services	4,982	12,599	2,034	16%	12,583	(16)	7,601
Customer Services	5,683	12,900	1,919	15%	12,537	(363)	6,854
Regeneration	47,007	67,997	11,480	17%	65,879	(2,118)	18,872
Resources	3,675	4,402	643	15%	3,603	(799)	(72)
Total for Department Schemes	65,008	101,697	16,246	16%	98,915	(2,782)	33,907
<u>Accountable Body Schemes</u>							
Regeneration	-	11	-	0%	11	0	11
Total for Accountable Body Schemes	-	11	-	0%	11	0	11
Total for all Schemes	65,008	101,708	16,246	16%	98,926	(2,782)	33,918

Note

(1) Excludes provisional schemes approved at Executive 19th February subject to achieving 'four green lights' from EPO appraisal

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THE EXECUTIVE

9 SEPTEMBER 2008

REPORT OF THE CHILDREN'S TRUST SCRUTINY PANEL

CHILDREN'S TRUST SCRUTINY PANEL - FINAL REPORT	FOR DECISION
<p>Summary</p> <p>The Panel began its work in January 2008 and conducted a very thorough analysis of the current work and operations of the Trust as well as taking advice from the Head of Commissioning Children's Services in Tower Hamlets, which is a pathfinder Borough on integrated joint commissioning. Interviews were also held with Trust partners across the spectrum and these helped the Panel reach a balanced view on the Trust's strengths, weaknesses and potential areas for future development.</p> <p>The Panel recognised the notable achievements of the Trust since its inception in April 2006 and has made a total of 20 recommendations that are intended to help build on this platform. These recommendations cover issues such as the need for the Trust to have a greater focus on performance management and monitoring, improved forward planning based on the key priorities within the Children and Young People's Plan (CYPP) and the Local Area Agreement (LAA), strengthening of the role of the voluntary sector and proposals to help develop the new integrated joint planning and commissioning culture across the Partnership. It is also proposed that scrutiny of the Trust is formalised through regular reporting to the Scrutiny Management Board on performance and progress issues and the creation of ad hoc Panels to examine, in detail, specific problems or underachieving areas.</p> <p>The specific recommendations of the Scrutiny Panel, in light of its investigations and representations received, are as follows:</p> <p>Children's Trust meetings</p> <ol style="list-style-type: none"> (1) The Children's Trust institute a Forward Plan and work programme for Trust meetings that clearly relate to Partnership priorities set out in the Children and Young People's Plan which informs the Local Area Agreement (2) There is a standing item on performance management at each meeting of the Children's Trust that focuses on a number of key areas relating to Local Area Agreement priorities and the Children's Trust work programme, and draws on up-to-date performance information, clearly analysed and compared to local and national targets (3) The Children's Trust look to reduce the size of the agenda for their meetings and the amount of paperwork sent to Trust members; possibly through greater use of electronic access to background documents (4) The Children's Trust should facilitate additional in-depth work on problem areas through, for example, ad hoc planning days and/or preparatory work by sub-groups 	

Role of the Voluntary Sector

- (5) The management processes of the Children's Trust to be reviewed, including the timing and location of meetings and the provision of dedicated support to enable the voluntary sector's participation as equal partners
- (6) The Children's Trust ensures that the strengths of the voluntary sector are fully utilised, particularly in analysing need and providing valuable information from the grass-roots level

Integrated Joint Planning and Commissioning

- (7) Staff capacity to deliver the new integrated joint planning and commissioning culture across the Partnership is reviewed and, if necessary, resources are identified across the Partnership to increase staffing in this area
- (8) A vision statement for joint planning and commissioning across the Partnership is developed, recognising the different cultures in the Partnership and the different commissioning styles that may be required
- (9) A realistic work-programme to implement integrated joint planning and commissioning is developed
- (10) The new structure for the Children's Trust and the new focus on performance management is implemented
- (11) The locality structure, including the re-organisation of staff teams, the devolving of budgets and the provision of locality based services, is integrated with the Council's Neighbourhood management structure
- (12) Locality Partnership Commissioning Teams be established, which are made up of local professionals, to assess locality needs and set commissioning priorities for each area
- (13) The Common Assessment Framework be established consistently across all services for children and young people in the Borough, and the electronic sharing of information through Contact Point be fully implemented in accordance with national timescales
- (14) The participation of children, young people and their families in planning and commissioning of services should both continue and increase
- (15) Priority is given to resolving potential funding issues such as realigning budgets to preventative services whilst ensuring that the capacity to respond to acute needs is retained
- (16) A programme of work-force development for Partnership staff is planned and implemented, including the voluntary and private sectors, to support integrated joint planning and commissioning and ensuring that the training is sensitive to the particular needs of different groups and the timetabling requirements of schools

Children and young people with learning difficulties and disabilities

(17) Evidence regarding the impact of service improvements on the outcomes for children and young people with learning difficulties and disabilities, including the transition to adulthood, be collated.

Every Child Matters

(18) The contribution of partners to each of the five outcomes be improved by promoting closer working partnerships (e.g. between schools and the voluntary sector, for instance, in connection with 'make a positive contribution'), and the sharing of information (e.g. to enable the Police to signpost children and young people to services and opportunities)

Role of Councillors

(19) Officers report on a regular basis to the Scrutiny Management Board on the performance and progress of the Children and Young People's Plan and Local Area Agreement priorities

(20) Scrutiny Management Board consider establishing ad hoc Scrutiny Panels to examine, in depth, any problem or underachieving areas within the Children's Trust.

Recommendation

The Executive is asked to consider the Children's Trust Scrutiny Panel's report and action plan and, if appropriate, respond in a separate report or verbally to the Assembly.

Reason

In order to assist the Council achieve its Community Priority in 'Developing Rights and Responsibilities with the local community' and improve the performance management and accountability of the Children's Trust.

Lead Member: Councillor Evelyn Carpenter	Lead Member	Tel: 020 8591 7604
Clair Bantin	Team Manager, Scrutiny and Civic, Democratic Services	Tel: 020 8227 2352 Fax: 020 8227 2171 Minicom: 020 8227 2685 E-mail: clair.bantin@lbbd.gov.uk

1 Introduction

1.1 The Joint Area Review (JAR) assessment of Children's Services in 2007 was disappointing. One recommendation was that the Council should ensure that members have sufficient time to effectively scrutinise children's services and the wider Children's Trust.

1.2 Therefore, a Scrutiny Panel was set up in January 2008 by the Scrutiny Management Board to review the work of the Children's Trust.

2. Membership

- 2.1 The membership of the Scrutiny Panel comprised Councillor Evelyn Carpenter (Lead Member), Councillor Mrs Dee Hunt, Councillor Miss Nadine Smith, and Councillor Richard Barnbrook. Councillor Barnbrook was unable to attend, and resigned because of pressure of work. Miss Jill Pullen, Non-Executive Director of Barking and Dagenham Primary Care Trust and Mrs Lynda Rice, Parent Governor representative, were also appointed to the Scrutiny Panel.
- 2.2 The Independent Scrutiny Support Officer was Bruce Morris, Head of Adult Care Services, and the Lead Client Officer was Meena Kishinani, Head of Children's Policy and Trust Commissioning. The Democratic Support Officers were John Dawe and Margaret Sampson.

3 Terms of Reference and Objectives

3.1 The terms of reference of the Panel were:

- (i) To review the Children's Trust in its early stages, with particular emphasis on: how the Trust is working; the contributions and views of all partners; and what needs to be done for the Trust to work more effectively.
- (ii) To review progress in producing an integrated commissioning strategy, leading to the establishment of a commissioning process that provided a better service to children and young people.
- (iii) To examine the role of councillors in the Children's Trust.
- (iv) To monitor the Joint Area Review action plan and the Children and Young People's Plan, with particular regard to children with learning difficulties and disabled children.
- (v) To ensure that the processes operated by the Local Children's Safeguarding Board are effective and reflect best practice.
- (vi) Like all Scrutiny Panels, to consider any related equalities and diversity and health implications.

4 Background

4.1 The Scrutiny Panel agreed a work-programme at its first meeting setting out the methods of scrutiny and types of evidence that Members wished to consider. The methods of scrutiny included:

- presentations by officers and an external expert from another local authority
- interviews with a representative selection of Children's Trust partners either in Scrutiny Panel meetings, or (because of time constraints) by the Lead Member and Democratic Services Officer outside Panel meetings
- reports by Children's Services officers and Democratic Services officers on areas being scrutinised
- research of relevant documents from, for example, Children's Services, OFSTED, and the Department for Children, Schools and Families

- seeking clarification at meetings of the Scrutiny Management Board on 20 February 2008 and 26 March 2008 on reports relevant to the work of the Scrutiny Panel.
- 4.2 The Scrutiny Panel agreed questions in advance to ask Children's Trust partners (see **Appendix 1**), the external expert on commissioning from another Local Authority (see **Appendix 2**), and in connection with the Joint Area Review Action Plan (see **Appendix 2**). These were emailed to interviewees and officers in advance of meetings.
- 4.3 To help ensure accuracy, and to identify the key issues:
- full interview notes and notes of presentations were prepared
 - draft notes were distributed to interviewees and officers for amendment - most interviewees took advantage of this
 - there was the opportunity to glean evidence on the same issue from a variety of sources.
- 4.4 In line with best practice, the Scrutiny Panel sought external advice about an issue identified by the Corporate Director for particular scrutiny - the integrated joint commissioning of children's services. Karen Badgery, Head of Commissioning Children's Services in Tower Hamlets, gave a presentation to the Scrutiny Panel about progress in one of the Children's Trust national pathfinders.
- 4.5 In addition, a selection of Children's Trust partners were interviewed and the list of presentations and reports considered by the Scrutiny Panel are set out in **Appendix 3**. A full list of all the documentation presented to the Scrutiny Panel for consideration is set out in **Appendix 4**.

5. The Children's Trust

- 5.1 The Children's Trust was established in April 2006. The Corporate Director of Children's Services and the Lead Member have a statutory role for the welfare and well-being for all aspects of children's lives and this remit is expressed in structural and governance terms through the Children's Trust which brings together all the relevant partners from schools, Council services, the Police, Primary Care Trust (PCT), Learning Skills Council (LSC), and the voluntary sector.
- 5.2 The Scrutiny Panel looked at how well the Children's Trust was working and what had been achieved since its inception. The Panel also investigated whether there were areas of weakness.
- 5.3 There was evidence that the Children's Trust has started to create relationships and break down barriers between individual services. This was felt to be new ground for most of the partners because, previously, contact had been ad hoc. The Children's Trust enabled partners to discuss the same strategic issues, forge relationships in doing so and, thus, lead to a growing understanding of each others' sectors.
- 5.4 The networking and informal processes have also led to new joint working. For example, the PCT are funding a multi-organisation project involving the voluntary sector and Leisure Services to combat children's obesity.

5.5 Other notable achievements attributed to the Children's Trust even at this early stage include:

- the reduction in number of those Not in Education, Employment or Training (NEETS) arising from a new focus on prevention earlier in secondary schools, and the development of a screening model for children in the early years
- stronger links between the Police and secondary schools
- making young people central to decision-making, and finding new ways to engage them in decision-making.

5.6 However, areas of weakness included:

- the lack of a robust focus on clear priorities relating to the outcomes of Every Child Matters and the Local Area Agreement (LAA).
- the lack of up-to-date performance information, clearly analysed and compared to local and national targets on 3 or 4 key areas at each meeting
- the need 'to become operationally nimble' and drive down the good partnership working at the strategic level to the middle management operational level
- meetings with large agendas and copious paper-work delivered at short notice
- insufficient time for in-depth planning

5.7 Work is in hand to resolve these problems and a simpler structure for the Children's Trust is proposed. The strategic body will focus on performance management with operational sub-groups dealing with, for example, school improvement, integrated youth services, and learning difficulties and disabilities to focus on specific areas of service provision.

5.8 At the grass-roots level, services will be organised in 6 localities aimed at helping middle managers focus on intractable problems. Services will use the Common Assessment Framework and share information electronically through Contact Point.

6. Financial pressures

6.1 There was a general impression that financial pressures were not unduly constraining the Children's Trust. It was suggested, in fact, that the Borough was awash with different initiatives and funding streams which were putting additional pressure on partners.

6.2 Moreover, the PCT has been in a good position to support Children's Trust priorities because of an under-spend in 2007/ 2008.

6.3 There was a general view that hard decisions needed to be made to re-allocate resources, particularly to meet the needs of young people and to deal with anti-social behaviour.

7. Role of the voluntary sector

7.1 There was evidence that the Children's Trust needed to do more to facilitate the contribution of the voluntary sector to partnership working. More could be done to empower and improve the contribution of the voluntary sector and make use of valuable data gleaned by them at the local level.

- 7.2 Unlike other Children's Trust partners who were senior managers in their organisations, voluntary sector representatives were usually front-line workers: the Children's Trust needed to take account of this difference.
- 7.3 The voluntary sector representatives did not feel equal partners in the Children's Trust partly because of the formality of meetings held in the Council Chamber at Barking Town Hall where the seating arrangements, for example, are hierarchical. Like other Children Trust partners, they found it hard to cope with large agenda and copious paper-work delivered only a few days before meetings. They were also concerned about the impact of commissioning on their budgets.
- 7.4 This was an area explored with Karen Badgery, Head of Commissioning Children's Services in Tower Hamlets. She spoke about the difficulties of embedding the new commissioning culture in the voluntary sector in Tower Hamlets. Capacity building to enable voluntary sector services to tender for work had been an important priority yet it had remained difficult for the voluntary sector to generate bids of sufficient quality. The voluntary sector was encouraged to join in consortia with both local and national organisations to make bids which could compete with national organisations.
- 7.5 Karen Badgery advised that, whilst the voluntary sector in Tower Hamlets had particular strengths in analysing need, commissioning decisions needed to be transparent to all. She considered that there were no specialist niche services which only the voluntary sector could offer.

8. Integrated joint planning and commissioning

- 8.1 The Scrutiny Panel also investigated, in general, the new arrangements for the joint planning and commissioning of services for children and young people. Arrangements in Barking and Dagenham were compared with the London Borough of Tower Hamlets, one of the national Children's Trust Pathfinders.
- 8.2 Joint planning and commissioning is defined in Tower Hamlets as the process of assessing needs, allocating resources, defining priorities and choices and determining how they are best delivered, monitoring implementation and delivery, evaluating impact, and learning from the process. This is similar to the definition used in Barking and Dagenham.
- 8.3 In Tower Hamlets there are three levels of commissioning:
- strategic – the setting and development of services to children and young people
 - operational – the process of procuring and developing services
 - individual – the procurement of individual packages of care and education

Barking and Dagenham are moving in this direction but are currently concentrating on developments at the strategic level. Barking and Dagenham will also operate a locality structure to procure and develop services at the operational level.

- 8.4 The commissioning cycle in both Authorities is similar. In Tower Hamlets there is:
- a Commissioning Principles and Framework document establishing a shared vision for commissioning across the partnership. This was prepared in

consultation with children and young people, statutory partners and third sector groups

- a commissioning unit responsible for the overall strategic direction of commissioning with some posts funded by the PCT
- an Access to Resources Team responsible for the procurement and management of placements. Social workers make referrals to this team who are then responsible for considering whether the future care plans, particularly those that involve residential placement, are necessary. The placement budget of £13 million has been halved as a result of the commissioning approach.

8.5 In Barking and Dagenham, the new Children's Trust structure incorporates a Joint Commissioning Board. There is a head of service post with the lead for joint commissioning, a group manager post and a small team of three commissioning officers. In recognition that the structure needs to be strengthened, grant funds will be sought to increase staff. Possibly, the PCT will assist.

8.6 Although an extensive needs analysis has been undertaken across the partnership and priorities agreed which underpin the Children and Young People's Plan and the LAA, further development is required to ensure the full implementation of the joint planning and commissioning of children's services in Barking and Dagenham. Further progress is needed on:

- preparing a vision statement for joint planning and commissioning across the partnership recognising the different cultures in the partnership, and different commissioning styles in the Council and PCT, for instance;
- implementing the new structure for the Children's Trust and the new focus on performance
- implementing the locality structure including the re-organisation of staff teams, the devolving of budgets, and the provision of services supported by the Council's neighbourhood management structure and others, as appropriate
- establishing Locality Commissioning Teams made up of local professionals who would assess locality needs and set commissioning priorities for each area
- implementing the Common Assessment Framework consistently across all services for children and young people in the Borough and fully implementing the electronic sharing of information through Contact Point
- increasing the participation of children, young people and their families in planning and commissioning services
- resolving funding allocations, such as shifting budgets to preventative services whilst retaining the capacity to respond to acute needs
- the planning and the implementing of work-force and market (private and voluntary sector) development to support all of the above which is sensitive to the particular needs of different groups and the timetable requirements of schools.

8.7 Such a substantial and complex cultural shift across a large partnership necessitating the multi-faceted work-programme outlined above requires sufficient staff resources to make progress. It is not clear that a head of service (with other wide-ranging responsibilities) with a group manager post assisted by a small team of three officers will be sufficient for the task.

9. Children and young people with learning difficulties and disabilities (LDD)

- 9.1 The Scrutiny Panel received detailed information on the progress made in responding to the recommendations of the 2007 JAR and the supplementary papers listed in Appendix 4. The Panel paid particular attention to the improvement in services for children and young people with learning difficulties and disabilities (LDD). The JAR assessment had been critical, for example, of their employment and education opportunities, the integration of services for this group, consultation with children and young people with LDD, and their representation and participation in the youth forum.
- 9.2 The Divisional Director for Safeguarding and Rights explained to the Scrutiny Panel the role of the new strategic board for children and young people with learning difficulties and disabilities. The remit of the board is to oversee the implementation the JAR recommendations, improve understanding of LDD across partner agencies, and ensure that the voices of children and their families are reflected in decision making. The strategic board has established a Borough wide parents' board and specific sub-groups for speech and language, autism, behaviour, and a deaf task group. The Scrutiny Panel also learnt how a group of voluntary sector organisations had been commissioned by Children's Services to develop a youth parliament for disabled children and to undertake consultations with them: this was now in place and had proved a successful and popular forum.
- 9.3 The implementation of the JAR recommendations through an action plan is closely monitored. Scrutiny Management Board, for instance, on 26 March 2008 considered a report on 'Achieving Excellence 2007/2008 Quarter 3 ' which showed that 61% of the JAR actions were on track, 16% were making slower progress, 9% were not due yet, and 13% were completed. The recommendation, however, that specialist facilities are made available to children with LDD who are not pupils of Trinity School had not yet been achieved. This would be addressed by additional resources and building an additional special school through Building Schools for the Future.
- 9.4 Other future developments that have already been addressed include:
- the integration of all services from the Barking Children's Health Centre when opened
 - the Transitions Team based in Adult Services to work with young people aged 14-16 during their transition to adulthood
 - School Action and Action+ assessment would now be through the Common Assessment Framework to help identify all children with LDD
 - the implementation of individual budgets using the Adult Services model
 - a campaign to increase the participation of disabled children in the Every Child Matters agenda.
- 9.5 Nevertheless, the Scrutiny Panel was concerned to see more evidence of the impact of service improvements on the lives of children and young people with LDD, particularly at the transition stage to adulthood.

10. Children and Young People's Plan

- 10.1 The Scrutiny Panel investigated whether, and how, the Children and Young People's Plan (CYPP) affected the work of partner organisations. Statutory and voluntary sector partners explained how they had contributed to the CYPP priorities and how the relevant sections of the plan were built into their own strategic and operational plans. There was plenty of evidence that this document was well embedded in the work of all the Partners.
- 10.2 The schools' representatives also reported that schools had regard to the CYPP plan: schools were aligned to it because they work to the same agenda.

11. Every Child Matters

- 11.1 The Scrutiny Panel explored whether any of the five outcomes of 'Every Child Matters' (enjoy and achieve, be healthy, stay safe, make a positive contribution, enjoy economic well-being) were more difficult to achieve by the partnership. However, as the Children's Trust was at an early stage in its development, there was no clear evidence one way or the other.
- 11.2 Partners generally felt that they were making a greater or lesser contribution in all areas and had a part to play. The Police thought that the Children's Trust could be more demanding of its partners in this area and suggested that the Police could be involved in sign-posting in connection with the strand 'enjoy economic well-being'.
- 11.3 The primary schools' representative said that schools did not have the capacity to contribute to all strands. The secondary schools' representative felt that the outcome 'make a positive contribution' was more difficult to achieve for schools (though this was a strength of the voluntary sector).
- 11.4 The Corporate Director for Children's Services thought that the Children's Trust could do more to mesh contributions together.

12. Local Children Safeguarding Board

- 12.1 The Scrutiny Panel was asked to consider the relationship between the Children's Trust and the Local Children Safeguarding Board. At the Scrutiny Management Board on 20 February 2008, it was reported that recommendations arising from Serious Case Reviews which had implications for the Children's Trust were communicated and monitored. The Chair of the Independent Local Children Safeguarding Board sits on the Children's Trust as a member and the LCSB is a standing item on the agenda of the Children's Trust for a brief update with a twice yearly formal report.
- 12.2 Responsibility for implementing Serious Case Reviews lies with the Local Children Safeguarding Board.

13. Role of Councillors

- 13.1 To check best practice in other Authorities, a survey was carried out into the role of Councillors in the Children's Trust. Of the fourteen Authorities investigated, all had a framework for delivering children's services located within the Local Strategic

Partnership structure. They had a children's trust or similar body with an operation and membership similar to Barking and Dagenham's. Many of the Authorities had a corresponding scrutiny function; some by operating individual scrutiny reviews of discrete areas, some by establishing standing scrutiny commissions on Children's Services. The portfolio holder was usually the only councillor involved in the children's trust or similar body.

Background Papers Used in the Preparation of this Report

Background papers are listed in Appendix 4 to this report.

Questions for Children's Trust partners

1. What is your role in the Children's Trust?
2. Please tell us briefly about what has worked well in the Children's Trust from your perspective, and why? Please give just two examples of this.
3. What has worked less well in the Children's Trust from your perspective, and why? What are the areas that the Children's Trust needs to improve?
4. Supplementary question as necessary: Are financial pressures constraining the development of children and young people's services and, if so, what can be done about this by the Children's Trust?
5. How is data shared across the Children's Trust and how does it inform needs assessment and the commissioning of services?
6. In what ways has the well being of children in Barking and Dagenham been improved by the Children's Trust (recognising that measuring the effect of the Children's Trust at such an early stage presents difficulties)? Nevertheless, can you give us, say, 2 examples of significant developments that have resulted from the work of the Children's Trust?
7. How does the Children and Young People's Plan feed into and affect the work of your organisation? How do the strategic priorities set out in the Plan translate into deliverable operational objectives in your organisation, and how do you ensure that they are delivered?
8. 'Have any of the five outcomes in Every Child Matters (enjoy and achieve; be healthy; stay safe; make a positive contribution; enjoy economic wellbeing) been more difficult to achieve from your organisation's perspective, and what has been the easiest to achieve?'
9. Question for voluntary sector members: How do the voluntary sector representatives on the Children's Trust ensure that they adequately represent other voluntary sector groups?

Questions for Tower Hamlets on joint commissioning of children and young people's services

1. Is there agreement on a joint commissioning strategy and how is joint commissioning defined?
2. How is a culture for successful commissioning being developed?
3. What is the commissioning cycle?
4. How does the Children's Trust oversee and co-ordinate planning and commissioning activities and delivery of services, and ensure that they are simple and streamlined?
5. How does the commissioning and development of services take account of the views of young people and families?
6. Is there a Joint Commissioning Unit? Who leads the partnership to commission services; gather information about services; agrees what better services look like; writes contracts; monitors effective delivery of services?
7. Is there any evidence that services are being reviewed and redesigned as a result of the commissioning process?
8. What has been the impact of commissioning on the voluntary sector in Tower Hamlets?
9. What has the Year 1 Review of your Children and Young People's Plan highlighted for you?

Questions on Joint Area Review (JAR) Action Plan?

1. Has the Children's Trust addressed immediate action points arising from the JAR? Have there been delays and, if so, why?
2. How far has progress been made with the intermediate and long-term issues raised by the JAR?
3. How far advanced are the plans for children with disabilities? Have the weaknesses identified by the JAR been addressed or are there still areas of concern?

List of interviews, meetings and presentations

Children's Trust partners interviewed:

Councillor Jeanne Alexander, Lead Member for Children's Services
Roger Luxton, Corporate Director of Children's Services
Hilary Ayerst, Chief Executive Barking & Dagenham Primary Care Trust
Superintendent Dave Reed, Deputy Borough Commander, Metropolitan Police
Trevor Cook, Partnership Director for Barking and Dagenham and Havering, Learning and Skills Council
Karen West-Whyllie, Chief Officer, Barking and Dagenham CIII
John Wainaina, Project Manager, African Youth League
Gary Wilder, Primary Headteacher representative
Roger Leighton, Secondary Headteacher representative

Reports and Minutes of the Scrutiny Panel meetings held on:

14 January 2008
28 January 2008
13 February 2008
4 March 2008
12 March 2008
25 March 2008

Presentations to the Scrutiny Panel

Barking & Dagenham Children's Trust by Meena Kishinani, Head of Children's Policy and Commissioning

Barking & Dagenham Children's Trust Commissioning Strategy by Meena Kishinani, Head of Children's Policy and Commissioning

Background papers used in the preparation of this report

Children's Workforce Development Council	Common Assessment Framework Fact Sheets (www.everychildmatters.gov.uk) October 2007.
Fox, Claire	Not all birds of a feather (www.LocalGov.co.uk) 21 February 2008
HM Government	Joint Planning and Commissioning framework for children, young people and maternity services. March 2006.
Improvement & Development Agency	Children's Services Scrutiny Toolkit (www.idea.gov.uk)
London Borough Tower Hamlets	Children's Trust Pathfinder: Commissioning Principles and Framework (www.everychildmatters.gov.uk) March 2005.
London Borough Tower Hamlets	How to Develop and Embed a Framework for Commissioning Principles across Partner Agencies (www.everychildmatters.gov.uk) February 2007.
Maxwell, Nicolas	Service User Involvement in Tendering (Ch. 3 'Commissioning with Service Users and Carers') (www.integratedcarenetwork.gov.uk) May 2006.
National Youth Agency	Hear by Right – Children and Young People's Trusts and Local Authority decision making (www.hbr.nya.org.uk)
OFSTED/ CSCI	2006 Annual performance assessment of services for children and young people in Barking and Dagenham. 1 November 2006
OFSTED	Barking & Dagenham: Joint Area Review of Children's Services. June 2007.
OFSTED	Barking & Dagenham: Joint Area Review of Children's Services. June 2007.
Smyth, Judith	Integrated Commissioning for Children's Services (www.opm.co.uk/2006_pubs/44comm.htm)
Whyte, David	Partnership: the new challenges for Local Government (Ch.4 'Working with Service Providers') (www.integratedcarenetwork.gov.uk) July 2006.

LB Barking and Dagenham background documents:

Analysis of 2006/07 Permanent and Fixed Exclusions

Analysis of L2 and L3 qualifications at the age of 19: 2006/07

Barking and Dagenham Inclusion Statement

Children's Trust: agenda and reports. 15 January 2008

Children's Trust: structure

Children and Young People's Plan 2006-2009: a summary

Children and Young People's Plan 2006-2009: one year on

Integrated Services for Young People (ISYP): Governance Structure

Joint Area Review Action Plan 2007

Learning Difficulties and Disabilities: Background and Current Position.
2 October 2007

Learning Difficulties and Disabilities: Notes/Outline for LDD Board

Learning Difficulties and Disabilities: Board Terms of Reference. August 2007

Learning Difficulties and Disabilities Board: Engagement and Communication.
31 January 2008

Strategic Review of services for disabled children. 7 August 2006

ACTION PLAN FOR CHILDREN'S TRUST SCRUTINY PANEL

Recommendation	Officer responsible for implementing action / progress	Date recommendation to be implemented by	Progress monitoring (in addition to the progress report to SMB in April 2009)
Children's Trust meetings			
(1) The Children's Trust institute a Forward Plan and work programme for Trust meetings that clearly relate to Partnership priorities set out in the Children and Young People's Plan which informs the Local Area Agreement.	Caroline Martindale / Alan Dawson	September 2008	Completed (Under new arrangements the Trust's sub-groups have been established to complement the priorities and will act as the delivery boards for the CYPP, reporting back on a six monthly rota basis)
(2) There is a standing item on performance management at each meeting of the Children's Trust that focuses on a number of key areas relating to Local Area Agreement priorities and the Children's Trust work programme, and draws on up-to-date performance information, clearly analysed and compared to local and national targets.	Meena Kishinani / Guy Swindle	November 2008	Ongoing
(3) The Children's Trust look to reduce the size of the agenda for their meetings and the amount of paperwork sent to Trust members; possibly through greater use of electronic access to background documents.	Meena Kishinani / Alan Dawson		Completed (Only 3 items in addition to standing item. This will further reduce when (1) has been implemented.)
(4) The Children's Trust should facilitate additional in-depth work on problem areas through, for example, ad hoc planning days and / or preparatory work by sub-groups.	Meena Kishinani	September 2008	Ongoing (Schedule of away-days are currently being agreed for the next 12-months.)

Recommendation	Officer responsible for implementing action / progress	Date recommendation to be implemented by	Progress monitoring (in addition to the progress report to SMB in April 2009)
Role of the Voluntary Sector			
(5) The management processes of the Children's Trust to be reviewed, including the timing and location of meetings and the provision of dedicated support to enable the voluntary sector's participation as equal partners.	Meena Kishinani / Guy Swindle / Heather Wills	December 2008	Ongoing
(6) The Children's Trust ensures that the strengths of the voluntary sector are fully utilised, particularly in analysing need and providing valuable information from the grass-roots level.	Meena Kishinani / Justin Varney (PCT)	November 2008	Ongoing (Voluntary Sector to be invited to be part of Data and Intelligence Group reporting to the Children's Trust)
Integrated Joint Planning and Commissioning			
(7) Staff capacity to deliver the new integrated joint planning and commissioning culture across the Partnership is reviewed and, if necessary, resources are identified across the Partnership to increase staffing in this area.	Roger Luxton / Meena Kishinani	March 2009	Ongoing
(8) A vision statement for joint planning and commissioning across the Partnership is developed, recognising the different cultures in the Partnership and the different commissioning styles that may be required.	Meena Kishinani / Paul Sinden (PCT)	March 2009	Ongoing

Recommendation	Officer responsible for implementing action / progress	Date recommendation to be implemented by	Progress monitoring (in addition to the progress report to SMB in April 2009)
(9) A realistic work-programme to implement integrated joint planning and commissioning is developed.	Meena Kishinani / Paul Sinden (PCT)	March 2009	Ongoing
(10) The new structure for the Children's Trust and the new focus on performance management is implemented.	Meena Kishinani / Guy Swindle	October 2008	Ongoing
(11) The locality structure, including the re-organisation of staff teams, the devolving of budgets and the provision of locality based services, is integrated with the Council's Neighbourhood Management structure.	Christine Pryor / Meena Kishinani	March 2009	Ongoing (First three teams in place) January 2009 (next 3 teams in place) March 2009 (full implementation)
(12) Locality Partnership Commissioning Teams be established, which are made up of local professionals, to assess locality needs and set commissioning priorities for each area.	Christine Pryor / Meena Kishinani	March 2009	Ongoing
(13) The Common Assessment Framework be established consistently across all services for children and young people in the Borough, and the electronic sharing of information through Contact Point be fully implemented in accordance with national timescales.	Tolis Vouyioukas / Jan McColm	October 2008	Ongoing (Common Assessment Framework – First year training completed by end October 2008. Established consistently by January 2009. Contact Point deployment March 2009 with 18 months to fully implement.)

Recommendation	Officer responsible for implementing action / progress	Date recommendation to be implemented by	Progress monitoring (in addition to the progress report to SMB in April 2009)
(14) The participation of children, young people and their families in planning and commissioning of services should both continue and increase.	Meena Kishinani	December 2008	Ongoing
(15) Priority is given to resolving potential funding issues such as realigning budgets to preventative services whilst ensuring that the capacity to respond to acute needs is retained.	Paul Sinden (PCT) / Meena Kishinani	March 2009	Ongoing
(16) A programme of work-force development for Partnership staff is planned and implemented, including the voluntary and private sectors, to support integrated joint planning and commissioning and ensuring that the training is sensitive to the particular needs of different groups and the timetabling requirements of schools.	Ann Fulcher / Mark Shepperd (PCT)	October 2008	(Joint Induction begins and workforce strategy to be finalised to Children's Trust for sign-off) October 2008.)
Children and young people with learning difficulties and disabilities			
(17) Evidence regarding the impact of service improvements on the outcomes for children and young people with learning difficulties and disabilities, including the transition to adulthood, be collated.	Tolis Vouyioukas / Bruce Morris	December 2008	Ongoing

Every Child Matters			
(18) The contribution of partners to each of the five outcomes be improved by promoting closer working partnerships (e.g. between schools and the voluntary sector, for instance, in connection with 'make a positive contribution'), and the sharing of information (e.g. to enable the Police to signpost children and young people to services and opportunities)	Children's Trust Partners	March 2009 (Multi-agency Teams in Localities)	Ongoing
Role of Councillors			
(19) Officers report on a regular basis to the Scrutiny Management Board on the performance and progress of the Children and Young People's Plan and Local Area Agreement priorities	Roger Luxton / Meena Kishinani	December 2008	Ongoing
(20) Scrutiny Management Board consider establishing ad hoc Scrutiny Panels to examine, in depth, any problem or underachieving areas within the Children's Trust.	John Dawe	December 2008	Ongoing

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THE EXECUTIVE

9 SEPTEMBER 2008

REPORT OF THE CORPORATE DIRECTOR OF ADULT AND COMMUNITY SERVICES

COMMUNITY FACILITIES REVIEW	For Decision
<p>Summary: A review of community facilities in the borough has been conducted in light of emerging good practice in the field. Using the results of that review a policy is proposed that develops the existing policy and has the following key objectives:</p> <ol style="list-style-type: none"> 1. To create a network of well managed community facilities 2. To support asset transfer where it is appropriate 3. To increase the use of community facilities 4. To increase provision in those areas where it is needed 5. To increase investment in all facilities <p>Wards Affected: All</p>	
<p>Recommendation(s) The Executive is asked to agree:</p> <ol style="list-style-type: none"> (i) The policy for community facilities in Barking and Dagenham as set out in section 3.2 of this report; (ii) The outline criteria for asset transfer as set out in section 3.3 of this report in line with the Council's Land acquisitions and disposal rules and any further reports to the Executive as appropriate. (iii) To authorise the Corporate Director for Adult and Community Services, in consultation with the Portfolio Holder for Community Halls, to agree the detailed criteria for asset transfer. 	
<p>Reason(s) To assist the Council in achieving its Community Priorities of 'Raising General Pride in the Borough' and 'Developing Rights and Responsibilities with the Local Community' and in order to create a network of good quality community facilities across the borough.</p>	
<p>Implications:</p> <p>Financial: There are no immediate financial implications directly as a consequence of this report. If additional investment is required as a consequence implementing the objectives of the Review of Community Facilities this could result in additional Capital expenditure and subsequent revenue costs related to capital / borrowing and improvements. External funding could ultimately reduce / mitigate any financial requirement and this is being sought where possible. If any Council funding is required to implement the community facilities policy appropriate consents will be sought through the Council's established financial procedures.</p> <p>Legal:</p>	

Legal implications may arise from the development of partnership agreements regarding the use of individual sites and buildings. These will be dealt with through the normal processes and with the full involvement of the Council's Legal Services.

Risk Management:

A full risk analysis was carried out as part of the review report and mitigating actions identified. These include developing fundraising capacity and governance skills in voluntary and community groups and working with umbrella groups to improve support for voluntary groups.

Social Inclusion and Diversity:

The Race Relations (Amendment) Act 2000 places a requirement on local authorities to make an assessment of the impact of new and revised policies in terms of race equality. Existing policies have already been subjected to impact assessments. This Authority has adopted an approach of extending the impact to cover gender, disability, sexuality, faith, age and community cohesion.

A Policy Proofing process has been introduced to assess such impacts and the outcome insofar as this report is concerned. Following an EIA initial screening potential issues were identified in the following areas:

- Historic patterns of established use that could put new organisations at a disadvantage in booking some facilities.
- Potential ignorance of the provisions of the Disability Discrimination Act with subsequent discriminatory behaviour.
- The risk of disposing of council property without recognising unmet demand for facilities by some disadvantaged groups.

All of these will require the collection of additional data before developing a full action plan and a further detailed assessment of the impact of that will then take place.

Crime and Disorder:

Section 17 of the Crime and Disorder Act 1998 places a responsibility on local authorities to consider the crime and disorder implications of any proposals. In relation to this report the key actions relate to:

- Ensuring that all users of community facilities are made aware of community safety and crime prevention
- Encouraging those responsible for the management of community facilities develop good working relationships with their local Safer Neighbourhood Teams
- Ensuring that training for facilities managers includes security in order to reduce the potential for vandalism and anti-social behaviour.
- Promoting the use of all community facilities emphasising their importance as centres for diversionary activity for young people

These matters will be promoted as part of the training that will be developed to support the better management of all community facilities.

Options Appraisal:

There are three options with regard to community management and/or ownership of community facilities. These are:

- To retain the status quo
- To undertake full-scale asset transfer in any case
- To transfer only when certain conditions are met regarding the capacity of particular CAs or voluntary bodies to successfully undertake the management role.

The status quo is not a viable option. We have a policy of supporting community halls as settings where community activities that develop social capital and promote community cohesion can take place but the policy of moving all halls towards local management is not yet working in practice. The Council has done little to promote the use of other possible venues and the current “stock” of community halls is continuing to deteriorate. It will not be helpful to continue in this vein.

To seek local asset management and/or ownership in all cases would clearly address the first concern but would also create other difficulties. In particular it would run the risk of passing local management to bodies that were not equipped to offer it and the risk of failure and forced council intervention would be high in some cases. Failures would set back the arguments in favour of such arrangements and should not be risked.

The council has an existing policy that recognises the value of local management. Through its work with voluntary and community groups the Council is aware of the capacity of local voluntary bodies. Therefore the best option would be to seek out those organisations that would have the capacity to take on the management role and to support, develop and encourage them into that role.

Contact Officer:

Philip Baldwin

Title:

Group Manager
Community
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Contact Details:

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1. Introduction and Background

1.1 A Best Value Review of Community Halls was completed in 2002 and the recommendations agreed by Executive on November 26th 2002 included “That self-financing of Community Halls be developed over a three year period.....”. In effect the policy is to develop local community associations to take full responsibility for running their local Community Hall and eventually take over responsibility for the entire Hall with a long lease from the Council governing that relationship. In effect this model of “asset transfer” was well ahead of the similar policy now being promoted and developed by central government.

1.2 The implementation of this policy has required a lengthy development process for some Community Associations (CAs) and the physical condition of some halls has made some CAs reluctant to sign up to long leases that might mean they would need to meet big repair bills. However the adoption of a wider policy on community facilities in the Borough will support the delivery of the existing policy whilst improvements to the Halls will drive forward improvements in community facilities overall.

- 1.3 Community Halls are important as facilities that enable community-led activity in the Borough but they are not the only ones that do that. A strong network of community facilities will have the following benefits for the borough:
- *A Strong Community*: greater opportunities to strengthen ties within our communities by creating opportunities for people to come together
 - *Active and Healthy*: facilities that support the provision of services which enable citizens of all ages to live active and meaningful lives, for example older and disabled people
 - *Living and Working*: supporting the development of skills in management committees which can increase the employability of those individuals
 - *Enjoy and achieve*: more and better things to do and places to go
- 1.4 Officers in the Community Development Service have conducted a review of community facilities in the borough, with the aim of ensuring a 'fit for purpose' network of provision to meet the borough's needs into the future. Officers in Property Services have supported them in this work.
- 1.5 The following terms of reference were adopted for this review:

To develop and oversee the implementation of a strategy to improve the quality of service and efficiency of community facilities located in the borough, to meet the present and future needs of the community.

In this context, 'community facilities' are defined as venues available for public, communal activity, which can be hired by the statutory agencies, the public or voluntary and community organisations.

2. Consultation conducted to inform the review

- 2.1 A questionnaire was sent to more than 200 providers of potential community facilities (identified via a range of Council-held lists). The views of users of facilities were also sought via questionnaires published in the Citizen, publicised in the local press, and made available in libraries and community halls. A questionnaire was also sent to all Members.
- 2.2 A presentation was made to Scrutiny Management Board, seeking views of SMB to inform the review. Members were given a further opportunity to contribute, via several briefing sessions, immediately prior to the completion of the current draft of the review.
- 2.3 Colleagues in Children's Services working in the field of extended schools have been consulted about the review report. Officers from children's, leisure, and property services, as well as from the PCT have been consulted about plans for Community Halls, seeking to identify any potential synergies with the Council's emerging asset strategy.
- 2.4 In discussion with colleagues from Property Services it has been agreed that any requirement for future premises that arises will be reviewed via the Council's Corporate Asset Management Group in the first instance to ensure that other existing or planned assets would not fulfil these requirements. Likewise, where any

Community Hall becomes surplus to requirements, it will be reviewed as a corporate disposal and subject to the formal disposal process.

3. A policy for community facilities in Barking and Dagenham

3.1 A policy is proposed, in light of the review and developing the existing policy and this is set out below. This policy is designed to:

- a) Create a network of well managed community facilities
- b) Support asset transfer where it is appropriate
- c) Increase usage of community facilities
- d) Increase provision in those areas where it is needed
- e) Increase investment in all facilities

3.2 The proposed policy is: -

- a. The Council will work to identify, through its Neighbourhood Management service, gaps in the provision of community facilities in the borough and local groups that may be capable of development to undertake management of local community facilities where this is required.
- b. Community Halls may be transferred on a long lease to voluntary sector organisations where a business case has demonstrated social or community benefits which would arise from such a transfer and where the management capacity of the organisation has been demonstrated to be sufficiently robust.
- c. Covenants within the lease will require the Community Association to comply with the Council's Equality and Diversity Policy in the management and operation of the Hall.
- d. Preparations for asset transfer where appropriate will continue in line with the policy set out above and the detailed Government guidance to ensure good practice published on July 9th 2008.
- e. Any proposed disposals of Council property or requirements for future premises will be considered in light of the Council's developing Asset Management Strategy and their potential to address unmet demand for community facilities.
- f. The Council will support schools and other statutory agencies to make their facilities available to the wider community, particularly in areas where gaps in provision are identified.
- g. The Council will develop and implement a framework of standards based on good practice relating to the governance, management and operation of community facilities.
- h. The Council will support within existing resources the development of an informal network of community facilities in the borough, comprised of facilities owned by statutory, community and private sector providers.

- i. The Council will facilitate training, development and guidance for voluntary community organisations in the area of governance, management and operation of community facilities.
 - j. The Council will take action to encourage the inclusion of additional venues in the network and the development of community capacity to support future asset transfers.
- 3.3 Within the expanded policy it is proposed that the Council develop clear criteria for the transfer of the management of council-owned Community Halls to appropriate voluntary groups. These will include such factors as: -
- The strength and capacity of the voluntary group
 - The range and value of the regular community activities using the hall
 - The physical condition of the premises
 - The financial sustainability of the proposal
 - The potential to access funding from non – Council sources
 - Potential synergies with other services

These criteria will be developed further in the coming months, and Member views on what might be included in those criteria are sought. Rigorous processes will be put in place to determine precisely how the criteria can be met and it is proposed that agreement to the detailed criteria be delegated to the Corporate Director for Adult and Community Services, in consultation for the Portfolio Holder for Community Halls. Any proposals for asset transfer will be brought to the Executive in due course.

4. Consultees

4.1 The following were consulted in the preparation of this report:

Portfolio holder Adult and Community Services
 Corporate Director of Adult and Community Services
 Head of Community Services, Libraries and Heritage
 Interim Group Manager Assets
 Head of Leisure, Arts and Olympics
 Head of Quality and School Improvement
 Corporate Asset Manager
 Group Manager Asset Management and Capital
 Group Manager Extended Schools
 Primary Care Trust

Background Papers Used in the Preparation of the Report:

Returns received from more than 80 different groups responsible for specific community facilities in the Borough
 Making Assets Work: The Quirk Review – Report from DCLG May 2007
 Strong and Prosperous Communities - Local Government White Paper 2006
 Community Facilities Review – full report produced by the Council November 2007
 Managing Risks in Asset Transfer – Report from DCLG July 2008

EXECUTIVE

9TH SEPTEMBER 2008

REPORT OF THE CORPORATE DIRECTOR OF ADULT AND COMMUNITY SERVICES

Title: Barking and Dagenham Domestic Violence Strategy 2008-2011	For Decision
<p>Summary: The Barking and Dagenham Domestic Violence Strategy 2008-11 provides essential strategic direction for the Barking & Dagenham Partnership to support victims of domestic violence and their children, to hold perpetrators accountable for their behaviour, to raise public awareness of domestic violence and to improve professionals' response to victims, children and perpetrators.</p> <p>The Strategy has been subject to extensive consultation, with the benefit of input from all key agencies and professional groups.</p> <p>Wards Affected: All</p>	
<p>Recommendation(s)</p> <p>The Executive is asked to:</p> <ol style="list-style-type: none"> 1. Endorse the Strategy. 	
<p>Reason(s)</p> <p>To assist in the achievement of the Council priorities; Developing rights and responsibilities with the local community, promoting equal opportunities and celebrating diversity and improving health, housing and social care.</p>	
<p>Implications</p> <p>Financial: Although this Strategy identifies areas for development that would benefit from greater investment, it does not commit the Council to any further resources. The strategy may be used in support of future bids by the partnership.</p> <p>The recommendations in the Strategy for the improvement of the Partnership's response to domestic violence should assist the Borough in reducing its estimated £82m cost to local public services annually.</p> <p>Legal: The Strategy considers such issues as housing, the criminal justice process and child protection, and whilst it makes broad recommendations in these areas, any detailed proposals will need to be worked through in the context of the legal frameworks covering those Council duties.</p> <p>Risk Management: The key risk of not implementing this Strategy is that there will be no overall strategic direction for the borough partnership in its response to domestic violence. This will impact on our ability to provide services that protect victims and their children and challenge</p>	

perpetrators, as well as impacting on our ability to prevent domestic violence, repeat victimisation, and domestic violence homicide in the short and long term. Should a critical incident occur, which requires a review of actions taken by public authorities, it is essential that the Borough can demonstrate the continuous review and development of these essential services for which the Strategy provides a framework.

In particular, this Strategy presents the first opportunity to drive forward responses for children and young people exposed to domestic violence, as they form the largest group of people experiencing domestic violence.

This Strategy will form an integral part of the partnership approach to meeting the two domestic violence National Indicators:

NI32: Repeat incidents of domestic violence (a key local indicator included in the newly agreed Local Area Agreement)

NI34: Domestic violence – murder

Social Inclusion and Diversity:

Domestic violence disproportionately affects women and children. We uphold the assertion that by improving our response to domestic violence we will have a positive impact upon the health, wellbeing and potential of women and children.

This Strategy recognises that domestic violence can affect anyone regardless of social or economic position, race, culture, gender, age, disability and sexual orientation. Therefore it has been developed to ensure that the needs of all our communities are adequately met. It will also contribute to the Every Child Matters outcomes by increasing children and young people's potential to be healthy, to stay safe, to enjoy and achieve, and to make a positive contribution.

The Strategy is committed to lowering social tolerance of domestic violence through cultivating community awareness and knowledge of support agencies. It is built upon an acknowledgement that domestic violence is unacceptable and a violation of human rights. This commitment will reinforce community cohesion around the issue, underlined through regular reporting to the Inclusion sub-group of the Local Strategic Partnership.

As specific recommendations within the Strategy are developed into specific projects, each will be accompanied by an Equality Impact Assessment, with a view to collating these into the first year review of the Strategy.

Crime and Disorder:

Section 17 of the Crime and Disorder Act 1998 places a responsibility on local authorities to consider the crime and disorder implications of any proposals. Domestic violence is a crime and this Strategy has evolved from, and fits within, the strategic priorities of the Safer and Stronger Communities Board. Indeed, with serious violent crime now a key target under the new Local Area Agreement, robust measures to address domestic violence are critical to the success of the Safer and Stronger programme.

The provision of domestic violence services will contribute to the reduction of crime against victims of domestic violence and improve community safety. The Strategy will drive all agencies to recognise their unique contribution to identifying, reporting and responding appropriately to victims of domestic violence and their children, and to perpetrators of domestic violence. In respect of the Council's activities, there is a strong emphasis in the Strategy on improving the response provided by frontline services as part of their

mainstream responsibilities, such improvements being an essential part of corporate improvements against Section 17 compliance.

Options Appraisal:

No options appraisal required.

Contact Officer: Emma Gray	Title: Domestic Violence and Hate Crime Team Manager	Contact Details: Tel: 020 8227 2809 Fax: 020 8227 2846 E-mail: emma.gray@lbbd.gov.uk
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1. Introduction and Background

- 1.1 This is the first domestic violence Strategy for the London Borough of Barking and Dagenham. It is a three-year multi-agency Strategy which will be implemented through a strategic sub-group of the Safer and Stronger Communities Board. This sub-group will be chaired by the borough Superintendent and facilitated by the LBB Community Safety and Neighbourhood Service.
- 1.2 Domestic violence has historically been seen as a private issue, and it is this assumption that has enabled those who abuse to remain unchallenged and those who are victimised to remain isolated. This Strategy demonstrates our local commitment to rectifying this by placing domestic violence squarely into a public strategic framework, which recognises that domestic violence has far reaching consequences for victims, their children, and the wider community.
- 1.3 This Strategy sets out a vision for effectively addressing the issue of domestic violence and details the specific steps that will be taken to achieve this.
- 1.4 In recognition of the gravity of domestic violence, our strategic aim is to reduce the incidence of domestic violence, and to prevent domestic violence related homicides in Barking and Dagenham.
- 1.5 Work is focussed under six key themes:
 - To increase safe choices for victims and their children experiencing domestic violence.
 - To hold perpetrators accountable for their abusive behaviour.
 - To raise awareness of domestic violence in the borough through public education – to ensure domestic violence is not tolerated, and assist in increasing reporting.
 - To educate children and young people as to the impact and effects of domestic violence.
 - To ensure domestic violence is a high priority among practitioners, through effective leadership and an effective allocation of resources and improved efficiency.
 - To provide survivors with the necessary after care so that they can successfully rebuild their lives.

2. Current Position

- 2.1 The drivers for this Strategy and for the work that it describes are, in summary:

- Gender inequality – domestic violence is the type of violence women are most likely to experience.
- Murder suppression – two women a week are murdered by their partner or ex-partner in England and Wales.
- Volume violent crime – Barking and Dagenham Police recorded 3,733 incidents of domestic violence from April 2007 to March 2008.
- Social impact – affects an estimated one in four women at some point in their adult lifetimes, and around one in thirteen adult men.
- Disproportionate level – in 2005/06, Barking and Dagenham recorded the highest number of domestic violence incidents per 1,000 of the population of all London boroughs.
- Business case – domestic violence costs Barking and Dagenham approximately £82 million every year¹:

Costs	£ million
Criminal justice	3.66
Health care – physical	4.39
Mental health	0.63
Social services	0.82
Housing and refuges	0.57
Civil legal costs	1.12
<i>All services costs (Sub Total)</i>	<i>11.19</i>
Employment	9.62
Human	61.54
Total cost	82.35

Much of the money we currently spend does not, on the whole, make women and children safer; nor does it hold abusive men accountable or reduce social tolerance either amongst the general public or amongst children and young people. It should be noted that the services which do the most to increase safety are also likely to be inadequately and insecurely funded. It is our shared view that if greater emphasis is placed on the quality and effectiveness of interventions we can decrease repeat victimisation and dramatically decrease the costs to the public purses in the long term.

3. Report Detail

- 3.1 To increase safe choices for victims and their children experiencing domestic violence, the broad thrust is to improve the connections between services, to train front line staff and improve our handling of data and to expand housing options and associated support. Specifically, recommendations include:

¹ Estimates are based on 'The Cost of Domestic Violence' (Sylvia Walby, University of Leeds for the Women and Equality Unit, 2004, www.womenandequalityunit.gov.uk/research/cost_of_dv_Report_sept04.pdf). The total cost of domestic violence in England and Wales from this study has been apportioned to the borough solely according to its share of the England and Wales all ages population from the 2005 mid-year estimates. The costs have been up-rated to 2007-08 prices, using the HM Treasury GDP deflators (28/09/2006 Report).

- Increasing housing options and floating support.
- Improving joined up initial response, e.g. the Domestic Violence Emergency Response Team (DVERT).
- Improving access for those with complex needs.
- Greater coordination across the various public protection mechanisms.
- Improving service access and increased service user consultation.
- Publicity of specialist services across sectors.
- Improved recording and data collection.
- Commitment to training across agencies.

3.2 To hold perpetrators accountable for their abusive behaviour, we will be looking at improving the response of the criminal justice system and reviewing how the Council manages tenancies where domestic violence is a feature. Specific recommendations include:

- Increasing the numbers of domestic violence perpetrators brought to justice while safeguarding victims: pre-charge; charge; post-charge and sentencing.
- Cultivating awareness of the east London Domestic Violence Intervention Project perpetrator programme.
- Improved victim focus of the criminal justice process.
- Eviction of perpetrators who breach tenancy clause on perpetrating domestic violence.

3.3 To raise awareness of domestic violence in the borough through public education, in order that there is reduced tolerance and increased reporting, we will look at campaigns and community outreach, with the specific recommendations being written up as:

- Programme of community outreach to educate and raise awareness.
- Joint agency publicity campaigns.

3.4 To educate children and young people as to the impact and effects of domestic violence, we will need to take both a universal and targeted approach, with the specific recommendations being:

- Prevention work in schools and in non-school settings with children and young people.
- Therapeutic programme(s) for children and non-abusing parent.

3.5 To ensure domestic violence is a high priority among practitioners, through effective leadership and an effective allocation of resources and improved efficiency, we will focus on data, policy development and appropriately aimed training. Specific recommendations include:

- Local strategic infrastructure.
- All agencies to have a domestic violence policy.
- Domestic violence policies and protocols.
- Data collection system.
- Domestic violence to be mainstreamed in cross-cutting strategies.
- Tiered multi-agency training.

3.6 To provide survivors with the necessary after care so that they can successfully rebuild their lives, we have perhaps the greatest distance to travel, with relatively few structured services in place. Therefore, the recommendations include:

- Service gap analysis of current provision.

- Development of proposed interventions needed.
- Implementation of interventions.

4. Targets and Outcomes

The Strategy will be measured against the following targets:

- National Indicator 32 repeat incidents of domestic violence
 - baseline and target to be established (March 2009)
- National Indicator 34 domestic violence homicide
 - baseline and target to be established (March 2009)
- Police Sanction Detection Rate for domestic violence crimes:
 - Current annual target (2008/09): 50%
- Police Arrest Rate for domestic violence crimes:
 - Current annual target (2008/09): 67.6%
- Baseline, outcomes and targets will be set for each of the projects as they are developed.

5. Implications

5.1 Options appraisal:

No options appraisal required.

The Strategy has been developed in line with the Second London Domestic Violence Strategy, which is recognised to have resulted in a 57% reduction in domestic violence murders in London, against an upwards national trend. The only adaptation we have chosen to make is adding two further priorities: improving organisations' and professionals' responses, and providing survivors with the necessary after care so that they can successfully rebuild their lives.

6. Consultees

6.1 The following were consulted in the preparation of this report:

- Cllr Valerie Rush (Stronger Communities and Safer Neighbourhoods, including equalities)
- LBBB Domestic Violence and Hate Crime Team
- Departmental Head of Finance
- Legal Services
- Anne Bristow and Adult and Community Services Departmental Management Team

7. Background Papers Used in the Preparation of the Report:

- Second London Domestic Violence Strategy

Barking and Dagenham Domestic Violence Strategy 2008-2011

FINAL

This Strategy was produced by statutory and voluntary sector organisations in Barking and Dagenham

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Appendices

- Appendix 1: Barking and Dagenham Domestic Violence Forum membership
- Appendix 2: Second London Domestic Violence Strategy Crime and Disorder Reduction Partnership Assessment Framework
- Appendix 3: Terms of Reference for Barking and Dagenham Domestic Violence Forum and proposed Terms of Reference for the Violence and Risk Strategic Group

Foreword

To be written for published strategy.

FINAL

Domestic Violence – The Facts

- It has been estimated that 25% of all murders in the capital result from domestic violence.
- One in four women will experience domestic violence at some point in their lifetimes.¹
- Every minute in the UK, the police receive a call from the public for assistance for domestic violence.² However according to the latest British Crime Survey, only 13% of all domestic violence crime in the last year was reported to the Police.
- Amongst a group of pregnant women attending primary care in East London, 15% reported violence during their pregnancy; just fewer than 40% reported that violence started whilst they were pregnant 30% of those who reported domestic violence during pregnancy also reported they had at sometime suffered a miscarriage as a result.³
- 40% of all homeless women stated domestic violence as a contributory factor to their homelessness.⁴
- Nearly three quarters of children with child protection plans live in households where domestic violence occurs.⁵
- In 2005/06 Barking and Dagenham received the highest reported domestic violence incidents per 1,000 population than any other London Borough.⁶

Terminology

To reflect the overwhelming majority of cases and for ease of reading, this strategy refers to victims/survivors of domestic violence as female and perpetrators as male. However, this is not meant to imply that domestic violence does not occur in same-sex relationships or by women to men. All statutory services provide their services on an equal basis to both men and women. Thus most work undertaken benefits both genders and all sexualities.

Indicative Costs of Domestic Violence for the Borough of Barking and Dagenham

The following estimates are based on *The Cost of Domestic Violence* by Professor Sylvia Walby (2004)⁷. Outlining how these figures were calculated, the report states:

“The methodology is based on the Home Office framework for costing crime (Home Office Research Study 217, Brand and Price, 2000), and develops this so as to include the specific costs related to domestic violence (derived from a review of the international literature). Information on the extent of domestic violence is taken from various sources, including the 2001 Home Office British Crime Survey self-completion module on Inter-Personal Violence (BCS IPV) (Walby and Allen 2004). This includes not only physical domestic violence, but also rape, sexual assault and stalking by intimates. Information on the costs (e.g. services) is derived from the Home Office study, the BCS IPV, or identified from reports by services on their own expenditure, or from other recent research. Information on the actual level of service use is gathered from reports by service providers and the BCS IPV.” (Walby, 2004, p10)

The total cost of domestic violence in England and Wales from this study has been apportioned to the borough solely according to its share of the England and Wales all age’s population from the 2005 mid-year estimates.

The costs have been up-rated to 2007-08 prices, using the HM Treasury GDP deflators (28 September 2006 Report). These figures are based on national averages. They take no account of the impact of London’s higher costs, in particular, the higher rate of expenditure on temporary accommodation. They do not include any costs for education services.

	£ million
Criminal justice	3.66
Health care – physical	4.39
Mental health	0.63
Social services	0.82
Housing and refuges	0.57
Civil legal costs	1.12
<i>All services costs</i>	<i>11.20</i>
Employment	9.62
Human	61.54
Total cost	82.37

Executive Summary

Agencies working in Barking and Dagenham have a clear commitment to making the borough a safer place for its residents to live. This is identified in our new Local Area Agreement 2008/11, where domestic violence is identified by all responsible authorities as a key priority.

Between April 2006 and March 2007, Barking and Dagenham Police received 3,762 reported domestic violence incidents. This equated to a 10.2% increase over the same period two years previous, and it is estimated that domestic violence costs agencies and those living in Barking and Dagenham 82.37 million pounds per year⁸. In order to reduce these costs, human being the highest, we need to deal with domestic violence more effectively, by providing victims of domestic violence with an appropriate and coordinated service at the earliest possible stage.

The overall aim of this strategy is to reduce the incidence of domestic violence, and to prevent domestic violence related homicides in Barking and Dagenham. In order to achieve this, our priority key themes are:

1. Increasing safe choices for victims and their children experiencing domestic violence.
2. Holding perpetrators accountable for their abusive behaviour.
3. Raising awareness of domestic violence in the borough through public education – ensuring domestic violence is not tolerated, and assists to increase reporting.
4. Educating children and young people as to the impact and effects of domestic violence.
5. Ensuring domestic violence is a high priority among practitioners, through effective leadership and an effective allocation of resources and improved efficiency.
6. Providing survivors with the necessary after care so that they can successfully rebuild their lives.

Why these six themes?

These six themes recognise that the responses to domestic violence need to be broad based and multi-layered. We need to develop a range of interventions that address all aspects of the problem. They are, of course, preventative as well as protective. We acknowledge that we need to work with victims, children, perpetrators, professionals and the community at large.

An action plan has been developed based on these themes. It identifies key ways agencies can work to achieve them, together with identifying lines of responsibility.

This strategy has been developed with members of the Safer Stronger Communities Board together with the Barking and Dagenham Domestic Violence Forum.

Implementation of this strategy will undoubtedly pose significant challenges to existing agency ways of working. However, the implementation of this strategy is essential if our overall aim of reducing domestic violence in Barking and Dagenham is to be achieved.

FEMVA

Section One – Introduction

The Definition

For coherence and consistency across the domestic violence sector, all agencies in Barking and Dagenham adopt the Home Office (2004) definition of domestic violence, which is:

‘Any incident of threatening behaviour, violence and abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality’

As referred to in the definition, abuse can take place between mother, father, brother, sister, son, daughter, and grandparents, whether directly related, in laws or step family⁹. A particular manifestation is so called ‘honour’-based violence. While this term identifies a particular phenomenon, it should not be forgotten that what it describes is the motivation behind the violence and that, whatever the background or reason, the result is still domestic violence.

Domestic violence can affect people of all ages. However, the needs of older victims are often overlooked. In part this is due to service providers struggling over the distinction between ‘domestic violence’ and ‘elder abuse’. In Barking and Dagenham we recognise that in order to provide an effective response to older victims we must ensure that our adult protection services work in partnership with our domestic violence services. Similarly, services must also work to increase awareness and appropriate responses to younger victims of domestic violence, particularly adolescents who are experiencing abuse in their intimate partner relationships.

Victims and Perpetrators – Understanding the issue

Domestic violence cuts across all social boundaries including race, culture, age, religion, disability and geography. However statistics show that the majority of violence perpetrated is by men against women¹⁰. The Day to Count census research on 28 September 2000 found that 81% of reported domestic violence cases, were of female victims attacked by male perpetrators; 8% were male victims attacked by female perpetrators; 4% were female victims attacked by female perpetrators and 7% were male victims attacked by male perpetrators.

Although domestic violence cut across social boundaries, factors such as substance misuse, disability, being lesbian, gay, bisexual or transgender (LGBT) or from a black, minority ethnic or refugee (BMER) community may exacerbate the problem, by potentially adding additional barriers for victims. For example a gay man may be experiencing domestic violence from his partner, but if he reports the crime, this may mean he will need to ‘come out’, with which he may feel uncomfortable. Similarly, an individual from a BMER community may fear rejection from his or her community if he/she approaches certain statutory organisations. These types of additional stigmas undoubtedly affect reporting levels of domestic violence.

Violence against women is rarely a one off incident: the British Crime Survey 2004 suggests that 72% of female victims of non-sexual domestic violence and half the victims of sexual assault had experienced more than one incident in a year¹¹. The mean average of incidents for female victims is twenty incidents¹². Domestic violence is a pattern of abuse and control over another and it will usually increase in severity over time. The violence female victims experience is also more likely to have a sustained psychological/emotional impact or result in injury or death. An example of this gender inequality is that women are at the greatest risk of heightened violence and death at the point of separation and after, whereas, if a male victim leaves a violent relationship the violence is likely to stop.

To reflect the overwhelming majority of cases, and for ease of reading, this strategy refers to victim/survivors of domestic violence as female, and perpetrators as male. However, this is not meant to imply that domestic violence does not occur in same-sex relationships, or by women against men. All statutory agencies and most voluntary agencies in London provide their services on an equal basis to both men and women. Thus most work undertaken benefits both genders and all sexualities¹³.

Guiding principles of this strategy

Barking and Dagenham's Domestic Violence Strategy is based upon the following principles:

- Domestic violence is unacceptable in all communities.
- Effective intervention means the provision of appropriate service responses, at every point of contact, to empower victims to make informed decisions and choices about their lives.
- Wherever possible, perpetrators of domestic violence should be held responsible for their abusive behaviour and be held to account by the application of civil and criminal remedies.
- Domestic violence services should be sensitive to Barking and Dagenham's diversity, including race, language, culture, age, gender, sexuality, faith and disability.
- Domestic violence is a widespread and complex problem. Finding solutions requires a long term, collaborative approach across a wide range of services and professions. Integral to this is a shared commitment to behavioural, cultural and attitudinal change to ensure that the issue itself remains a public priority as opposed to a private matter within families.

Our Aim

The overall aim of this strategy is to reduce the incidences of domestic violence, and to prevent domestic violence related homicides in Barking and Dagenham. In order to achieve this aim:

For any victim or child living with domestic violence there will be a range of services, sufficiently flexible to meet their individual needs, yet standardised enough for them to be able to safely rely upon them.

For abusers who perpetrate domestic violence there will be clear messages that their behaviour is not acceptable through interventions designed to reduce risk, change behaviour and hold them to account

For practitioners who provide services there will be training and support for all relevant staff as well as standard criteria against which services can be assessed and compared

For those living in Barking and Dagenham there will be:

- A safer and more supportive community.
- Better information for family and friends of those being abused, who currently provide the bulk of support.
- A reduction in the severity and dangerous nature of domestic violence.
- A reduction in repeat victimisation.
- An increase in service user satisfaction.
- A reduction in the long term negative consequences of domestic violence for victims and their children who are experiencing it.
- An increase in understanding of domestic violence among the general public and a decrease in social acceptance.

Governance

Working in partnership to reduce domestic violence is well established in Barking and Dagenham, and recognised as essential to achieving lasting change, and the success of this strategy is dependent upon the cooperation and action of all partner agencies. Its implementation will be coordinated through the Safer Stronger Communities Board (SSCB) Violence and Risk Strategic Sub Group together with the Advisory Group of the Barking and Dagenham Domestic Violence Forum. Terms of reference are detailed in appendix three. This two-tier mechanism will ensure that Barking and Dagenham fully meets level three of the Second London Domestic Violence Strategy Crime and Disorder Reduction Partnership Assessment Framework attached as appendix two.

Section Two – Strategic Direction

Demonstration site for London

In October 2007, the London Regional Director for Health agreed that Barking and Dagenham would be the demonstration site for health initiatives on domestic violence. This opportunity provides us with the specialist assistance of a task force including the Greater London Domestic Violence Project and Government Office for London. The intention is to develop initiatives in Barking and Dagenham, evaluate them and then roll out learning across London.

Earlier that year, the PCT and the Local Authority commissioned the Woman's Trust to carry out a mapping exercise of the local Health and Social Care response to domestic violence. The aims were to: ascertain existing health and social care policies and guidelines for services for victims and perpetrators across Barking and Dagenham; to identify NHS approaches and guidelines; to establish and review existing information sharing and referral protocols between NHS providers and other key stakeholder agencies; to ascertain the needs of victims and perpetrators regarding health and social care; and to identify areas for improvement.

The principle findings were that:

- There is an absence of policies and guidelines around domestic violence within health and social care in Barking and Dagenham.
- There is overwhelming support for domestic violence policies to be introduced.
- There is enormous potential for work around domestic violence by the PCT to meet the responsibilities laid down by the main guidelines and policies relating to domestic violence.
- There is a real need for the greater engagement of health services to work with both agencies and individuals around domestic violence.
- Stakeholders' experiences of health and social care services are very variable.

There were 29 recommendations for future action from the Woman's Trust Report, which have been integrated into this strategy. The PCT is also intending to produce a detailed Corporate Domestic Violence Strategy which will provide the detail.

National commitment to reducing domestic violence

Domestic violence is a high priority on the Government's agenda. The Greater London Authority Second London Domestic Violence Strategy 2005 sets out minimum standards for agencies to deliver on, and introduces an assessment by which Crime and Disorder Reduction Partnerships can be measured on performance by their responses to domestic violence through a three level standard (see Appendix Two). Currently Barking and Dagenham fully meets level one and meets some criteria of level two.

There are other Acts, requirements and guidelines which this strategy is built upon; these are:

- Domestic Violence, Crime and Victims Act (2004)
- Crime and Disorder Act 1998 (amended 2006)
- Violent Crime Reduction Act (2006)
- National Indicator 32: Repeat Incidences of Domestic Violence
- Children Act 2004 and the Every Child Matters White Paper (2004)
- Children and Young People Maternity Services Framework (2004)
- Crown Prosecution Service Domestic Violence Policy and Guidelines (2005)
- National Domestic Violence Strategy Reduction Delivery Plan (2005)
- ACPO Guidance on Investigating Domestic Abuse (2004)
- National Police Plan 2005-2008
- Domestic violence policy and guidance documents for health services
- Home Office good practice guidance for working with survivors from BME Communities (2005)
- Housing Act 1996 (amended 2002)
- Homelessness Act 2002
- Human Rights Act 1998

Barking and Dagenham's commitment to reducing domestic violence

The Local Authority

The Local Authority has a key role in responding to domestic violence effectively. In addition to service provision, the Local Authority is well situated to lead local partnerships both internally and externally to bring agencies together around the issue.

Section 17 of the Crime and Disorder Act 1998 places a duty on the local authority to exercise its various functions with due regard for the need to do all that it reasonably can to prevent crime and disorder in its area. In accordance the London Borough of Barking and Dagenham Community Safety and Preventive Service undertakes this role by advising, supporting, developing and leading on crime reduction and crime prevention.

The Safer Stronger Communities Board (SSCB)

The Crime and Disorder Act 1998 called for the establishment of local Crime and Disorder Reduction Partnerships (CDRPs) between 'responsible authorities' across England and Wales to 'formulate and implement a strategy for the reduction of crime, disorder and the misuse of drugs'. The 'responsible authorities' who are legally required to do this work in Barking and Dagenham are: Barking and Dagenham Council; Metropolitan Police; Barking and Dagenham Primary Care Trust; London Fire Brigade; Metropolitan Police Authority. In order to provide a holistic response to crime and disorder, the Barking and Dagenham CDRP is called the SSCB. The membership includes both statutory and voluntary organisations.

Domestic violence has been prioritised across the partnership through the 2008/11 living LAA.

Barking and Dagenham Violence and Risk Strategic Group

A new sub group of the SSCB, the purpose of this strategic group is to bring together key partners to identify resources and provide the strategic direction to ensure the SSCB strategy around crimes relating to violence and risk are delivered.

Barking and Dagenham Domestic Violence Forum (BDDVF)

Barking and Dagenham Domestic Violence Forum was formed in the early nineties and has been driven throughout its history by voluntary sector and statutory sector representatives. The group also falls under the umbrella of Barking and Dagenham SSCB, and meets quarterly to develop local initiatives, maximise networking opportunities and maintain a focal point for domestic violence work in the borough (see appendix one for Forum membership).

Cross Cutting Agenda – Other Strategies

Domestic violence is cross cutting and features in various key strategies and plans in Barking and Dagenham. These include:

- Barking and Dagenham Community Strategy
- Supporting People Strategy 2005-2010
- Draft Homelessness Strategy 2007-2010
- Housing Strategy 2007-2010
- Draft Older People's Commissioning Strategy
- Local Area Agreement
- Children and Young People's Plan
- Safeguarding Adults Procedure
- Council Housing Tenancy Agreement
- Barking and Dagenham's Alcohol Harm Reduction Strategy 2008-11

Cross Cutting Agenda – Adult Safeguarding

There is considerable overlap between adult safeguarding and domestic violence. A priority for action will be to develop stronger links across sectors whilst formalising procedures and practices to enable us to better coordinate our holistic multi-agency packages of support to vulnerable individuals. The aim is to strike a balance between risk management and the need to support individuals to make informed safe choices.

We are committed to ensuring that all social care services are delivered in a personalised way by April 2011. The actions and plans set out in this strategy take into account the personalisation agenda and will complement its delivery.

Section 3 – Domestic Violence in Barking and Dagenham

Successes

Achievements in Barking and Dagenham include:

Advocacy Service

- 1300 referrals were made in 2007
- The service receives approximately 100 referrals a month. This is a mixture of self- and agency-referrals
- One advocate has completed the CAADA Independent Domestic Violence Advisor (IDVA) accredited course, and the other advocate will complete this in 2008

Sanctuary Scheme

- 136 victims of domestic violence accessed Scheme in 2007
- Scheme reviewed in 2008 including the introduction of Crime Prevention Officers facilitating home assessments
- Approximately 4-8 referrals are received a month

MARAC

- Development of Multi Agency Risk Assessment Conferences for high risk victims
- Monthly meetings have taken place since June 2007
- MARAC Coordinator in post since October 2007, and will complete the CAADA IDVA training in 2008
- CAADA training for MARAC representatives in April 2008
- Briefings being provided to all key stakeholders
- Communications strategy to be completed and implemented in 2008

Publicity

- Public poster campaign on outside and inside of buses (2007)
- Mouse mat response flowchart produced (2007)
- Directory of services booklet produced (2007 and 2008)
- Small leaflet advertising the Advocacy Service and other local domestic violence services produced (2008)
- Website for professionals and public (ongoing)

Health

- On White Ribbon Day 2007, 100 frontline practitioners from health and children's services attended workshops on domestic violence awareness and how to respond; 25 senior strategic staff attended round table to agree actions to tackle domestic violence in B&D
- Development of the Snapshot project: one GP trained on collecting evidence of domestic violence injuries, further work in development
- Barking and Dagenham PCT has appointed a Domestic Violence Coordinator to lead strategic and operational health work in the borough

Children and Young People

- Children's Services piloting Barnardo's Domestic Violence Risk Assessment Model for children living with domestic violence: Social Workers and other Children's Services staff trained on using tools
- Developing training for: East Street; Educational Psychology Service; Connexions; Youth Support and Development Service
- Developing close working with Youth Offending Service, Youth Support and Development Service, and the Teenage Pregnancy Team
- Ongoing work with schools and Children's Centres
- Working with PCT to develop a project or service in Barking and Dagenham for children and young people

Perpetrators

- Domestic Violence Intervention Project launched in January 2007 with approximately 30 referrals from Barking and Dagenham.
- Commissioners (LB Barking and Dagenham, LB Newham, LB Waltham Forest) received Mayor of London award from the London Domestic Violence Forum

Training

- 2-day LSCB Domestic Violence and Children training twice a year
- Quarterly multi-agency training available to all Local Authority Staff
- Ad-hoc training to teams that request it:
 - Youth Offending Service (2007)
 - Children's Services Family Group Conference Team (2007)
 - North East London Mental Health Trust (2007 and 2008)
 - Registered childminders (2008)
 - Neighbourhood Management and Anti-Social Behaviour Teams (2008)
 - Council Members (2008)
 - Housing Advice (planned for 2008)
 - Educational Psychology Service (planned for 2008)
 - Connexions (planned for 2008)
 - East Street (planned for 2008)
 - Youth Support and Development Service (planned for 2008)

Barking and Dagenham's Current Services

- **Two Domestic Violence Refuges** – Eight of the bed spaces provide emergency accommodation for female victims and children fleeing domestic violence. Four of the bed spaces provide move-on accommodation. Attached to these refuges are: a Children's Development Officer and Play Worker who provide support to children living in the refuges; an Outreach Officer who promotes domestic violence work throughout different agencies working in the borough and; two Floating Support Officers who provide medium to long term practical assistance for women in the community.
- **Barking and Dagenham Domestic Violence Advocacy Service** – Two Advocates provide short term practical advice and information including

risk assessment for all victims, looking at accommodation options for families including homeless law and assistance in locating refuge provision. The service offers legal advice on applying for injunctions and will act as a 'McKenzie Friend' in court.

- The service leads on the day-to-day running of the '**Sanctuary Project**'. This is a holistic homeless prevention project which comprises target hardening to victims' properties where it is safe for them to remain there and ensure a support package is in place for victims. Target hardening measures can vary from a lock change to a full 'Sanctuary room', a safe room where an internal door is replaced with a solid core door, reversed to open outwards and the frame reinforced.
- **Woman's Trust East Counselling Service** – This cross-borough counselling service, launched in June 2006, provides 18 free one-to-one counselling sessions to victims. They also offer support groups and workshops. Woman's Trust is the only specific domestic violence counselling service in London. Although based in Stratford a satellite venue has been established in Barking and Dagenham.
- **Witness Services** – Run by Victim Support, this project works to assist victims of crime at Barking Magistrates Court.
- **East London Domestic Violence Perpetrator Project** – Established towards the end of 2006 with neighbouring boroughs Newham and Waltham Forest, this service is for men who want to voluntarily address their behaviour, and who are not subject to a probation order. It looks to address perpetrators' behaviour via a 32 week intervention programme. A women's support service provides assistance to partners/family members of the perpetrator attending the scheme. This is the first of such cross borough work across East London.
- **A range of other services** – Provide assistance and support to victims living or who have survived domestic violence in Barking and Dagenham

The action plan attached to this strategy looks to ensure continued and improved services to those living with or perpetrating domestic violence.

Prevalence of Domestic Violence: Difficulties in Data Collection

Considerable difficulties have been experienced in collecting accurate data on domestic violence. The problems relate to the hidden and private nature of domestic violence, associated sensitivities of the problem and inconsistent approaches to data gathering in the borough. Some agencies have previously used the Barking and Dagenham Domestic Violence Forum Common Monitoring Form, which does aid us in trying to gain more accurate data, however where agencies are not using this, data collection is patchy and collected in different, incompatible ways. The action plan attached to this strategy will look at new ways to assist in data gathering.

The statistics available can therefore only partially contribute to providing an accurate picture of the true extent of domestic violence in the borough.

Reports to the Police

The table below shows the number of offences recorded by the Metropolitan Police in Barking and Dagenham between 2001 and 2007:

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
Domestic violence recorded incidents	2,000	3,072	3,518	3,414	3,784	3,762

Comparisons with London

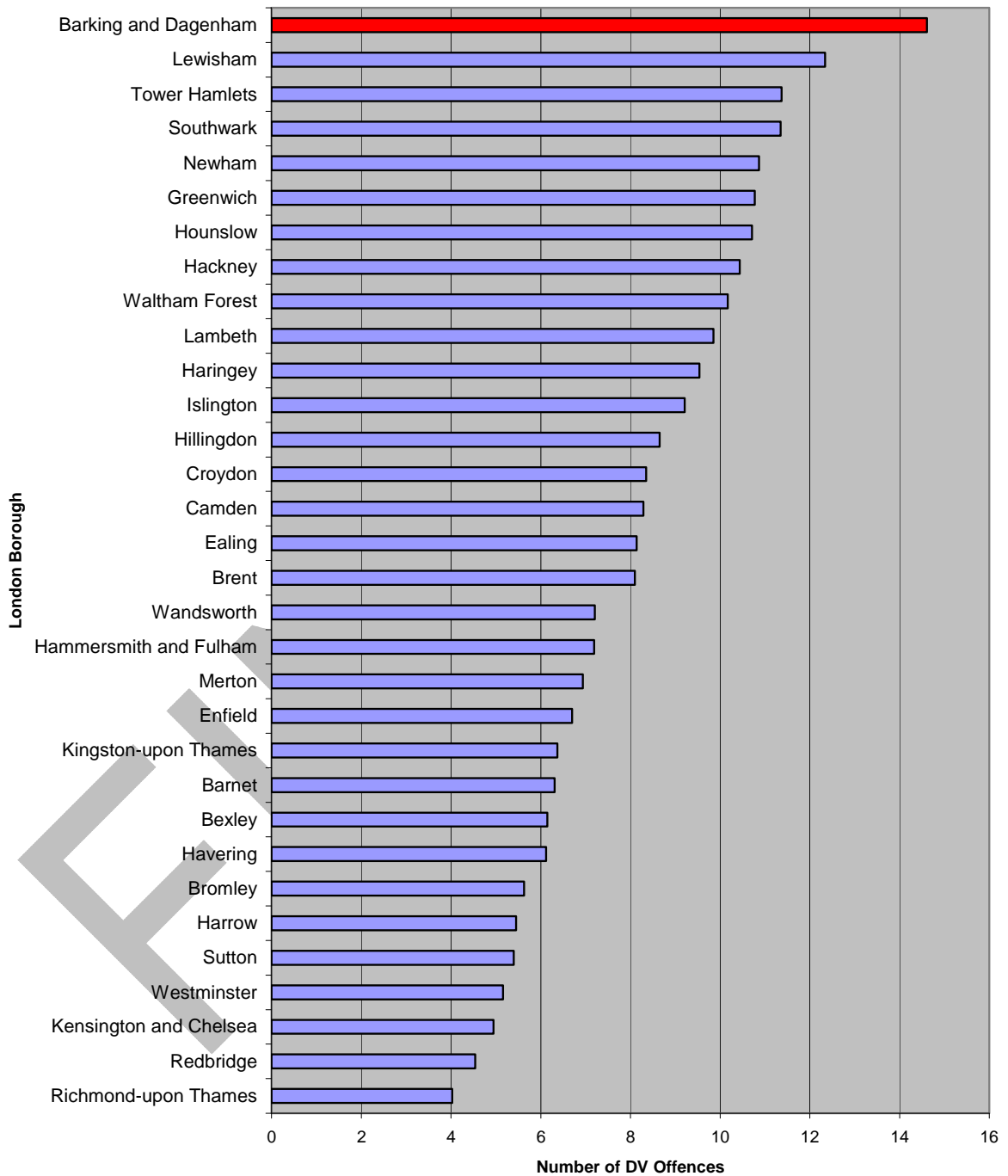
An analysis of the crime figures for 2005/06 (the latest analysis available) suggests that Barking and Dagenham compares unfavourably with the rest of London. The graphs below show:

1. Number of Domestic Violence Incidents per 1,000 population for each London borough, for financial year 2005/06
2. % change in incidents of domestic violence for each London borough between the periods 2004/05 and 2005/06

There were 14.61 domestic violence incidents per 1,000 population in Barking and Dagenham within the period, well above the London average of 8.13 incidents.

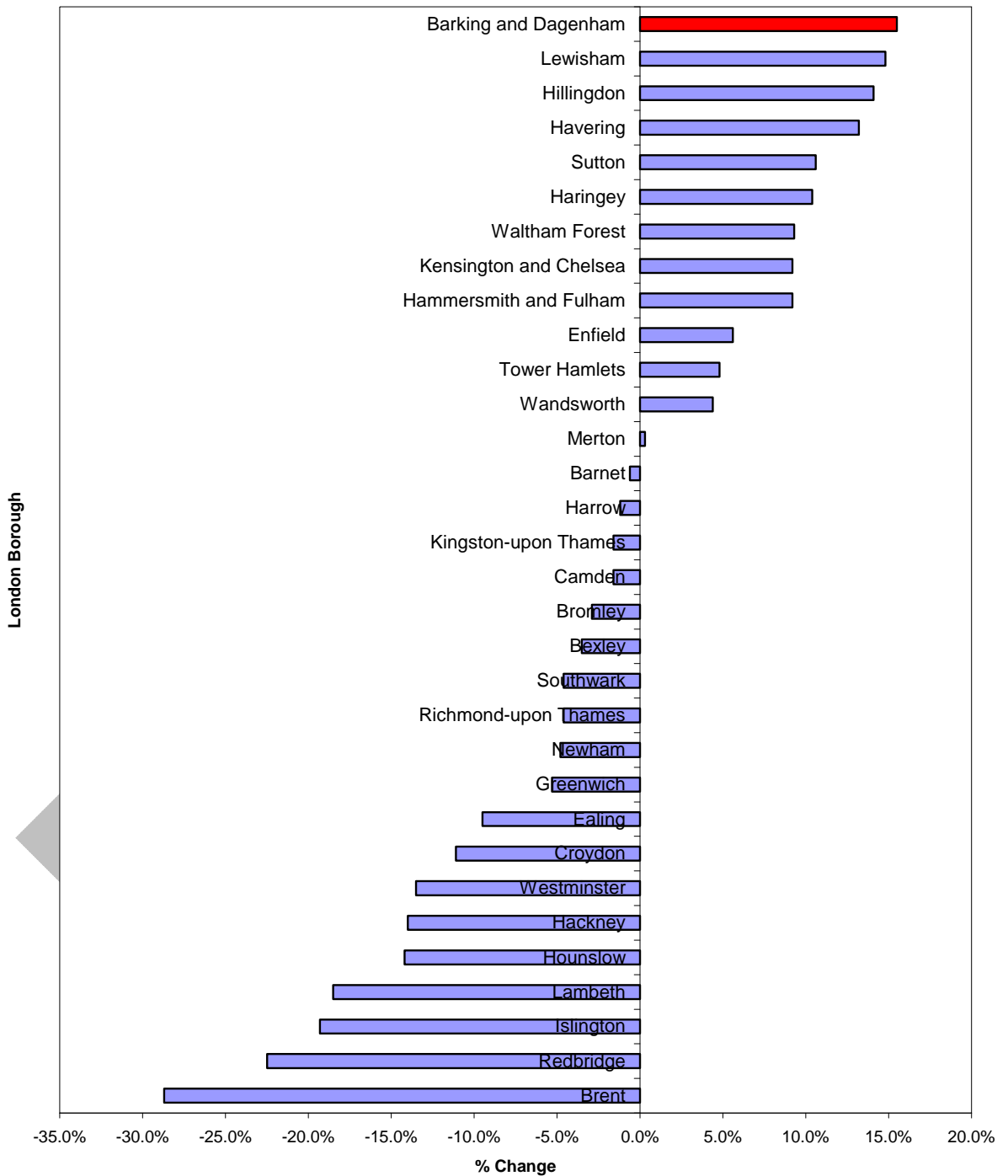
Between April 2004 and March 2007, domestic violence incidents increased by 10.2%. Agencies working in the borough see this increase as a positive reflection of victims feeling more confidence to report to the Police.

Number of Domestic Violence Incidences in London per 1,000 population (2005/06)



Source: MPS Crime Figures for London
 Population figures based on ONS 2004 Mid Year Estimates

% change in Domestic Incidents in London between 2004/05 and 2005/06



Source: MPS Crime Figures for London

It is important to note when reviewing the above data, that although reported figures are high this does not necessarily mean that actual domestic violence prevalence is higher in Barking and Dagenham than in any other London

borough. As we saw earlier domestic violence cuts across all social boundaries including geographical area. Also see section below 'Problems with hot-spotting'.

Trends in the Potential Client Group

Where available, police records of the profile of those charged for this crime type and the victims in 2007/08:

Accused

Gender	Age								Total
	10-17	18-24	25-29	30-39	40-49	50-59	60-69	70+	
Female	3	31	14	18	24	3	0	0	93
Male	18	163	138	177	104	36	6	0	642
Total	21	194	152	195	128	39	6	0	735

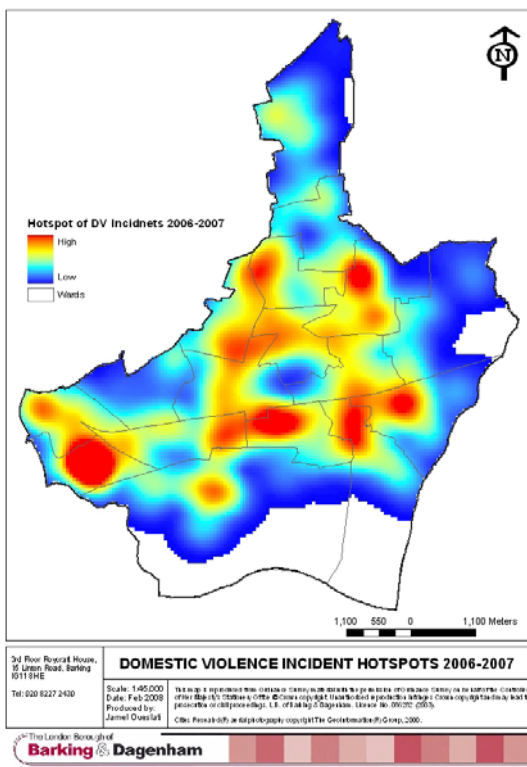
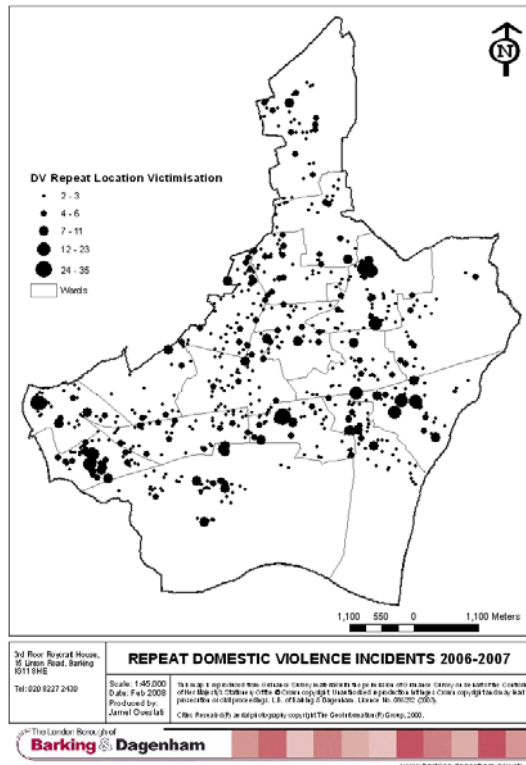
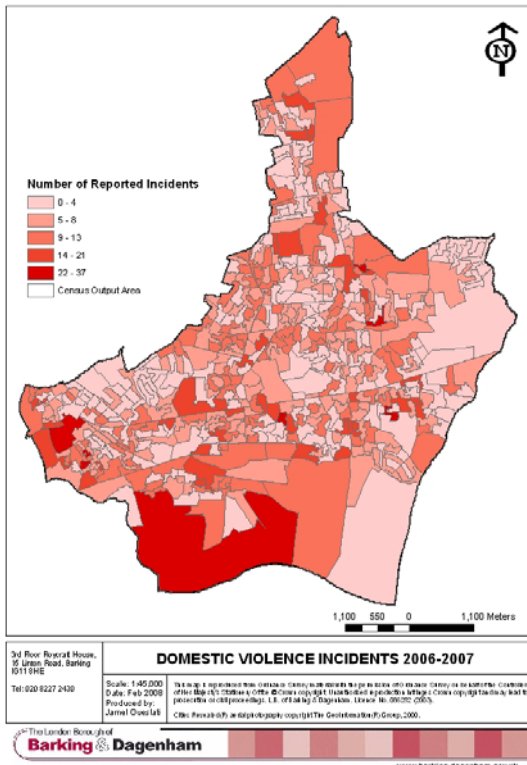
Victims

Gender	Age									Total
	Under 10	10-17	18-24	25-29	30-39	40-49	50-59	60-69	70+	
Female	6	37	772	542	773	525	145	39	19	2,858
Male	6	20	328	215	431	296	94	39	9	1,438
Total	12	57	1100	757	1204	821	239	78	28	4,296

This shows that out of 2,858 victims, only 735 people were charged.

Location Information

The below maps show incidents flagged as domestic violence as recorded by the Police. The first map shows the location of the domestic violence incidents. The second map shows areas of repeat offences (this map shows the location where more than one incident has taken place, not where repeat-victims live – although it may be the same).



The hotspot areas for both maps are essentially very similar, which indicates that these areas are where the most repeat victims (locations) are living. 18% of all locations where a domestic violence offence was committed had a repeat incident.

Problems with hot-spotting domestic violence

Hot-spotting domestic violence incidents will only reveal where domestic violence crimes are reported which is not synonymous with prevalence as shown earlier. Many research studies have proven that the only way in which geography is related to the prevalence of domestic violence is that most domestic violence occurs in homes.

This is not to say that geographical mapping of reported domestic violence incidents may not reveal some useful information. For example, it can identify which areas have higher reporting rates. This must, however, be considered against the following:

- A significant percentage of calls to the police come from neighbours. Areas where neighbours live in close proximity are more likely to appear as 'hotspots'.
- Victims report to 'the system' with the aim of receiving help. If a supportive service operates in a particular catchment area, word of mouth recommendation/positive publicity for a service are likely to result in increased demand for the service. It is not unreasonable to assume therefore, that a geographical area not identified as a hotspot yet having similar population levels is indicative of poor service provision which in turn, leads to fewer abused victims reporting.

Types of Offences

The table below shows the crime types that were classed as domestic violence incidents in 2007/08. The column on the right-hand side shows the proportion of the overall offences that were domestic violence incidents:

Offence	Number of offences flagged as Domestic Violence (2007/08)	% of Borough Total
ABH	724	36.1
Burglary in a dwelling	12	1.4
Common Assault	452	39.2
Criminal damage to a dwelling	164	18.6
Criminal damage to a motor vehicle	7	0.4
Criminal damage to other building	2	0.7
GBH	15	12.7
Harassment	220	19.9
Offensive Weapon	1	0.5
Other Criminal Damage	55	10.1
Other notifiable offences	22	10.3
Other sexual	5	2.8
Other theft	8	0.4
Other violence	6	4.4
Others – other accepted crime	2027	74.6
Robbery personal property	3	0.6
Rape	6	17.6
Snatches	1	0.7
Theft/Taking of a motor vehicle	3	0.2
Grand Total	3,733	16.9

Essentially, the table above shows that **36.1% of all common assaults in the borough in 2007/08 were domestic violence incidents**. If we take all Violence Against the Person offences in 2007/08, 30% of them were flagged as Domestic Violence.

Section Four – Priorities for 2008-2011

Key Themes

The overarching aim of this strategy is to reduce the incidence of domestic violence, and to prevent domestic violence related homicides in Barking and Dagenham. In order to achieve this, six key themes have been identified. Four of these themes are as those which guide the GLA's Second London Domestic Violence Strategy 2005.

The six key themes are:

1. Increasing safe choices for victims and their children experiencing domestic violence.
2. Holding perpetrators accountable for their abusive behaviour.
3. To raise awareness of domestic violence in the borough through public education.
4. Educating children and young people as to the impact and effects of domestic violence.
5. To ensure domestic violence is a high priority among practitioners, through effective leadership and an effective allocation of resources and improved efficiency.
6. To provide survivors with the necessary after care so that they can successfully rebuild their lives.

Why these themes?

This approach recognises that the responses to domestic violence need to be broad based and multi-layered. We need to develop a range of interventions that address all aspects of the problem and are preventative as well as protective. We need to work with victims, children, perpetrators, professionals and the community at large.

Key Theme One – Increasing safe choices for victims and children experiencing domestic violence

Why a priority?

Early intervention is paramount. The scale and extent of the problem in Barking and Dagenham highlights the need for a consistent, safe and accessible support services for victims of domestic violence.

In order to provide these services, service user consultation is essential, and this is an area we need to mainstream in the work of agencies.

The borough Supporting People Strategy 2005-2010 recognises the need for an increase in our current refuge provision, and it is their aim to fulfil this during the length of this strategy.

In order to assist us in identifying gaps in service delivery, monitoring plays a crucial role. As we have seen earlier in this strategy, reliance on Police

statistics does not provide us with an accurate nature of the problem, thus an additional appropriate monitoring system needs to be in place.

Some groups of women can face additional barriers and issues when trying to access assistance.

Research undertaken by Hanmer and Saunders in 1993 showed that on average women contacted 11 agencies before they received the help they needed, but for black women this rose to 17. Amina Mama showed from her research with black women, that although the descriptions of violence that black women give do not differ from accounts given by white women¹⁴ that some BMER women may be particularly reluctant to seek outside help.¹⁵ This may be due to issues with immigration status, fear of being ostracised from their community, fear of racism, forced marriage and language barriers. If a woman is unfamiliar with UK systems, it may be harder or know about agencies that are able to assist her.¹⁶

All women exposed to domestic violence have varied needs and it is important not to homogenise all BMER victims by assuming that they will require the same assistance. Help-seeking varies enormously across London's BMER communities. For example, Polish women living in London currently tend to report at a lower rate than Asian women, while African-Caribbean women tend to report at a higher rate than white women. Local analysis from the Barking and Dagenham Domestic Violence Advocacy Service showed some women from ethnic groups reported more than others when looking at their representation within the borough.

Ethnicity	Referrals %	Borough %
White	57.75	83.51
White Irish	2.03	1.68
Mixed	0.74	1.88
Indian	1.11	2.25
Pakistani	2.40	1.86
Bangladeshi	0.92	0.41
Other Asian	3.51	0.53
Black Caribbean	2.03	2.09
Black African	6.09	4.44
Other Black	0.92	0.44
Chinese	0.18	0.90
Irish Traveller	0.00	Not known
Other	1.11	n/a
Unknown	21.22	n/a

Barking and Dagenham Domestic Violence Advocacy Service Analysis, 1st December 2005 to 30th November 2006

Thus we need to ensure we are approaching and encouraging BMER groups to report domestic violence and to engage with services.

While it is acknowledged that substance misuse is not a causal factor of domestic violence and violence usually continues once substance misuse has ceased, problematic alcohol and/or drug misuse by either or both the victim and perpetrator of domestic violence can make the situation more difficult in various ways.¹⁷

If a victim of domestic violence is self-medicating with either drugs or alcohol it may make it difficult to access support including refuge provision. Furthermore if the victim is subject to immigration control, the threat of deportation for illegal activities may be used.¹⁸

Substance misuse may also increase the victim's isolation, not only because it may make them more reluctant or less able to seek help from various agencies, such as the Police and Children's Services, but they may also have lost contact with friends and relatives due to drug or alcohol related behaviour. Thus another possible source of support may be denied to them.

Health professionals' role in the early identification of domestic violence cases and proactive intervention is crucial for victims and their children. A study found that 80% of women in a violent relationship had sought help from the health service at least once.¹⁹ We also know that perpetrators are more likely to disclose their abusive behaviour to GPs than to any other professional.

Similarly, one of the most important needs of victims fleeing violence is access to safe, secure, permanent housing. The role of housing professionals can aid in the initial stages of identification and naming of the issue. One of the problems we need to get to grips with in terms of early intervention is that women frequently do not 'name' their experience as domestic violence. Agencies therefore also need to explore how to address this.

While one in four women in the general population experience domestic violence, this rises to one in two for women with disabilities. Both men and women with a limiting illness or disability are more likely to experience intimate partner violence, and are more likely to endure domestic violence for longer, because appropriate support is not available. Domestic violence agencies need to ensure they are meeting the needs of people with disabilities, and it is essential for disability services to be aware of the domestic violence their clients may be experiencing.

There is considerable overlap between adult safeguarding and domestic violence. Action on Elder Abuse research reveals that the most typical abusers of those with chronic illness or disability are partners, adult children, and family members. This is a key area for development for the duration of the strategy, for example targeted joint training initiatives.

A key area for development will be around the emerging issue of domestic violence in adolescents' intimate partner relationships. Research is showing that along with experiencing similar levels of abuse to adults, adolescents also have a very high level of acceptance of abuse.²⁰

Key Theme Two – Holding perpetrators accountable for their abusive behaviour

Why a priority?

The civil and criminal justice system plays a key role in the protection of all victims, including women and their children. Additionally the civil and criminal justice system has a role in sending clear messages to perpetrators and society that domestic violence will not be tolerated.

A common feature in nearly all domestic violence cases is repeat victimisation.²¹ Only 3% of the 542 victims who contacted Barking and Dagenham Advocacy Service between 1st December 2005 and 30th November 2006 had not reported incidents of domestic violence to an agency before. Barking and Dagenham Police are committed to reduce repeat victimisation and to protect victims from further victimisation by implementing a positive action policy in all domestic violence cases. In practice, this means that if a victim withdraws her statement, the State can, if the evidence meets the criteria set out by the Crown Prosecution Service, pursue the case without her. In some circumstances this tactic has been proven to assist in avoiding the common problem of perpetrators coercing their victims to withdraw their statement. Instead, it places emphasis upon the Criminal Justice System to gather and use supporting evidence from alternative sources.

In Barking and Dagenham we have introduced the East London Domestic Violence Intervention Project (DVIP) perpetrator programme as a means to reduce recidivism. However in order to change the behaviour of those responsible for domestic violence and to achieve a reduction in repeat victimisation, significant resources must also be focussed upon the perpetrators of this crime. To achieve this, there must be greater coordination amongst the criminal justice agencies, namely the Police, CPS, Court, Prison Service and Probation services.

An identified priority is to work closely with the local magistrate's courts in Barking and Dagenham. Following the good practice established by the Specialist Domestic Violence Court Programme, we aim to ensure that those women who pursue a criminal justice outcome are afforded a safe, speedy and effective outcome.

Key Theme Three – To raise awareness of domestic violence in the borough through public education

Why a priority?

Domestic violence continues to exist in a society that attaches particular myths and stereotypes to it. It is an under recognised issue amongst the general public and by agencies. This leads to under reporting and under recording of the true extent of the problem. Research shows that in the first

instance, most domestic violence victims turn to families and friends for support.²²

Increasing the awareness of domestic violence amongst the general public is therefore an important part of increasing support for victims. Public information needs to be readily available in accessible formats including different languages, and be culturally relevant to black and ethnic minority communities within Barking and Dagenham.

Key Theme Four – Educating children and young people as to the impact and effects of domestic violence

Why a priority?

Challenging attitudes to and the tolerance of domestic violence is the only way to achieve lasting reductions in domestic violence. The Respect Campaign found that 1 in 5 young men and 1 in 10 young women think that abuse or violence against women is acceptable²³.

Engaging with children and young people at the earliest opportunity is crucial to prevent future domestic violence. It is also important to provide those living with domestic violence – of which children form the largest group – with information and support to improve their safety and seek help.

The Children Act 2004 places a statutory duty on Local Authorities and other statutory agencies to make arrangements in exercising their functions to ensure that they have due regard to the need to safeguard and promote the welfare of children²⁴.

Here are a few comments from children aged ten years who took part in the Barking and Dagenham 'Strong Ties' Programme delivered in schools. When asked what they had learnt they said:

- "That people shouldn't push you around even if they are one of your family members"
- "Trust in people and treat them how you want to be treated. Not to shout at your friends, it hurts their feelings"
- "I learnt that we should respect each other by being kind to each other"²⁵

Key Theme Five – To ensure domestic violence is a high priority among practitioners through an effective allocation of resources and improved efficiency

Why a priority?

The establishment of a borough Multi-Agency Risk Assessment Conference (MARAC) is an example of how Barking and Dagenham agencies are working together to prevent domestic violence murders by using a pragmatic and coordinated response to very high risk victims of domestic violence.

In order to effectively raise awareness amongst key professionals, domestic violence and good practice training must be mandatory. Such training must, however, be supported by the development of clear policies and procedures within organisations that set clear standards of practice and accountability, as well as establishing systems of monitoring and evaluation. This links to Key Theme Four in strengthening and supporting change in the next generation.

It is crucial for the successful implementation of this strategy that statutory agencies in particular reflect the importance of domestic violence throughout their policies and procedures in order to ensure that consistent, safe and high quality responses are provided to all victims who approach their services. A lack of senior management commitment, especially in terms of the allocation of resources, has meant that we have been unable to effectively move our agenda forward.

Key Theme Six – To provide survivors with the necessary after care so that they can successfully rebuild their lives

Why a priority?

The previous two London Domestic Violence Strategies have prioritised the effective management of risk during crisis. This has led to the establishment of support services which provide crisis intervention based on risk. While this is clearly extremely important, it has left most boroughs in London with a gap in provision for those survivors who require post crisis support to resettle and recover from their ordeal.

We recognise that it is not uncommon for women who, facing pressure from an ex-partner, decide to return to abusive relationships because they feel unsupported and often face long periods of time in temporary accommodation, so that their confidence and reserve is undermined.

Therefore in Barking in Dagenham we are committed to developing complementary post crisis services to provide survivors and their children with the support they require to rebuild their lives.

Section Five – Action Plan

Key Theme One – Increasing safe choices for victims and their children experiencing domestic violence

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
Ensure Barking and Dagenham has a minimum of one refuge place per 10 thousand population	1a. Build new refuge	<ul style="list-style-type: none"> • Agree location with Council members • Agree contract for construction • Secure management contract • Complete Build • Open • Review and monitor 	Safe housing provision for victims and children	April 2011	LBBD Supporting People, Housing Strategy and Children's Services to identify
Ensure the refuges are supported to provide holistic support to those accessing the refuge service	1b. Two Floating Support Officers attached to refuge	<ul style="list-style-type: none"> • Agree proposal • Seek support • Secure funding 	15% reduction in repeat victimisation for those living with domestic violence	Ongoing – March 2011	LBBD Supporting People
	1c. One full time Children's Worker in post providing community and refuge based children's services	<ul style="list-style-type: none"> • Agree proposal • Seek support • Secure funding 	Children provided with support in refuge	April 2008	LBBD Children's Services

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
Ensure 'holistic' Sanctuary Scheme is established	1d. Review current delivery of borough 'Sanctuary Project' to ensure risk assessment processes and audit trail are in place	<ul style="list-style-type: none"> CPO engagement Fire Service engagement Risk identification and management system involving advocacy project and CSU Increased hate crime remit Victim satisfaction monitored Single risk assessment carried out at regular intervals during interaction Production of marketing strategy Briefings for staff 	<p>100 'Sanctuaries' in place per year</p> <p>30% reduction in homelessness applications from domestic violence victims</p>	Ongoing – March 2011	LBBD
Provide joined up first response to victims at the scene of the incident	1e. Develop DIVERT Initiative	<ul style="list-style-type: none"> Identify funding Engage stakeholders Develop protocols Agree protocols Recruit Operate pilot Increase coverage Evaluate 	Effective, safe, swift and holistic response to victims	June 2008	PCT LBBD MPS
Improve service access and outcomes for victims of domestic violence with substance misuse issues	1f. Action plan from domestic violence and substance misuse report implemented	<ul style="list-style-type: none"> Agree SMART action plan Violence and Risk Strategic Group to monitor implementation 	40% increase in access to domestic violence services (500 women accessing advocacy service per year)	Ongoing – March 2011 LAA	LBBD PCT
	1g. Evaluation report of achievements and new recommendations compiled	<ul style="list-style-type: none"> Evaluate initiatives Agree recommendations 	Improved service delivery		

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
	1h. Cross agency training on domestic violence and substance misuse to improve early identification of dual diagnosis and effective intervention	<ul style="list-style-type: none"> Scope training need across PCT, DAAT, Voluntary Sector, Police, Local Authority Identify funding Arrange training timetable with GLDVP Stella Project Run training Evaluate training 	delivery by drug and alcohol misuse services and domestic violence services		
Improve service access and outcomes for victims of domestic violence with mental health issues	1i. To agree a joint action plan between stakeholders on domestic violence and mental health	<ul style="list-style-type: none"> Agree SMART action plan Violence and Risk Strategic Group to monitor implementation 	40% increase in access to domestic violence services (500 women accessing advocacy service per year)	Ongoing March 2011	LBBD NELMHT
	1j. Evaluation report of achievements and new recommendations compiled	<ul style="list-style-type: none"> Evaluate initiatives Agree recommendations 			
	1k. Cross agency training of domestic violence and mental health training to improve early identification of dual diagnosis and effective intervention	<ul style="list-style-type: none"> Scope training need across PCT, Voluntary Sector, Police, Local Authority, NELMHT Identify funding Arrange training timetable with GLDVP Mental Health Project Run training Evaluate training 	Improved service delivery by mental health services and domestic violence services		
Improve service access and outcomes for victims of domestic violence with no recourse to public funds	1l. Current service reviewed	<ul style="list-style-type: none"> Snapshot of number of local approaches No recourse seminar with key stakeholders to agree local policy Letter to MP DV Forum to lobby 	Victims provided with holistic support and advice	Ongoing – March 2011 LAA and CYPP to prioritise	LBBD
	1m. Actions identified to respond appropriately to this client group	<ul style="list-style-type: none"> Identify crisis fund Examine viability of Back to Work scheme for those women with work permits and adequate English 			

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
Improve service access and outcomes for victims of domestic violence with disabilities	1n. Current service reviewed	<ul style="list-style-type: none"> Identify access issues of current provisions Identify additional barriers for disabled victims Identify measures to make communication and support easy, effective and comfortable 	Improved service delivery by disability services and domestic violence services	Ongoing to March 2011 LAA	LBBD PCT BDDVF
	1o. Action plan in place	<ul style="list-style-type: none"> Agree action plan with key stakeholders Ensure effective implementation through the Violence and Risk Strategic Group Information provided for victims and agencies Disability equality training provided to domestic violence services Domestic violence awareness training provided to disability services 			
Establish Domestic Violence Multi-Agency Risk Assessment Conferences (MARAC) for very high risk victims in accordance with recognised best practice	1p. Review of current MARAC infrastructure	<ul style="list-style-type: none"> 12 MARACs held per year Referral pathways cultivated Increase level of referrals from non police route MARAC training to increase awareness of provision across borough agencies evaluation of MARAC to ensure effective response Cross fertilisation with other public protection mechanisms in the borough including MAPPA, PPO, POVA and LSCB 	20% reduction in repeat victimisation of those victims referred to MARAC Prevention of domestic violence homicide Safer futures for victims, including women and children living with	Ongoing – March 2011 Existing resources	LBBD MPS

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
	1q. What does MARAC success look like review?	<ul style="list-style-type: none"> • Outcome review of victims • Analysis of interventions prescribed • Service user evaluation analysis 	domestic violence		
Develop a contact centre offering high vigilance contact services for use in private law cases	1r. Review current provision for high vigilance supervised contact arrangements	<ul style="list-style-type: none"> • Gap analysis of current provision • Snap shot of need • Identify local arrangements • Identify regional provision • Identify best practice (St Stephens Place, DVIP) • Analysis of current Form 78 Merlin Procedures 	Children provided with a safe environment for contact	March 2011 LAA and CYPP to prioritise	Risk and Violence Strategy Group LBBD Children's Services
	1s. Establish a high vigilance contact centre	<ul style="list-style-type: none"> • Identify funding • Tender for provision • Open • Monitor and evaluate 			

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
<p>Develop the B&D Domestic Violence Advocacy Service to meet standards for Independent Advocacy Services and ensure that it meets the diverse needs of the borough</p>	<p>1t. Annual review of current provision ensuring compliance with advocacy components set out in the Home Office guidance</p>	<ul style="list-style-type: none"> • Routine referral from all agencies • Consent procedures move away from CRIS referral • Establish protocols and procedures for staff to follow • Develop induction for staff • Develop database which will enable efficient data retrieval • Develop borough risk assessment which can be used during different stages i.e. MARAC, Sanctuary, Advocacy • Ensure Advocates are CAADA trained • Expansion programme with four advocates and administrative support • Surgery provisions in referral sites • Health based advocate • Court based advocate with legal expertise • LGBT specialist advocate • Complex needs advocate e.g. DAAT, mental health, disability • Young people's advocate • Briefing sessions for referral agencies • Community outreach mutual promotion of provision • Publicity/marketing campaign • Equality and Diversity assessment • Occupational Health provision for staff 	<p>Enhanced service provided to victims</p> <p>15% reduction in repeat victimisation of those accessing the advocacy service</p>	<p>Ongoing – March 2011 LAA</p>	<p>LBBB</p> <p>Violence and Risk Strategic Group</p>

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
	1u. Independent advocacy service in place	<ul style="list-style-type: none"> • Venue relocation • Identify sustainable funding • Identify best practice elsewhere • Tender • Independent management • Charitable status • Identify possible interest in management 			
Develop Woman's Trust counselling provision for victims of domestic violence in East London	1v. Victims accessing 18 free counselling sessions	<ul style="list-style-type: none"> • Evaluation and monitoring of take up and effectiveness • Identify sustainable funding 	Enhanced service delivery to victims	Ongoing – March 2011 LAA, external funding streams	LBBD PCT
Develop options for victims in healthcare settings based on the principle that domestic violence is a public health priority	1w. Formalise protocols	<ul style="list-style-type: none"> • Routine enquiry in place in maternity services • Protocols for disclosure • Formalise local referral pathway • Common referral form • Common risk assessment • Guidelines for staff – simple case study based • Recording procedures • Risk management procedures • Provision for children 	Enhanced service delivery to victims Cultural, attitudinal and behavioural change across the organisation Domestic violence embedded into commissioning	Ongoing – March 2011 Existing resources	Acute Trust PCT

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
	<p>1x. Raise awareness among service users and staff</p>	<ul style="list-style-type: none"> Briefing paper for health care staff Provision of awareness materials for staff as prompts High visibility public awareness materials for service users. PCT led Valentines poster campaign Provision of tiered training including training around risk management, mental health implications, drug and alcohol self medication, harmful cultural practices, MARAC, safety planning, elder abuse, LGBT issues, disability issues, GPs, Dentistry, maxilo-facial, A&E, Sexual Health 	<p>ning arrangements</p>		
	<p>1y. Enhanced evidence gathering</p>	<ul style="list-style-type: none"> 'Snap Shot' Project (enhanced evidence gathering) in place in two GP surgeries, Queens Hospital A&E, one walk-in-centre Information sharing to address professional codes of conduct and responsibilities around clinical governance Record keeping procedure established 			

Objective	Action / Task	Output milestones	Outcome	Timescale / resources	Lead Agency
	1z. Formalise strategic infrastructure across partnership	<ul style="list-style-type: none"> • PCT DV Strategy including corporate response to staff as victims and perpetrator • Agree minimum standards for commissioning across organisations including DAAT, Supporting People and PCT • Improved partnership work with Vulnerable Adult sector • Improved co-ordination with Child Protection including sharing of Merlin/Form 78 with Health • Data collection systems which enable health to track cases to Advocacy 			
Develop a system for ongoing service user feedback	1za. Service user feedback questionnaire developed and distributed through all BDDVF members	<ul style="list-style-type: none"> • Service user group established to be used as a peer support group • Develop a borough service user evaluation form • Evaluate service user group, is it inclusive re: BMER; disability; age; gender; sexuality 	Appropriate services provided to victims and children living with domestic violence	Ongoing – March 2011	BDDVF

Key Theme Two – Holding individual perpetrators accountable for their behaviour

Objective	Action/Task	Output milestones	Outcome	Timescale/resources	Lead Agency
Increase the number of domestic violence perpetrators brought to justice while safeguarding victims	2a. Pre-Charge	<ul style="list-style-type: none"> Target Sanction Detection rate achieved Police develop and implement effective tactics to tackle prolific DV offenders 100% of 124D Police domestic violence reporting forms are efficiently completed Increased % of arrests made where power exists to do so 	15% reduction in repeat victimisation 80% of arrests 100% of reports Perpetrators held accountable for their actions	Ongoing to March 2011 Existing resources	MPS
	2b. Charge	<ul style="list-style-type: none"> CPS engagement with DV Forum and Violence and Risk Strategic Group Victimless prosecutions pursued wherever possible 	Perpetrators held accountable for their actions	Ongoing to March 2011 Existing resources	CPS

Objective	Action/Task	Output milestones	Outcome	Timescale/resources	Lead Agency
	2c. Post charge / bail – victims are notified if defendant is released on bail	<ul style="list-style-type: none"> • Ensure Police complete sufficiently detailed remand application forms which identify and evidence objections to bail • Pre-Sentence Reports (standard delivery) completed within 15 working days – National Standard • Number of objections to bail granted • 100% of victims notified that perpetrators have been released on bail in a timely fashion 	Perpetrators held accountable for their actions	Ongoing to March 2011 Existing resources	Probation MPS CPS
	2d. Sentencing	<ul style="list-style-type: none"> • Offenders on scheme where appropriate • Probation propose placement of convicted offenders on IDAP, except where custody is deemed appropriate • Magistrates training 	Perpetrators held accountable Improved efficiency of agencies Victims able to safety plan 15% reduction in repeat victimisation of those attending IDAP	Ongoing to March 2011 Existing resources Probation to identify	CPS Probation HM Courts JIG LCJB
East London Domestic Violence Intervention Project developed	2e. Review of implementation	<ul style="list-style-type: none"> • Increase in perpetrators attending DVIP • What does success look like • Retention analysis 	Perpetrators held accountable for their actions Reduction in repeat victimisation	Ongoing to March 2011 LAA	LBBD DVIP

Objective	Action/Task	Output milestones	Outcome	Timescale/resources	Lead Agency
	2f. Cultivate referral routes for DVIP through GPs, licensed premises, sports venues, gambling outlets, men's toilets, faith groups, DAAT	<ul style="list-style-type: none"> Briefings for local statutory and voluntary agencies Twilight sessions Referral publicity 	Victims and children living in safety		
CPS and Police fully implement within Barking and Dagenham the London-wide 'Service Level Agreement for Domestic Violence' with respect to the handling of cases of domestic violence	2g. Full implementation of SLA between CPS and CSU		<p>Victims and children living in safety</p> <p>Perpetrators held accountable for their actions</p>	<p>November 2008</p> <p>Existing resources</p>	CPS MPS
Improved victim focus of criminal justice process	2h. Establish Specialist Domestic Violence Court at Barking Magistrates Court or Family Justice Centre	<ul style="list-style-type: none"> Due to a recent announcement components only to be established will not be part of the accredited SDVC Programme Scope the local feeling for a Family Justice Centre to be established like in Croydon 	<p>Perpetrators held accountable for their actions</p> <p>20% reduction in repeat victimisation of those victims going through SDVC</p> <p>victims and children living in safety</p>	April 2009 and Home Office	CPS HM Courts Probation LCJB Police LBBB
Cases identified where action can be taken to evict perpetrators on the grounds of	2i. Protocol in place with Legal Services, Housing and Customer Services	<ul style="list-style-type: none"> 80% of perpetrators evicted when appropriate 	<p>Perpetrators held accountable for their actions</p> <p>Victims and children living in safety</p>	Ongoing – March 2011 Existing resources	LBBB

Objective	Action/Task	Output milestones	Outcome	Timescale/r esources	Lead Agency
breach of their tenancy agreement					

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Key Theme Three – To reduce social tolerance of domestic violence and challenging inaction by individuals and organisations

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
<p>To implement a programme of community outreach and education to increase awareness of domestic violence and empower communities to respond.</p>	<p>3a. Implement a programme of community outreach and education to increase awareness of domestic violence and empower communities to respond</p>	<ul style="list-style-type: none"> • Outreach stalls at 60 community events across the borough • Network with CVS to ensure attendance at key events in diary • Ensure that contributing agencies have supply of information and literature for dissemination 	<p>Community aware of zero tolerance of domestic violence</p> <p>Organisations appropriately assisting victims of domestic violence by signposting to specialist services</p>	<p>Ongoing – March 2011</p> <p>Existing resources</p>	<p>Eaves Women's Aid B&D</p>
	<p>3b. Awareness raised on issues surrounding domestic violence to 20 borough community groups</p>	<ul style="list-style-type: none"> • Diary of events • Access for: BMER groups; age; sexuality; gender; disability 	<p>Cultivate community consensus</p>		
	<p>3c. Work in Wards where reporting of domestic violence is low (Whalebone, Mayesbrook, Eastbrook, Longbridge)</p>	<ul style="list-style-type: none"> • Train Neighbourhood Management and Anti-Social Behaviour Teams, and Safer Neighbourhood Teams on domestic violence awareness • Link made with Ward community groups 	<p>Community aware of zero tolerance of domestic violence</p> <p>Organisations appropriately assisting victims of domestic violence by signposting to specialist services</p>	<p>Ongoing – March 2011</p> <p>Existing resources</p>	<p>LBBB</p>
<p>Develop and evaluate publicity initiatives to increase awareness of domestic violence</p>	<p>3d. White Ribbon Day and International Women's Day events organised and implemented each year</p>	<ul style="list-style-type: none"> • WRD event 2008 focussed on men and/or perpetrators • Support organisation of IWD 2008 	<p>Appropriate group targeted</p> <p>Reduced tolerance of domestic violence</p>	<p>Ongoing – March 2011</p> <p>LAA and External Funding Streams</p>	<p>LBBB</p> <p>BDDVF</p> <p>PCT</p>

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
	<p>3e. Appropriate publicity materials designed to target victims/perpetrators/children/friends/family</p>	<ul style="list-style-type: none"> • LBBD <ul style="list-style-type: none"> ○ Beer mats aimed at perpetrators produced to accompany WRD event ○ Leaflet for family and friends of victims/perpetrators ○ Identify gaps in information provision, e.g. disabled clients, older people, young people, children, drugs, alcohol, mental health, and develop targeted information • PCT: <ul style="list-style-type: none"> ○ Pregnancy wheel ○ PCT poster campaign and 'you can tell me' badges ○ Briefing papers for social workers and health care staff 	<p>Resources for events and outreach produced</p> <p>Public aware of support available</p>		

Key Theme Four – Educating children and young people as to the impact and effects of domestic violence

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
Promote curriculum resource materials (including Westminster Schools Pack and Spiralling DVD and Toolkit) to schools, and support schools in delivering materials	4a. Develop and promote work in schools on healthy relationships	<ul style="list-style-type: none"> Develop case for dedicated post; identify budget Work with MPS Schools Officers Contact made with relevant networks: Head Teachers, PSHE Leads, Pastoral Deputies, Learning Mentors Work with Healthy Schools, PSHE Team 	Children and young people aware of domestic violence Longer term reduction in domestic violence Children and young people experiencing domestic violence supported	Ongoing – March 2011 LAA and CYPP	LBBB
	4b. All schools to have domestic violence lesson incorporate into PSHE/PDE curriculum	<ul style="list-style-type: none"> Work with PSHE/PDE Coordinator to develop lesson plans for each year (Primary and Secondary) Conduct training with relevant teachers and school staff on domestic violence awareness Domestic violence issues placed permanently on schools PSHE curriculum 			
Explore opportunities for delivering domestic violence awareness sessions to young people outside of formal school settings	4c. Scope good practice and identify need, and develop Action Plans for each setting	<ul style="list-style-type: none"> Work with Children's Centres Work with Teenage Pregnancy Team Work with Connexions Work with YOS (YISP; YIP) Work with YSDS Work with voluntary organisations 	Children and young people aware of domestic violence Longer term reduction in domestic violence Children and young people experiencing domestic violence supported	Ongoing – March 2011 Existing resources	LBBB

<p>Establish Peer Support programme for young people / child therapeutic service</p>	<p>4d. Scope and establish possible interventions</p>	<ul style="list-style-type: none"> • Research therapy, counselling, peer support and other options • Identify funding • Carry out training of children and young people's workers • Develop plan for expanding existing services where possible • Work with GLDVP on roll-out of Sutton Community Group Programme in B&D 	<p>Reduction of emotional impact of domestic violence on children and young people</p> <p>Young people experiencing domestic violence supported</p> <p>Longer term reduction in domestic violence</p>	<p>March 2011</p> <p>Existing funding and other external funding streams</p>	<p>LBBB PCT</p>
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Key Theme Five – To ensure domestic violence is a high priority among practitioners, through effective leadership and an effective allocation of resources and improved efficiency.

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
Establish strategic governance framework to domestic violence service delivery	5a. Establish the Violence and Risk Strategic Group under the SSCB Framework	<ul style="list-style-type: none"> Identify champion Agree terms of reference Identify strategic leads for each organisation Convene meeting 	Strategic accountability Resource tasking Senior level buy in	Established by July 2008	LBBB
All agencies to have a domestic violence policy in place which includes arrangements for monitoring and evaluation of effectiveness and access by disadvantaged or minority groups	5b. Domestic violence policy in place and implemented across relevant agency	<ul style="list-style-type: none"> Draft template Consultation across agencies Re-draft Endorsement Sign off 	Organisations demonstrate no tolerance of domestic violence. Appropriate planning and provision of services to victims experiencing domestic violence	December 2008 Existing resources	Violence and Risk Strategic Group
All agencies to compile and adopt a domestic violence personnel policy	5c. Personnel policy in place	<ul style="list-style-type: none"> Draft template Consultation across agencies Re-draft Endorsement Sign off 	Organisations assisting staff who are living with domestic violence and holding perpetrators who are members of their staff to account Agencies not tolerant of domestic violence	December 2008 Existing resources	Violence and Risk Strategic Group
Case tracking capabilities	5d. Develop an effective data collection system for all agencies working with domestic violence victims/perpetrat	<ul style="list-style-type: none"> Scope existing data collection systems used in other areas Identify funding implications Logistics of sharing info Domestic violence 	More accurate estimate of prevalence Capacity to track cases across agencies to ensure effective intervention	December 2009 Existing resources	Violence and Risk Strategic Group

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
	ors	data collection system in place	minimise risk		
Ensure domestic violence is integrated into 9 or more of the strategies/plans listed in Second London DV Strategy, CDRP Assessment, Level 3 (Appendix Two)	5e. Domestic Violence integrated into 9 strategies/plans	<ul style="list-style-type: none"> • Contact made with relevant strategists • Ensure mainstreaming of issue 	Enhanced service to victims living with domestic violence	March 2011 Existing resources	Violence and Risk Strategic Group
Continuation of an elected Councillor with thematic responsibility for domestic violence	5f. Political assistance	<ul style="list-style-type: none"> • Elected Councillor identified • Agreement sought • Regular briefings supplied 	Domestic violence work promoted	Ongoing – March 2011 Existing resources	Violence and Risk Strategic Group
Continue to ensure there is a named individual with responsibility for domestic violence in at least eight local statutory agencies/local authority directorates	5g. Strategic assistance	<ul style="list-style-type: none"> • 8 leads identified • Monitor 	Efficient services for victims living with domestic violence	Ongoing – March 2011 Existing resources	Violence and Risk Strategic Group

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
Deliver multi-agency in-house training on domestic violence issues for staff in local services	5h. Multi-agency training	<ul style="list-style-type: none"> • Training gap analysis completed • Identify funding available • Timetable drafted: general domestic violence awareness; targeted training for specific teams • Advertise training; target teams • Deliver training • Evaluation and further training needs identified • 500 staff members provided with training on domestic violence awareness/services/guidelines ensuring issues facing LGBT and BME communities are addressed 	<p>Increased awareness of domestic violence across LBBB and partner agencies</p> <p>Improved service to victims and children living with domestic violence</p>	Ongoing – March 2011 Existing resources	LBBB Violence and Risk Strategic Group
	5i. LSCB training	<ul style="list-style-type: none"> • Develop training plan for Domestic Violence Awareness training as part of the Local Safeguarding Children Board training calendar • Carry out two-day training twice a year with partners 			LBBB BDDVF
	5j. Barnardo's / LSCB Risk Identification Model	<ul style="list-style-type: none"> • Identify actions following the pilot • Work with Local Safeguarding Children Board to implement London 'Children Abused by Domestic Violence' Procedures • Identify funding 	Increased awareness of domestic violence across LBBB partner agencies working with children and families		LBBB Local SCB
Identify services	5i. Develop policy to embed	<ul style="list-style-type: none"> • Map cross cutting services 	Holistic services provided to	March 2011	SSCB Members

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
being commissioned for adults, children and young people in the borough that require a response to domestic violence, and include these requirements in the commissioning arrangements	domestic violence into commissioning arrangements	<ul style="list-style-type: none"> • Develop draft policy • Consultation • Re draft • Endorsement 	victims of domestic violence	Existing resources	

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Key Theme Six – To provide survivors with the necessary after care so that they can successfully rebuild their lives

Objective	Action/task	Output/milestones	Outcome	Timescale/resources	Lead Agency
Ensure that survivors and their children have access to post crisis care	6a. Identify current post-crisis provision	<ul style="list-style-type: none"> • Research • Funding availability 	Safer and more successful resettlement of victims post crisis	December 2011	Violence and Risk Strategic Group
	6b. Review best practice elsewhere	<ul style="list-style-type: none"> • Visit other places • Develop a report identifying proposals 	Reduction in repeat victimisation of those accessing services		
	6c. Develop an action plan of interventions	<ul style="list-style-type: none"> • Service user consultation • Stakeholder consultation • Draft • Consultation • Endorsement 			
Longer term emotional support	6d. Non abusive parent and child therapeutic programme services	<ul style="list-style-type: none"> • Peer support for victims • Parenting skills • Resettlement provisions following refuge 	Safer and more successful resettlement of victims post crisis	December 2011	Violence and Risk Strategic Group
Practical support	6e. Assistance with accessing secure tenancies	<ul style="list-style-type: none"> • Crisis fund to support women moving on 	Safer and more successful resettlement of victims post crisis	December 2011	Violence and Risk Strategic Group

Appendices

Appendix One

Barking and Dagenham Domestic Violence Forum Membership

Anti-Social Behaviour Team, LBBD
B&D PCT
Barking CAB
Children with Disabilities Team, LBBD
Children's Services Assessment/Care Management, LBBD
Circle Anglia
Community Development, LBBD
Corporate Lawyer, LBBD
Councillor Valerie Rush (VICE-CHAIR)
CVS
Day Break Drug Break Project
DI, CSU
Disablement Association B&D
Domestic Violence Advocacy Service, LBBD
Domestic Violence and Hate Crime Team Manager, LBBD
Domestic Violence Intervention Project
Domestic Violence Projects Officer, LBBD
East Homes
Eaves Women's Aid Barking and Dagenham (Manager, CHAIR)
Educational Psychology Service, LBBD
Estate Management, LBBD
Haven Whitechapel
Havering PCT
Head of Wellgate Children's Centre
Homeless Person Unit Team, LBBD
Homestart B&D
Housing Advice and Prevention, LBBD
ISA/CAF Team, LBBD
Kiran Asian Women's Aid
Lillywhite Williams
MARAC Coordinator, LBBD
Milner Elledge Solicitors
Named Consultant, Child Protection, B&D PCT
Pupil and Family Support, LBBD
Racial Equality Council

Somali Women's Group
Sternberg Reed
Substance Misuse Engagement Team
Team Manager Children's Services, LBBD
Tenancy Services Managers, LBBD
UEL
Victim Support
Vulnerable Adults Coordinator, LBBD
Youth Offending Service
YWCA The Vineries

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Appendix 2

The Second London Domestic Violence Strategy – Crime and Disorder Reduction Partnership (CDRP) Assessment Framework

Level one – LDVS2 (1)

- Independent advocacy service in place, consisting of at least one full-time advocate.
- Local authority meeting at least 50 per cent of the government standard BVPI 22559.
- Local police making arrests in at least 50 per cent of domestic violence incidents, where the power exists to do so.
- Evidence of survivor consultation.
- Domestic violence integrated into at least five of the following:
 - Local Public Service Agreement
 - Local Area Agreement
 - Equality Action Plan
 - Homelessness Reduction Strategy
 - Education Development Plan
 - Anti-bullying Strategy
 - Crime and Disorder Reduction Strategy
 - Drug and Alcohol Action Team Treatment Plan
 - Local Policing Plan
 - Children and Young People's Plan
 - Primary Care Trust Local Development Plan
 - Child and Adolescent Mental Health Strategy
 - Teenage Pregnancy Strategy
 - The Healthy Schools Programme Plan
 - Sure Start Strategy
 - Neighbourhood Renewal Strategy
 - Vulnerable Adult Protection Strategy
 - Equality standard for local government.
- A named individual with responsibility for domestic violence in at least four local statutory agencies/local authority directorates.
- Local temporary accommodation hostels have a specific domestic violence policy in place.
- An elected local Councillor with specific responsibility for domestic violence.
- CDRP allocates an annual budget to the local Domestic Violence Forum.
- Domestic violence work taking place in at least two schools.
- Inter-agency data collection systems in place, involving at least six agencies.
- Formal links existing between the Domestic Violence Forum and the Safeguarding Children Board.

Level two – LDVS2 (2)

- An independent advocacy service in place, consisting of at least three full time (or equivalent) advocates.

- A named individual with responsibility for domestic violence in at least six local statutory agencies/local authority directorates.
- A specific domestic violence policy in at least three local housing associations/housing support providers.
- All local refuge projects having at least one full time children's worker.
- Local police making arrests in at least 65 per cent of domestic violence incidents, where the power exists to do so.
- Domestic violence fully integrated into at least seven of the following:(must include specific domestic violence input and outcomes)
 - Local Public Service Agreement
 - Local Area Agreement
 - Equality Action Plan
 - Homelessness Reduction Strategy
 - Education Development Plan
 - Anti-bullying Strategy
 - Crime and Disorder Reduction Strategy
 - Drug and Alcohol Action Team Treatment Plan
 - Local Policing Plan
 - Children and Young People's Plan
 - PCT Local Development Plan
 - Child and Adolescent Mental Health Strategy
 - Teenage Pregnancy Strategy
 - The Healthy Schools Programme Plan
 - Sure Start Strategy
 - Neighbourhood Renewal Strategy
 - Vulnerable Adult Protection Strategy
 - Equality standard for local government.
- A contact centre offering supervised handovers.
- Evidence of readiness for a Specialist Domestic Violence Court.
- Local authority meeting at least 75 per cent of BVPI 225.
- Employment of at least a part-time Domestic Violence Co-ordinator on a permanent contract or a full time Domestic Violence Co-ordinator on a short-term contract of not less than two years duration.
- A senior member of staff with specific responsibility for domestic violence in each of the 'Responsible Authorities'.
- Evidence of cross-sector work between domestic violence and substance abuse services or domestic violence and mental health services.
- CDRPs allocating an annual budget to the local Domestic Violence Forum comprising at least 15 per cent of monies allocated to violent crime.
- Evidence of on-going survivor involvement to shape local strategies and priorities.
- Domestic violence work taking place in at least four schools.
- A named link person in the local education authority with responsibility for ensuring children who move into the borough are found a school placement as quickly as possible.
- A Snapshot Project operating in at least two surgeries or an A&E Department.
- Routine enquiry in place in maternity services.

- At least one refuge bed-space fully accessible to a woman with mobility or sensory impairment.
- Inter-agency information-sharing protocol in place.
- Systems in place for interventions with perpetrators who are not being managed by the CJS.

Level three – LDVS2 (3)

- An independent advocacy service in place consisting of at least four full time (or equivalent) advocates.
- A holistic (i.e. voluntary sector victim support and advocacy) Sanctuary scheme in place 65.
- Community based services for children exposed to domestic violence 66.
- CDRPs allocating an annual budget to the local Domestic Violence Forum comprising at least 25 per cent of monies allocated to violent crime.
- Local police division are making arrests in at least 80 per cent of domestic violence incidents where the power exists to do so.
- A contact centre offering high vigilance contact services.
- Employment of a full-time Domestic Violence Co-ordinator on a permanent contract.
- Local authority meeting at least 90 per cent of BVPI 225.
- Domestic violence integrated into at least nine of the following:
 - Local Public Service Agreement
 - Local Area Agreement
 - Equality Action Plan
 - Homelessness Reduction Strategy
 - Education Development Plan
 - Anti-bullying Strategy
 - Crime and Disorder Reduction Strategy
 - Drug and Alcohol Action Team Treatment Plan
 - Local Policing Plan
 - Children and Young People's Plan
 - Primary Care Trust Local Development Plan
 - Child and Adolescent Mental Health Strategy
 - Teenage Pregnancy Strategy
 - The Healthy Schools Programme Plan
 - Sure Start Strategy
 - Neighbourhood Renewal Strategy
 - Vulnerable Adult Protection Strategy
 - Equality standard for local government.
- A named individual with responsibility for domestic violence in at least eight local statutory agencies/local authority directorates.
- Domestic violence work taking place in at least six schools.
- A Specialist Domestic Violence Court in place.
- All 'Responsible Authorities' have a domestic violence personnel policy.
- Evidence of cross-sector work between domestic violence and substance abuse services and domestic violence and mental health services.
- A Snapshot Project operating in at least four surgeries or an A&E Department.

- At least two refuge bed-spaces fully accessible to a woman with mobility or sensory impairment.
- Formal referral routes in place for perpetrators to programmes meeting Respect minimum standards.

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Appendix 3

Insert proposed terms of reference for the Forum and the new strategic group.

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- ¹ Second London Domestic Violence Strategy, 2005
 - ² Stanko, 2000
 - ³ Coid, 2000
 - ⁴ Shelter, 2002
 - ⁵ Department of Health 2002
 - ⁶ Latest Crime Figures for London - <http://www.met.police.uk/crimefigures/> Population figures based on ONS 2004 Mid Year Estimates
 - ⁷ *The Cost of Domestic Violence*, Professor Sylvia Walby, University of Leeds for the Women and Equality Unit, Department for Trade and Industry, September 2004, http://www.womenandequalityunit.gov.uk/research/cost_of_dv_Report_sept04.pdf
 - ⁸ *ibid*
 - ⁹ London Domestic Violence Strategy, November 2005
 - ¹⁰ Domestic Violence: A National Report, Home Office 2005
 - ¹¹ *Domestic violence, sexual assault and stalking: Findings from the British Crime Survey*, ODPM
 - ¹² Wallby S, *The Cost of domestic violence*, September 2004
 - ¹³ Mayor of London, Annual Report of the London Domestic Violence Forum 2006 p.9 November 2006.
 - ¹⁴ 'Violence Against Black Women in the Home', Amina Mama in *Home Truths About Domestic Violence: Feminist Influences on Policy and Practice a Reader*, Hanmer, J. and Itzin, C. (eds) 2000
 - ¹⁵ *ibid*
 - ¹⁶ 'Tackling Domestic Violence: Providing Advocacy and Support to Survivors from Black and Other Ethnic Minority Communities', Home Office (2005)
 - ¹⁷ 'Domestic Violence and Substance Misuse – A Preliminary Evaluation of Service Access and Provision in Barking and Dagenham', 2005
 - ¹⁸ *ibid*
 - ¹⁹ Conference Report: Domestic Violence. A Health Response: Working in a Wider Partnership, Dr Sheila Adam, DH, 2000
 - ²⁰ *Disabled Women and Domestic Violence: Making the Links – An Interim Report for the Women's Federation of England*, Gill Hague, Ravi K Thiara, Pauline Morgan, October 2007
 - ²¹ British Crime Survey England and Wales Home Office, London, 2000
 - ²² C Humphreys, *Good Intentions to Good Practice*, 2000
 - ²³ Zero Tolerance Charitable Trust, 1998
 - ²⁴ Children Act 2004, Home Office
 - ²⁵ Strong Ties Pupil evaluation form, 2006

THE EXECUTIVE

9 SEPTEMBER 2008

REPORT OF THE CORPORATE DIRECTOR OF ADULT & COMMUNITY SERVICES

Title: Proposed Designated Public Places Order for an area around Rainham Road South for the restriction of public drinking of alcohol	For Decision
<p>Summary:</p> <p>Following concern from residents and Members, this report proposes the designation of an area around Rainham Road South within which there will be an additional restriction on public drinking of alcohol from bottles or cans, as a further measure to tackle instances of anti-social behaviour.</p> <p>In the early months of 2008 Ward Members contacted the Community Safety Team expressing concern about alcohol-related disorder in Rainham Road South. An effective solution is proposed in utilising the power given to the Council under Section 13(2) of the Criminal Justice and Police Act 2001. The Act enables the Council to make an area within Rainham Road South a 'Designated Public Place', sometimes referred to as an 'alcohol control zone'. Following the designation, if a Constable or a Police Community Support Officer has reason to believe a person is consuming alcohol within the zone, s/he can require the person to stop consuming and surrender the alcohol. Failure to comply without reasonable excuse is an offence for which a person can be arrested and carries a £500 maximum fine.</p> <p>Legislation requires that a decision to make a Designation must be carried out by a full Council, which for the purposes of the London Borough of Barking and Dagenham is the Assembly.</p> <p><u>Wards Affected:</u> Village, Eastbrook, Heath</p>	
<p>Recommendation(s)</p> <p>The Executive is recommended to agree:</p> <ol style="list-style-type: none"> 1. That the proposed Designated Public Places Order is referred to Assembly for decision 	
<p>Reason(s)</p> <p>Dealing with anti-social behaviour and crime and disorder is a key priority for residents and a Designated Public Places Order in this area will increase our capacity to deal with this issue in these wards.</p>	
<p>Implications:</p> <p>Financial:</p> <p>The estimated cost of designating this area as a 'Designated Public Place' is approximately £5,000. This total includes the cost of producing the consultation letters to all premises within the area and delivering them, which has already been undertaken in order to inform this</p>	

report, and the cost of erecting suitable signs at key locations in the zone. The money is available from within existing resources.

There is a small implied recurring cost for the renewal or refresh of signs from time to time, which is not significant within the overall anti-social behaviour programme budgets.

Legal:

The legal implications of designating an area as an alcohol control zone are discussed in the body of this report, which has been prepared in consultation with the Council's Legal Service.

Risk Management:

If the proposed Designated Public Places Order is not agreed by Assembly the key risk is that without this increased power the partnership will be unable to deal effectively with alcohol related disorder in this location.

Consultation has also been undertaken with over 3,000 addresses in this area and there is overwhelming support for this proposal, so there is a risk that if the Designated Public Places Order is not agreed there will be a loss in public confidence. Equally there is risk that the power will be granted but that policing resources are not released to address the issue. This too will impact on public perception and confidence. The Police SNT support such a proposal as it is a local public set priority and as such will deliver the resources to impact should the Order be agreed.

Social Inclusion and Diversity:

The Race Relations (Amendment) Act 2000 places a requirement on local authorities to make an assessment of the impact of new and revised policies in terms of race equality. Existing policies have already been subjected to impact assessments. This Authority has adopted an approach of extending the impact to cover gender, disability, sexuality, faith, age and community cohesion.

A number of equalities issues have been identified with the introduction of this new enforcement option. At the most basic level, all signage is pictorial to ensure that they can be understood by people who do not speak English as their first language or who have literacy or learning difficulties. More importantly, data will be requested of the Metropolitan Police to enable the Council to review the enforcement of the zone and whether it impacts disproportionately on any equalities group. No structural reason can be identified at present that should imply a disproportionate effect on any one group.

Crime and Disorder:

Section 17 of the Crime and Disorder Act 1998, as amended by subsequent legislation, places a responsibility on local authorities to consider the implications of any proposals on crime, disorder, anti-social behaviour, drug/alcohol misuse or factors adversely affecting the environment.

Alcohol-related disorder has been identified as an issue in this part of the Borough, and is raised as a consistent concern of local residents. Such disorder has the potential to generate violent crime, but also has an adverse effect on the local environment through the careless disposal of cans, bottles, etc.

Options Appraisal:

The strategy meeting with the police held on the 28th May 2008 looked at different options

to deal with alcohol related disorder in this location. The options considered were to continue to deal with the issues using existing police powers (confiscation of alcohol of Under 18s) and the introduction of a Designated Public Places Order. In this location those involved in alcohol related disorder are both under and over 18 years of age. Therefore the Designated Public Places Order is the preferred option as this will provide the police with the necessary powers to effectively manage the issues in this area.

Contact Officer: Glynis Rogers	Title: Head of Community Safety and Neighbourhood Services	Contact Details: Tel: 020 8227 2728 Fax: 020 8227 2630 E-mail:
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1. Introduction and Background

- 1.1 In the early months of 2008 increasing concern was expressed about the anti-social behaviour of a variety of individuals within the Rainham Road South area. Ward Members, residents and users of this area reported problems with groups of people drinking on Rainham Road South and the adjoining side streets and that this was resulting in an increased number of incidents of disorder and violence.
- 1.2 On the 28th May 2008 a strategy meeting was held with the Metropolitan Police to look at what measures could be employed to reduce alcohol related disorder in this location. It was agreed that a Designated Public Places Order (or 'alcohol control zone') would be an appropriate response to the issues.
- 1.3 The proposed Designated Public Place is fully described in the draft Notice (Appendix 1) and the map of the proposed area (Appendix 2).

2. Current Position

- 2.1 The effect of the Order is to give the Police the power to require a person in a Designated Public Place not to drink alcohol in that place where the Police Officer reasonably believes the person is, has, or intends to, drink alcohol. Further they must surrender up to the Police Officer any other alcohol containers in their possession. Failure to comply with an officer's requirement in respect of public drinking or surrender of alcohol without reasonable excuse is an arrestable offence. A Police Support Officer can also exercise this power.
- 2.2 A person guilty of such an offence would be liable on summary conviction to a fine not exceeding Level 2 on the Standard Scale, which is currently £500.
- 2.3 It is not the case that the order creates an offence of drinking in a public place. It is an additional tool for the Police when enforcing order in the area which it covers, such that it is an offence not to dispose of or surrender the alcohol when asked to do so.
- 2.4 A copy of the draft Notice is to be found at Appendix 1 of this report.

3. Consultation with the Public

- 3.1 Consultation letters have been sent to all 3115 premises within the proposed area and a Notice has been placed in the local press. A copy of the consultation letter and press Notice can be found at Appendix 3.
- 3.2 To date 5 objections to this proposal have been received. 2 of these objections had no comments, 1 felt that the Council was getting involved in a police matter, 1 felt that that there was no issue in the area and 1 felt that the issue should be dealt with via Licensing
- 3.3 238 responses strongly welcomed this proposal and a high percentage of the responses thanked the Council for considering this proposal and see it as a positive move to deal with alcohol related disorder in the location. Several responses made the comment that the boundary of the DPPO should be extended to include a specific footpath and this was also a comment made by the police and Ward Members. These comments have been taken into account and the area suggested included.
- 3.4 Consultation on the preparation of this report has been undertaken with the Metropolitan Police Service and has their full support.

4. Implications

- 4.1 The function of Designation of a Public Place under the Act is an activity, which is excluded from the powers of an Executive by the Local Authorities (Function and Responsibilities) Regulations 2000.
- 4.2 This designation must be made by the Council as Assembly. It must resolve to make a specified area a Designated Public Place under the Act for which there is controlled alcohol consumption.
- 4.3 Once a problem has been identified, for which a Designated Public Places Order may be appropriate, the steps to create a Designated Public Place are as follows:-
 - (i) The Council must consult with the Police and Licensees of any licensed premises in the proposed Designated Public Place, or whom they may consider will be affected;
 - (ii) The Council must takes reasonable steps to consult with the owners or occupiers of any land identified which may be affected;
 - (iii) An advertisement carrying a Notice must be placed in a local newspaper, identifying specifically the area that the Order will cover, setting out the effect of the Order and inviting representation with 28 days for representations;
 - (iv) The Order is made by the Assembly;
 - (v) Following the making of the Order by the Assembly a further Notice must be placed in a local newspaper identifying the place, setting out the effect and the date of commencement;
 - (vi) The Council must ensure that there are sufficient signs for the public to draw their attention to the place covered by the Order;
 - (vii) A copy of the Order must be sent to the Secretary of State and Police Commander for the area.

5. Consultees

5.1 The following were consulted in the preparation of this report:

Councillor Val Rush
Councillor Lee Waker
Councillor Mick McCarthy
Mark Tyson, Strategic Group Manager Community Safety
Katherine Gilcreest, Anti-Social Behaviour Manager
Paul Feild, Principal Solicitor
Inspector Ivan Hayes, Metropolitan Police
Eastbrook and Village Safer Neighbourhood Teams

Background Papers Used in the Preparation of the Report:

- Criminal Justice and Police Act 2001

Appendices

1. Draft Notice
2. Map of proposed area of the DPPO
3. Consultation letter and Notice in the press

Appendix 1

NOTICE

LONDON BOROUGH OF BARKING AND DAGENHAM DESIGNATION ORDER PURSUANT TO SECTION 13 OF THE CRIMINAL JUSTICE AND POLICE ACT 2001

The Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001

ALCOHOL CONSUMPTION IN DESIGNATED PUBLIC PLACES

The Council of the London Borough of Barking and Dagenham proposes to make an Order pursuant to Section 13 of the Criminal Justice and Police Act 2001 (the "Act") designating public places in Rainham Road South within the boundaries of the London Borough of Barking and Dagenham and more particularly described in the schedule below, for the purposes of Sections 12-16 of the said Act:-

SCHEDULE OF DESIGNATED PUBLIC PLACES

Aldborough Road	Dewey Road	Kitchener Road	Sawyers Close
Auriel Avenue	Durham Road	Manor Close	Shafter Road
Beamway	Essex Road	Manor Road	Suffolk Road
Bury Road	Exeter Road	Mayeswood Gardens	Surrey Road
Cadiz Road	Felhurst Crescent	Norfolk Road	Victoria Road
Cambeys Road	Foxlands Road	Norton Road	Wantz Road
Charles Road	Goring Road	Oxlow Lane	Western Avenue
Cranmer Gardens	Gay gardens	Plumtree Close	Winstead Gardens
Crown Street	Honey Close	Rainham Road South	Wyhill Walk
Dagenham Road	Ibscott Close	Reede Road	
Dagmar Road	Kent Road	Roosevelt Way	
		Sandown Avenue	

PARKS

Pondfield Park

AND all those other public places within the area shown edged red on the plan annexed thereto (a copy of the plan being available for inspection at the Town Hall Barking).

DEFINITION OF PUBLIC PLACE

"Public place" means any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission (Section 16(1) of the said Act.)

THE EFFECT OF THE ORDER

The effect of such an Order is that the Police have the power to require a person, in such public place, not to drink alcohol in that place where the officer reasonably believes the person is, has or intends to do so, and to surrender any alcohol containers in the person's possession. Failure to comply with an officer's requirement in respect of public drinking or surrender of alcohol, without reasonable excuse, is an arrestable offence. A person guilty of such an offence will be liable on summary conviction to a fine not exceeding level 2 on the standard scale (currently £500). (Section 12 of the said Act).

Exclusions

Excluded from the Order will be:-

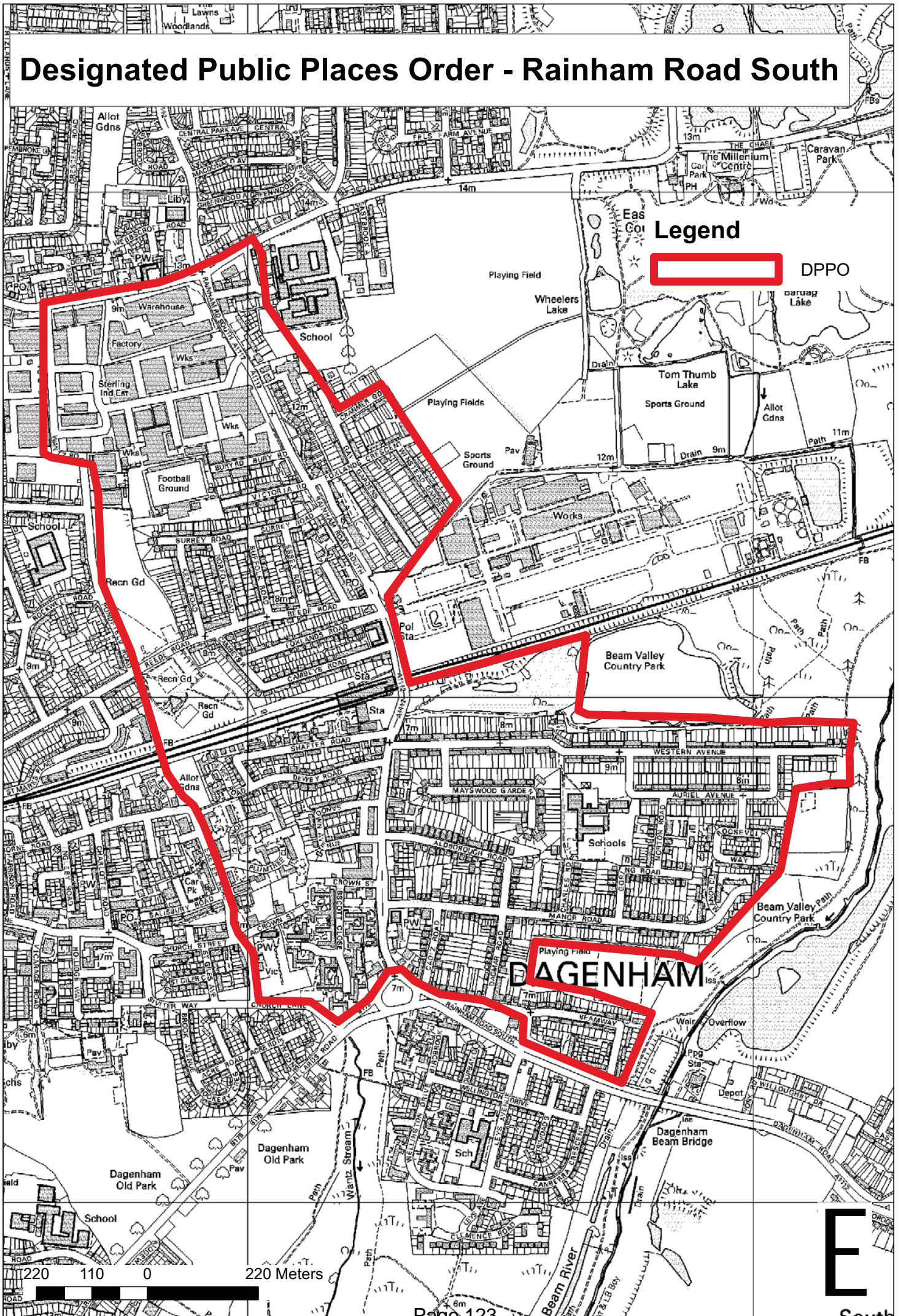
Any area which is within the cartilage of any licensed premises or registered club;
Any place where the sale of alcohol has been authorised by virtue of an occasional license or permission;
Any place where the Council has granted a permit pursuant to Section 115 (E) Highways Act 1980.

Any person wishing to make representations on the proposal should make them in writing to the Strategic Group Manager – Community Safety, 3rd Floor Roycraft House, 15 Linton Road, Barking, Essex IG11 8HE.

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Chief Executive

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Designated Public Places Order - Rainham Road South



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Appendix 3

3rd Floor Roycraft House
15 Linton Road
Barking Essex
IG11 8HE

Date: 3 July 2008

Dear Sir or Madam

Proposed Designated Public Places Order (“Alcohol Control Zone”)

Barking and Dagenham is a safe place to live. However, we have received a number of reports concerning alcohol-related disorder problems in the area around Rainham Road South and surrounding roads. The Council, working in partnership with the Metropolitan Police, is keen to tackle this anti-social behaviour, so that we can continue to make Barking and Dagenham safer, and to make it feel safer for local residents.

In 2001 the Criminal Justice and Police Act and the Associated Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001 provided the Council with the power to designate areas in which consuming alcohol can be controlled. The Council proposes to designate an area around Rainham Road South as just such an ‘alcohol control’ zone. This would permit constables to act in situations where the consumption of alcohol within that area is causing a disturbance to others.

The 2001 Act states that if a constable (including Police Community Support Officers) reasonably believe that a person is, or has been, consuming alcohol in a designated public place, or intends to consume it there, the constable can require the person to surrender the alcohol. Failure to comply without a reasonable excuse is an offence for which people can be arrested and has a £500 maximum fine.

This does not mean that people are not allowed to drink alcohol in their private gardens, beer gardens or pavement cafes attached to licensed premises. They would also not be prevented from carrying unopened containers purchased for consumption in areas that are not designated. Police officers are unlikely to be able to stop all incidents of drinking in public places in the zone, but it does provide police with an additional power to tackle alcohol-related disorder.

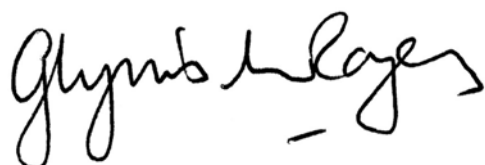
Before making an order the Council is required to consult to obtain the views of interested parties. This includes you, since your property, business or land falls within the area which we are proposing to designate. Please find a map of the proposed area of the designation

for your information.

Attached to this letter is a reply slip to complete on which you can give us your views as to whether you support such an order being made, together with a space for any comments you may wish to make. This needs to be returned by 19 August 2008.

If you have any further questions or queries please contact Katherine Gilcreest, Anti-Social Behaviour Manager, on 020 8215 3010 or katherine.gilcreest@lbbd.gov.uk

Yours faithfully

A handwritten signature in black ink, appearing to read 'Glynis Rogers'. The signature is written in a cursive style with a horizontal line under the name.

Glynis Rogers
Head of Community Safety and Neighbourhood Services

Designated Public Place Order- Rainham Road South

- I do agree with the proposal to designate the area on the map as a Designated Public Place

- I do not agree with the proposal to designate the area on the map as a Designated Public Place

Comments

Name:

Address:

Telephone:

Please return in the pre-paid envelope provided

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THE EXECUTIVE

9 SEPTEMBER 2008

REPORT OF THE CORPORATE DIRECTOR OF CHILDREN'S SERVICES

Title: Proposed Establishment of an Additional Resource Provision at Eastbrook Comprehensive School	For Decision
<p>Summary:</p> <p>This report presents a proposal for Eastbrook School to establish an additional resource provision (ARP) for pupils with statements of Special Educational Needs primarily relating to speech, language and communication from the Autumn Term 2008.</p> <p>The objectives of the ARP are:</p> <ol style="list-style-type: none"> 1. To provide specialist support to pupils with speech and language needs. 2. To support these pupils to develop strategies to enable them to access a mainstream classroom. 3. To provide an on-site specialist provision linking speech, language and the curriculum. 4. To improve access to specialist staff. <p>The school is to become a centre of excellence in the field of speech, language and communication from which other establishments and provisions can benefit.</p> <p>Wards Affected: All Wards</p>	
<p>Recommendation(s)</p> <p>The Executive is asked to agree</p> <p>The establishment of an additional resource provision at Eastbrook Comprehensive School for pupils with statements of Special Educational Needs primarily relating to speech, language and communication from the Autumn Term 2008 as detailed in the report.</p>	
<p>Reason(s)</p> <p>To assist the council in providing specialist support to secondary aged pupils with significant speech, language and communication needs.</p>	
<p>Implications:</p> <p>Financial:</p> <p>The initial cost of providing the Additional Resource Provision unit (ARP) will be approximately £72,000. This will provide funding for three teachers together with training, resources and start up costs. It is planned to fund this ARP from countervailing savings made against the non-maintained fees budget held within the</p>	

retained element of the Dedicated Schools Grant. This proposal was approved in principle by the schools' forum on 3 April 2008. The base is planned to be open for September 2008.

Legal:

The proposals have been published in accordance with the Education and Inspections Act 2006 and the required procedural and implementation arrangements are being followed.

The School will manage the ARP under the supervision of the Headteacher, who has a reporting responsibility to Governors.

Risk Management:

We need to make provision as a statutory obligation for additional pupil places in the borough and these proposals mitigate the risk of failing to provide suitable numbers of places for pupils' learning. The number of children with specialist communication needs has increased, partly owing to the growing pupil population; hence the need for additional special needs places.

Crime and Disorder:

No specific implications.

Options Appraisal:

Hunters Hall Primary School has a specialist unit for speech, language and communication and is a natural feeder school for Eastbrook Comprehensive School. This therefore made it the logical choice for the ARP to be situated at the school. Also, the Headteacher of Eastbrook has specialist expertise in speech and language and is keen for the school to support specialist provision.

Contact Officer: Mike Freeman	Title: Group Manager Asset Management and Capital	Contact Details: Tel: 020 8227 3492 Fax: 020 8227 3148 E-mail: mike.freeman@lbbd.gov.uk
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1 Current Position

- 1.1 The Borough has one primary ARP for children with significant speech, language and communication needs based at Hunters Hall Primary School. There is currently no complementary secondary provision. This clearly limits opportunities for this group of young people to remain in a mainstream school and get good access to the support they require.
- 1.2 Data as at 30 June 2008 shows there are 910 Statemented Special Educational Needs (SEN) pupils in the borough. Of these, 152 (17%) have speech, language and communication needs identified as part of their statement.

2 The Proposal

- 2.1 Eastbrook School will be the first secondary school with an ARP specifically for Speech Language and Communication Needs. The aim of the proposed ARP is to establish a Centre of Excellence which can give support via outreach work to all Secondary Schools in the Borough.
- 2.2 The proposed ARP for Eastbrook School is being designed to meet the needs of young people with specific difficulties for which direct therapy needs to be a part of their programme. The ARP will be on the school site so no inconvenience is caused to the parent or the child.
- 2.3 These pupils will require specifically adapted access to the mainstream school curriculum. Therapy sessions can be accessed at a time convenient to the child's' curriculum. The Therapist and the Specialist Teacher will be working with the class subject teacher to provide speech and language provision which will be offered throughout the school curriculum.
- 2.4 It is planned for the ARP to initially provide for six Year 7 pupils from September 2008 increasing to up to six pupils per year group thereby providing a total of 42 places that will cater for the needs of young people with significant Speech Language and Communication Needs (SLCN).

3 Finance

- 3.1 Funding has been agreed for the teaching staff at a ratio of one teacher and one LSA (Learning Support Assistant) per 6 pupils. A large classroom is being redecorated and new furnishings and carpets have been ordered.
- 3.2 The initial cost of providing the ARP from September 2008 is approximately £72,000. This is based on 6 pupils, at a base cost of £12,000 per unit. The level of the proposed unit of resource provided compares favourably with the cost of external provision which can be significantly more and in some cases twice as much. There are currently four pupils who need a place in this ARP in September 2008. Out of borough costs would be approximately £200,000 in total for these children.
- 3.3 This project would be funded from the Dedicated Schools Grant with the funding delegated to the school for local management. While the initiative may avoid higher costs than alternative provision out of Borough, the funding for this will need to be earmarked from uncommitted resources in the DSG.

4 Consultation

- 4.1 Consultation regarding the ARP at Eastbrook has taken place and includes the Speech and Language Group Meeting held on 17 September 2007, the School Forum Meeting held in April 2008 and the Steering Group Meeting held on 5 June 2008.

- 4.2 The Notice was published in The Barking & Dagenham Post on 16 July 2008. To date, there has been one objection to the proposal from a parent who believes the school has enough difficult issues to deal with without including this proposed ARP. The objector, who wishes to remain anonymous, has been responded to. The notice period ends on 26 August 2008 and is on display on the school notice-board and at the main library in Barking.

5 Conclusion

- 5.1 The proposed new ARP will allow the Local Authority to meet the needs of some young people who at present have to be placed out-borough and to respond to parental pressure for special schools and ARP places where demand currently exceeds local capacity.

6 Consultees

- 6.1 The following were consulted in the preparation of this report:

Cllr Jeanne Alexander	-	Lead Member for Children's Services
Robin Hanton	-	Group Manager, Corporate Law & Deputy Monitoring Officer
Joe Chesterton	-	Head of Corporate Finance
David Tully	-	Group Manager, Children's Finance (Interim)
Jane Hargreaves	-	Head of Quality and School Improvement
Paul Kelly	-	Group Manager, Admissions and Attendance
Paul Ansell	-	Procurement Officer
Antoinette Antoine	-	Internal Communications Officer
Carol Buckley	-	Human Resource Officer

7 Background Papers Used in the Preparation of the Report:

1. Legislation which allows this – Education and Inspections Act 2006
2. The Bercow Report (A Review of Services for Children and Young People 0-19 with Speech, Language and Communication Needs) - DCSF 00632-2008
3. Consultation Letter dated 2 July 2008
4. Notice published 16 July 2008

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