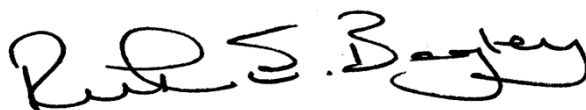


Date of issue: Tuesday, 20 October 2015

<b>MEETING:</b>	<b>NEIGHBOURHOODS AND COMMUNITY SERVICES SCRUTINY PANEL</b> (Councillors Plenty (Chair), Morris (Vice Chair), Dar, Davis, N Holledge, Malik, Mansoor, Sohal and Wright)
<b>DATE AND TIME:</b>	WEDNESDAY, 28TH OCTOBER, 2015 AT 6.30 PM
<b>VENUE:</b>	MEETING ROOM 3, CHALVEY COMMUNITY CENTRE, THE GREEN, CHALVEY, SLOUGH, SL1 2SP
<b>DEMOCRATIC SERVICES OFFICER: (for all enquiries)</b>	DAVE GORDON 01753 875411

NOTICE OF MEETING

You are requested to attend the above Meeting at the time and date indicated to deal with the business set out in the following agenda.



**RUTH BAGLEY**  
Chief Executive

AGENDA

## PART I

<u>AGENDA</u> <u>ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>	<u>WARD</u>
1.	Apologies for Absence.		
<b>CONSTITUTIONAL MATTERS</b>			
2.	Declarations of Interest		
	<i>All Members who believe they have a Disclosable Pecuniary or other Pecuniary or non pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Section 3 paragraphs 3.25 – 3.27 of the Councillors' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 3.28 of the Code.</i>		
	<i>The Chair will ask Members to confirm that they do not have a declarable interest.</i>		
	<i>All Members making a declaration will be required to complete a Declaration of Interests at Meetings form detailing the nature of their interest.</i>		
3.	Minutes of the last meeting held on 3rd September 2015	1 - 8	

## SCRUTINY ISSUES

4.	Member Questions		
	<i>(An opportunity for panel members to ask questions of the relevant Director / Assistant Director, relating to pertinent, topical issues affecting their Directorate – maximum of 10 minutes allocated.)</i>		
5.	Loft Insulation	9 - 12	
6.	Violence Multi-Agency Panel	13 - 44	
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**AGENDA**  
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**ITEMS FOR INFORMATION**

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| 10. | Civil Enforcement Officer Beat Coverage | 75 - 90 |
| 11. | Forward Work Programme                  | 91 - 94 |
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| 13. | Date of Next Meeting - 6th January 2016 |         |

**Press and Public**

You are welcome to attend this meeting which is open to the press and public, as an observer. You will however be asked to leave before the Committee considers any items in the Part II agenda. Please contact the Democratic Services Officer shown above for further details.

The Council allows the filming, recording and photographing at its meetings that are open to the public. Anyone proposing to film, record or take photographs of a meeting is requested to advise the Democratic Services Officer before the start of the meeting. Filming or recording must be overt and persons filming should not move around the meeting room whilst filming nor should they obstruct proceedings or the public from viewing the meeting. The use of flash photography, additional lighting or any non hand held devices, including tripods, will not be allowed unless this has been discussed with the Democratic Services Officer.

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**Neighbourhoods and Community Services Scrutiny Panel – Meeting held on Thursday, 3rd September, 2015.**

**Present:-** Councillors Plenty (Chair), Morris (Vice Chair), Dar, Davis, N Holledge, Malik, Mansoor, Sohal and Wright

**Also present under Rule 30:-** Councillors Smith and Strutton

**PART 1**

**11. Declarations of Interest**

Councillors Malik and Morris declared their interests as tenants in Slough Borough Council (SBC) property.

**12. Minutes of the last meeting held on 29th June 2015**

**Resolved -** That the minutes of the meeting held on 29<sup>th</sup> June 2015 be approved as an accurate record.

**13. Member Questions**

Members raised a question regarding allotments prior to the meeting. An answer was provided and circulated to members.

**14. A4 Brands Hill**

Given the request by the Panel at the last meeting, the Transport Signs Regulations and General Directions guidance, the Design Manual for Roads and Bridges standards and guidance and the details of the stage 1, 2 and 3 safety audits had been presented to members. These documents provided detailed reasoning for the decision made with regards to the A4 road design.

In addition, a video had recently emerged of a parked lorry causing problems for road users. Members were informed that there was a loading ban at the site in question.

The Panel raised the following points in discussions:

- There were concerns over the length of time it was taking for orders to be enforced. Parking were currently being chased with regards to the order, with SBC officers monitoring the situation. The loading ban which would come into place allowed for instant ticketing; however, given the presence of approximately 70 other such issues it could not be the sole priority. However, members stated that the delay was not acceptable and officers would continue to pursue the matter.
- The arrow road markings should be implemented quickly, as no order was required for their completion. Rain delays had hampered work, but

contractors would be asked to resolve this. Members would be informed on progress.

- The loading ban required a period of consultation followed by the advertising of the order for 21 days. Objections then had the potential to lengthen the process. Members would be informed on progress. The red lines which allowed for instant ticketing were only valid in London.
- As pedestrians and cyclists needed consideration in addition to motorists, pavements could not be removed to allow for a double lane road in both directions. A reduction in the pavement would not be sufficient to allow the installation of an additional traffic lane. The construction of a dual carriageway would also involve planning issues.
- The policy on bus stops did not just apply in the SBC area but along the 78 bus route to Heathrow. Different locations were subject to variations in arrangements, and bus users had not given negative feedback on the impact on the service. There had also been a consultation process regarding bus shelters and stops. However, members reported that motorists had been negatively affected in some areas (e.g. Colnbrook).
- Bus stops which had been filled in could have driver-operated traffic signals to allow buses to leave. However these would also require a traffic signal further down the road to stop buses.
- The last meeting had requested the police advice on the absence of a right turn by the BP garage. The response received was that the police would not be able to monitor the site constantly; however, this response was in relation to enforcement rather than safety. Members wished to note that their concerns were about deterrence rather than apprehending those who ignored the sign and wished officers to return to the matter. They also noted that Police Community Support Officers had indicated support for a no right turn sign at Parish Council meetings.
- The present double yellow lines allowed for a 5 minute stay, which was causing significant problems (as highlighted in a recent video, publicised on Streetlife). Large vehicles in the single lane were causing users of that lane to occupy the middle lane in order to gain a view, and in so doing were placing themselves in the opposing direction to oncoming traffic.
- The safety audit had made recommendations to SBC; any of these which were overruled had to be justified.
- The Panel also wished to note its dissatisfaction at the absence of the lead officer and Cabinet member for this discussion.

### **Resolved:**

1. SBC would contact the Department for Transport to make the case for variations with regards to variations in the policy on traffic signs for 3 lane roads. The Panel would then be informed as to the outcome of this discussion.
2. The Panel wished to refer their dissatisfaction on the road lay out for the A4 Brands Hill area to Cabinet, on the grounds of planning, design and implementation. This had led to outstanding safety issues, which rendered the highway as not fit for purpose.

## 15. Real Time Passenger Information

SBC reported that communications between the companies involved had improved; however, staffing difficulties remained. This meant that whilst improvements were visible, co-ordination and installation difficulties were still holding results back.

The Panel raised the following points in discussion:

- The original level of 28% accuracy had improved to a rate around 60-70%. However, this seemed to have halted since the last report. Officers reported that some routes were now running at 98% but that installation the machinery into the buses was the crucial factor.
- The issue of 'ghost buses' (where updates indicated that a bus was imminent, but then failed to appear with the data disappearing from the RTPI display) remained a concern.
- In April 2015, Cabinet had referred the matter to the Panel. It had indicated that RTPI should be returned to the Cabinet if targets had not been reached.

**Resolved:** that the matter should be referred to Cabinet, with specific reference to the issue of 'ghost buses'.

## 16. Littering, fly tipping and enviro-crime pilot project

The litter campaign has focused on the town centre. 480 penalties have been given out, and it was intended to expand the scheme to the bus station. Should it prove possible then an exportation of the scheme to public areas outside the centre of Slough was the aspiration, although economic realities may make this impossible.

The Panel raised the following points in discussion:

- Members welcomed the rise in fixed penalty notices, although questioned its lack of application across the borough. Officers responded that a 35% reduction in the budget was a major consideration. However, meetings with the companies involved in supporting delivery were being held to discuss the future. In particular, the focus on high density areas was helping make the campaign economically viable and may be a key consideration in any extension.
- Commercial partners were used to undertake low level activity, with SBC concentrating on closure of cases. This arrangement had improved efficiency.
- Members raised concerns over the level of activity in resolving anti-social behaviour outside of the central area. SBC had assigned officers to areas across the borough and could undertake out of hours work for nominated times. Officers had the powers to intervene in such cases, and members could assist by providing their intelligence on local

issues. Bodies representing local residents could invite SBC representatives to improve communications, as could Parish Councils.

- 70% of penalty notices were paid; however, this did not allow SBC to break even with an average loss of £8 per ticket at present. Despite this, SBC would continue to pursue court measures where applicable to reinforce its message.
- CCTV (using boxes on polls) were being employed to identify fly tipping activity. SBC had been given powers to seize tipper vans 6 months prior to this meeting, with 4 prosecutions having been undertaken. The fly tipping refuse was the responsibility of SBC to clear if the land was held by the Council; on private land, the land owner would be approached to remove the refuse.
- SBC was involved with the police in joint work on anti-social behaviour, with drugs and prostitution also part of these efforts.
- SBC officers would return to the Panel once discussions over a new financial model had been concluded and the tender put out for bids. A new provider was wanted to start work for the beginning of the 2016-17 financial year.
- SBC were visiting local residents to gain local knowledge; a house which had been used to sell drugs had been closed as a result of this. Information from residents was often crucial in securing successful prosecutions. Each area in Slough had a team of officers, with the structure reflecting the structure of local policing.

**Resolved:** that a report for information on the new financial model would be taken by the Panel in January 2016.

## **17. Garages strategy**

The report provided an update to the Panel, with the waiting list now containing 84 applications. The level of occupancy had risen from 35% to 46%, and a recent review of sites providing a more accurate representation of parking facilities and their locations. The sites had been rated as 'red', 'amber' or 'green', with red sites the least suitable for redeployment for an alternative use and green the most suitable.

The draft strategy involved three key elements; namely:

1. Annual health checks for all sites.
2. Investigations into potential for remodelling, redevelopment, sale or re-use of suitable sites.
3. Proposals for resident involvement.

The Panel raised the following points in discussion:

- Members welcomed the rise in level of occupancy; however, officers stated that a precise future target would be impossible to provide. The list of 'red' garages would be passed to Housing Officers at SBC who would then allocate as applicable.



- It was highly probable that the number of garages would fall given the number of sites with no demand and / or no viable future for their present use. SBC was optimistic that the most unsuitable sites could be re-designated.
- Garage sites that have unsuitable structures left on bases will have the structures removed to leave rentable parking spaces. Options had been assessed in such cases.
- New garages had an occupancy rate of 90%; however, parking spaces were not used at the same rate.
- The higher rents for the new garages had been set to enable the recouping of redevelopment costs within 12-14 years.
- Improvements in garage sites and increase in letting was in part due to 'word of mouth' spreading improvements in the service and by increased speed in dealing with new applications.

**Resolved:** that the Panel was satisfied with the content of the proposed Garages Strategy.

#### **18. Bulky waste collection service**

The changes to the service had, in part, been caused by the concerns over enviro-crime reflected in the previous item. Having consulted with community groups, Neighbourhood Action Groups and similar bodies, the view that the current service was too expensive was widely reflected by residents. At present, the fee stood at £30.75 for a collection of any size up to a maximum of 5 bulky items. The service had been outsourced to Amey as part of the 2002 tender, and there was no process for ascertaining if the service user was exempted from payment. As a result, income had not been as high as hoped from the service.

The new proposal ('Pay As You Throw') would be charged at £5 per item up to a maximum of 6 items, with all users to be levied in the same manner. There would also be an online payment portal, to avoid the current situation where residents had to visit a local refuse station to book the service. The online portal could then be expanded to allow reporting of other matters (e.g. broken bins). Overall, it was intended that the redesigned service would be both more affordable and more accessible.

The Panel raised the following points in discussion:

- The creation of a specific portal for waste issues would allow for greater use of data in analysing trends and issues. At present, any electronic requests came through as emails and could not be collated with ease.
- The bulky waste collection service would form a part of the wider waste strategy, which would be compiled and presented for discussion by the Cabinet at a later date.
- Amey were not insured to collect asbestos sheets, although this could be revised. At present the refuse station in Chalvey could take wetted sheets; it may be possible to include them as part of 'Pay As You

Throw', although the extra costs of their disposal could lead to a surcharge being paid for anyone requesting their collection.

- The decision to ask pensioners to pay for the service had been made as part of providing an equal system; proposals did also include the possibility of one free collection per year for this group. However, whilst members recognised that no perfect solution was available, it did raise concerns that some vulnerable groups may be dissuaded from using the service.
- Members asked if free collections, by ending the demand for fly tipping, could pay for itself. 58 councils did provide this service, but it led to a very high tonnage of refuse and costed £50-60,000 per annum. There was also a risk that it could encourage the importation of bulky waste from surrounding boroughs.

**Resolved:** that the Panel supported the proposals in the report, with the exception of 5.8 regarding pensioners. In this case, the Panel requested further work be undertaken on potential exemptions for vulnerable residents.

#### **19. Housing regulation**

Members requested a subsequent report on the performance of the housing service in relation to the standards framework. This would also include an evaluation of the value for money offered by the service.

**Resolved:** that an item on the performance of the housing service be added to the agenda for 28<sup>th</sup> October 2015.

#### **20. Neighbourhood Services Resident Board's 20 Recommended Key Performance Indicators**

The Panel requested information on the performance indicators, and that this should be benchmarked with other comparable authorities. SBC received a quarterly appraisal of the KPIs, with an annual review produced. This would be shared with members when available.

**Resolved:** that the Panel receive information on KPIs when available.

#### **21. Forward Work Programme**

**Resolved:** that, in addition to the requests already made, the Five Year Plan outcome (Slough to be one of the safest places to live in the Thames Valley) be added to the agenda for 23<sup>rd</sup> February 2016.

#### **22. Date of Next Meeting - 28th October 2015**

Chair

(Note: The Meeting opened at 6.30 pm and closed at 9.18 pm)

**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhood & Community Services Scrutiny Panel **Date:** 28<sup>th</sup> October 2015

**CONTACT OFFICER:** Adrian Thomas - Head of Property Client  
(For all Enquiries) (01753) 875446

**WARD(S):** All

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**LOFT INSULATION**1. **Purpose of Report**

This report is brought to Panel to provide and update on the position associated with the installation of loft insulation to the Council Housing stock

2. **Recommendation**

The Committee is requested to note the report.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**3a. **Slough Joint Wellbeing Strategy Priorities –**

One of the key priorities for the Council is to improve the overall energy efficiency associated with the housing stock by utilising the resources available. This will meet the strategic priorities by:

**Priorities:**

**Health:** Improvement of the energy efficiency within houses / blocks of flats by the installation of external and internal insulation can result in warmer houses that can contribute to a decline in cold related deaths and illnesses as well as an improvement of well being.

**Housing:** The improved energy efficiency of the houses / blocks of flats through insulation can assist in reducing the overall energy usage of the building and be a contributor to a reduction in individual fuel poverty as well as a reduction in landlord charges for energy.

**Cross-Cutting themes:**

The energy efficacy measures through insulation and in particular loft insulation supports the following cross cutting themes

Fuel Poverty Target 2016

Climate Change Target 2020 and 2050

Sustainable Economic Growth – Create a low carbon Economy

Capital strategy: 2015-20

### 3b. **Five Year Plan Outcomes**

The outcomes associated with the proposals are that:

- The homes in the borough will benefit through quality improvements across all tenures to support our ambition for Slough
- Residents in Council accommodation in Slough will be healthier, resilient and have positive life chances
- The Council's income and the value of its assets will be maximised

### 4. **Other Implications**

#### Financial

The programme associated with insulation is entirely supported from HRA funds allocated through the Capital strategy process.  
There are no further financial implications.

#### Risk Management

As an information report there are no risks associated with this issue.

#### Human Rights Act and Other Legal Implications

There are no Human Rights Act and Other Legal Implications

#### Equalities Impact Assessment

There is no Equalities Impact Assessment associated with insulation

### 5. **Supporting Information**

- 5.1 Slough has benefitted from grant funding over a number of years that allowed for cavity wall and loft insulation to be installed free of charge for council tenants as part of the Government's initiatives to reduce the carbon footprint and contribute to a reduction in fuel poverty
- 5.2 The grant funding previously available ceased in 2013 and was replaced by The Energy Company Obligations (ECO) which came into force on 1 January 2013 to replace the Carbon Emissions Reduction Target and the Community Energy Saving Programme and its first phase will run until 31 March 2015. It consists of 3 main parts.
- 5.3 Part 1 is the Carbon Emissions Reduction Obligation (CERO) which is the largest part of ECO and open to everyone. There is no means testing and is targeted at hard-to-treat households. SBC have focussed on securing funding for the hard to treat properties through external wall insulation and have obtained in excess of £400,000 in funding over the last 18 months and currently have approximately £200,000 of funding earmarked for the next phase of external wall insulation.
- 5.4 Part 2 (Carbon Saving Communities' Obligation (CSCO)) is aimed at helping the lowest 15% income areas in England, Wales and Scotland. However funding is only available to those in receipt of qualifying benefit such as Income support,

State Pension Credit, working tax credit and child tax credit with households' incomes below £15,860.

- 5.5 Part 3 (Home Heating Cost Reduction Obligation (HHCRO)) has been created to provide support on reducing energy bills to the most vulnerable private households within England, Wales and Scotland.
- 5.6 Under Part 2 (CSCO) loft insulation is no longer being offered free by Government Schemes though British Gas have continued to offer this free through their own schemes. As part of this change our procedure has been to work with British Gas and identify areas that could benefit from the new processes.
- 5.7 British Gas identified multiple areas that could benefit from loft insulation and advertised the service through newsletters and direct mail to residents. SBC could not make applications on behalf of tenants and if tenants wanted the service they had to submit a request for a letter of authorisation to the Council for this to be done.
- 5.8 Properties that took up the offer were surveyed and if insulation had 150mm or more in the existing loft insulation the insulator would consider this an adequate amount and would not top up. Residents who call in who may have missed previous insulation schemes are directed to the most suitable solution depending on their needs.
- 5.9 To ensure all properties have the adequate levels of insulation they are included in the forthcoming stock condition survey (SCS) that will identify the level of thickness and provide information to be included into future programmes from 2017 onwards.
- 5.10 For the financial years 2015 – 2017 an allocation of £50,000 has been made from the existing Housing Revenue Account funding to allow for insulation to be installed when requested.
- 5.11 To date over 80% of properties have adequate insulation installed with thickness ranging from 150 to 300mm. Loft insulation is surveyed and upgraded as part of existing heating and roof programmes.
- 5.12 As part of the current SERS external wall insulation programme we have insulated and upgraded 329 non-traditional constructed properties. In addition, work to insulate a further 4 blocks at Eyre Green is currently in progress.

## 6. **Comments of Other Committees**

None

## 7. **Conclusion**

Members are requested to note the processes involved and the progress made in installing loft insulation to tenanted properties.

Members are to note the commitments already made as well as future commitments including budget allocations to insulate lofts and recognise that the procedures adopted support SBC's targets for energy efficiency and its contribution to a reduction in fuel poverty.

8. **Appendices**

None.

9. **Background Papers**

None

**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhoods and Community Services Scrutiny Panel

**DATE:** 28<sup>th</sup> October 2015

**CONTACT OFFICER:** Garry Tallett, Community Safety Partnership Manager  
(For all Enquiries) (01753) 477907

**WARD(S):** All

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**VIOLENCE MULTI-AGENCY PANEL (VMAP)**1. **Purpose of Report**

To update members on the VMAP pilot and how partners have worked collectively to tackle the perpetrators of violence and support victims (including victims of Domestic Violence) and our future multi-agency approach.

2. **Recommendation**

The Committee is requested to note the report.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

The Slough Joint Wellbeing Strategy (SJWS) is the document that details the priorities agreed for Slough with partner organisations. The SJWS has been developed using a comprehensive evidence base that includes the Joint Strategic Needs Assessment (JSNA).

3a. **Slough Joint Wellbeing Strategy Priorities**

Central to discharging its responsibility, the Board through regular performance management reports, ensures that the vision and objectives of the Strategy are delivered through the priority actions being led on by each Priority Delivery Group (PDG) such as those described in detail below.

The Safer Slough Partnership seeks to reduce crime, anti-social behaviour and the fear of crime. It seeks to reduce the harm that drugs cause to individuals, families and the wider community and create a safer and cleaner environment for all those who live, work, learn, visit and invest in Slough. Therefore the SSP meets the following priorities:

- *Health*
- *Regeneration and Environment*
- *Safer Slough*

3b. **Five Year Plan Outcomes**

The VMAP initiative can directly influence the following outcomes within the Five Year Plan.

- Slough will be one of the safest places in the Thames Valley
- Children and young people in Slough will be healthy, resilient and have positive life chances

The VMAP delivery will also support Five Year Plan outcomes for

- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay
- The centre of Slough will be vibrant, providing business, living, and cultural opportunities

#### 4. **Other Implications**

(a) Financial There are no financial implications arising from this report. Delivery will be within existing budgets and through partnership collaboration.

(b) Risk Management There are no risk management issues arising from this report

(c) Human Rights Act and Other Legal Implications There are no human rights or other legal implications arising from this report.

Equalities Impact Assessment Feedback and close monitoring of data would be analysed according to SBC equalities monitoring categories, thereby enabling any differential impact on particular groups to be identified.

#### 5. **Supporting Information**

##### **Background Information**

- 5.1 Over the last four years the Police Foundation have worked with the Safer Slough Partnership to establish a more in-depth understanding of the patterns, concentrations, trends, locations, perpetrators, victims and drivers of violence (including domestic violence and abuse).
- 5.2 The work has helped to establish how the police and partners are using available resources and identify any opportunities for, or barriers to, reducing violence (including domestic violence and abuse), and related crime and disorder.
- 5.3 The operational stage of the pilot project commenced on the 7<sup>th</sup> August 2014 and concluded on the 26<sup>th</sup> August 2015. The evaluation report (appendix A) included the preliminary findings from the evaluation process and was presented to the Safer Slough Partnership on 8<sup>th</sup> September 2015.

##### **Preliminary Findings**

- 5.4 As part of the evaluation analysis, data on attendance and representation from all 26 fortnightly VMAP meetings in the pilot period were reviewed. VMAP has seen an average of 14 attendees per meeting over this timeframe, a turnout trend which has remained consistent.



- 5.5 In total, there have been 97 different attendees at VMAP. Over half of these have attended only once, an indication of churn and 'self-selection'. However, this turnover has been balanced by a strong core group of attendees, 13 of whom have attended at least half of all meetings.
- 5.6 The VMAP process has proved to be popular with key stakeholders as a way of meeting to discuss complex cases and to share information. The case management process has enabled more collaborative working between agencies with benefits to the agency and the individual being supported. Officers were able to discuss who was best placed to undertake a visit and become a single point of contact, reducing officer time and making it easier for the clients who have chaotic lifestyles to engage with services.
- 5.7 Across the full 12 months of the pilot period, there have been 298 individuals considered by VMAP – two thirds of these originated from Chalvey and Upton wards in the South neighbourhood policing area. The age demographic for VMAP cases shows a strong orientation towards younger age groups, which had been anticipated.
- 5.8 In terms of recurrence statistics, research shows that the VMAP caseload is predominantly comprised of individuals who have come to our notice twice in the last year. Just under a third (approximately 30%) has come to our notice three or more times.
- 5.9 Within the pilot year, 42% of VMAP cases were Domestic Abuse related with the remaining 58% recorded as non-domestic. Within the analysis there was significant overlap between the different roles adopted by VMAP subjects. Of particular interest is the finding that one third of domestic violence victims also presented as domestic violence offenders, blurring any notion of regimented victim / offender typology. The chart below shows the breakdown of domestic and non-domestic offenders who were also a victim of crime.

% of offenders who were also a victim within four years and within ward	DV offenders (106)	Non-DV offenders (95)	Child Abuse offenders (12)	All Offenders (200)
DV victim	12	6	0	10
Non DV victim	11	14	33	12
Child Abuse victim	0	1	0	1
Any victim	23	19	33	21

### Pilot evaluation

- 5.10 In evaluating the impact of VMAP, the Police Foundation have used the most robust available measures, given the scale and design of the initiative. Two methods have been employed.
- 5.11 The first measure looked at the rate of subsequent occurrence within the VMAP case load compared to previous years. The second measure takes a 'cohort study' approach, which tracks VMAP subjects over a standardised period (120 days) and compares what happens to them with a similar 'control group' not subject to VMAP.

- 5.12 Both methods of evaluation have generated results that suggest that VMAP has not had a significant positive impact on the rate of recurrent violence. The findings do show that the time period is extended before a recurrence, suggesting that VMAP has started to have a positive impact on the rate of recurrent violence as the length of time between offences is increased.
- 5.13 While the initial findings point to the ineffectiveness of VMAP to reduce violence, participants feel that VMAP is the 'right' thing to do. Others recognise that the impact of VMAP is unlikely to be felt so early on, and that it needs greater longevity to fully realise its crime reduction potential.
- 5.14 As a method of managing complex cases and collaborative working, the VMAP is seen by many practitioners as effective. In the evaluation 90% of respondents agreed that VMAP had a future and that with time it would realise the crime reduction potential.

### **Next Steps**

- 5.15 The preliminary evaluation findings were presented to the project key leads, Ruth Bagley and Simon Bowden, in September 2015 and they were asked to make recommendations regarding the future of VMAP. Based on the evaluation and reports from the chair and co-chair, the key leads made the decision that VMAP should continue as it was too soon to understand the long term benefits of this targeted multi-agency approach.
- 5.16 A Task and Finish group was formed to take the evaluation findings and partners views into account. This group made recommendations as to the frequency of the meetings, focus and the outcomes. VMAP has continued as a process to tackle violence, with the acknowledgement that 42% of cases were associated with Domestic Abuse – therefore Domestic Abuse has a prominent focus.
- 5.17 There are strong links between VMAP and the Domestic Abuse strategy (Appendix B) with VMAP helping to deliver on the three outcomes listed below.
- Children and Young People affected by Domestic Abuse are identified early and protected from further harm
  - Reduce the number of DA victims entering service at higher tiers of need
  - Reduce the number of repeat referrals to MARAC through better coordinated support for victims

### **6. Comments of Other Committees**

There are no comments from other Committees.

### **7. Conclusion**

Although the initial findings of the pilot VMAP evaluation were disappointing it has been agreed that it important that the VMAP approach continues to be delivered on a multi agency basis with close links the recently agreed Slough Domestic Abuse strategy

The approach to managing violence developed by the Police Foundation and the Safer Slough Partnership has enabled a broader understanding of the relationship

between victims and offenders. The methodology and case selection process has focused attention onto those who are at risk of repeating a cycle of chaotic behaviour that has a broader impact on the community. Through the problem solving approach and clear case ownership, VMAP offers a way of coordinating the wide range of agencies and case workers to focus on finding solutions to some of the most challenging individuals and families in Slough.

8. **Appendices Attached**

'A' - The Police Foundation – VMAP evaluation report

'B' - Domestic Abuse Strategy

9. **Background Papers**

None.

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**THE POLICE FOUNDATION**

**REPORT TO:** Safer Slough Partnership    **DATE:** 8 September 2015

**CONTACT OFFICER:** John Chapman, The Police Foundation  
(john.chapman@police-foundation.org.uk)

**Purpose of Report**

To provide Safer Slough Partnership (SSP) with a progress update on the Violence Multi-Agency Panel (VMAP) initiative, including preliminary findings from the concluding project evaluation process.

**1.0 OVERVIEW**

- 1.1 At the previous SSP meeting in May 2015, the Police Foundation reported on progress with the VMAP initiative.
- 1.2 This summarised findings from the 2<sup>nd</sup> evaluation and progress review of VMAP, conducted in March 2015.
- 1.3 This latest report provides a further update on project developments, focussing on initial findings from the 3<sup>rd</sup> and final wave of VMAP evaluation conducted in July, as well as outcomes from the recent meeting with VMAP Key Leads.

**2.0 BACKGROUND TO THE FINAL VMAP EVALUATION**

- 2.1 The VMAP project has been run as a 12-month pilot, with the 26<sup>th</sup> consecutive fortnightly meeting on 6 August 2015 representing the culmination of the pilot period.
- 2.2 From the outset, evaluation of the project was scheduled to be undertaken in three separate waves over the course of the pilot period. The first evaluation and progress review of VMAP was conducted in October 2014, followed by the second wave in March 2015.
- 2.3 The third and final evaluation of VMAP was conducted during July/early August 2015. Initial findings from this were fed back to key project leads from Slough Borough Council and Thames Valley Police at a meeting with Police Foundation staff on 28 August.
- 2.4 Evaluation activity has focussed on two distinct elements - 'process' and 'impact'. The process evaluation aims to document developments over the course of the project, including capturing the experience and learning of those involved. This has been achieved through regular observation of

VMAP meetings, analysis of VMAP subject records, in-depth interviews with practitioners, as well as three separate waves of practitioner surveys. The impact evaluation assessed available evidence as to the effectiveness of VMAP - i.e. did it work?

### **3.0 PROJECT DEVELOPMENTS AND KEY EVALUATION FINDINGS**

#### **3.1 Project timeline**

##### 'Getting going' (Aug-Oct 2014)

- 3.1.1 The first evaluation reviewed the initial three months of the initiative. It found that there was good buy-in to the principles of VMAP from the outset. Whilst time-consuming, VMAP was seen as a valuable use of time by practitioners.
- 3.1.2 Encouragingly, the VMAP process was also shown to be further strengthening practitioner collaboration in Slough, building on an already solid foundation of partnership working.
- 3.1.3 Perhaps unsurprisingly, the evaluation did reveal some initial teething frustrations with the VMAP process, including intermittent attendance by some services and agencies. Problems were also identified with the flow of meetings and managing the caseload.

##### Refinements to VMAP model (late 2014)

- 3.1.4 In response to these problems, some refinements to the VMAP model were agreed with the VMAP Chair and Co-Chair in late 2014. These looked to bring more of a structure to VMAP meetings, through the incorporation of dedicated timed sections. There was also a move towards enhancing the ownership of cases by VMAP attendees.
- 3.1.5 Reflecting practitioner concerns about the demands of the existing VMAP schedule, a realignment of the meeting cycle was also initiated which increased the number of days for case research and preparation.
- 3.1.6 These refinements were further complemented by other changes, including the introduction of a triage process (to review, and where appropriate, rationalise the caseload in advance of meetings) and improvements to the format and content of case paperwork.

##### 'Finding its feet' (Nov 2014-Feb 2015)

- 3.1.7 The second VMAP evaluation conducted in March this year reviewed progress since November 2014. It showed that many of the previous issues with the flow and administration of meetings had been largely alleviated by the aforementioned re-structuring of VMAP and case management improvements put in place. Practitioners noted widespread improvements.
- 3.1.8 There was also growing acknowledgement from practitioners that VMAP outputs had improved, as evidenced by survey findings.

- 3.1.9 Positively, the 2<sup>nd</sup> evaluation also saw improved agency representation at VMAP meetings, and found that participants were increasingly committed to and supportive of VMAP as a mechanism for effective partnership working, foreseeing long-term benefits.
- 3.1.10 In terms of the principal outcome of reducing violence, however, analysis was unable to determine any impact to a statistically robust level.

'Settling down' (Mar-Jul 2015)

- 3.1.11 The most recent evaluation conducted in July 2015 found that the latter third of the VMAP pilot was marked by stability, both in terms of commitment from attendees but also attendance levels. The benefits of continued engagement in VMAP remain fundamentally tangible to many practitioners.
- 3.1.12 However, the evaluation found that there were growing questions over some attributes of the VMAP process. Survey findings suggested a creeping sense of doubt emerging amongst some practitioners as to whether the time and resource investment in the current VMAP process should be retained.
- 3.1.13 Questions about the depth of problem solving capabilities of the current VMAP process, and frustrations around case recurrence and the inability of VMAP to find resolutions to problems, were also raised by some interviewees.

### **3.2 'Programme fidelity' enablers**

- 3.2.1 There has been an array of strong enablers which have helped maintain the fidelity and integrity of the VMAP initiative over its pilot period.
- 3.2.2 Resilience has been aided by the iterative nature of VMAP and the way this enables involvement in and commitment to the process to become a routine aspect of practitioner's activity. There has also been minimal turnover in project leadership or key VMAP support staff.
- 3.2.3 There is also a prevailing sense that VMAP is a shared objective relevant to many, and that multi-agency collaboration is not just important but also expected.
- 3.2.4 The style and tone of VMAP meetings, in particular how they are chaired, has also generated a strong sense of inclusiveness and cooperation amongst attendees.

### **3.3 Attendance and representation**

- 3.3.1 As part of the evaluation analysis, data on attendance and representation from all 26 fortnightly VMAP meetings in the pilot period were reviewed.
- 3.3.2 VMAP has seen a mean average of 14 attendees per meeting over this timeframe, a turnout trend which has remained stable.

3.3.3 In total, there have been 97 different attendees at VMAP. Over half of these have attended only once, an indication of churn and 'self-selection'. However, this turnover has been balanced by a strong core group of attendees, 13 of whom have attended at least half of all meetings.

### **3.4 Benefits of VMAP**

3.4.1 A number of benefits have emerged from the VMAP process, both for individuals and service delivery as a whole.

3.4.2 As outlined earlier, VMAP has catalysed a general improvement in partnership working, a finding which is reflected in feedback received from practitioners. VMAP has also encouraged broad participation and has involved organisations that perhaps don't traditionally attend other multi-agency forums – a development welcomed by practitioners.

3.4.3 VMAP has also opened up an alternative route for getting those individuals into supportive services that were not necessarily being picked up by conventional referral channels.

3.4.4 It is also evident that VMAP has improved information and intelligence flows both in and out of neighbourhood policing. This in turn has served to enhance contextual case knowledge amongst practitioners

3.4.5 As feedback from interviews attests, VMAP has also improved case coordination, allowing practitioners to identify which other agencies are working with an individual. It has also helped reduce duplication, enabling more streamlined and consistent engagement with service users.

### **3.5 Emerging issues/challenges**

3.5.1 As VMAP has developed, there is increasing recognition that problem-solving is a difficult endeavour. The underlying drivers of violence are often complex, and a number of individuals in the VMAP caseload have been highly recurrent and display entrenched needs and behaviours. Practitioners feel that achieving real progress requires quality engagement with individuals, but this is likely to prove challenging as resources get ever tighter in the current austerity climate.

3.5.2 Practitioners also expressed uncertainty as to the extent to which the current VMAP approach can explore and resolve the deeper causal issues at the root of recurrent violence.

3.5.3 There are also emerging doubts about whether VMAP makes the best use of everybody's time. This appears to be linked to a subtle shift in what is happening during meetings, and whether they offer sufficient scope for problem solving, or are more oriented towards case coordination processes.

3.5.4 Such issues are in a way linked to the operation and functioning of VMAP, and it has been a challenge to get some parts of the model right. Problem



solving slots in VMAP meetings, for example, were designed to be dedicated spaces allowing for cases to be revisited a second time in order to review additional information and explore possible resolutions. However, in reality, there has been increasingly little distinction between problem solving slots and subsequent open case discussions/updates.

- 3.5.5 That is not to say that VMAP has not achieved some positive or at least promising case outcomes, enabled by multi-agency coordination and collaboration and elements of problem solving. A number of good case studies have been identified as part of the evaluation process.

### **3.6 Formal VMAP outputs and case statistics**

- 3.6.1 As part of the most recent VMAP evaluation, an initial sample of 135 available case records were analysed, reflecting those individuals coming to notice in the first half of the pilot year.
- 3.6.2 In terms of actions set for these cases, analysis showed that close to two-thirds (64%) were 'information' actions, with most of these being simple case updates. This is indicative of VMAP primarily adopting a case monitoring role, rather than actions being representative of problem solving activity.
- 3.6.3 In terms of case ownership, Thames Valley Police were ascribed 40% of actions, with a significant proportion of these taken by the South Neighbourhood Inspector. Overall, just under one-third of actions within the caseload remained incomplete.
- 3.6.4 Across the full 12-months of the pilot period, there have been 298 individuals considered by VMAP – two thirds of who were attributable to Chalvey and Upton wards in the South neighbourhood policing area. The age demographic for VMAP cases shows a strong orientation towards younger age groups, which is perhaps unsurprising.
- 3.6.5 In terms of recurrence statistics, research shows that the VMAP caseload is predominantly comprised of individuals who have come to notice twice in the last year. Just under a third (approximately 30%) have come to notice three or more times.
- 3.6.6 58% of the VMAP caseload were suspects/offenders, and 42% victims. VMAP offenders were noticeably more likely to be perpetrators of non-domestic violence.
- 3.6.7 Analysis also showed the significant overlap between the different roles adopted by VMAP subjects. Of particular interest is the finding that one-third of domestic violence victims also presented as domestic violence offenders, blurring any notion of regimented victim/offender typology.

3.6.8 Mental health problems are mentioned as a need or issue for more than one-third of VMAP individuals. Drug and alcohol issues are also noticeably prevalent amongst the VMAP cohort.

### **3.7 Impact analysis findings**

3.7.1 In evaluating the impact of VMAP, the Police Foundation has tried to use the most robust available measures, given the scale and design of the initiative. Two methods have been employed.

3.7.2 The first metric looks at the rate of ‘subsequent occurrence’<sup>1</sup> within the VMAP caseload compared to previous years and against non-VMAP wards in Slough, and is a further development from subsequent occurrence measures presented in previous interim VMAP evaluation reports. The second measure takes a ‘cohort study’ approach, which tracks VMAP subjects over a standardised period (120 days) and compares what happens to them with a similar ‘control group’ not subject to VMAP.

3.7.3 Calculations show that in terms of the rate of subsequent occurrence, performance in the VMAP wards reflected the mean average rate of subsequent occurrences for the previous 8 years. The rate for the 12-month VMAP pilot period was also higher than seen in non-VMAP wards. On this basis, there was no evidence to support that VMAP had had a positive impact on the rate of recurrent violence.

3.7.4 In terms of the cohort comparison measure, it was shown that a greater proportion of the VMAP cohort came to notice again than the equivalent group from the rest of Slough, although the difference was not statistically significant. Analysis did show that the VMAP cohort took longer to come back to notice during the study period, but again, any difference was not statistically significant.

3.7.5 The cohort study did show that the VMAP cohort contained noticeably more highly recurrent individuals than the rest of Slough comparator group. This would appear to validate the selection of the intervention wards used for the VMAP process, but also serves to highlight that the VMAP cohort are likely to represent a more challenging and complex group of individuals to work with.

3.7.6 Further detail on impact analysis and outcomes will be included in the final VMAP evaluation and project findings report.

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<sup>1</sup> A *Subsequent Occurrence* is a violent offence that involves either a victim or offender who, prior to that offence, had previously met the criteria for consideration by VMAP; it is therefore specifically the subset of offences that VMAP sets out to prevent/reduce.

### **3.8 Practitioner views on the future of VMAP**

- 3.8.1 Irrespective of current evidence as to its apparent ineffectiveness in relation to reducing recurrent violence, practitioner's attitudes towards VMAP – as demonstrated through the findings of evaluation interviews – remain somewhat undaunted. There are those participants that instinctively feel that VMAP is the 'right' thing to do. Others recognise that the impact of VMAP is unlikely to be felt so early on, and that it needs greater longevity to fully realise its crime reduction potential.
- 3.8.2 Recent survey findings further reveal a discernible appetite amongst practitioners to continue with VMAP, with nearly 90% of respondents agreeing that the initiative has a future.
- 3.8.3 Extending the current caseload was not favoured, however, with nearly three-quarters of respondents disagreeing that VMAP could take on more than it does. Views on whether VMAP meetings should be less frequent were equivocal.
- 3.8.4 There were also mixed views on potential changes to VMAP case selection – whether that was in relation to cases warranting greater attention than those currently discussed at VMAP, or whether the caseload should be chosen in a different way.

### **4.0 DISCUSSION WITH KEY LEADS REGARDING EVALUATION FINDINGS AND VMAP LEGACY**

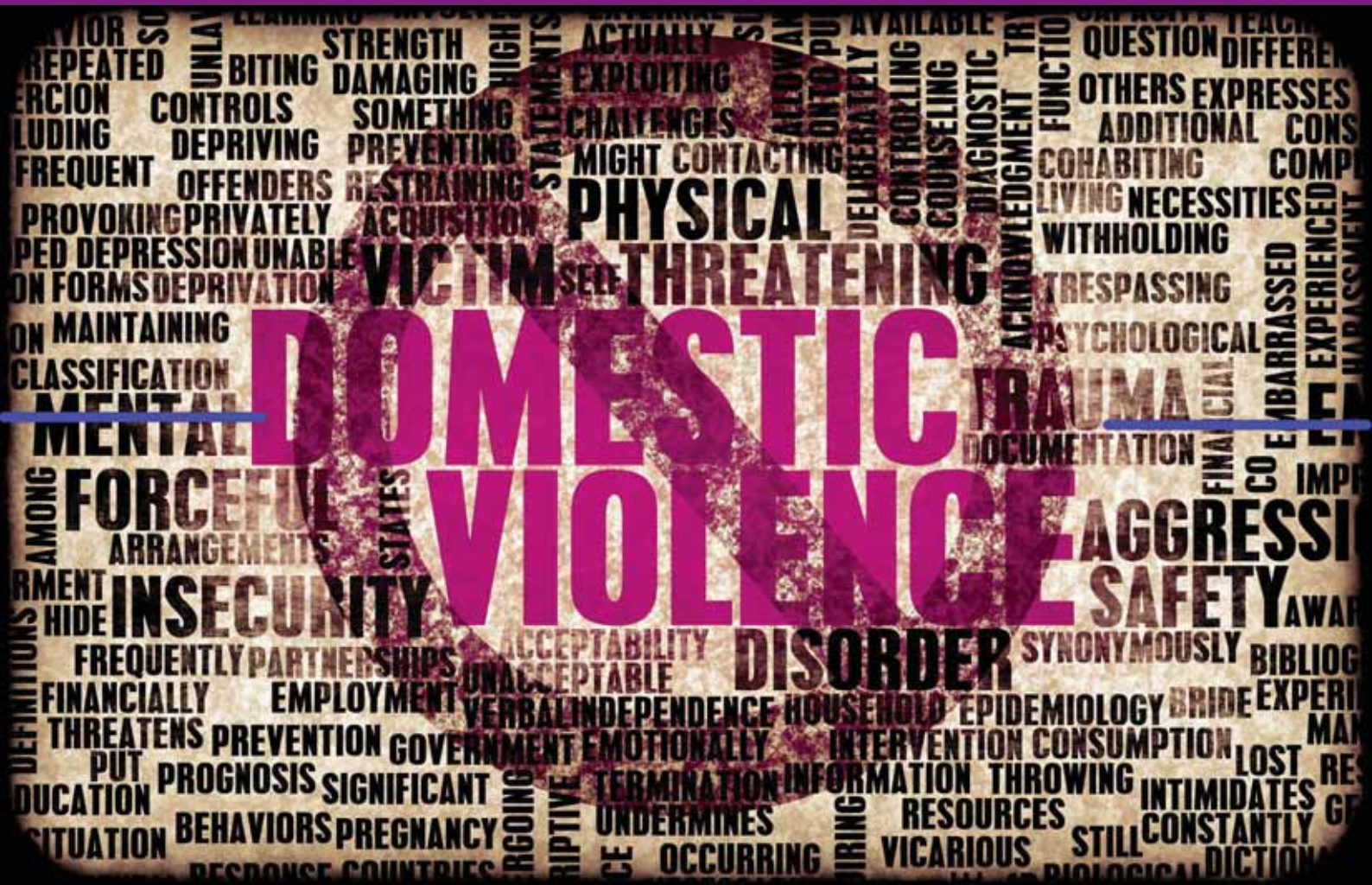
- 4.1 The Police Foundation met with local VMAP Key Leads on 28 August to deliver initial findings from the concluding evaluation, and to discuss the future of the VMAP project.
- 4.2 It is clear that VMAP continues to benefit from strong local advocacy, and key personnel, including the VMAP Chair, are keen to retain the initiative. A multi-agency working group was set up to discuss taking VMAP forward beyond its pilot year – a process which included consideration of possible changes to the current model – and continuity arrangements have since been put in place to transition to a revised approach.
- 4.3 The Police Foundation made a number of suggestions to Key Leads relating to VMAP legacy, including elements of the process that should be retained, and aspects that could be improved. The latter included a shift away from focussing on VMAP meetings, with a greater emphasis on case conferences between meetings, more robust case ownership, and a more intensive focus on fewer cases. Increasing the scope for 'deeper' problem solving within meetings, as well as meetings being used for oversight and 'holding-to-account' was also advocated. There appears to be an appetite amongst Key Leads and the VMAP Chair to incorporate some of these modifications within a revised VMAP approach.

- 4.4 There were also discussions about the scope for undertaking further analysis to determine the possible effectiveness of VMAP beyond those outcome measures already considered. Key Leads were particularly keen to understand which (if any) groups of individuals VMAP ‘worked best for’, in order that case selection might be better targeted towards those individuals.
- 4.5 To complete the evaluation process, the Police Foundation had previously committed to completing an in-depth review of the full VMAP caseload, and in addition, explore the feasibility of assessing the impact of VMAP on service demand. Following the meeting with Key Leads, the Police Foundation have also agreed to re-visit the ‘subsequent occurrence’ impact analysis for a number of different subgroups, to identify any evidence that VMAP saw more positive outcomes for particular groups of cases.
- 4.6 Whilst the above analysis may yield some useful supplementary evidence, there are limitations as to what can be achieved. In particular, it is unlikely – due to methodological considerations – that the wider ‘subsequent occurrence’ impact research will provide any definitive insight around identifying target groups that may be particularly suitable for VMAP intervention. This cautionary note, and the need to curb expectations of what further analysis may (or may not) reveal, has been fed-back to Key Leads and the VMAP Chair.

## **5.0 NEXT STEPS FOR THE POLICE FOUNDATION**

- 5.1 Alongside the remaining analysis to be undertaken, the Police Foundation has scheduled a series of interviews with Key Leads in order to capture strategic reflections on the VMAP project. These are to be held in mid-September.
- 5.2 Completion of the full project findings report for Slough will follow, with a publication date of late 2015 initially earmarked.

# Slough Multi Agency Domestic Abuse Strategy 2015-2018







# Foreword

Domestic Abuse and sexual violence can have a devastating effect on the health and wellbeing of the people involved, as well as their families and friends and wider society. The Safer Slough Partnership has made it a priority to tackle domestic abuse in Slough however it is impossible for any group of agencies to do this in isolation.

This is everyone's business; anyone can be at risk, whatever their social background, age, gender, religion, sexuality or ethnicity. It is not a cultural issue, it is a crime.

We need to work together to change attitudes and behaviours towards domestic abuse and sexual violence. The whole community needs to come together and take action. That might involve your role as a community member, a faith member, a neighbour, a family member, a friend an employer or a colleague.

This strategy also encompasses violence against women and girls (VAWG) as it is accepted that domestic abuse and VAWG are often interlinked. Although women are predominantly the victims, this strategy accepts and includes men as potential victims too. Further, this strategy accepts that LGBTQIA (lesbian, gay, transgender, queer, intersex and asexual) individuals can also be victims of such crimes.

This strategy has been set out in partnership with all agencies represented at the domestic abuse strategic partnership meetings, as it is only through multi-agency working that we can effectively deal with such issues. This strategy charts the course of the next three years and details the commitments that the partnership, along with other agencies and groups, has made in tackling domestic abuse.

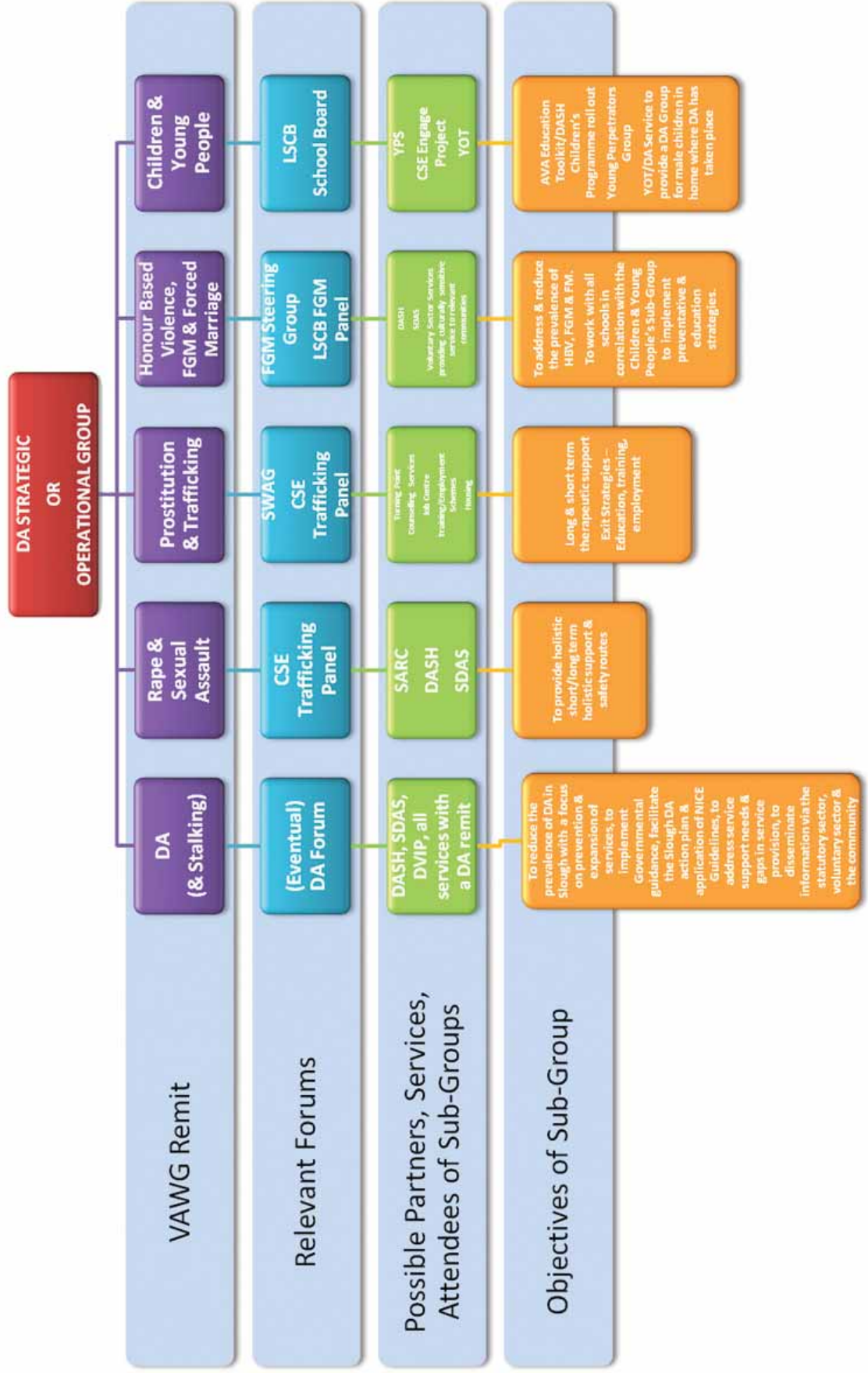
By building on the work that has already been done in this area we will work together to eliminate this destructive crime in our Borough.



A handwritten signature in black ink, appearing to be 'M Sharif', written in a cursive style.

**Councillor Mohammed Sharif**  
*Slough Borough Council - Commissioner for Performance and Accountability*  
*Safer Slough Partnership Board Member*

The strategy sets out the plans for dealing with Domestic Abuse in Slough; many other forms of abuse are covered by the forums detailed in the diagram below together with their linked strategies and plans.



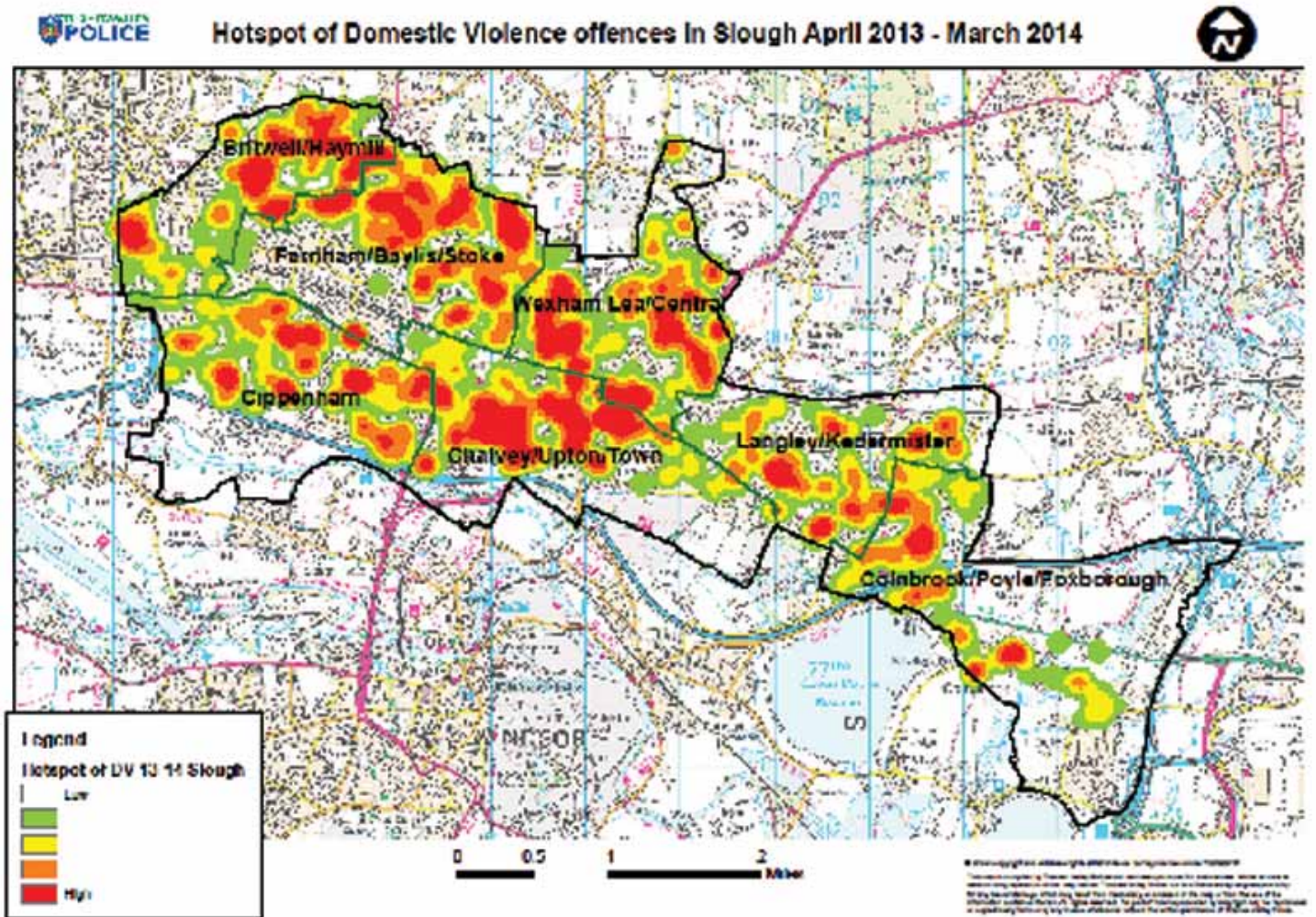


# About this strategy

The Slough Wellbeing Board (SWB) is committed to partnership working to enhance and develop services to combat domestic abuse (DA). The Safer Slough Partnership (a Priority Delivery Group of the SWB) aims to make improvements on the quality, co-ordination and provision of support services aimed at DA in the borough.

The Slough Joint Health and Wellbeing Strategy (SJHWS) includes a priority action for commissioning services to support Domestic Abuse issues, in order to reduce crime and safeguard and support vulnerable adults and children, and this Strategy works to deliver that priority action.

The broader issues highlighted by the Government's Violence Against Women and Girls (VAWG) Strategy will be delivered through the work of individual partners, Domestic Abuse Strategic Partnership, the Safer Slough Partnership, Slough Local Safeguarding Children Board, and Slough Adult Safeguarding Board. This Strategy is intended to complement the work on these other, related, issues so that we can offer a comprehensive, co-ordinated approach to deal with all forms of violence against women and girls (and men/boys where these forms of violence are perpetrated against them).



This strategy draws on and is consistent with both national and local strategies and plans. These include:

### National

- Human Rights Act (1998)
- UN Convention on the Rights of the Child (1989)
- Every Child Matters and the Children Act (2004)
- Ending Violence Against Women Strategy, Conservative Party (2008)
- Together We Can End Violence Against Women and Girls, Home Office (2009)
- Mainstreaming the Commissioning of Local Services to Address VAWG, HM Government (2009)
- Specialist Domestic Violence Court Programme Resource Manual, Home Office, CPS, HMCS (2008)
- Responding to Violence Against Women and Children - The Role of the NHS (March 2010)
- Violence Against Women and Girls. Advisory Group final report and recommendations, DCSF 2010.

### Local

- Slough Joint Wellbeing Strategy 2013-2016
- Safer Slough Partnership Strategic Assessment 2014/15
- Standing Together Against Domestic Violence - Responding to Domestic Violence in Slough - The Next Steps (2013)
- Slough Borough Council's Five Year Plan
- Joint Strategic Needs Assessment
- Early Help Strategy
- Community Safety Strategy
- Slough Safeguarding Adults Board
- Slough Local Safeguarding Children Board

At the heart of this strategy is the vision that all victims of domestic abuse will receive the appropriate level of support at all times. The most straightforward way of describing this method of enquiry is:

**Ask - Believe - Record - Assess risk  
Support - Refer if necessary**

# Vision

Domestic Abuse in Slough will be addressed through partnership working to provide a co-ordinated response based on prevention, early intervention and risk reduction, increasing the safety of those experiencing Domestic Abuse and achieving the best possible outcomes for victims and their families.

The Domestic Abuse Partnership groups will work together to reduce levels of Domestic Abuse in Slough, to reduce the impact on children and young people, and to provide high quality support, protection and safeguarding services to all those experiencing abuse. All partners will seek to minimise the impact of domestic abuse on children by means of effective screening, risk assessment and referral to Children's Social Care.

## What will look different because of this Strategy?

- People will know how to recognise abusive relationships and how to get help at an early stage for themselves, their family and their friends.
- Young people will have the right knowledge and skills to build and maintain healthy and positive relationships for themselves and their family.
- All victims will be kept safe in the short and long term.
- Repeat victimisation will be prevented as victims are enabled to rebuild their lives including restoring their confidence and resilience to make changes in their lives.
- Perpetrators will be held accountable and their behaviour tackled effectively.
- Services will be coordinated to provide the right support at the right time.
- Partnership working will develop capacity across all organisations.

# Definition of domestic abuse

Domestic Abuse is not just limited to acts of physical violence and can encompass multiple types of abuse including: psychological, physical, sexual, financial and emotional.

In 2012, the Home Office extended its definition of Domestic Abuse to

*“Any incident or pattern of incidents of controlling, coercive, or threatening behaviour, violence, or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality”*



# National context

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Nationally, in 2013 1.2 million women suffered domestic abuse, with 66% of these being repeat victims. Incidents of Domestic Abuse are significantly under-reported, with less than one quarter of people who suffer from domestic abuse, and only 1 in 10 women who experience a serious sexual assault, reporting it to the police.<sup>1</sup>

- In recent years two women each week were killed by their partner or former partner, equating to approximately one third of all female homicide victims<sup>2</sup>
- In 65-77% of households where a women has be subjected to domestic abuse, children have also been maltreated<sup>3</sup>
- Where one or both parents in a household have drug or alcohol problems, it is estimated that it is three times more likely that there will be domestic abuse - this is known as the Toxic Trio<sup>4</sup>
- In 2012/13, 88,110 domestic abuse cases were referred to the Crown Prosecution Service (CPS)<sup>5</sup>

Nationally, the cost of domestic abuse is approximately £5.47 billion per year. Additional costs related to the wider violence against women and girls categories include £6 billion direct costs to the economy and £17 billion in human and emotional costs.<sup>6</sup>

The four main principles of the Government's Violence Against Women and Girls Strategy (VAWG) provides a framework for dealing with Domestic Abuse and is reflected in this strategy:

- 1) **Prevention** to stop abuse from happening in the first place, by challenging the attitudes and behaviours which foster it, and intervening early to prevent it.
- 2) **Provision** of adequate levels of support where abuse occurs.
- 3) **Partnership** working to obtain the best outcomes for victims and their families.
- 4) **Protection** of victims, taking action to reduce the risk and ensure that perpetrators are brought to justice.

<sup>1</sup> Violence Against Women and Girls Action Plan 2014

<sup>2</sup> Co-ordinated Action Against Domestic Violence

<sup>3</sup> Co-ordinated Action Against Domestic Violence

<sup>4</sup> Co-ordinated Action Against Domestic Violence

<sup>5</sup> Violence Against Women Crime Report, CPS 2013

<sup>6</sup> FROM PRESENTATION - NO SOURCE QUOTED

# Domestic Abuse in Slough

In 2013 there were 3,786 cases of Domestic Abuse reported to the police, 31% of which were recorded as a crime. Approximately 40% of victims had suffered Domestic Abuse previously and many had witnessed it as a child.<sup>1</sup> In 2014 there were 2,027 cases of Domestic Abuse reported to the police, 31% of which were recorded as a crime with a repeat offence rate of 40%.

Across the Thames Valley, Slough has significantly higher rates of Domestic Abuse than other Local Authority areas, except for Milton Keynes. However, Slough is below both the Thames Valley average (43%), Milton Keynes (46%) and Reading (46%) in the rates of repeat incidents.<sup>2</sup>

Domestic Abuse incidents made up 41% of all violent crime reported in Slough in 2013.

- 16% recorded as domestic abuse with injury
- 25% being recorded as domestic abuse without injury.

Data from the Police Foundation demonstrates that there are Domestic Abuse hotspots in the majority of wards in Slough.

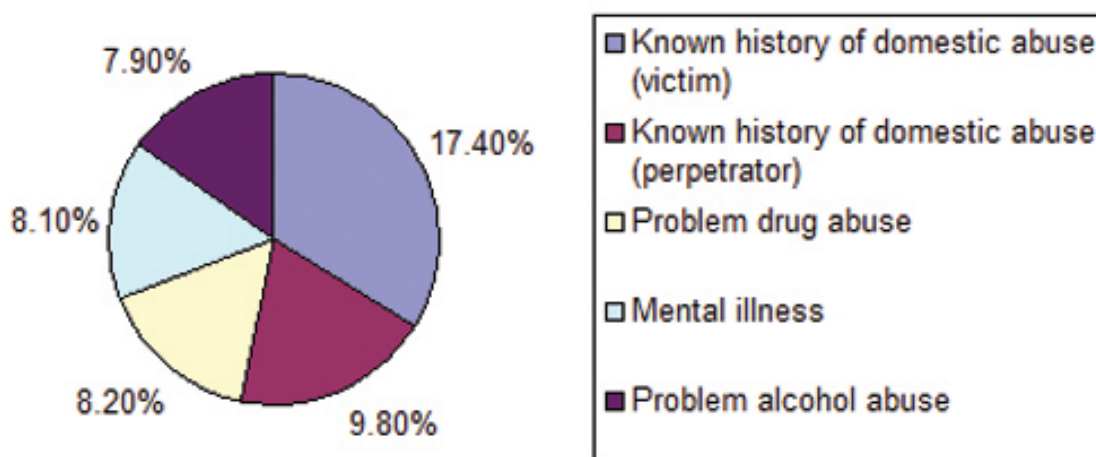
## Victims

Locally, the annual cost of Domestic Abuse in Slough is estimated to be £22 million, which includes costs to Social Care, Health Services, Police, Criminal Justice and Housing. There is no way to quantify the human and emotional costs which may continue over generations.<sup>3</sup>

Victims of Domestic Abuse in Slough come from a wide range of ethnic backgrounds with the largest groups identifying themselves as being White British (39.8%), followed closely by Asian/Asian British (31.2%) which is in line with the demographic of Slough.

The age profile of victims accessing services in Slough show that the largest group are aged between 21-40 years. This age group also make up the majority of the borough's population, and include those most likely to have dependent children in the household. This is mirrored in data from Slough Children's Social Care, which shows that Domestic Abuse accounts for the majority of referrals.

## Top 5 Most Prevalent Factors For All Open Cases



<sup>1</sup> Safer Slough Partnership Strategic Needs Assessment 2014/15

<sup>2</sup> Safer Slough Partnership Strategic Needs Assessment 2014/15

<sup>3</sup> Domestic and Sexual violence Ready Reckoner, Home Office

Incidents of Domestic Abuse affect the lives of the victim, the wider family and the perpetrator themselves, and as such have serious implications for many services, particularly Children's Social Care Services who have a duty to safeguard children from the affects of abuse. Effective early intervention support for families has been proven to play a critical role in reducing the numbers of children in the Care system, along with reducing repeat referrals. Over half of all referrals made to Slough Domestic Abuse Service last year were repeat referrals.

Although the types of Domestic Abuse experienced by victims in Slough vary, all cases had elements of jealous and controlling behaviour, and many experienced physical and emotional abuse.

Slough's MARAC (Multi-Agency Risk Assessment Conference) deals with high risk cases of Domestic Abuse by co-ordinating the partnership response. It is of concern that the number of repeat cases to the MARAC in the last year was 15%, evidencing the need for greater support and intervention for those deemed at high risk of abuse.

Approximately 87% of cases referred to SDAS were risk assessed as standard to medium risk, indicating a need for more timely family interventions including outreach support, Independent Domestic Violence Advocacy (IDVA) services or group programmes. The DASH charity reports that in 2013-14 42% of referrals high risk and 58% standard/medium.

Most victims accepted IDVA support with 53% of victims attending up to 5 sessions with their IDVA. 21% of victims had panic alarms fitted in their properties and 39% were assisted to obtain Court Orders against the perpetrator. Only 4% of victims accepted the offer of a place in refuge, indicating that most victims prefer to receive community support whilst they remain in their own homes.

## Perpetrators

Recent national research into the efficacy of Domestic Violence Intervention Project (DVIP) treatment programmes has shown that men who completed the programme stopped or reduced their abusive behaviour. Their partners and children stated that they felt safer; and that there was a reduction in the abuse witnessed by children.

There have been over 100 perpetrators referred to the commissioned DVIP service over the last two years who were aged between 20 and 39 years. Over half accepted the offer of addressing their abusive behaviour through a structured programme, and 53% of those completed the full 26 week intervention.

The fact that almost half of the perpetrators offered DVIP refused to attend the course, and of those that do, many fail to complete it, needs to be addressed. Future commissioning will consider greater use of whole family interventions to address Domestic Abuse.

# Tackling Domestic Abuse

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## Prevention

- Implement a comprehensive Corporate DA Training programme in a tiered approach to ensure suitability for all professionals
- Provide appropriate structured support for children and young people who have witnessed, or been victims or perpetrators of abuse
- Ensure all professionals within the Multi Agency Safeguarding Hub have sufficient DA knowledge and skills to refer or signpost appropriately
- Pilot whole family interventions for the most complex families to prevent issues from escalating

## Provision

- Ensure sufficient IDVA and outreach provision to meet identified needs
- Maintain refuge provision for victims who have fled to Slough as per the national agreement
- Support local families to remain at home with Sanctuary Scheme services when safe to do so or support victims to access refuge in other areas
- Develop holistic family services in collaboration with the Families First programme for families wishing to remain together

## Protection

- Encourage greater use of 'Prevention Orders' and the Domestic Violence Disclosure Scheme
- Widen the range of agencies referring to MARAC and attending monthly meetings, to coordinate resources and ensure a positive outcome, disposal and reduction of repeat referrals
- Reduce the number of children subject to Child in Need and Child Protection Plans due to Domestic Abuse

## Partnership

- The DA Executive and Operational groups will champion the delivery of the Strategy and Action Plan with accountability through the Safer Slough Partnership and Wellbeing Boards
- To support the implementation of the Strategy and Action Plan, the Partnership will seek to maintain the DA Partnership Lead role
- Develop an agreed data set and sharing of information across the Partnership for robust monitoring and management of the Strategy
- Develop a partnership communications strategy to ensure all agencies are aware of available services and referral routes

# Measuring Impact

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The Domestic Abuse Partnership are developing an Action Plan containing specific actions and targets to measure the impact of this Strategy, but will include:

## Outcome 1

Children and Young People affected by Domestic Abuse are identified early and protected from further harm.

### Performance Indicators

- Number of staff completing appropriate safeguarding training courses
- Number of injunctions and protection orders gained through IDVA support
- Number using the Sanctuary Scheme to enable victims to remain safely in their own home
- Increased completion of Early Help Assessments by IDVA/Outreach workers

## Outcome 2

Reduce the number of DA victims entering services at higher tiers of need

### Performance Indicators

- Reduction in number of CiN, CPP and LAC due to DA
- Improved co-ordination of services currently commissioned for DA (Outreach and IDVA), Mental Health (Coaching and Wellbeing), Drug and Alcohol (Family Intensive Engagement Service)
- Improve detection and reporting rates across all agencies by developing clear referral pathways into services
- Link DA and Families First targets

## Outcome 3

Reduce the number of repeat referrals to MARAC through better coordinated support for victims.

### Performance Indicators

- Review MARAC procedures to ensure best practice using SafeLives guidance
- Improve coordination of early intervention services to deliver outreach family support for medium risk cases
- Number of agencies signed up to a Data and Information Sharing Protocol



# Governance

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The Domestic Abuse Operational Partnership will champion the development and delivery of the Strategy and Action Plan with quarterly reporting to the Domestic Abuse Executive group.

The Domestic Abuse Executive will ensure the delivery of outcomes by monitoring the progress achieved against the Action Plan on a quarterly basis.

The Safer Slough Partnership as a Priority Delivery Group of the Slough Wellbeing Board, will take responsibility for providing effective leadership and guidance.

Progress made against the identified outcomes will be reported annually to the Slough Wellbeing Board, Slough Local Safeguarding Children Board and Slough Adult Safeguarding Board.

This Strategy will also be reviewed annually, and refreshed in 2017/18.

# Appendix 1

## DA Stakeholder Consultation

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### Services

- DASH Charity - Refuge - Inc Children's Worker, Therapist, IDVA, Programmes, Training
- SDAS commissioned services - Refuge, IDVA, Early Help
- DVIP - Perp programmes in Children's Social Care and Probation
- Haybrook College programmes
- Schools - PSHE, Healthy Relationships
- Primary Mental Health Team - Emotional Health and Wellbeing
- Jeena International - HBV, FGM, Forced Marriage
- SEBDOS - staffing wellbeing hub
- T2, Family Intensive Engagement Service (Drugs and Alcohol)
- Parental Coaching and Wellbeing Service (Mental Health)
- Save the Children 'FAST' for 3-5 years at Montem, Foxborough, Marish, Claycotts Children's Centres
- Children's Centre - resilience work
- Early Help Assessment Form and training

### Information Sharing Partnerships

- MAPPA
- MARAC
- MASH
- VMAP
- Families First
- Health and Wellbeing Board

### Gaps in service provision identified in consultation

#### Early Help and Preventative Services

- Peri-Natal mental health or wellbeing services
- Specific DA services or programmes for Young People
- Group survivor programmes for parents
- Very limited Prevention and Early Intervention services
- Targeted Early Help or family outreach support - Need to build expert Lead Professional/Key Worker roles (Pre IDVA)
- No mediation or crisis intervention to keep families together, and insufficient accommodation to keep splitting families
- Lack of assertive support for complex families to build resilience, too many repeat referrals
- 'Restorative' services for CiN/CPP/LAC who live in DA households
- Community Champions
- Need greater use of powers 'Prevention Orders', 'Protection Notices' to enable the family to stay in their home and the perpetrator is removed
- Limited use of Early Help Assessment tool

#### Cultural Issues

- Language barriers affect service delivery
- Financial difficulties for women with No Recourse to Public Funds - Spousal Visa

### Communication and Service Delivery

- No coordination of services and group programmes in the community to maximise capacity
- Lack of evidence to support the impact and outcomes of interventions

### Developing Community Champions

There is the potential to have a range of DA Champions for example:

Executive Level Champions to attend the Strategic DA group who will monitor the delivery of the DA Strategy and Action Plan.

This may include Councillors, Business executives, Senior reps from Job Centre Plus, College, Health Authority etc, who will make a pledge to tackle DASV in their own workplaces by various means for example, training, awareness raising of service availability and HR policy review etc,

Statutory and VCS service Providers to form the DA Champion Operational Forum group who will commit to actions on the DA Action Plan to deliver service development in their respective agencies.

Community based DA Champions to form a voluntary group which may include faith group reps, local VCS group reps and individuals who will receive signposting training to assist anyone who discloses DA to the volunteer Champion's VCS agency and thereby raise awareness of the services available to people experiencing DASV.

### The DA Forum - Attendance and Remit

Previous remit of the DA Forum was information sharing but there was limited commitment to this. There are now other information sharing groups in operation and the DA Forum should not duplicate the work e.g. VMAP, MARAC

The DA Forum requires a strong Chair, should meet quarterly and have clear roles and responsibilities.

The DA Forum to re-group as the DA Champion Operational Forum

An Away Day to be arranged to focus Champions on new direction, Elect a strong Chair and to set Terms of Reference.

#### DA Forum Purpose

- The Forum should focus on Universal, Prevention and Early Help services and should drive the DA Strategy
- Identify any gaps or challenges and plan solutions
- Share best practice examples and information about activities and events, invite guest speakers including survivors
- Contribute to JSNA and other Strategies and Plans
- Strategic meeting is important as this group makes decisions which drive the DA strategy and develop services.



**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhoods and Community Services Scrutiny Panel

**DATE:** 28<sup>th</sup> October 2015

**CONTACT OFFICERS:** Ketan Gandhi, Head of Wellbeing & Community Services  
01753 696099

Ollie Kelly, Parks and Open Spaces Team Leader  
01753 875252

**WARD(S):** All

**PART I****FOR COMMENT & CONSIDERATION****ALLOTMENT SERVICES UPDATE****1. Purpose of Report**

The report is presented in response to a request by the Chair of the Panel for a report on the current allotment service. The report which follows provides a general overview of the service with details specific to a number of questions raised by the Chair in respect of the current letting of allotments, the current waiting list situation, locker provision, and how waste from allotments is managed. The report also sets out financial information for the current and previous years with commentary about other topical matters relating to the services provided.

Particular focus is placed on the following specific areas of interest raised in the Chairman's request for information:

- The number of allotments – and the number of these which are currently let / not let
- The number of lockers – and the number of these which are currently let and the number not let
- Any key historical developments which explain the context of policy or practice on the matter (including changes)
- Income and expenditure in the last two financial years (and 2015 – 16 to date, with any available projections for the rest of this financial year)
- The main section of the paper covers the reduction of waiting lists and any future proposals for allotment management.
- The report also recognises the potential for greater community involvement in the future management of allotments.

- Issues relating to waste heaps on allotments are also covered, with other known issues currently affecting the service.

## 2. **Recommendation**

The Committee is requested to note the report.

## 3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

### 3a. **Slough Joint Wellbeing Strategy Priorities**

Allotments provide opportunities for local residents to growing produce for their own use. Looking after an allotment requires significant physical effort and skill and so engages people in healthy physical activity in the open air.

A well planned and tended plot can reduce dependency on produce bought from shops and provide access to a year round supply of fresh food.

People take up allotment gardening for many reasons, some to produce food where they may not have access to a garden, some for the exercise and access to fresh air for recreation, some for the camaraderie gained working in a social environment based around allotment gardening; others for the solitude it provides.

Allotment gardening brings a number of benefits. In the context of the JSNA and well-being strategies the most notable concern health. The JSNA recognises the value parks (including allotments) bring to communities and advocates Green Flag standards are applied to all parks in the borough.

#### **Cross-Cutting themes:**

Allotment provision presents opportunities for communities to take more active roles in the management and supervision of allotment sites, and how allotment tenants might take more personal and collective responsibility for ensuring sites are well managed, that allotments are used productively and to assist the council in ensuring allotments are used only for the purposes for which they are provided.

Well managed allotments are characterful spaces providing space for communal activity based around the growing of produce. Whilst some enjoy the solitude of tending their own plot, many tenants work together, sharing knowledge and experience to help those less knowledgeable about gardening, or to help those less physically able to manage their land. The communal aspects of allotment gardening can help to create cohesive communities and present residents with opportunities to improve their lifestyles, their health and the quality of their local areas.

Allotments can contribute to cross cutting themes of the JSNA, especially in areas concerning healthy living through physical activity and healthy eating. They present people with opportunities to access low cost/affordable facilities which improve their quality of life. The benefits an allotment provides can be personal and specific to each individual, but whether intentionally chosen or co-incidental to activity taking on and maintaining an allotment can help to curb exclusion,

increase physical exercise, enable access to an affordable nutritious diet, maintain good mental health, teach new life skills, give self-esteem through personal achievement and reconnect people with the food they eat.

Allotments present opportunities for the council to respond to the JSNA and well-being outcomes through pro-active management and promotion to encourage uptake of active lifestyles which also bring individuals measurable benefits in terms of the produce they grow, but also other co-incidental benefits to their mental and physical health.

Those who take up allotments also gain social benefits from social interaction. This can help to build cohesive communities through social interaction, knowledge and effort sharing, and for many, participation in collective and collaborative site management which can enable them to use and learn new skills, feel part of a community and play an active role in the local community.

### 3b. **Five Year Plan Outcomes**

**Five Year Plan Outcome 6** – More people will take responsibility to manage their health, care and support needs.

**Specific action 1** – encourage all residents to manage and improve their health.

Active participation in the cultivation of and allotment garden will contribute to the delivery of Five Year Plan outcome targets for health, notably by providing people with affordable ways to be more physically active and by facilitating adoption of healthier lifestyles involving a more varied diet, enabled by their ability to grow/produce a variety of fresh food.

**Using resources wisely:** The council’s income and the value of its assets will be maximised, and subsidies removed where appropriate. Revenues will be maximised from fees and charges.

## 4. **Other Implications**

### (a) Financial

The report has no immediate financial implications. It draws attention to potential implications that could arise as a consequence of changes to the service and where there may be potential for efficiencies to be made by changing how the service might be delivered in the longer term.

Potential financial implications of specific service change recommendations would be addressed in future reports to the appropriate committee(s) if and when proposals are brought forward.

### (b) Risk Management

Recommendation	Risk/Threat/Opportunity	Mitigation(s)
To note the report	<i>Member comments/ recommendations made in response to this report may give rise to implications affecting statutory obligations.</i>	<i>All actions arising from the report to be scrutinised by the Head of Legal Services and lead professional officers prior to service changes</i>

	<p><i>Opportunities may exist to change how allotment services are provided by the council; these may involve changes to operational matters and/or to council policy.</i></p>	<p><i>being implemented or recommended for later consideration by Members.</i></p> <p><i>Policy and operational changes would be subject to thorough assessment to ensure they would be fully compliant with current legislation and to measure the impact(s) they would have on the council and on tenants.</i></p>
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(c) Human Rights Act and Other Legal Implications

The report does not affect any person's or the community's Human Rights.

The Council has a statutory duty to provide allotments for people residing within the Borough boundary. The report assumes that provision will continue to be made and this duty will therefore continue to be met.

(d) Equalities Impact Assessment

Allotment plots are made available to all subject to availability and subject to tenants meeting the obligations imposed on them by their tenancy agreement with the council. When delivering the service every reasonable effort is made to take individual needs and abilities into account so as to enable all residents to take advantage of an allotment garden.

The Council operates a concessionary fee scheme to take into account people's differing financial circumstances, notably providing reduced tenancy fees for the elderly, people who are unemployed and people on income support etc.

5. Supporting Information

**Statutory Provision of Allotments and Legal Powers to Support Allotment Provision.**

- 5.1 Section 23 of the Small Holdings and Allotments Act 1908 places a duty on the council to provide allotments, except in areas where there is a parish council. The legal duty is limited to the provision only of land.
- 5.2 A number of statutes provide councils with discretionary powers to employ staff and to deliver services in support of allotment provision. There is no absolute requirement that any council must use these additional powers, but good practice for the provision and management of allotment services has led to authorities adopting various practices including the employment of allotment officers, provision of fencing, water supplies, toilets and other infrastructure/ancillary facilities. Allotment provision is a statutory function of the council.



## Current Council Allotment Provision in Slough

- 5.3 The council provides twelve allotment sites containing 944 individual plots. One of these twelve sites, Cowper Road, is managed by a local allotment association. There are currently 156 vacant plots. These are plots which have no tenant and are available for letting. A site by site breakdown is provided below.

ALLOTMENT SITE	TOTAL PLOTS SUMMER 2015	VACANT PLOTS SUMMER 2015
CHERRY ORCHARD	253	30
COLLEGE ROAD	55	6
GRANVILLE AVENUE	141	11
GREEN DRIVE	15	4
HORSEMOOR GREEN	92	5
KEEL DRIVE	89	12
THE MYRKE	143	19
RAGSTONE ROAD	77	42
SAMPSONS GREEN	6	0
SPENCER ROAD	11	11
WESTPOINT	62	16
<b>TOTAL</b>	<b>944</b>	<b>156</b>

### Lockers

- 5.4 198 lockers are provided across 5 sites. They provided basic space for tenants solely for the storage of tools and materials directly associated with the cultivation of their plot(s). Lockers are let subject to payment of a fee, which is in addition to the rent of an allotment and under a separate agreement. Of the 198 lockers available, 143 are currently let under an agreement with a tenant. 55 are vacant.
- 5.5 Whilst many tenants use their lockers responsibly, some are misused. Problems typically involve use for storage of goods not linked to allotments (use for storage of private domestic goods etc.) and rubbish. Some are let but are little used which tends to lead to accumulations of waste etc. and some it is alleged are allowed to be used by friends or family who are not allotment tenants.
- 5.6 It can be very time-consuming to establish where abuses are being made, who is responsible for them, and to then to take enforcement action. Locker management tends to be a lesser priority than dealing with other more pressing management issues associated with letting and the proper use of plots alongside the considerable demands placed on resources to deal with the day to day operational issues associated with allotment tenants, complying with statutory procedures attached to allotment management and the overall management and maintenance of the sites.
- 5.7 Where lockers are abandoned or misused, waste often also becomes a problem. Typically accumulations of waste in these lockers have to be left on site or disposed of to landfill at considerable cost to the council. Waste and its disposal

is a significant problem on most allotment sites. This is considered in more detail later in the report

### **Historical context of policy and practice**

- 5.8 Core allotment practices and procedures are built around the legal duties imposed on the council and tenants under the various Acts of Parliament governing allotment provision, especially with regard to the annual allotment tenancy lettings, how fees are set, how changes to fees are dealt with, and the terms and conditions that govern what tenants may and may not do on an allotment garden.
- 5.9 All tenants sign a legal tenancy agreement each year with the council, which is the landlord. The tenancy agreement sets out the principle rules, and important obligations on the tenants and the council as to what tenants are entitled to do while enjoying their tenancy, termination rules, and matters relating to compensation etc.
- 5.10 The management practices in place for allotments in Slough are to a degree built on a legacy from when allotments and allotment sites had spiralled into decline a decade or so ago. Sites then were largely unused and sites were dilapidated. The council made a big effort to turn this problem around, and in doing so, re-established allotments as a popular and effective local provision for residents.
- 5.11 This is particularly the case where waste is concerned. In an effort to encourage residents to take up allotment plots, the council assisted with site clearance by disposing of the waste from the clearance of plots by new tenants. This practice has continued since and tenants have come to expect the council to dispose of their waste, whether green compostable waste or household waste, as a free service.
- 5.12 It was at that time that an allotment officer post was created (part time) to meet the demands for effective day to day management of tenant issues, lettings, enforcement actions and the maintenance/management of the eleven sites. The allotment officer role was made redundant with effect from June 1<sup>st</sup> 2015.
- 5.13 It should all noted that disposal of all waste arising from allotment plots is the sole responsibility of the tenant. This is a condition of each tenant's tenancy agreement.

### **Income and expenditure**

- 5.14 The gross budget for allotment provision in the current 2015/16 financial year is £58,730 Staff costs are an additional £23,330. Income earned from allotment lettings is expected to reach the target £16,000. The net budget for this year is £66,060, including staff costs and operational costs offset by income. The council subsidises the service. The amount of subsidy has varied year on year notably because costs of waste disposal have varied considerably year to year.

5.15 The table below sets out the annual revenue budget for allotments for the last three years, with the projected outturn budget for the current year.

	2013/14		2014/15		2015/16	
	Budget	Outturn	Budget	Outturn	Budget	To Date
Gross Budget	57,030	28,718	58,430	152,898	58,730	11,955
Income	-16,000	-15,220	-16,000	-18,586	-16,000	-14,612
Net Spend		13,499		134,312		-2,656
Staff Cost	23,000		23,250		23,330	
<b>Net Total</b>		<b>36,499</b>		<b>157,562</b>	<b>66,060</b>	

### Allotment Waiting Lists.

5.16 The council maintains a waiting list for each of the allotment sites. There are currently 616 people on this list.

### Allotment Federations/Associations/Committees

- 5.17 The statutory duty to provide allotments for its residents falls to the Borough or District Council, except where there is a parish council, in which case the duty falls solely to the parish.
- 5.18 Allotment management can be devolved to varying degrees to allotment associations. These organisations can play useful roles in the effective delivery of allotment services locally. However, the statutory duty to provide falls to the council and no statutory function can be devolved to another organisation without Ministerial consent.
- 5.19 Outside organisations can help with the delivery of non-statutory aspects of allotment management, for example by helping with tenant liaison, reporting site management issues, and site inspection. Unless statutory functions are devolved care has to be taken to ensure that responsibilities are clear, that arrangements, responsibilities, roles and accountabilities of all parties are clearly defined.
- 5.20 Except where complete devolution is achieved with Ministerial consent, the council will always remain in an individual landlord / tenant relationship with each plot holder and the will remain fully accountable for the function. Devolution of roles, whether partial or complete, must be considered with care and with the benefit of robust legal scrutiny.
- 5.21 One council site, Cowper Road, is run by a site association. This is a small site and has run this way for many years. Officers have been unable to find any formal agreement or evidence how the association was set up. The constitution of the association is not known. It appears to have evolved rather than through formal arrangement with the council. This arrangement is to be formalised under the direction of the Head of Legal Services.
- 5.22 Slough has an active allotment federation (Slough Allotment Federation). Officers are currently working with the Federation to establish how collaboration might assist the delivery of the council's allotments in the future. This joint working has been on-going for a number of years and has been a vital element of allotment management in the past, providing essential support to the former allotment

officer, especially in the letting of plots to new tenants and reporting non cultivation of plots. Recently, the federation has been especially helpful addressing the current problem with waste on allotment sites, which is covered later in this report.

- 5.23 The type of allotment association determines the extent of the role they are able to have and to what extent they have authority over site / tenant management. Federations are one of a number of ways this might be achieved and officers will be investigating what options might be open to the council going forward.

### **Waste on allotments**

- 5.24 The terms of the tenancy agreement makes the management / disposal of waste from allotments the individual tenant's responsibility. As part of an effort to encourage uptake of allotments in the early 2000s, when allotments were in a poor state and uptake was low, the council provided assistance to tenants by taking waste off sites. This was done to help new tenants clear plots for cultivation and thereby encourage uptake.
- 5.25 This informal arrangement has continued since, at times through provision of skips and in more recent years through collection of waste from heaps at collection points at each site. This service has been free to tenants.
- 5.26 Waste takes two forms, green waste able to be disposed of as green compostable waste (£40.046 per tonne) and 'household waste' disposed of to landfill (£139.34 per tonne).
- 5.27 In 2014 the council elected to undertake a project to half the size of vacant allotment plots. This was done in an effort to increase the number of plots available and reduce the size of the waiting list. The halving required plots to be cleared. This generated a high volume of green and 'household' waste. Disposal of initial waste resulted in an unforeseen cost of £99,000 in 2014/15. This cost cleared about half the waste generated. Disposal was stopped to halt the overspend as soon as it came to light.
- 5.28 A similar volume of waste remains on sites and is yet to be dealt with. Responsibility for this waste rests with the council. The cost overrun has brought all waste clearance from allotments to a halt due to the lack of budget available to meet disposal costs.
- 5.29 Officers have considered how both the accumulated tenants' waste and the plot halving waste might be dealt with most cost effectively to minimise the cost to the council. This is now resolved. Green compostable waste will be transferred to a single site where it will be prepared for re-use as a green material (compost / path surfacing) in due course. This can be done within waste disposal regulations only if waste volumes managed in this way are kept below a statutory limit of 60 tonnes per annum.
- 5.30 Waste piles at all sites is mixed waste, currently only able to be disposed of as landfill at the higher (£139.34) rate per tonne. Compostable and non-compostable materials must first be separated on site if the disposal problem is to be resolved. Officers are currently working with allotment site representatives and the allotment federation to arrange for separation to be done by allotment tenants. Once this joint work is complete it will be possible to address current

accumulations of waste within the existing allotment management budget. If waste can be separated in this way, disposal will start immediately on a site by site basis.

- 5.31 It will not be possible for the council to continue to manage all allotment waste year on year within the statutory limit, or within existing budgets. Consequently a review of the waste disposal is essential. To prevent uncontrollable escalations in the cost to the council as part of this it will be essential to rigorously enforce tenants' obligations to manage their own waste, including its disposal, and to manage more closely what materials can be brought on to allotments that ends up as household waste.

## **6. Future management of allotments:**

- 6.1 The Council is undertaking a review of its options relating to the future management of Allotments. The Association of Public Sector Excellence (APSE) has been appointed to complete an assessment of current allotment management arrangements in the Council. APSE will present a report to help the council to take a structured approach to its management of allotments, looking at immediate issues and to provide a forward looking plan for the next two years.
- 6.2 APSE will present officers with its first draft report to officers at the beginning of November 2015 for officers' initial consideration with a view to finalising the report and recommendations later in November this year. Amongst other things, the report will look at options that might be available to the council to deliver its allotment duties and site management through new arrangements, drawing on proven best practice and initiatives in place in other allotment authorities.
- 6.3 Officers will report the findings of that report to Members in due course, with recommendations for the on-going delivery of allotments in Slough.

## **7 Comments of Other Committees**

There are no comments from other committees.

## **8. Conclusion**

- 8.1 Four issues give immediate cause for concern if the allotment service is to be successfully delivered:
- Capacity within the council to continue to deliver the service effectively in-house at a level that meets customer and Member aspirations,
  - Taking action against tenants who misuse or are failing to cultivate their plots, and in so doing are in breach of their tenancy.
  - Dealing with vacant plots and allocating them to residents on the current waiting list.
  - Addressing the currently unsustainable waste management issues.

These are currently being actively addressed.

- 8.2 Looking forward, a number of key issues emerge which need on-going review and potential change:

- The current tenancy agreement terms are in need of review, notably to control what materials may be imported onto allotment plots to better manage generation of waste, and the costs risk to the council in respect of its subsequent disposal, and to provide greater clarity about the landlords requirements in respect of how allotments may be used.
- Whether alternative management arrangements might be available to the council.
- A thorough review of the charges made for allotments and how they are funded aimed at reducing dependency on council subsidy whilst acting in the spirit of historic allotment provision/legislation etc, trying to ensure that allotments remain affordable for the local community.

These latter matters will be informed by work already commissioned from APSE and referred to in the report. Further information will be brought forward by officers in due course.

9. **Appendices Attached**

- 'A' - Allotment tenancy agreement
- 'B' - Schedule of allotment fees and charges (2015/16 and 2016/17)

10. **Background Papers**

- '1' - Annual budget reports
- '2' - Allotment tenancy and allotment records

**SLOUGH BOROUGH COUNCIL**

**Green & Built Environment**

**TENANCY AGREEMENT FOR ALLOTMENT GARDENS**

**(That is plots up to 40 poles or 0.101 hectares for domestic cultivation only)**

THIS AGREEMENT made the \_\_\_\_\_ between the Slough Borough Council of Town Hall, Bath Road, Slough, Berkshire SL1 3UQ (hereinafter called the Council) and \_\_\_\_\_ of \_\_\_\_\_ (hereinafter called the Tenant) by which is agreed that:

1. The council shall let to the tenant for him/her to hold as tenant from year to year the Allotment Garden of the approximate area of \_\_\_\_\_ being part of the Allotments provided by the council at \_\_\_\_\_ and numbered \_\_\_\_\_ in the Council's Allotment Register.
2. The Tenant shall pay a yearly rent of £\_\_\_\_\_ on the First day of January in each year and the first payment shall be due on the first of \_\_\_\_\_ after the commencement of the tenancy.
3. Without prejudice to clause 10 hereof the tenancy may be terminated by either party to this agreement serving on the other not less than twelve months written notice to quit expiring on or before the 6<sup>th</sup> day of April or on or after the 29<sup>th</sup> day of September in any year.
4. The tenant shall reside within the Borough of Slough during the continuance of the tenancy.
5. The Tenant shall, during the tenancy carry out the following obligations:
  - a) The Allotment Garden shall be kept in a clean, decent and good condition and properly cultivated;
  - b) No Nuisance or annoyance shall be caused by the Tenant to any Tenant of any other part of the Allotments provided by the Council;
  - c) No livestock other than poultry for the production of eggs, of any kind shall be kept upon the Allotment Garden;
  - d) No dog shall be brought into or kept in the area of the Allotments by the Tenant or by anyone acting with his authority or approval;
  - e) The Tenant shall not assign the tenancy nor sub-let or part with the possession of any part of the Allotment Garden;
  - f) The Tenant shall not erect any building or other permanent structure on the Allotment Garden nor fence the garden without first obtaining the written consent of the Council;
  - g) The Tenant shall maintain in decent order all fences and ditches bordering the Allotment Garden and shall keep trim and keep in decent order all hedges and footpaths forming any boundary of the Allotment Garden;
  - h) The Tenant shall not without first obtaining the written consent of the Council, cut, lop or fell any tree growing on the Allotment Garden;
  - i) The Tenant shall not plant any tree other than fruit trees, and those should be of a dwarf variety, on the Allotment Garden without prior written permission from the Council;
  - j) The Tenant shall permit the inspection at all reasonable times of the Allotment Garden by any officer of the Council;
  - k) The Tenant shall not obstruct or permit the obstruction of any of the paths on the Allotments set out for the use of the Tenants of the Allotment Gardens;
  - l) The Allotment Garden shall not be used for any commercial purpose whatsoever and the sale of produce is strictly forbidden;
  - m) The Tenant shall not light any fires on the Allotment Garden or on any part of the Allotment site;
  - n) The Tenant shall not place any materials on any part of the Allotment site outside the boundary of the Allotment Garden. No refuse not generated from the cultivation of the Allotment Garden is to be brought into the site, unless it is to be used for composting purposes;

- o) Hosepipes shall not be used and water tanks must not be damaged or interfered with in any way.
6. The Council shall pay all rates, taxes, dues or other assessments which may at times be levied or charged upon the Allotment Garden.
  7. Upon signing for an Allotment Garden, the Tenant will be provided with a key, (one key only per Tenant), upon payment of a refundable deposit in the sum of £20. The deposit will be refunded on termination of tenancy and return of key. The refund will be by way of cheque which will be posted to the Tenant.
  8. Tenants must ensure that access gates are kept locked at all times, including the period that the tenant is on site.
  9. Rent/Charges will be reviewed annually and may increase in line with inflation.
  10. If the Tenant is in breach of any foregoing provisions of this Agreement the Council may at once re-enter upon the Allotment Garden and the tenancy shall thereupon come to an end (save that where the breach is capable of amendment the Council shall not re-enter unless it has first given to the Tenant by notice in writing a period of not less than one month in which to amend the breach aforesaid) and any such re-entry shall be without prejudice to any right of the Council to claim damages for any such breach or to recover any rent already due before the time of such re-entry but remaining unpaid.
  11. On the termination of this tenancy the Tenant shall be entitled to such compensation as is provided for by the Allotments Acts 1908 to 1950 but if the Tenant shall have been paid or promised any compensation by any incoming Tenant of the Allotment Garden the Tenant shall before claiming any compensation from the Council give to it notice in writing of the matters in respect of which any such compensation has been paid or promised.
  12. Any Notice required by this Agreement to be given to the Council shall be delivered to or sent by post to the Assistant Director Of Environmental Services & Quality.

(Signatures)

Representative of Slough Borough Council

Tenant

NOTES: which do not form part of the Agreement.

1. Additional terms may be added to this Agreement to suit special local situations and inappropriate terms may be removed BUT Clauses 1 to 3, 5(I) and 10 to 12 must appear in any Agreement.
2. As a result of the decision in *Wombwell U.D.C v Burke* (1966) 1 All E.R 911 no other dates for notices to quit other than those in Clause 3 can be specified.
3. The compensation rules are:
  - i) A Tenant may remove any fruit trees or bushes or other improvements planted or made by him or for which he has paid a previous tenant; or receive compensation for his fruit trees, bushes, strawberries, asparagus and rhubarb.
  - ii) If the tenancy is terminated by the Council's notice to quit or by ending of the Council's tenancy where it has a landlord, the Tenant may claim compensation for the crops growing on the land in the ordinary course of cultivation or for manure applied to it.
  - iii) If the tenancy is terminated by ending of the Council's right of occupation the Tenant is entitled to the equivalent of one years rent from the Council as compensation.
  - iv) The Council is entitled to compensation from the Tenant for any deterioration in the land arising from the Tenant's failure to keep it clean and in a good state of fertility.
4. No stamp duty is payable on the Agreement.
5. If the Allotment Garden is more than 40 poles, or the letting is to an Allotment Society this form should not be used.



**Rental Charges from 1<sup>st</sup> January 2016**

	<b>2015 Charge per 25.3m<sup>2</sup>/per pole/per annum</b>	<b>2016 Charge per 25.3m<sup>2</sup>/per pole/per annum</b>
<b>STANDARD CHARGES</b>		
Cherry Orchard, Granville Avenue and Keel Drive	£5.50	£5.70
The Myrke, Horsemoor Green, College Road and Ragstone Road	£5.15	£5.35
Spencer Road, Westpoint, Sampsons Green and Green Drive.	£4.60	£4.75
<b>CONCESSIONS</b>		
<b>1. <i>Elderly Persons (over 60 years) &amp; unemployed</i></b>		
Cherry Orchard, Granville Avenue and Keel Drive	£2.80	£2.90
The Myrke, Horsemoor Green, College Road and Ragstone Road	£2.50	£2.60
Spencer Road, Westpoint, Sampsons Green and Green Drive.	£2.25	£2.30
<b>2. <i>Early Retirement (No longer available to new tenants)</i></b>		
Cherry Orchard, Granville Avenue and Keel Drive	£4.35	£4.50
The Myrke, Horsemoor Green, College Road and Ragstone Road	£4.10	£4.25
Spencer Road, Westpoint, Sampsons Green and Green Drive.	£3.65	£3.75
Lockers	£9.60	£9.95

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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhoods and Community Services Scrutiny Panel

**DATE:** 28<sup>th</sup> October 2015

**CONTACT OFFICER:** Nicholas Hannon,  
Environmental Strategy & Governance Manager

**For all enquiries:** (01753) 875 275

**WARD(S):** All

**PART I****FOR DISCUSSION****WASTE & ENVIRONMENT: SERVICES SCORECARD****1 Purpose of Report**

To inform the Neighbourhood and Community Services (NCS) Scrutiny Panel of the proposed Outcomes, Key Performance (KPIs) and Service Request Indicators (SRIs) of the new Waste Collection and Street Cleaning services for the upcoming commissioning and procurement of the Environmental Services contract. These scorecards will demonstrate performance, targets and improvements for the future of both for the service and the customer experience at a member level.

**2 Recommendation/Proposed Action**

NCS Scrutiny Panel is requested to provide comment to the Cabinet regarding:

- Adoption of the proposed final Waste and Environment Services Scorecard for the Environmental Services contract.

**3 The Sustainable Community Strategy, the JSNA and the Five Year Plan****3a. Sustainable Community Strategy Priorities**

Slough Borough Council has stated through the Sustainable Community Strategy in the Environment and Regeneration section that it will pursue steps to:

- move up the waste hierarchy and increase the amount of waste recycled;
- reduce the overall amount of waste produced; and
- reduce dependency on landfill for final waste disposal.

The primary environmental commitment and statement made by the Council through the Slough Sustainable Community Strategy is that the council has set itself the target of recycling 60% of its waste by 2028. This is a core driver behind the Waste Strategy in development and defines the strategic horizon period.

### 3b. **Five Year Plan Outcomes**

The Five Year Plan's outcomes the proposal will help to deliver are:

- *Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay*

**Ensure that the gateways to the town, prominent places and green spaces are clean and well maintained**

A fully functioning and dedicated street cleaning service is a key deliverable working towards the keeping the gateways to the town, prominent places, bin stores, roads and pavements clean.

- *The Council's income and the value of its assets will be maximised*

**Ensure that a revolutionised approach to household waste collection is in place  
Ensure that no household waste will be disposed of in landfill sites**

Residents play an important part in the sustainable management of the borough's waste and ensuring that any waste that is produced is placed in the correct receptacle for disposal. Most commonly this relates to placing waste in the kerbside residual and recycling bins. However, this relates to other facilities available to residents to enable them to dispose of items in a civically minded and environmentally responsible manner including litter bins, Bring Banks and the Household Waste Recycling Centre at Chalvey.

### 4 **Other Implications**

#### (a) Financial

None.

#### (b) Risk Management

None.

#### (c) Human Rights Act and Other Legal Implications

There are no Human Rights Act Implications.

#### (d) Equalities Impact Assessment

There is no identified need for the completion of an EIA.

### 5 **Supporting Information**

- 5.1 As a Unitary Council Slough Borough Council is responsible for collection, management and disposal of all municipal waste generated within the Borough and all street cleaning, gully and channel sweeping, litter picking and detritus sweeping operations within the borough. The Waste Collection / Management & Street

Cleaning function for Slough Borough Council is delivered by Amey under the Environmental Services contract which runs until November 2017.

- 5.2 The new Waste & Environmental Services contract is currently going through a dedicated commissioning process whereby the preferred contract delivery vehicle and service batching will be decided and this in course shall be consulted upon with members.
- 5.3 In advance of this process, the final preferred services scorecard under which any new proposed contractor would need to either self complete or be compiled by the contract management team is to be agreed.
- 5.4 Due to the density and scope of the Waste Strategy the democratic process for this document has been divided across several areas. One of the areas includes the use of Key Performance Indicators of services delivered as directed by the Waste Strategy 2015 - 2030
- 5.5 Two previous NCS Scrutiny sessions on the individual service scorecards (4<sup>th</sup> September 2014 for waste collection and 2<sup>nd</sup> December 2014 for street cleaning) has rendered the political preferences for information and indicators to be included in the monitoring system which is provided in Appendix 1.
- 5.6 The new scorecard has been developed as part of the Waste Strategy and is designed to provide a greater degree of scrutiny, governance, transparency and information to members, NCS Scrutiny Panel and Cabinet. Table 1.1 is a political scorecard to reflect the progress of Five Year Plan updates and Table 1.2 reflects performance against selected service performance indicators. Table 1.3 is reflective of service and information requests made directly to the contractor from various routes including members and residents. These tables are presented in Appendix 1.
- 5.7 The contents of Table 1.1 are currently live through the Five Year Plan Scorecard. Tables 1.2 and 1.3 will go live from December 2017 with the new Environmental Services contract and will be presented quarterly.

## 6 **Conclusion**

NCS Scrutiny Panel is requested to provide comment to the Cabinet as to whether:

- A. NCS Scrutiny Panel are satisfied with the selected key performance service indicators for the waste collection, waste management and street cleaning services; and
- B. NCS Scrutiny are satisfied with the consultation and development of the scorecard as led and developed by the Waste & Environment team over the past 14 months.

## 7 **Background Papers**

'A' - Proposed Political Waste Strategy Scorecards 2017/18

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Table 1.1: Political Waste &amp; Environment Five Year Plan Strategic Outcomes Scorecard

Performance Indicator - Five Year Plan Outcomes	Date Updated	Baseline	2016-17 target	Long term target	Direction of travel	RAG Rating	Success measures:
<p><b>Ensure that a revolutionised approach to household waste collection is in place:</b></p> <p>The percentage of household waste sent for reuse, recycling or composting</p>		%	↑	60%	↑		WasteDataFlow
Percentage of municipal waste sent to landfill		%	↓	0.5%	↓		WasteDataFlow
<p><b>Ensure that the gateways to the town, prominent places and green spaces are clean and well-maintained:</b></p> <p>Adherence to Environmental Protection Act cleaning through the street cleaning monitoring scorecard.</p>		B	↑	A	↑		Contract Management
<p>*For litter and refuse: Grade A: No litter or refuse. Grade B: Predominately free of litter and refuse apart from some small items. Grade C: Widespread distribution of litter and/or refuse with minor accumulations. Grade D: Heavily affected by litter and/or refuse with significant accumulations</p>							

Table 1.2: Political Waste &amp; Environment Key Performance Indicators (KPIs) Scorecard

Performance Indicator - Waste & Environment Scorecard	Date Updated	Baseline	2016-17 target	Long term target	Direction of travel	RAG Rating	Source:
Missed domestic residual waste bins			↓		↓		Contract Management
Missed domestic recycling bins			↓		↓		Contract Management
Percentage of bins not returned to property curtilage		%	↓		↓		Contract Management
Reduction in amount of household residual waste generated within Slough			↓		↓		WasteDataFlow (a)
Household Waste Collection (kilograms per head)			↓		↓		WasteDataFlow (a)

Flytipping incidents responded to within 48 hours			↑		↑		Contract Management
Street Cleaning requests handled within time			↑		↑		Contract Management
Street Cleaning requests (number)			↓		↓		Contract Management
Number of Bring Sites in borough		15	↑	20	↑		Contract Management

**Table 1.3: Political Waste & Environment Service Requests Scorecard**

Performance Indicator – Waste & Street Cleaning Scorecard	Date Updated	Baseline (2014-2015)	2017-18 target	Long term target	Direction of travel	RAG Rating	Source:
Number of phonecalls received by contractor*	31/03/2015		↓		↓		Contract Management
Percentage of phonecalls received - answered on time*	31/03/2015	%	↑		↑		Contract Management
Percentage of phonecalls received - not answered*	31/03/2015	%	↓		↓		Contract Management
Number of formal complaints received by contractor	31/03/2015		↓		↓		Contract Management
Number of formal complaints responded to on time by contractor	31/03/2015		↑		↑		Contract Management
Number of complaints / enquiries from members received by contractor;	31/03/2015		↓		↓		Contract Management
Enquiries received from residents / responded to on time by contractor;	31/03/2015		↑		↑		Contract Management
<p>The contractor will also monitor the ward / location within the borough where the complainant / enquiry stems from and build a profile where issues may lay. The contractor will also collect and collate information regarding:</p> <ul style="list-style-type: none"> <li>- Learning for each complaint considered (to prevent similar complaints happening); and</li> <li>- Types of complaints received by contractor</li> </ul> <p><i>The collation will be in a monthly report from the contractor.</i></p>							
<p>* Dependent on whether or not independent service telephone line for waste and street cleaning service enquires is provided by the new contractor. This will be decided through forthcoming 'Environmental Services' contract commissioning process.</p>							



**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhood & Community Services Scrutiny Panel

**DATE:** Wednesday 28<sup>th</sup> October 2015

**CONTACT OFFICER:** John Griffiths – Head of Neighbourhood Services  
(For all Enquiries) (01753) 875 436

**WARD(S):** All

**PART I****FOR INFORMATION & COMMENT****HOUSING - PERFORMANCE MANAGEMENT & REPORTING****1. Purpose of Report**

This report has been prepared in response to a request from Members to provide timely, transparent and meaningful reporting in respect of a wide range of operational areas delivered through the Neighbourhood Services team. It sets out the proposed format and timetable for providing performance data.

**2. Recommendation/Proposed Action**

The Committee is requested to note the report and approve the format and timetable.

**3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

The Slough Joint Wellbeing Strategy priorities identify “Housing” as a one of the five key elements of the strategy, specifically in relation to ‘better housing standards’. The provision of accurate, timely and meaningful performance reports in key service delivery areas will provide Members with a regular update on achievement of, and progress towards, the desired service delivery standard.

The reporting procedure will provide regular updates on key performance areas in a clear, self-explanatory and transparent format for use by Members, tenant representatives and service providers (Interserve FM etc.)

**3a. Five Year Plan Outcomes**

Accurate and timely data on current performance will underpin the prioritisation and focus on current and future investment in the housing stock, specifically in relation to the Five Year Plan outcome:

- *‘The Council’s income and the value of its assets will be maximised.’*

#### 4. Other Implications

##### (a) Financial

There are no direct financial implications.

##### (b) Risk Management

<b>Area of Risk:</b>	<b>Threat:</b>	<b>Mitigation:</b>
<i>Legal</i>	Requirement to achieve 100% statutory compliance for specified property assets e.g. Gas annual inspections, FRA's etc.	Accurate and timely reporting will identify any potential risk and underpin appropriate corrective action.
<i>Property</i>	Deteriorating value of property assets due to poor maintenance.	The Repairs & Maintenance contract is designed to ensure an agreed quality of property repair and upkeep. Frequent reporting on contractor performance will identify any failure to comply with the contract requirements and facilitate timely intervention.
<i>Health &amp; Safety</i>	Health & Safety issues are overlooked / not recognised.	Critical H&S issues are identified measured and reported on a regular basis, this supports prompt and focused corrective action.
<i>Employment Issues</i>	None	None
<i>Equalities Issues</i>	None	None
<i>Human Rights</i>	None	None
<i>Community Support</i>	None	None
<i>Community Safety</i>	Lack of proper maintenance creating potential risk hazards for tenants and the general public.	All key H&S issues will be monitored and reported in order to facilitate prompt corrective action.
<i>Financial</i>	Expenditure does not achieve best value for money due to delivering a 'responsive' service to emergency repairs.	A focused reporting regime will facilitate a proactive approach to identifying actual or potential areas requiring investment and a planned response to procuring the work.
<i>Communications</i>	Reporting is not focused and not available to the appropriate decision makers.	The performance report will be made available to both a focused and wider audience and will be easily understood, timely and accurate.
<i>Project Capacity</i>	Loss of internal knowledge on reporting process.	Individual managers will have access to the reporting system in order to generate bespoke reports.

### (c) Human Rights Act and Other Legal Implications

There are no implications in relation to the Human Rights Act.

### (d) Equalities Impact Assessment

The regular provision of key performance measures will underpin tenant involvement and empowerment by providing choices, information and communication that is appropriate to the diverse needs of tenants in the delivery of agreed standards.

## 5. Supporting Information

5.1 **Background:** KPIs measure how well business units, contractors, projects or individuals are performing compared to strategic goals and objectives. Well-designed KPIs provide the vital navigation instrument that gives a clear understanding of:

- current levels of operational performance;
- progress of initiatives and improvements; and,
- obstacles to avoid.

5.2 KPIs are the dynamic measurement tool that managers use to understand whether their service delivery is achieving, or moving towards, the strategic goal. The right set of KPIs will measure key aspects of performance and highlight areas that may need attention.

5.3 The most effective KPIs are closely tied to strategic objectives and help to answer the most critical business questions. It is essential therefore to identify the questions that Councillors, managers or external stakeholders (tenants and leaseholders) require an answer to; consequently one or two 'Key Performance Questions' should be identified for each strategic objective. Identification of the most important business questions then allows managers to select and develop the right KPIs for their service area.

5.4 In order to ensure Members are provided with meaningful KPIs it is recognised that critical areas of performance will require particular focus. The final reporting format will therefore concentrate on the following:

- Customer satisfaction:
  - Complaints
  - Mystery Shopping
  - Annual Survey
- Regulatory compliance (i.e. four consumer standards to be met)
  - The Tenant Involvement and Empowerment Standard
  - The Home Standard
  - The Tenancy Standard
  - The Neighbourhood and Community Standard

- Contactor(s) performance
- Rent / Debt recovery
- ASB
- Tenancy
  - New tenancies
  - Tenancy visits
  - Converted tenancies
- Statutory Compliance
  - Gas – Landlord’s annual certificate
  - Fire Risk Assessments.

5.5 **Current position:** Whilst there continues to be a wide range of performance data collected across all service areas these have not, to date, been reported to the Neighbourhoods and Community Services Scrutiny Panel in a coherent and timely manner.

5.6 This report provides details of the proposed reporting structure giving broad details on the timing and content of the reports to be submitted.

5.7 It is important to recognise the need for performance reporting to be reviewed on a regular basis in order to ensure that measures are meaningful and appropriate. There is a need to appreciate that KPI measurement, without continuous review, has the potential to create a negative effect on customer satisfaction and best value for money, (e.g. measuring Call Centre effectiveness by ‘calls answered in less than 20 rings’, where the appropriate measure should be ‘issues resolved on first call’).

5.8 The need for continuous review will be particularly relevant over the next two years as strategic service delivery initiatives are implemented; these include:

- The RMI Contract: The tender for the Repairs, Maintenance and Investment contract will deliver a greater focus on investment, best value for money and social return on investment. Whilst some of the existing KPIs will remain relevant future performance measures will need to recognise and measure performance in respect of:
  - tenant engagement and satisfaction (co-regulation and scrutiny)
  - improved planning and programming of works
  - transparency of service delivery performance
  - investment opportunities
  - statutory compliance
- Agresso / Capita / IT Infrastructure: The increased use of supportive IT will improve the availability of data and underpin informed and focused decision making. The improvement in the IT infrastructure will facilitate individual managers having access

to real time and relevant data and the ability to produce bespoke reports in individual service areas.

- Stock Condition Project: The proposed detailed report on every property within the portfolio will provide an extensive range of data on which investment decisions will be made and standards monitored.

5.9 **Proposals:** The proposed regular reporting falls into two formats:

(1) A monthly “Flyer”. This will provide details of current performance across ten key service delivery measures in terms of:

- Current performance
- Current performance compared to the previous month (direction of travel)
- Current performance compared to agreed performance indicators (gap analysis)

5.10 The report will give detailed information on:

1. % of qualifying repairs completed on time
2. Average time taken to complete non-urgent repairs
3. Appointments made and kept
4. Communal repairs completed
5. Repairs completed on first visit
6. Emergency repairs completed on time
7. Urgent repairs completed on time
8. Routine repairs completed on time
9. Number of void properties at time of reporting
10. Number of estate inspections completed.

A copy of the proposed reporting format is attached at Appendix “A”

(2) A six monthly detailed report giving an in depth performance review across a wider range of service delivery areas. The list below shows the service delivery areas currently being measured. For the purpose of reporting the list will be condensed to those identified as being ‘key’ to delivery of the strategic goal:

Customer satisfaction

1. Annual satisfaction survey (*report*)
2. Mystery shopping exercises (*report*)
3. Complaints / FOI Requests (*11 measures*)

Rent collection

4. Rent collection and debt (*25 measures*)

New Tenancies:

5. New tenancies by type (2 measures)
6. Introductory tenancy visits (11 measures)
7. Introductory tenancy reviews (5 measures)
8. New SBC tenancies converted to 'Secure' (3 measures)
9. Introductory tenancies ended before conversion (2 measures)
10. Introductory tenancy extension (2 measures)

#### Tenancy Sustainment Service:

11. Referrals to Tenancy Sustainment Officer (TSO) (1 measure)
12. Value of tenancy sustainment intervention (5 measures)
13. Tenancy sustainment arrears (2 measures)
14. Average length of tenancy sustainment cases (1 measure)
15. Number of cases closed (1 measure)
16. Satisfaction with TS service (1 measure)

#### Neighbourhood & Tenancy Enforcement

17. Rectification notices (4 measures)
18. Legal proceedings (2 measures)
19. Enforcement notices (1 measure)
20. Response times (3 measures)
21. Officer visits (1 measure)
22. ASB (5 measures)
23. Gating (2 measures)
24. Fixed Penalty Notices (1 measure)
25. Enforcement (1 measure)

#### Statutory Compliance

26. Gas Safety (12 measures)
27. Fire Risk Assessments (3 measures)

#### Others

28. Leasehold income (5 measures)
29. Garages (5 measures)
30. Training & Development (12 measures)

(Total = 129 measures)

- 5.11 Ad hoc reporting will be included in the regular reports when the initiatives detailed above (RMI Contract, IT and Stock Survey) are implemented and require KPIs to be established.

6. **Conclusion**

This report has identified the strategic importance of measuring; monitoring and reporting agreed KPIs. It is proposed that a monthly 'Flyer' is produced based on 10 critical performance areas; this is to be expanded to a more detailed report to be submitted every six months. The report is to be reviewed on a regular basis in order to ensure its effectiveness in achieving strategic goals.

7. **Appendices Attached**

'A' - Proposed format for the Monthly Flyer







8. **Background Papers**

None

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# Appendix A

" Top 10 Indicators "											
Performance Indicator	Source	Target	November 2015	December 2015	January 2016	February 2016	March 2016	April 2016	May 2016	Against Target	Trend from last month
			Quarter 3			Quarter 4					
(1) % of qualifying repairs completed on time	Interserve FM	99.75%									
(2) Average time taken to complete non-urgent repairs	Interserve FM	25 days									
(3) % of responsive (non-emergency) repairs for which an appointment was made and kept	Interserve FM	98.50%									
(4) % Communal repairs completed within time-scale	Interserve FM	96.00%									



**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhoods and Community Services  
Scrutiny Panel

**DATE:** 28<sup>th</sup> October 2015

**CONTACT OFFICER:** Kam Hothe – Parking Team Leader  
**(For all enquiries)** (01753) 787899

**WARD(S):** All

**PART I**  
**FOR INFORMATION**

**CIVIL ENFORCEMENT OFFICER (CEO) BEAT COVERAGE**

1 **Purpose of Report**

To outline the geographical spread of enforcement by our CEOs in the borough and the rationale for this procedure

2 **Recommendation**

That the enforcement procedure be noted.

3 **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

*Priorities:*

- *Economy and Skills*
- *Health and Wellbeing*
- *Regeneration and Environment*
- *Housing*
- *Safer Communities*

Slough Borough Council considers it to be a priority to manage the road network creation of a safe, environmentally friendly and sustainable neighbourhood.

4 **Other Implications**

There are no financial implications of proposed action.

(a) Risk Management

<b>Risk</b>	<b>Mitigating action</b>	<b>Opportunities</b>
Legal	None	
Property	None	
Human Rights	None	
Health and Safety	None	
Employment Issues	None	
Equalities Issues	None	
Community Support	None	
Communications	None	
Community Safety	None	
Financial	None	
Timetable for delivery	None	
Project Capacity	None	
Other	None	

There has been no need identified for the completion of an EIA.

**5 Supporting Information**

- 5.1 Parking restrictions in Slough have increase dramatically over the last 5 years and with the introduction of the Pavement parking scheme the enforcement of these restrictions is paramount for the restrictions to be effective.
- 5.2 In May 2015 a review was carried out by the parking team and Vinci Park Limited of the ongoing deployment activities, this included looking at the following:
- Penalty Charge Notice issue by time and location.
  - Penalty Charge Notice issue by day of the week.
  - Penalty charge Notice issue by location (separately).
  - Time taken to cover beats.
  - Coverage of current beats
  - Coverage of new schemes
  - Type of contravention by time and location.

It was found that the Borough was not getting adequate enforcement due to the new restrictions in place so adjustments were made.

- 5.3 From the results a new deployment plan was developed which is detailed below:

Traditional town centre beats 3 and 6 have been combined into Town Centre 1 (TC1) and beats 2, 4, 5 and part of 1 have been combined into Town Centre 2 (TC2).

5.4 In addition two none town centre walking beats have been created (7 and 10); these cover two of Sloughs popular shopping areas of Langley and Farnham Road.

5.5 The other areas of Slough are covered by mobile beats and the traditional Police beats have been kept to enable officer locations to be located in the event of emergencies. However deployment in these areas are grouped as follows;

- Beats to the west of the town which are 8, 9 and 10
- Beats to the east of the town which are 1, 7 and 11.

5.6 The deployment of officers is:

Week 1	CCTV	1,7,11	8,9,10	TC1	TC2	7	10	Float
Early	1		1	1	1			1
Middle		1	1			1	1	
Late		1		1	1			1
Notes	CCTV	Mobile	Mobile	Walking	Walking	Walking	Walking	

Week 2	CCTV	1,7,11	8,9,10	TC1	TC2	7	10	Float
Early	1	1		1	1			1
Middle		1	1			1	1	
Late			1	1	1			1
Notes	CCTV	Mobile	Mobile	Walking	Walking	Walking	Walking	

*Please note that the Float officer performs both School CCTV (am and pm) and walking beat enforcement activities, the other CCTV vehicle operates for the entire shift.*

5.7 The above beat set up and officer deployment routines, allows for consistent coverage of the Borough's parking restrictions, ensuring that parking compliance in the Borough of Slough is at its highest standard.

## 6 **Conclusion**

This new regime has now been in place since July 2015 and seems to be successful, however Officers will be monitored this to ensure we meet our network management duties.

This report is intended to provide the panel with an overview of SBC's Enforcement regime and the rationale behind the deployment and geographical spread.

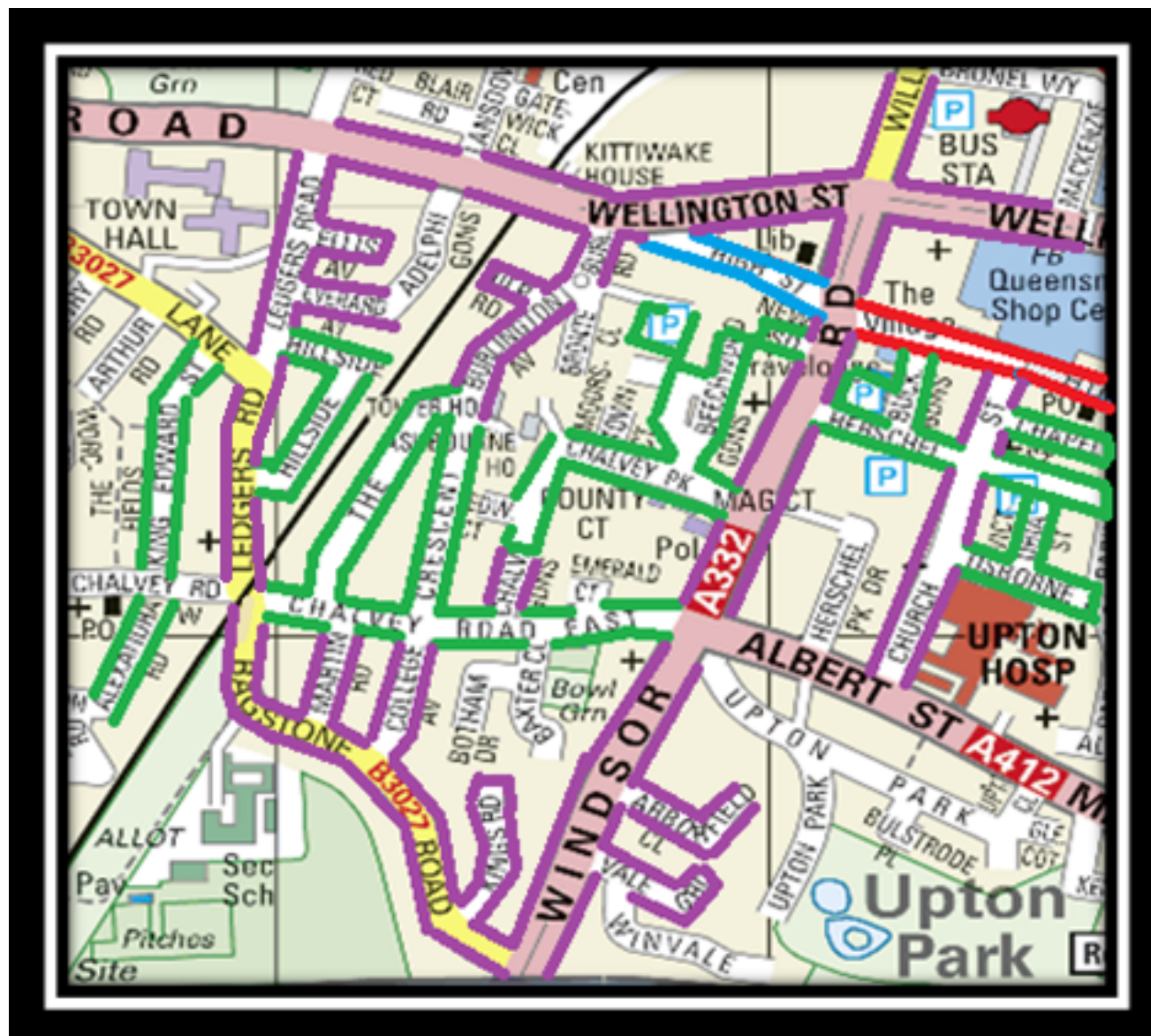
7 **Appendices**

'A' - New Deployment Map / zones

8 **Background Papers**

None

### Town Centre Walking Beat TC1



## Town Centre Walking Beat TC1 (Streets)

RED = 15+

BLUE = 5-10

GREEN = 0.5-5

PURPLE = 0.01-0.49

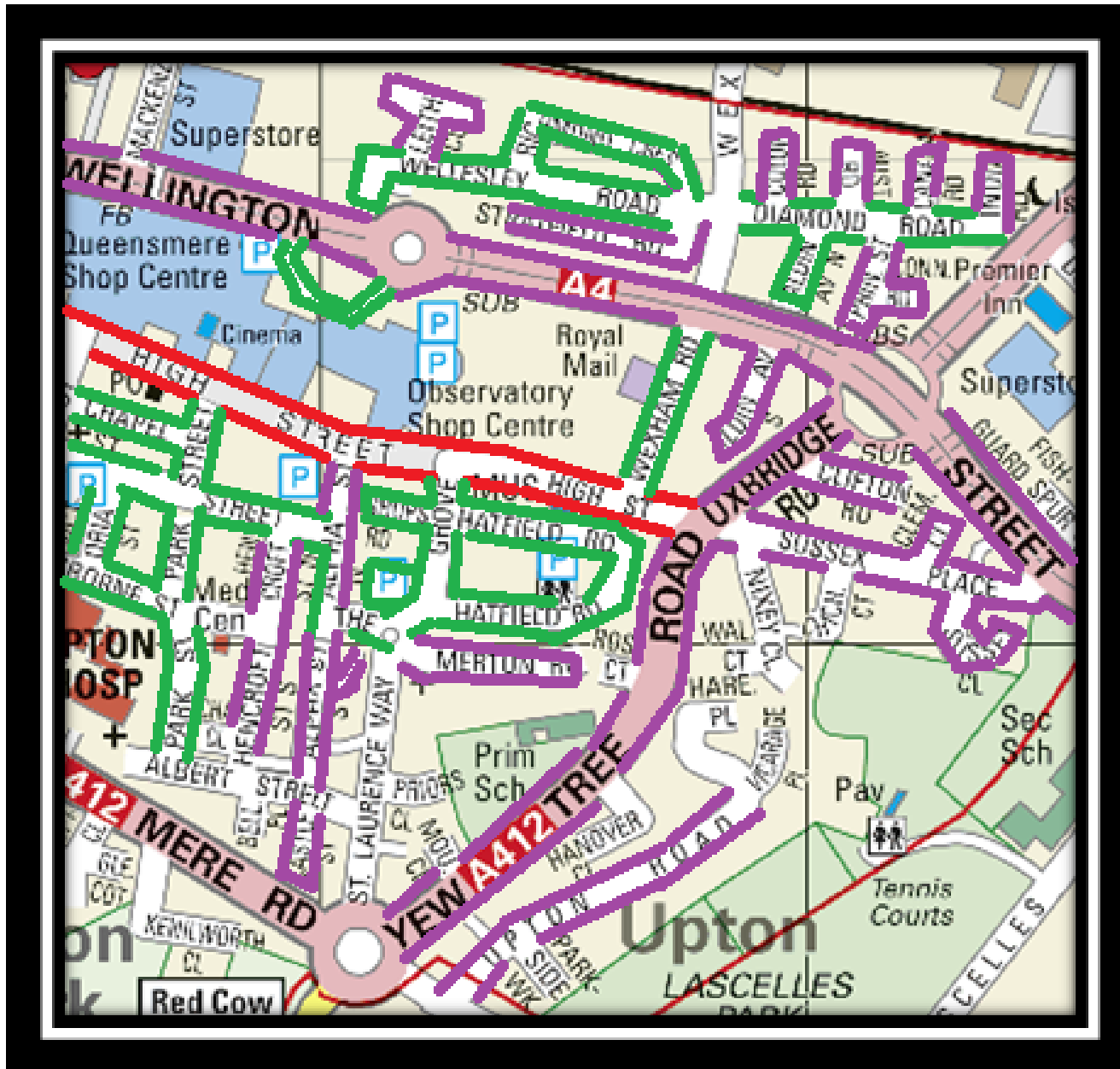
Adelphi Gardens  
Alexandra Road  
Arborfield Close  
Beechwood Gardens  
Buckingham Gardens  
Buckingham Gardens CP  
Burlington Avenue  
Burlington CP  
Burlington Road  
Chalvey Gardens  
Chalvey Park  
Chalvey Road East

Chapel Street  
Church Street  
College Avenue  
Ellis Avenue  
Everard Avenue  
Herschel Street  
High Street  
High Street West  
Hillperton Road  
Hillside  
King Edward Street  
Kings Road

Ledgers Road  
Martin Road  
New Square  
Osborne Street  
Ragstone Road  
The Crescent  
Vale Grove  
Victoria Street  
Wellington Street  
William Street  
Windsor Road



# Town Centre Walking Beat TC2



# Town Centre Walking Beat TC2 (Streets)

RED = 15+

BLUE = 5-10

GREEN = 0.5-5

PURPLE = 0.01-0.49

Albert Street  
Aldin Avenue South  
Aldin Avenue North  
Alpha Street North  
Alpha Street South  
Australia Road  
Bishops Road  
Canada Road  
Castle Street  
Chapel Street  
Clements Close  
Clifton Road  
Colonial Road  
Connaught Road

Diamond Road  
Grove Close  
Hatfield Mscp  
Hatfield Road  
Hencroft Street North  
Hencroft Street South  
Herschel Street  
High Street  
India Road  
Leith Close  
Merton Road  
Osbourne Street  
Park Street  
Princes Street

Queensmere Road  
Richmond Crescent  
Stratfield Road  
Sussex Place  
Sussex Close  
The Grove  
The Grove CP  
Upton Road  
Uxbridge Road  
Victoria Street  
Wellesley Road  
Wellington Street  
Wexham Road  
Yew Tree Road

# Walking Beat 7



# Walking Beat 7

RED = 15+

BLUE = 5-10

GREEN = 0.5-5

PURPLE = 0.01-0.49

Alderbury Road  
Elmhurst Road  
Harrow Market CP  
High Street, Langley  
Langley Road  
Meadfield Avenue  
Meadfield Road  
New Road  
Parlaunt Road  
Raymond Road  
Scholars Walk  
Station Road, Langley  
Waterside Drive  
Willoughby Road

## Walking Beat 10



# Walking Beat 10

**RED = 15+**

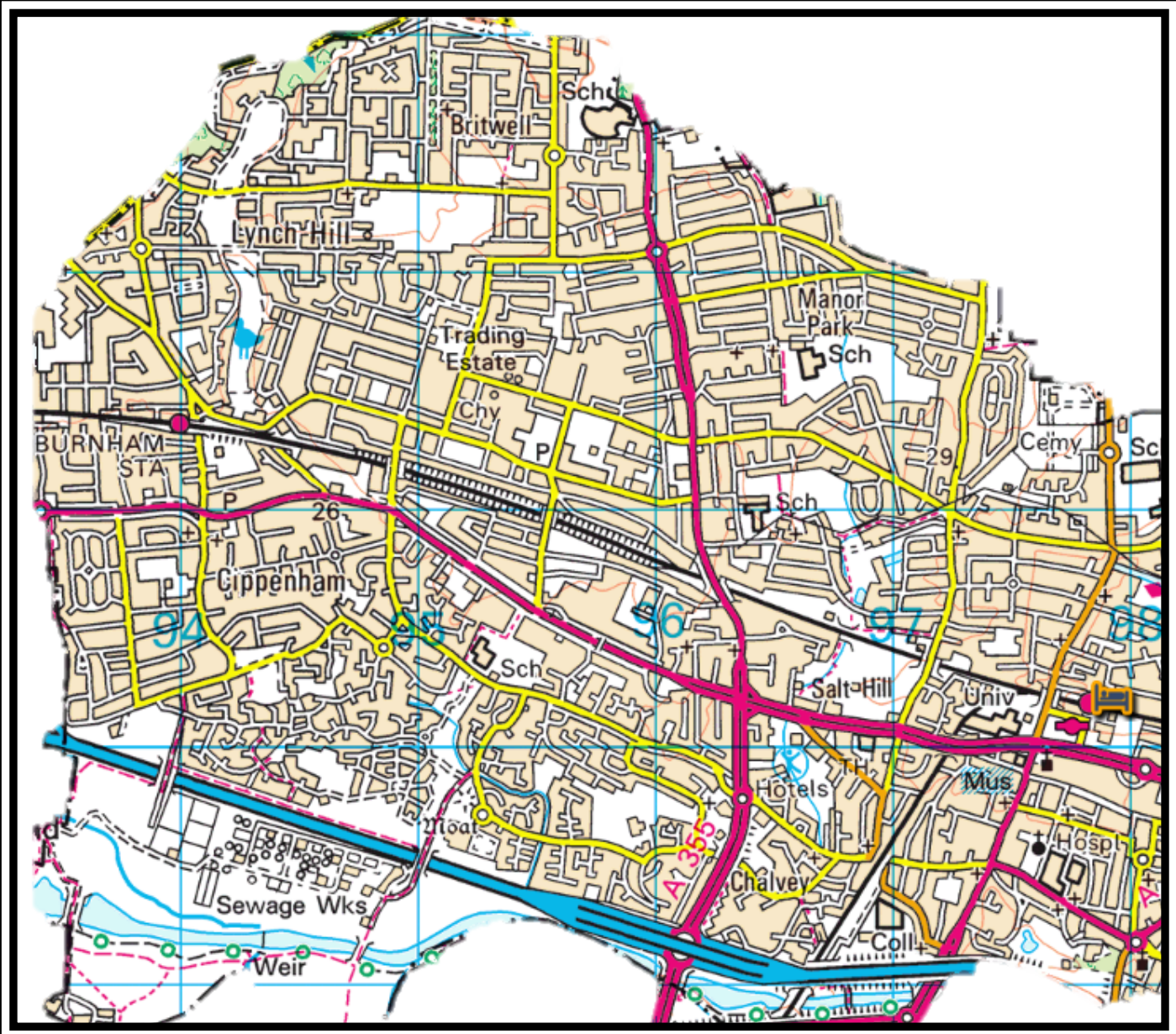
**BLUE = 5-10**

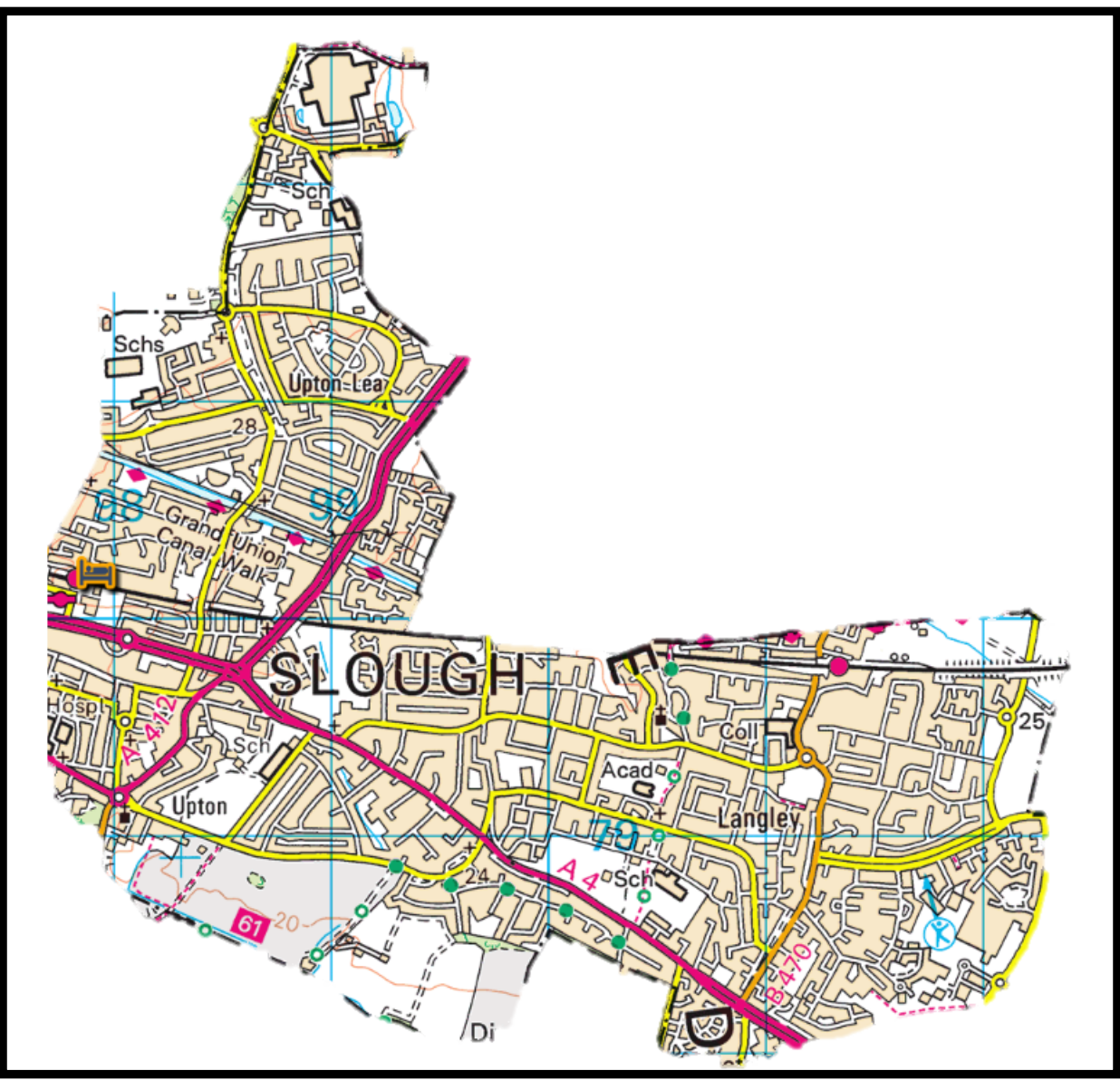
**GREEN = 0.5-5**

**PURPLE = 0.01-0.49**

- Edinburgh Avenue
- Essex Avenue
- Farnburn Avenue
- Farnham Road
- Farnham Road Service Road
- Furnival Avenue
- Gloucester Avenue
- Hampshire Avenue
- Montrose Avenue
- Sheffield Road
- Warrington Avenue

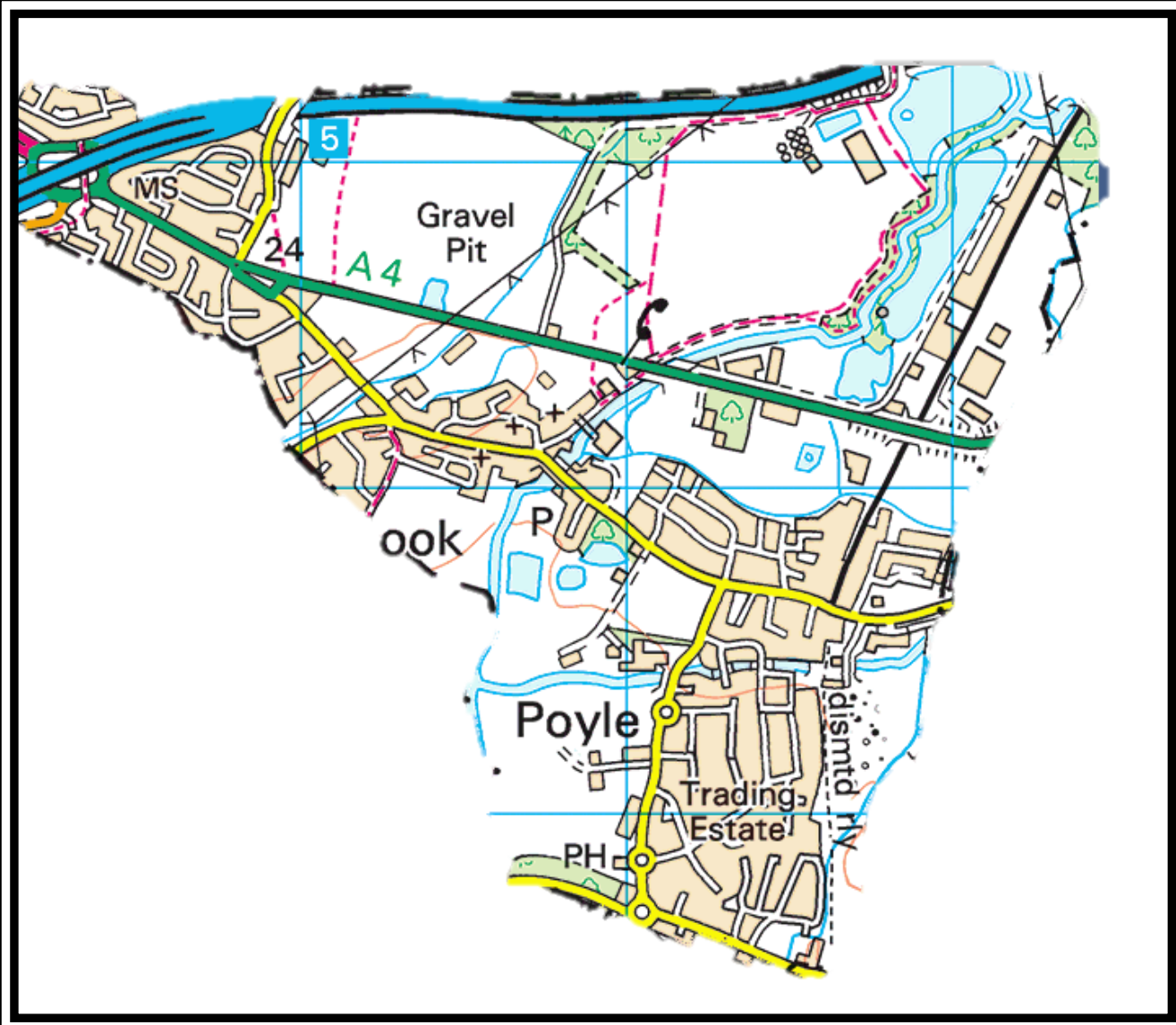








# Mobile Beats 11



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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Neighbourhoods & Community Services Scrutiny Panel

**DATE:** 28th October 2015

**CONTACT OFFICER:** Dave Gordon – Scrutiny Officer  
**(For all Enquiries)** (01753) 875411

**WARDS:** All

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**NEIGHBOURHOODS & COMMUNITY SERVICES SCRUTINY PANEL**  
**2015/16 WORK PROGRAMME**

1. **Purpose of Report**

1.1 For the Neighbourhoods and Community Services Scrutiny Panel (NCS Scrutiny Panel) to discuss its current work programme.

2. **Recommendation**

2.1 That the Panel note the current work programme for the 2015/16 municipal year.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

3.1 The Council’s decision-making and the effective scrutiny of it underpins the delivery of all the Joint Slough Wellbeing Strategy priorities. The NCS Scrutiny Panel, along with the Overview & Scrutiny Committee and other Scrutiny Panels combine to meet the local authority’s statutory requirement to provide public transparency and accountability, ensuring the best outcomes for the residents of Slough.

3.2 The work of the NCS Scrutiny Panel also reflects the priorities of the Five Year Plan, in particular the following:

- There will more homes in the borough, with quality improving across all tenures to support our ambition for Slough
- Slough will be one of the safest places in the Thames Valley

3.3 In particular, the NCS Scrutiny Panel specifically takes responsibility for ensuring transparency and accountability for Council services relating to housing, regeneration and environment, and safer communities.

4. **Supporting Information**

4.1 The current work programme is based on the discussions of the NCS Scrutiny Panel at previous meetings, looking at requests for consideration of issues from officers and issues that have been brought to the attention of Members outside of the Panel's meetings.

4.2 The work programme is a flexible document which will be continually open to review throughout the municipal year.

5. **Conclusion**

5.1 This report is intended to provide the NCS Scrutiny Panel with the opportunity to review its upcoming work programme and make any amendments it feels are required.

6. **Appendices Attached**

A - Work Programme for 2015/16 Municipal Year

7. **Background Papers**

None.

**NEIGHBOURHOOD AND COMMUNITY SERVICES SCRUTINY PANEL**  
**WORK PROGRAMME 2015/16**

**Meeting Date**

**Thursday 28 October 2015**

- Waste disposal strategy and scorecard
- Loft insulation
- Domestic abuse and Violence Multi-Agency Panel (VMAP)
- Allotments
- Housing service – performance on standards framework
- Traffic wardens geographical spread – for information

**Thursday 6 January 2016**

- Scottish and Southern Energy (SSE) contract
- Parking facilities – disabled and elderly residents
- Enviro-crime – new financial model – for information

**Tuesday 23 February 2016**

**Crime and Disorder Committee**

- Five Year Plan outcome: Slough will be one of the safest places in the Thames Valley
- Enviro-crime

Meeting Date
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Tuesday 29 March 2016
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- |  |
|--|
| <ul style="list-style-type: none"><li>• Environmental Services contract; procurement and commissioning</li></ul> |
|--|

**Currently Un-programmed:**

- Free bus passes
- Disabled parking policy – provision outside GP surgeries
- Yellow line parking – reasons for delay

## MEMBERS' ATTENDANCE RECORD

### NEIGHBOURHOODS & COMMUNITY SERVICES SCRUTINY PANEL 2015 – 16

COUNCILLOR	MEETING DATES					
	29/06/2015	03/09/2015	28/10/2015	06/01/2016	23/02/2016	29/03/2016
Dar	P	P				
Davis	P	P				
N. Holledge	P	P				
Malik	P	P				
Mansoor	P	P				
Morris	P	P				
Plenty	P	P				
Sohal	P	P				
Wright	P	P				

P = Present for whole meeting  
Ap = Apologies given

P\* = Present for part of meeting  
Ab = Absent, no apologies given

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