

# Communities, Transport and Environment Policy Development and Scrutiny Panel

**Date: Monday, 4th December, 2017**

**Time: 3.30 pm**

**Venue: Council Chamber - Guildhall, Bath**

**Councillors:** John Bull (Chair), Brian Simmons (Vice-Chair), Neil Butters, Alan Hale, Richard Samuel, Peter Turner, Patrick Anketell-Jones, Ian Gilchrist, Michael Evans and Anthony Clarke (for Peter Turner)

Councillor Mark Shelford (Cabinet Member for Transport and Highways)  
Chief Executive and other appropriate officers  
Press and Public

**Michaela Gay**

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## NOTES:

1. **Inspection of Papers:** Papers are available for inspection as follows:

Council's website: <https://democracy.bathnes.gov.uk/ieDocHome.aspx?bcr=1>

Paper copies are available for inspection at the **Public Access points:-** Reception: Civic Centre - Keynsham, Guildhall - Bath, The Hollies - Midsomer Norton. Bath Central and Midsomer Norton public libraries.

2. **Details of decisions taken at this meeting** can be found in the minutes which will be circulated with the agenda for the next meeting. In the meantime, details can be obtained by contacting as above.

3. **Recording at Meetings:-**

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**Communities, Transport and Environment Policy Development and Scrutiny Panel -  
Monday, 4th December, 2017**

**at 3.30 pm in the Council Chamber - Guildhall, Bath**

**A G E N D A**

1. WELCOME AND INTRODUCTIONS

2. EMERGENCY EVACUATION PROCEDURE

The Chair will draw attention to the emergency evacuation procedure as set out under Note 6.

3. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

4. DECLARATIONS OF INTEREST

At this point in the meeting declarations of interest are received from Members in any of the agenda items under consideration at the meeting. Members are asked to indicate:

(a) The agenda item number in which they have an interest to declare.

(b) The nature of their interest.

(c) Whether their interest is **a disclosable pecuniary interest** *or* an **other interest**,  
(as defined in Part 2, A and B of the Code of Conduct and Rules for Registration of Interests)

Any Member who needs to clarify any matters relating to the declaration of interests is recommended to seek advice from the Council's Monitoring Officer or a member of his staff before the meeting to expedite dealing with the item during the meeting.

5. TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN

6. ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING

At the time of publication no notifications had been received.

7. MINUTES (Pages 5 - 24)

The Panel are asked to confirm the minutes of the following meetings as a correct record:

18<sup>th</sup> September 2017 (ordinary meeting)

13<sup>th</sup> November 2017 (Call in meeting)

8. CABINET MEMBER UPDATE

The Cabinet Member will update the Panel on any relevant issues. Panel members may ask questions on the update provided.

9. SCRUTINY INQUIRY DAY - COMMUNITY SAFETY (Pages 25 - 38)

The Panel undertook a Scrutiny Inquiry Day (SID) on the 12<sup>th</sup> October 2017 alongside partners to examine Community Safety - our current picture; our challenges; and how can we shape our services for the future. A report on the SID is attached.

10. PARKING STRATEGY (Pages 39 - 46)

This item is for the Panel to feedback their comments on the Parking Strategy for the Cabinet/Cabinet Member to consider when they evaluate the feedback from the engagement. The Panel's comments at their informal meeting are attached.

11. DOMESTIC ABUSE STRATEGY (Pages 47 - 88)

A report on Domestic Abuse Strategy is attached. There will be a presentation on this item at the meeting (presentation slides are attached)

12. PANEL WORKPLAN (Pages 89 - 92)

This report presents the latest workplan for the Panel. Any suggestions for further items or amendments to the current programme will be logged and scheduled in consultation with the Panel's Chair and supporting senior officers.

The Committee Administrator for this meeting is Michaela Gay who can be contacted on 01225 394411.

**BATH AND NORTH EAST SOMERSET**

**MINUTES OF COMMUNITIES, TRANSPORT AND ENVIRONMENT POLICY  
DEVELOPMENT AND SCRUTINY PANEL MEETING**

Monday, 13th November, 2017

Present:- **Councillors** John Bull, Brian Simmons, Neil Butters, Alan Hale, Peter Turner, Patrick Anketell-Jones, Ian Gilchrist, Michael Evans and Dine Romero (in place of Richard Samuel)

**37 WELCOME AND INTRODUCTIONS**

The Chairman welcomed everyone to the meeting and made the following statement,

‘The purpose of this meeting is for this panel to decide whether Cabinet should be requested to reconsider its decisions of 11<sup>th</sup> October 2017 with regard to ‘Modern Libraries Bath’ (E2999) and ‘Modern Libraries – Community Library Approach’ (E3000).

As such, today’s meeting will be limited to considering those Cabinet decisions and the reasons for them; plus the issues set out in the 3 Call in requests. These are contained in appendices to the report. Speakers and participants must confine their remarks to those issues and I will not allow the introduction of new issues.

This panel has three options available to it:

- The first option is that we could dismiss the Call in. This would mean that Cabinet’s decision would take effect immediately.
- The second option is that we could uphold all or part of the Call in. This would mean that Cabinet would have to re-consider its decision in light of our comments.
- The third option is that we could decide that the Call in request should be considered by the full Council instead of by this panel, who would be fulfilling the role of the Scrutiny Panel in upholding or dismissing the Call in. If Council upheld all or part of the Call in, this would also mean that Cabinet would have to reconsider its decision in the light of this.

Whatever the outcome of today’s meeting (or the Council undertaking this role), it is important to remember that **the final decisions will rest with the Council’s Cabinet.**

The Modern Libraries decisions are high profile issues upon which many members of the Council have expressed opinions, including myself; and I have also put my name to the Call in notice.

However, we are not here to decide upon the merits of the Modern Libraries proposals. Our job is to decide if Cabinet should re-consider its decision. Therefore, I wish to make it clear that I am entirely open minded about the outcome of this Call in application and I will be basing my decision upon the evidence and representations before me.

If any member of the panel feels that they are unable to make a decision on the Call in with an open mind, please would they say so now.

Members of the panel should also be aware that, under the Council's constitution, members have a duty to declare that they are subject to a party whip and the nature of it. I can confirm that I am not subject to a party whip in this meeting. If any members of the panel are subject to a party whip, please would they declare it now. Finally, can I make it clear that nobody can pass notes to members of the panel during the meeting.

Thank you'

No such declarations regarding a party whip were made.

### **38 EMERGENCY EVACUATION PROCEDURE**

The Chairman drew attention to the emergency evacuation procedure.

### **39 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Councillor Richard Samuel sent his apologies as a member of the Panel and was substituted by Councillor Dine Romero.

(note: Councillor Samuel was present at the meeting as lead Call in member)

### **40 DECLARATIONS OF INTEREST**

There were none.

### **41 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN**

There was none.

### **42 ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING**

The following people made statements to the Panel regarding Bath Library:

1. Caroline Ambrose made a statement supporting the call in (*a copy of the statement is attached to these minutes*)

In response to a question from Councillor Romero, Caroline Ambrose stated that she did not believe the proposed project was deliverable and that there was not enough space – a large number of private conversations take place in the One Stop Shop.

2. Dionne Pemberton made a statement supporting the call in. She stated that she felt the Council approach is flawed.

In response to a question from Councillor Butters, Dionne Pemberton stated that the needs of users must be assessed and that this has not been done.

3. Andy Halliday made a statement supporting the call in (*a copy of the statement is attached to these minutes*)
4. William Heath made a statement supporting the call in. He stated that community funding could be explored. He added that the Library and One Stop Shop are both distinct and valuable services and queried what other options have been considered.

Councillor Bull asked why users of the library and OSS should not be mixed. William Heath stated that the different needs must be assessed and that highly trained staff are needed for the triage process of assessing user needs.

5. Councillor Joe Rayment made a statement supporting the call in. He stated that he supports integration which has worked in Keynsham but that this should be done to improve both services. He added that he feels the One Stop Shop users will suffer as it is currently located near the bus and train station and in a discreet area and to move to the Waitrose site would mean a busy area which is difficult for the private conversations that are needed. He stated that the Keynsham service was purpose built and not crow barring one service into another which may diminish both.

The following people made statements to the Panel regarding Community Library Approach:

1. Caroline Ambrose made a statement supporting the call in (*a copy of the statement is attached to these minutes*)

When asked about examples of other areas, Caroline Ambrose gave the examples of Chester and Worcestershire (the Hive). In response to a question from Councillor Anketell Jones, she replied that it is possible for the library to generate income, for example from renting out the 75 seat event room.

2. Duncan Hounsell made a statement supporting the call in (*a copy of the statement is attached to these minutes*)

Councillor Romero asked if, to his knowledge, any consultation had taken place with Salford Library users to assess the capacity of the local volunteering community. Duncan Hounsell stated that he had an email from

the Saturday morning volunteers and they have not been consulted, also the Friends of Saltford Library have not been consulted.

3. Alison Hall made a statement supporting the call in. She stated that the consultation so far has been poor and that a vast pool of volunteers would be needed to cover the hours, these volunteers would need training and managing and would have no contract. She explained that Paulton Library has volunteer helpers but they cannot view personal data. She stated that there is likely to be a reduction in the valuable library service, a reduction of opening hours or potential closure.

Councillor Romero asked if there is large pool of volunteers in Paulton, Alison Hall stated that she did not know, she stated that she felt that community libraries can work but maybe only in more affluent areas.

4. Kathleen Still (volunteer at Paulton Library) made a statement supporting the call in. She stated that places like Paulton will have to pick up the tab and this will affect the levy. She explained that the hub is open 6 days a week and volunteers have already gone the extra mile and have more than earned the right to support from the Council.

Councillor Hale asked if she felt that a volunteer library can work. Kathleen Still stated that currently the library service gives a lot of support including the helpline, training and IT support. Without this it may become a second class service.

5. Victoria Langan made a statement supporting the call in. She explained that she is a teacher at the junior school in Paulton and she values reading as a life skill and sees the children using the library regularly for things such as the Summer Reading Challenge, the planters and remembrance ceremonies.

Councillor Bull asked that if the library was entirely run by volunteers, would children have a different experience. Victoria Langan stated that the volunteers are fantastic but there would be funding issues.

6. Mary Tidbury made a statement supporting the call in. She explained that libraries make a big difference to children's lives.

When asked if the Cabinet decision would threaten the library service, Mary Tidbury stated that yes it would and it was not a good decision.

7. Councillor Hardman made a statement supporting the call in. She stated that there had been no open public consultation. She reported that there are 1000 active followers of Paulton library and 64% of books are borrowed by children. She stated that the running cost is £23, 700 for 2017-18 (not including staffing) and a one off set up fund would not be enough.

Councillor Hardman presented a petition to the Cabinet Member Councillor Karen Warrington from Paulton residents.



Councillor Gilchrist asked how others would be affected by the decision. Councillor Hardman stated that all branch libraries would be affected and she did not know what the effect would be on the libraries in Bath with no parish. Councillor Romero asked if there are other services that volunteers provide, Councillor Hardman explained that they run the youth service as well.

8. Councillor Player made a statement supporting the call in. She explained that Moreland Road is a shopping district and any reduction in service (or closure) would reduce the diversity of available services for the many groups that are catered for. Councillor Player added that while she understood the finances that literacy should be for everyone. She added that Twerton is a deprived area and people are more dependent on libraries as they cannot always afford to buy new books and also may not have home internet.

Councillor Anketell Jones asked if there was another community space in that area of Bath, Councillor Player stated that there was not.

Councillor Romero asked if there was likely to be a sufficient pool of volunteers in the area, Councillor Player stated that there was a transitory population so there would not be the consistency and continuity of volunteers.

9. Councillor Jackson made a statement supporting the call in. She stated that she had concerns about the process, the consultation and she doubted that there would be the width of pool of volunteers for branch libraries. She stated that there was ambiguity in the report around finance. Councillor Jackson concluded that common sense and hard facts should prevail and asked the Panel to uphold the call in.

## **43 MODERN LIBRARIES BATH - CONSULTATION OUTCOMES AND PROPOSALS**

The Chair invited the Lead Call in Member Councillor Richard Samuel to make a statement. Councillor Samuel stated that actions should be clear and supported by facts and that scrutiny is necessary where decisions appear irrational. He highlighted the four main issues in the call in notice which were: the need for scrutiny on the expenditure on the project to date; the lack of consultation on co-location; lack of evidence of the practicality of co-locating both services and issues around the deliverability of the project (*Councillor Samuel gave Panel members some information on the lease documentation which is attached to these minutes*). He concluded by saying that if the Panel has any doubts, the decision must be sent back to the Cabinet to fill in the gaps.

The Panel made the following points and asked the following questions:

Councillor Bull asked Councillor Samuel to explain the point about the space, Councillor Samuel stated that when a public body plans spending such as this, there should be early work to assess if the proposals are possible. He stated that it would give people more confidence if they could see plans of how the One Stop Shop (OSS) could be transferred into the library space.

Councillor Romero stated that there had been a lesser response from OSS users and asked if it was fair to assume that they might need private areas to discuss sensitive issues. She also asked about the risks regarding deliverability. Councillor Samuel stated that, with his experience of being a trustee of CAB (Citizens Advice Bureau) he did think that OSS users would need to use private interview spaces.

There was some discussion around the paper on the lease handed out by Councillor Samuel (*attached to these minutes*). Councillor Anketell Jones asked if the situation referred to in paragraph 7 is likely (a lease termination), Councillor Samuel stated that clarity was needed on this.

Councillor Butters asked if the Guildhall had been considered as a venue for the Library, to which Councillor Samuel explained that it was, but it was one of the three locations that were discounted. Councillor Samuel stated that he was told at Cabinet that £25k had been spent so far but that the members briefing paper provided (*attached to these minutes*) quoted £108k professional fees.

The Chair invited the Cabinet member for Transformation and Customer Services, Councillor Karen Warrington to make a statement. Councillor Warrington stated that there are examples where integration (Library and OSS) has worked well and she felt that the blend of the two services will make both sustainable, and benefit users. She explained that the next stage in the process was about engagement with stakeholders and design. She explained that the costs had been included in previous papers but had been circulated again for clarity. She explained that the consultation survey was available online and in hard copy and the results were on the website along with the needs assessment and Equality Impact Assessment. She further explained that there will be an ergonomic design for the project.

The Panel made the following points and asked the following questions:  
Following a query from Councillor Hale, Councillor Warrington asked the Legal adviser Shaine Lewis to respond with information regarding the lease. The officer explained that Councillor Samuel had provided a summary of the lease and paragraphs 7-10 should give the Council comfort as it explained that if that landlord did terminate the lease, they would have to provide compensation and an alternative site.

Councillor Butters asked if there was a new build option, to which Councillor Warrington responded that office space in Bath is very expensive and a large capital sum would have to be invested to buy a building or land.

Councillor Romero asked if it would be in the next phase that different user needs would be identified. Councillor Warrington explained that £330k (Capital budget) had been requested for the next stage and there will be an engagement process and independent architects appointed. Plans will be laid out and staff, users, partners and interest groups will be engaged with this phase.

Councillor Bull asked if the Cabinet member was confident that there would be enough space in the Podium for the needs of the Library and OSS users. The Cabinet Member replied that there was enough space and that OSS use had

dropped recently anyway due to the Universal Credit system. There will be ergonomic design to make good use of the space.

Councillor Romero asked for confirmation that the public had not been consulted regarding co-location. The Cabinet Member explained that the public consultation contained a free text box and only 7.35% commented about their opposition to co-location.

#### Closing statement from the Cabinet Member – Councillor Karen Warrington

Councillor Warrington made reference to the financial challenge facing the Council at this time with 80% of revenue being spent on adult and social care which reflected the national picture. She explained that co-location is an opportunity to invest money and improve services. Stakeholders will be engaged in the next phase, independent architects used and there will be a design with a good use of space and private areas. She further explained that the provisional capital budget is £2.8million and the call in is about a decision regarding the approval of a capital budget of £330k. She asked that, if the Panel uphold the call in, they identify another way to find revenue savings.

#### Closing statement from Lead Call in Member – Councillor Richard Samuel

Councillor Samuel stated that, regarding the lease, notice from the landlord had to be triggered by 10<sup>th</sup> January 2018, but the design would not be complete until February 2018; this was the wrong way around putting the Council's money at risk. He stated that the uncertainty around such issues was his central point and that the Council should make the right decision with the right information in place.

#### Panel discussion

Councillor Romero put forward a motion to uphold the call-in which was lost.

Councillor Evans stated that he did not support this motion as he was satisfied that financial information had been supplied; that co-location would be an improvement; that there will be consultation on the design and he was satisfied with the legal explanations around the lease.

Councillor Anketell-Jones stated that he did not feel the call in added up to an argument against the weight of the information on the savings that have to be made. He explained that he is a library user (3-5 hours a week) and feels the space is big enough to accommodate two services.

Councillor Romero stated that she was disappointed but not surprised at the above comments and she remained concerned that open public consultation had not taken place and there was still uncertainty over the practicalities and deliverability of the project.

#### Panel decision

On a motion from Councillor Hale, seconded by Councillor Evans, it was:

**RESOLVED** that the Call in of Decision E2999 'Modern Libraries Bath – Consultation Outcomes and Proposals' be dismissed (5 members voted for the motion, 4 members voted against the motion, there were no abstentions).

#### **44 MODERN LIBRARIES - COMMUNITY LIBRARY APPROACH**

The Chair invited the Lead Call in Member Councillor Joe Rayment to make a statement (Call in 1).

Councillor Rayment read a statement on behalf of Councillors Bevan and Walker which supported and endorsed the call in and noted their particular concerns over the effect of a possible cut of the mobile library service on vulnerable groups.

Councillor Rayment made his statement as lead call in Councillor (Call in 1). He explained that he did not think the Cabinet report had been put together well and that a 'click and collect' book service did not constitute a library, as a library is a safe space, not just a book delivery system. He explained that he thought the outcome of the proposals would be that people in affluent areas would get a good library service but maybe not so in other areas. He queried the statement in the report that states that the proposals will help communities to become more resilient. Councillor Rayment listed some questions he had over the practicalities of the proposals including: who would pay utility bills on the building; what evidence was there that groups would volunteer; how would they raise money and what would happen if a Parish Council could not do this, or if there was no Parish Council. He further stated that he thought users should be consulted; that assurances should be given that the mobile library service would not be cut and that the EIA (Equality Impact Assessment) had been available to Cabinet and the public before the decision was made.

The Chair invited the Lead Call in Member Councillor Richard Samuel to make a statement (Call in 2).

Councillor Samuel stated that a case had not been made for this initiative. He stated that mobile libraries are crucial to the community and that there had been no meaningful consultation or discussion with local users. He gave an example of a similar proposal in Kent which was eventually reined back. He stated that the issue over property ownership needed clarity. He added that there must be clarity over the plans for the mobile library; the vehicle is old and usage falls when it is unreliable. He concluded that the report was very thin and the implications for each library and the mobile library must be clearly set out.

The Panel made the following points and asked the following questions:

Councillor Romero asked if the lead call in Councillors thought that there was an untapped pool of volunteers ready to help and also if they thought that rural communities would end up with a click and collect book service; and if so, whether the closures of local pubs and shops may cause a problem. Councillor Rayment stated that he was not aware of any hidden groups of volunteers. Councillor Samuel

stated that he had heard about the volunteering service in Paulton and explained that he had experience of CAB (Citizens Advice Bureau) and has had experience of some potential problems with relying on volunteers such as that they may not always be able to make it. He also pointed out that organisations can have difficulties in recruiting volunteers. He concluded by saying that to rely on volunteers for a major public service was very risky.

The Chair invited the Cabinet member for Transformation and Customer Services, Councillor Karen Warrington to make a statement

Councillor Warrington stated that the key point was to engage with each local community to scope out their requirements. She explained that some groups may opt to share space or move and that solutions would be tailored to fit each community. She further explained that the Council will provide access to books and advice. She explained that community libraries have been developed nationally and examples can be given. She clarified that the EIA was available as a link and that the Cabinet had had sight of it; the financial summary has been provided for Panel members. She added that it is possible that other agencies may be involved such as Age Concern. She explained that she could not discuss staffing structures at this stage and did not want to speculate on what would happen if community groups did not come forward. She concluded by stating that she knew how important libraries were and believes these models would work. She asked that the Panel be mindful of their decision, as a delay may mean opportunities are lost to engage in the next round of forums.

The Panel made the following points and asked the following questions:

Councillor Bull asked which other groups the Cabinet Member had spoken to in Paulton (other than the Parish Council, who had to keep this confidential). The Cabinet Member confirmed that it was only the Parish Council.

Councillor Bull asked if the EIA had been available to the Cabinet, which was confirmed by the Cabinet Member. In response to a query from Councillor Bull, she explained that in deprived areas, there would be help to get more people into the libraries. She stated that, at the moment, there was no proposal to close any of the libraries.

Councillor Hale asked for reassurance that the finances will be re-examined so that in the first 1, 2 or 3 years, groups will have help with their rent while they are fundraising. The Cabinet Member confirmed that groups will be helped with funding.

Councillor Butters acknowledged the assurance that there is no proposal to close branch libraries and asked for clarity on the future of the mobile library. The Cabinet Member stated that she does not envisage a mobile library run by volunteers and that this service will be maintained. In response to a further request for confirmation, she stated that she is not going to close the mobile library and this pledge is in the group manifesto.

Councillor Romero stated that the consultation in the report did not reflect her experience at the Bath Area Forum and asked if any groups had come forward. The

Cabinet Member explained that an individual had come forward and Bath University and Bath Spa had expressed interest – discussions cannot be progressed at this stage as there is no model to be discussed yet.

Councillor Romero asked what would happen if there were not enough volunteers. The Cabinet Member explained that branch libraries are already established and there are possible different models involving schools; book rotation and click and collect – there are lots of different grades.

There was some discussion around smaller villages helping towards the funding of their closest branch library. The Cabinet Member stated that she had no issue with going to local parishes and asking what could be done to help the closest library (maybe in an adjoining ward/parish).

Councillor Butters asked when the current mobile library van would be replaced; the Cabinet Member responded that there were no plans to replace it in the next couple of years. She was looking at working with partners but the service would not be diminished.

Councillor Romero asked how large areas would be consulted (for example the users of Moorland Road Library). She also asked if the data in the papers had been independently verified. The Cabinet Member explained that she had been asked to meet with volunteers for Moorland Road library and that the data from the consultation process had been independently verified.

Councillor Evans quoted the decision which reads ‘... to adopt a new approach..’ and stated that this was vague. He asked if there was a lot of flexibility apart from the finance; the Cabinet Member confirmed this.

Councillor Bull asked if community engagement in Paulton would begin if the decision goes ahead, to which the Cabinet Member responded that Paulton Parish Council were consulting and this was being raised at forums so other groups may come forward. Councillor Bull stated that this was raised at the forum 2 years ago, and in non-specific way; there had been no community engagement and now the Parish Council had to take on the task.

Councillor Romero stated that in the current financial climate, everyone was under pressure – schools for example. The Cabinet Member stated that she recognised that charities were competing. In response to a query regarding staffing, she explained that she could not engage in discussions around staffing issues at this time and work had to be done to assess how many support staff would be needed.

Councillor Evans asked the Cabinet Member if she was satisfied that the required amount of public consultation had taken place, to which she responded that engagement had been opened up through the Area Forums and the next stage was to explore individual group aspirations.

Closing statement from the Cabinet Member – Councillor Karen Warrington

The Cabinet member stated that no closures were proposed at this moment in time and there would be consultation with community groups and branch libraries. It was recognised that each community will have different aspirations. Support will be provided with income generation and fund raising. Some Parish Councils and community groups have already made an approach. She stated that she will look at the process of maintenance and rents. She asked that, if the Panel uphold the call in, they identify another way to find revenue savings and stated that talking to Area Forums was the next step.

#### Closing statement from Lead Call in Member – Councillor Richard Samuel

Councillor Samuel stated that BANES has legal responsibility for the Library service and this report is not about the transfer of ownership, but of management; if problems occur the Authority will be responsible and there is no clarity on what would happen should a service fail. He explained that the 'approach' in the report does not reference the legal responsibility issue. Regarding mobile libraries – information has been vague. He concluded that there were still many questions.

#### Closing statement from Lead Call in Member – Councillor Joe Rayment

Councillor Rayment acknowledged that there was a lack of detail as it is still an 'approach', but stated that there had been practically no consultation. There seemed to be no scope for tapering the rent (full saving in 2019/20) and rent was not the only budget line. He stated that if the Cabinet Member does not intend to cut the mobile library then it should be in the report; a manifesto was not legally binding. He added that he was concerned about staffing as, when the budget was agreed, there was a guarantee of no compulsory redundancies. He concluded that deprived areas may not be served by this approach and asked the Panel to send this back to the Cabinet and ask for more information.

#### Panel discussion

Councillor Anketell Jones stated that he thought that bringing the community into the equation was right but he had reservations in this case in that there was no detailed information to reassure the community that there was enough financial strength to support building costs, building maintenance and taxes. There was not enough detail on how the financial support could be structured.

Councillor Evans stated that he was not certain that there had been enough consultation for the Cabinet approach to be adopted.

#### Panel decision

On a motion from Councillor Romero, seconded by Councillor Butters, it was:

**RESOLVED** that the Call in of Decision E3000 Modern Libraries – Community Library Approach be upheld (*5 members voted for the motion (this includes the Chairman's second vote), 4 members voted against the motion, 1 member abstained*). The Panel asked that the Cabinet consider the following recommendations:

- That the Cabinet do more work around public consultation and assessing whether local groups can pick up the pieces;
- More work be done to find out the appetite for this approach;
- The certainty over the future of the Mobile Library be put in writing.

The meeting ended at 8.45 pm

Chair(person) .....

Date Confirmed and Signed .....

**Prepared by Democratic Services**



## **BATH AND NORTH EAST SOMERSET**

### **MINUTES OF COMMUNITIES, TRANSPORT AND ENVIRONMENT POLICY DEVELOPMENT AND SCRUTINY PANEL MEETING**

Monday, 18th September, 2017

Present:- **Councillors** John Bull, Brian Simmons, Neil Butters, Alan Hale, Peter Turner, Patrick Anketell-Jones, Ian Gilchrist, Michael Evans and Tim Ball (in place of Richard Samuel)

#### **24 WELCOME AND INTRODUCTIONS**

The Chairman welcomed everyone to the meeting.

#### **25 EMERGENCY EVACUATION PROCEDURE**

The Chairman drew attention to the emergency evacuation procedure.

#### **26 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Councillor Richard Samuel sent his apologies and was substituted by Councillor Tim Ball.

#### **27 DECLARATIONS OF INTEREST**

There were none.

#### **28 TO ANNOUNCE ANY URGENT BUSINESS AGREED BY THE CHAIRMAN**

There was none.

#### **29 ITEMS FROM THE PUBLIC OR COUNCILLORS - TO RECEIVE DEPUTATIONS, STATEMENTS, PETITIONS OR QUESTIONS RELATING TO THE BUSINESS OF THIS MEETING**

The following people made statements to the Panel:

Celia Mead – Bath Alliance for Transport and Public Realm made a statement to the Panel regarding the principals of the Alliance on congestion, public realm and transport issue.

In response to a query about specific plans, the representative explained that the Alliance have an overall plan and members who have experience in delivering projects. Regarding the WECA Mayor, it was hoped that he could bring resources and expertise to the table.

Patrick Rotherham – Federation of Bath Residents Associations made a statement to the Panel regarding Air Quality. *A copy of this statement is attached to these minutes and kept on the minute book for this Panel.*

In response to a query about the views of traders, Mr Rotherham explained that he does talk to traders and many have found that traffic reduction is good for business and that a lot of traffic in the city is through traffic so would not benefit traders anyway. Regarding Milsom Street, he explained that he felt if it was pedestrianised, this would reduce pollution on George Street. There was some discussion about other measures to discourage cars travelling through Bath such as restricting on street and off street parking. Officers commented that TRO can cost between £3k and £15k. In response to a query about non Bath residents and how a cut in parking facility could affect them, Mr Rotherham stated that the health problems caused by Air Quality are the overriding issue.

Hal Macfie – Keynsham resident made a statement to the Panel regarding Keynsham buses. *A copy of this statement is attached to these minutes and kept on the minute book for this Panel.*

Councillor Liz Hardman handed in a petition regarding a highways issue in Ham Lane, Paulton where part of the road was resurfaced on one side. The petition calls on the Cabinet Member to urgently re-schedule the works to resurface the whole of Ham Lane. Councillor Bull passed the 125 signature petition to the Cabinet Member for Transport and Highways, Councillor Mark Shelford.

Councillor Butters explained a similar example regarding the road connecting Peasedown and Wellow. He raised the issue of possible miscommunication between officers and contractors, Councillor Hardman stated that she felt that there is sometimes a mismatch of expectations.

## **30 MINUTES**

The Panel confirmed the minutes of the previous meeting as a true record and they were duly signed by the Chairman.

## **31 KEYNSHAM BUS (NUMBER 38) ROUTE**

Councillor Bull asked the representatives from the bus companies to introduce themselves and address the issue.

James Freeman – First Bus (West of England) introduced himself and his colleague Andrew Sherringham. He explained that nobody likes removing bus services but the 38 is a victim of changing travel patterns and services. He explained that there are 3 buses an hour from Keynsham to Bath and the X39 (Bath to Bristol) every 12 minutes. He further explained that the Park Estate is served twice an hour. He explained the current bus services in the area and stated that it may not be ideal but it means that there is a sustainable operation that covers its costs and is the least bad option.

Alan Peters – Abus – explained that he had instigated the changes due to metro bus changes in Bristol and the work in Keynsham Town Centre (which meant the loss of the Park Estate pick up point for two years) all of which meant Abus started to incur a loss on the 349 service which was the mainstay of the company. The current service – 2 buses an hour to Bristol with connections to Bath came as a result of a meeting with BANES and First Bus.

Martin Curtis – Bath Bus Company - explained that the company is totally commercial and runs the Air Decker (Airport Bus) which is almost running 24hours per day. He explained that generally the service is growing, especially from Bath.

Panel members made the following points and asked the following questions:

Councillor Hale asked what plans were in place to service the new developments in Keynsham, including Bilbie Green. He also asked if the X39 could be diverted through Keynsham. James Freeman (First Bus) explained that the X39 could not be diverted as the service is heavily used and this would cause disruption. Alan Peters (Abus) explained that Abus Saturday journeys run by Bilbie Green, he said that it was disappointing that there is not connecting road in the back of the development. He was not sure how the other developments in Keynsham will be served. Martin Curtis (Bath Bus Company) explained that he had looked at the housing development and it is not bus friendly at all.

Councillor Hale asked if, in future, Councillors could get advance notice when a route is going to be lost. Alan Peters explained that the period of notice give to the Council was shorter then he would like but it had to be done this way due to the heavy losses. James Freeman (First Bus) added that it is good to talk in advance but bus companies work under restrictions.

Regarding the Chandag Estate, James Freeman (First Bus) explained that it is directly served by the 665 or users walk to Wellsway and get the 178, overall the 178 is gaining patronage. Councillor Butters mentioned that there may be scope for a user group in this area. James Freeman stated that it is always better to talk to people, he referred to the Keynsham Bus Guide and asked if Keynsham Town Council would like to distribute leaflets.

The Chair thanked the representatives from the bus companies for attending the meeting.

## **32 AIR QUALITY ACTION PLAN**

Cath Brown, Team Manager Health and Environment and Robin Spalding, Senior Public Protection Officer (Environmental Monitoring) introduced the item to the Panel and gave a presentation which covered the following:

- Bath Air Quality Action Plan and National Air Quality Action Plan Feasibility Study
- The Issues we face
- Bath Air Quality Action Plan Review and Update 2017/18
- Air Quality Management Area

- Air Quality Action Plan in Bath
- Annual average NO2 levels at hotspots (2016)
- Which vehicles contribute how much NOx emissions?
- Proposed Actions
- Themes
- Consultation Process
- Post Consultation
- Feasibility Study for the National Air Quality Plan
- The National Air Quality Plan for Nitrogen Dioxide
- New legal duty
- Dates
- Feasibility Study
- Risks
- Opportunities

Panel members made the following points and asked the following questions on the local context:

Councillor Bull asked what was new in this plan that was not in the existing one. The officer pointed the Panel to the consultation document including a list of measures developed with stakeholder groups.

Councillor Ball stated that linking traffic lights would help as traffic would flow through quicker. The officer agreed that traffic signal sequencing plays an important role and has been referred to Highways.

Councillor Gilchrist asked if the Council had a policy on electric cars. The officer stated the Council has been waiting for the outcome of some trials which will include options (such as sockets in lampposts) regarding electric cars.

Councillor Bull asked if it was possible to do anything unless a clean air zone is adopted, the officer stated that this would be controversial and the public would need to see evidence, traffic surveys are being undertaken to gather evidence.

Panel members made the following points and asked the following questions on the National Plan:

Councillor Hale asked if there are plans for any other areas outside the city. The officer stated that there are other areas of concern and measures can be considered but this must not delay the London Road issue.

Councillor Turner asked about data mining. The officer explained that he could ask contractors about this.

Councillor Butters stated that the data on London Road was hard to interpret and asked if there will be a further survey. The officer stated that there will be surveys for the feasibility study and also the Air Quality annual status report and there will also be ANPR data.

The Chair thanked the officers and asked them to report back in March 2018.

### 33 LIBRARY CONSULTATION UPDATE

Ian Savigar, Deputy Director Customer Services, introduced the item to the Panel and gave a presentation which covered the following:

- Modern Libraries Programme
- Integrating Library and One Stop Shop
- Bath Library
- Midsomer Norton
- Keynsham
- Community Libraries

Panel members made the following points and asked the following questions:

Councillor Bull asked if the plan to integrate the Library and the One Stop Shop is driven by savings or service improvement. The officer explained that it has to be seen as both because there is a change in need and the current service is not fit for purpose.

Councillor Robin Moss asked about Radstock Library and also asked about parishes who had not expressed an interest. He added that there has to be a case for a change in service and he was not sure the case had been made. The officer explained that there would be a separate paper on Radstock Library but that the principals were the same. Regarding parishes, he explained that it was on the agendas for the November forums. Councillor Bull stated that there had only been consultation regarding Bath and parishes will have to fund their own consultation. The officer stated that some parishes have taken this on already.

Councillor Ball stated that the Panel should see the Library Consultation results as soon as possible. The officer stated that he would do his best.

Councillor Anketell Jones asked if there were any funds to upgrade disabled access regarding libraries. The officer explained that this is the next phase and either location would need changes to be made.

The Chair stated that the following list of questions is a contribution from the Panel to the Library consultation:

1. What is the objective of the proposal to combine Bath Central Library with the One Stop Shop? Is it to meeting the budgetary savings target or to improve our services to the public?
2. What happens if branch libraries fail to get financial support from local communities?
3. Are other consultees aware of the Keynsham model for combining the library and One Stop Shop?
4. How can the facilities provided by the present meeting room be continued?
5. What difference would the experience by of existing library users as a result of the planned merger with the One Stop Shop?
6. Would books be as easy to access in the new Central Library as in the past?

7. How can some of the issues about disabled access raised by the Bevan report be met by adaptation of the facilities and signage?

## **34 PARKING REVIEW**

Chris Major, Group Manager Transport and Planning, introduced the item to the Panel and gave a presentation which covered the following:

- Parking Strategy Engagement
- Background – What is the need?
- What does it do?
- What are the benefits?
- Engagement documentation
- Process and next steps

Panel members made the following points and asked the following questions:

Councillor Bull stated that the Panel had not seen the consultation papers and suggested that the item be brought back to the Panel meeting in November 2017 for final comments.

Councillor Ball mentioned the emerging coach strategy and the problems with Coach parking on Lower Bristol Road. The officer confirmed that this is being worked on and there are some challenges, enforcement is used where possible.

Councillor Butters asked about technology in car parks, he gave an example of a car park in Portsmouth that uses ANPR, the officer explained that there is often a difference between private and Council car parks.

Councillor Anketell Jones stated that this is a timely document as there is much development planned in Bath over the next 10 years. He added that parking places and economic vitality must be considered alongside air quality issues. The officer confirmed that he is trying to strike a balance between competing demands.

## **35 CABINET MEMBER UPDATE**

Councillor Mark Shelford, Cabinet Member for Transport and Highways updated the Panel on the following:

- Coach Strategy – consultation has been launched regarding a new permanent site at Oddown Park and Ride.
- Air Quality – we now have a lever to make some changes.
- Parking Strategy – relevant information will be supplied to the Panel for their November meeting.
- Tram study – due anytime
- A420 – there has been a meeting with the Mayor regarding a junction near Tog Hill.

Panel members made the following points and asked the following questions:

Responding to a question from Councillor Butters, the Cabinet Member explained that there is no solution yet on the 6/7 bus route.

Regarding Widcombe Subway, the Cabinet Member explained that a last potential solution is being discussed.

Councillor Anketell Jones asked that consultation be delivered to residents regarding the potential coach drop off point at Green Park. The Cabinet Member agreed.

Councillor Ball thanked officers regarding the 5 and 20 bus routes.

## **36 PANEL WORKPLAN**

The Panel noted the workplan with the following items requested for the November meeting:

- Domestic Abuse Update
- Alternative technology for vehicles
- Parking Strategy
- Trams

The meeting ended at 7.30 pm

Chair(person) .....

Date Confirmed and Signed .....

**Prepared by Democratic Services**

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<b>Bath &amp; North East Somerset Council</b>	
MEETING	<b>Communities Transport and Environment Policy Development &amp; Scrutiny Panel</b>
MEETING	<b>13<sup>th</sup> November 2017</b>
TITLE:	<b>Community Safety Scrutiny Inquiry Day</b>
WARD:	All
<b>AN OPEN PUBLIC ITEM</b>	
<b>List of attachments to this report:</b>  Appendix 1: Report from the Scrutiny Inquiry Day	

## **1 THE ISSUE**

- 1.1 A number of wide ranging changes from the election of PCC, funding, and the increased recognition of the role of councils and partners can play in tackling a wide range of community safety & public protection issues have prompted many local authorities to consider their roles and responsibilities and explore how best to deliver their community safety functions.
- 1.2 In the context of these changes for local community safety services, the Communities Transport and Environment Panel undertook a scrutiny inquiry day on the 12<sup>th</sup> October alongside partners to examine: our current picture; our challenges; and how can we shape our services for the future.

## **2 RECOMMENDATION**

The Communities Transport and Environment Policy Development & Scrutiny Panel is asked to;

- 2.1 Consider and make any further comments on the findings from the Community Safety Scrutiny Inquiry Day report.
- 2.2 Consider the recommendations developed from the day and make any further comments.

## **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 The review was completed within the resources available to the Communities Transport and Environment Policy Development and Scrutiny Panel.

## **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

4.1 None

## **5 THE REPORT**

5.1 The full report for this review is contained Appendix 1 attached.

## **6 RATIONALE**

6.1 The Recommendations were developed from the discussions made with partners on the day. Taking into consideration which ones could be achieved or developed further together.

## **7 OTHER OPTIONS CONSIDERED**

7.1 None

## **8 CONSULTATION**

8.1 Facilitators who were part of the workshop sessions. The report will also be shared with all key partners who attended the scrutiny inquiry day.

## **9 RISK MANAGEMENT**

9.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	<i>Donna Vercoe ( Senior Scrutiny Officer )</i> <i>Samantha Jones (Inclusive Communities Manager)</i>
<b>Background papers</b>	<i>N/A.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	

## **Bath and North East Somerset Council**

### **Community, Transport & Environment Policy Development & Scrutiny Panel**

#### **Community Safety Scrutiny Inquiry Day (12th October 2017)**

#### **Review Panel Members:**

Cllr John Bull (Chair)

Cllr Brian Simmons (Vice Chair)

Cllr Neil Butters

Cllr Alan Hale

Cllr Richard Samuel

Cllr Peter Turner

Cllr Patrick Anketell-Jones

Cllr Ian Gilchrist

Cllr Michael Evans

## Foreword

*The Communities Transport and Environment Panel undertook a scrutiny inquiry day on the 12<sup>th</sup> October 2017. This was an opportunity to examine what is needed from council services in the community safety context and how best this might be delivered.*



*The day involved a variety of presentations which provided the panel and partners with an opportunity to understand the national, regional and local perspective of community safety. It was also an opportunity to hear about some of the excellent work already being done within Bath & North East Somerset, particularly alongside our partners. A series of workshop sessions was held during the afternoon where we were able to explore in more depth some of key complex priorities, including Domestic Abuse, Street Communities, Prevent, and Modern Slavery & Trafficking. This was an opportunity for those that attended to discuss some of the key challenges that we all face and share our thoughts about how we can shape our services for the future.*

*The collective findings from the scrutiny day have informed this report which sets out to provide you with a brief background to the day and the panels key findings and recommendations for consideration.*

Yours sincerely

**Chair, Cllr John Bull**

(Chair of the Communities, Transport & Environment PDS Panel, B&NES)

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## Purpose & Objectives of the day

A number of wide ranging changes from the election of Police Crime Commissioner's (PCC), funding, and the increased recognition of the role of councils and partners can play in tackling a wide range of community safety & public protection issues have prompted many local authorities to consider their roles and responsibilities and explore how best to deliver their community safety functions.

In the context of these changes for local community safety services, this scrutiny Inquiry day set out to examine:-

- Our current picture,
- Challenges
- How best to shape our services for the future. (*Identifying what is needed from Council services and how might this be delivered*)

This also included an understanding of:-

- The national context of changing community safety priorities
- The key community safety issues and challenges that Bath & North East Somerset currently face?
- And current best practice approaches

It also provides the members of the Community, Transport & Environment Panel (CTE) Panel and key partners the opportunity to examine our own roles and responsibilities and collectively develop a range of options.

## Methodology

### What we did

Part of the planning for the event involved working out which key partners that we would need to invite, particularly as the nature of community safety is so wide and impacts on many of our local services, both internally and externally. We recognized that this also impacts on the remits of both the Children and Young People Panel and also the Health & Wellbeing Select Committee, who were also invited to attend.

The recent findings from the Local Government Association (LGA) '*Review of the Future of Community Safety Services*' ( *March 2017*<sup>1</sup>) provided the background information for the steering group to have a national perspective of the current context for community safety and to provide an understanding of some of our joint emerging challenges..

Based on this report we set the scene for the day by providing a national perspective presented by Cllr Anita Lower, Deputy Chair of the LGA's Safer and Stronger Communities Board. Then

<sup>1</sup> <http://lga.moderngov.co.uk/ieListDocuments.aspx?CId=160&MId=3297&Ver=4>

we heard from our Police and Crime Commissioner Sue Mountstevens who set the scene for the regional challenges and opportunities. This was followed by the leader of Bath & North East Somerset's Council Tim Warren who gave a very personal perspective to the event.

The afternoon presentations explored the local challenge to our Youth Justice Service but also provided the opportunity to highlight some of the great work that we do locally. This was followed by a presentation by Lucy Lord who is the Director, of Business Development & Communications of Women's Aid who provided an insight into how Social Impact Bonds work using an illustrative example to demonstrate the journey taken by a survivor of domestic abuse using one route with the help of social impact bonds and another without. This highlighted the comparative differences on the impact on resources.

The final part of the day was an opportunity for attendees to discuss in more detail some of our key local issues, these included:-

- Domestic Abuse, Facilitated by Amanda Movsesian, Domestic Abuse Team Leader, Julian House, Bath
- Prevent, Facilitated by Inspector Dickon Turner, Avon and Somerset Police
- Modern Slavery and People Trafficking, Facilitated by Jessica Wilde Anti-Slavery Partnership Coordinator and Gemma Davis, Training Coordinator from Unseen
- Street Communities, Facilitated by Roanne Wootten, Operations Director of Julian House. Nik Browne, DHI Reach Service Manager.

## Our Current Picture & Challenges

- **Mainstream funding for Community Safety has reduced by at least 60% since 2010.** We will no longer be able to continue to work with the demand placed on us if there are more reductions in funding to our services. Our greatest challenge is how do we now focus on early prevention and early intervention with limited or dramatically reduced funding?
- **Our priorities for crime have now changed;** we are now experiencing more complex crimes, such as child exploitation, and modern slavery, making multi agency work even more important. The duty on dealing with community safety issues now requires greater shared priorities and responsibilities.
- Working within this new landscape and with a wide range of partners, places even greater importance in **understanding how we operate and in building stronger relationships** that are open, frank and allow the possibility of exploring how we safely share information.
- Every decision is about putting residents first, although the fear of crime is low in our area, **it is important that we maintain B&NES as an area that people feel safe.** For

example, the night time economy is often of concern to our residents but we recognize that the police can't be everywhere all of the time. It is important that we collectively report any relevant information to the police when required.

- Tim Warren (Leader of B&NES Council) reflected on a recent experience of the terrible **impact of mental ill health** on someone that he knew and more specifically on the use and mis-use of social media. Moving forward there are steps that are being taken to create more joined up thinking on this, such as the Health & Wellbeing Board and the NHS who have signed a charter on Mental Health but it is recognized that there is still more work that can be done.
- Sue Mountstevens provided an example of where pooled budgets with our local Clinical Commissioning Group have provided Mental Health Nurses based at Avon & Somerset Police headquarters that have direct access to personal health records. Our Public Health team are also working on suicide prevention services, particularly with young men, examining how we prevent suicide by providing services that treat people with mental ill health and by developing a strategy to support individuals throughout their use of local services.
- There is even greater importance of linking with our Local Safeguarding Children's Board, Adult Safeguarding, Health and Well-being Boards and Multi-Agency Safeguarding hubs. With Councils and more specifically **Councillors, in their community safety role to have an over sight of a range of complex issues** and to ensure that they are joined up with partners and can hold each other to account.
- **The impact of welfare reform** and more specifically the change to universal credit have had a ripple effect on our most vulnerable people including those in our street communities, particularly related to a rise in sex working, rough sleeping and a rise in the prevalence of begging, stealing etc. which has anecdotally been linked by these vulnerable people to welfare reform. Bath and North East Somerset was used as a pilot for these changes, so there is now local data and evidence available to support these stories. There is now an urgent need to raise our concerns of the inadvertent effect of welfare reform on central government to recognize this impact.

## How can we shape our services for the future?

- In considering the different options of how we shape our future we will need **strong local leadership at a strategic level** to provide the support and encouragement to lead together.
- There are **opportunities to explore pooled budgets and a single commissioning framework** where all partners can work towards the same priorities to reduce risk. The



Greater Manchester Model, is one example of how this is now working and where community services are focused around the needs of the local community.

There are also some excellent examples of where pooled budgets have provided more effective shared working, such as the recent collaboration with Barnardos, B&NES, North Somerset, South Gloucestershire, and Bristol to tackle child exploitation. Ensuring that there are effective pathways in services for children to access support, and protect the most vulnerable.

- The LGA suggested that our next steps should include a **focus on Prevention and early Intervention with a focus on local community needs**. A good example is the 'reducing re-offending board' that is looking across the whole of Avon & Somerset and its agencies to identify how we can work together.
- There are **possible opportunities to explore through our local Devolution developments and to learn from other devolved authorities**. There may be further consideration of how we work together, even when there are boundaries between us.
- B&NES has already started working more collaboratively across internal portfolios and is considering **where there are possibilities to merge functions**. There is more opportunity to develop this externally too.
- Can we **examine the benefits and methods of social impact bonds** used by 'Women's Aid' to tackle domestic abuse in our area? Lucy Lord (Director Women's Aid) stated that social investment bonds can work well if you need to do something bigger, which can bring national figures to the table. Dependent on the size of the problem that you have, Social Impact Bonds can also be used in different areas of community safety, particularly if you have a local commissioner who is willing to invest in these services.
- **Continue to work with partners** including the BID, Task & Targeting Group, on any new initiatives. This is a standing item at the Responsible Authorities Group, **ensuring that we lead together**.

## Recommendations

### 1. **Joint PCC & Council Community Safety Plan:-**

- This will be an opportunity to look at the specific local community needs for Bath & North East Somerset.
- Based on our Joint Strategic Needs Assessment (JSNA)
- This can be achieved by council officers writing the first draft to identify our local priorities.
- (When) By April 2018, and presented to the Responsible Authorities Group
- (Financial considerations) Funding from the PCC until 2019

### 2. **QLIK Sense:** - (System of sharing real time, live data - developed by Avon & Somerset Constabulary)

- The Council would like to have a greater understanding of how QLIK Sense works and how can partners work together?
- How does this link or separate with our local JSNA data? Is there any duplication?
- Request to Partners - The Communities Transport and Environment Panel would like to invite those involved in developing 'QLIK Sense' to inform the Panel on how this works and its benefits to shared future working.
- (When) Next available CTE Panel meeting
- Can be met within existing resources

### 3. **Improving community relationships:-**

- The workshop sessions (*Appendix 1 Prevent*) emphasized the importance of greater social cohesion.
- Identifying how we can improve relationships with different community groups and faith groups together.
- This could be developed by using our local area forums to raise this question at their meetings and work together to share thoughts and ideas.
- There may also be opportunity to work with neighbouring authorities
- This can be met within existing resources
- Request for Community Engagement Team to explore further work through the Local Area Forums.

## **Next Steps**

- Report circulated to Responsible Authorities Group at their next available meeting
- Reported back to the Communities Transport and Environment Panel at the November Panel meeting
- Recommendations agreed within the report and submitted to relevant person, i.e., partner agency as required.

## Appendix 1 – key points from workshop sessions

### a.) Domestic Abuse

- The group discussed what domestic abuse is and examined the behaviours a victim may experience including the barriers that may be encountered when trying to access services.
- There are currently 17 refuge beds in B&NES
- The CRUSH project is one example of where partnership with B&NES Youth Connect is working well. This is a project working with young people aged 13-19 to educate young people around healthy relationships.

### b.) Prevent

- Terrorism is not just radicalization but we experience more right wing terrorism.
- The group discussed how we get the message for people to report a crime and have the confidence to pass information on. Many agencies know where to pass information on to, but it's not so obvious for the general public. It was agreed that there needs to be a combined effort amongst partners and that we need to have stronger links with our local universities to work better.
- We could be doing more around awareness training for Prevent. There is a possibility to provide further on-line training through e-learning and scope for bespoke training around recognizing radicalization.
- Elected members to work closer to build a stronger relationship with our local faith groups.
- The group discussed the opportunities to raise awareness of different faiths locally which will be of benefit to the local community, particularly if you have an incident which has an impact on the local reaction after an event.

### c.) Modern Slavery and People Trafficking

- The group looked at what Modern Slavery is today, '*Movement of people by means such as Force, Fraud, Coercion or deception with the aim of exploiting them*' and looked at the two main criminal offences of the Modern Slavery Act 2015. 1, Slavery, Servitude and forced Compulsory Labour, 2. Human Trafficking
- The Anti-slavery Partnership is a victim centred, multi-disciplinary and collaborative community effort. Since January 2017 B&NES has referred 3 cases to the National Referral Mechanism.

### d.) Street Communities

- The group discussed what they consider to be a street based lifestyle and examined some of the key figures and measurements for analysing homelessness, which has nationally experienced a rise for the 6<sup>th</sup> year in a row.
- The group also discussed some of the causes and understood the complexities including vulnerability and risk of being homelessness, examining a more recent rise in 'Cuckooing' and sex working and even the risk of death.

- The impact on B&NES includes pressure on the Criminal Justice , Police, NHS, Emergency Services, and Mental Health partnership, more likely needing frequent or long term intervention.
- Solutions were discussed and it was agreed that this is a whole community issue, and there are a number of opportunities to explore such, early intervention in schools and employment and pre-employment opportunities to raise aspirations.

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## Informal CTE panel session on Parking/coach Strategies Notes

23/10/2017

### Panel:

John Bull (Chair), Ian Gilchrist, Patrick Anketell-Jones, Brian Simmons, Peter Turner, Richard Samuels, Michael Evans, Neil Butters.

### Officers:

Chris Major; Andrew Dunn; Lester Bousfield; Nick Simons; Paul Garrod;

### Introduction on the strategy, the need, the benefit and the outcomes – Chris Major

- 1) Would you say short stay car parking is the Main thing in this proposal, meaning the newest?  
**(CM)** The strategy is developed to look across all elements of the management of parking within the city and wider environs as a strategic framework under which decisions can be made. It does refer to short stay parking and promotes the implementation of short stay parking in favour of long stay commuter parking to reduce the impact of traffic at the AM and PM peak times including air quality and congestion issues.
- 2) What is meant by Joint up strategy of all the strategies?  
**(CM)** The strategy is not the Transport Strategy or the Air Quality Management Plan but links with both. This document takes information on parking from the core strategy, the placemaking plan, the transport strategies and the operational policies and puts them in one place.
- 3) The Park & Ride is more expensive than parking in some cases in Bath? Can we encourage more use of the Park & Ride?  
**(CM)** The strategy supports the use of park and ride services. We are currently contracted until 2020 with a contract where fares are set by the operator and we receive a set payment. The park and ride service is one of the few in the Country that provides an income rather than a subsidy and this issue needs to be considered when the contract is up for tender. There is a group ticket available for up to 2 adults and up to 4 children under 15 years of age charged at £5.50 which is good value. ***N.B. This fee is to increase to £6.00 on 12<sup>th</sup> November under the contract arrangements.***
- 4) The Civic Centre Car Park in Keynsham has been increased in size, however it has been enforced to short stay preventing Council staff parking there, this has forced them to park in the long stay car parks which are full by 8:45am, meaning staff then park in residential areas causing congestion in narrow roadways & streets. What survey work has been done and what can be done to rectify this?  
**(NS)** Bath and North East Somerset Council have recently undertaken a detailed assessment of parking in Keynsham as part of a study called the Future Growth of Keynsham. Part of the study sought to analyse and compare survey reports on parking usage and supply in Keynsham Town Centre and surrounding residential areas. The reports consider both on and off street parking as surveyed in March 2015 and November 2016. The surveys were

undertaken prior to the changes in staff permit parking in Keynsham. The changes were brought in to prevent Council staff from parking in short stay car parks for extended periods. As a consequence whereas the surveys indicated that there was no existing spare capacity for short stay parking growth the change in staff permits has now placed greater pressure on the long stay car parks in the town. The Future Growth of Keynsham Study concluded that the usage of all the off-street car parks should therefore be kept under periodic review to ensure that sufficient facilities for both short stay and long-stay Town Centre users are provided. However, a policy approach simply adding to the existing off-street parking supply within Keynsham where possible would only serve to increase traffic flows within the Town Centre, exacerbating the existing congestion and air quality problems. Hence, if demand for the Town Centre and/or station exceeds the parking supply, the Council should seek to improve access to these facilities by sustainable modes rather than increasing parking provision and encouraging car usage for Town Centre trips. This would be in accordance with the Keynsham Transport Strategy, which as part of its vision seeks to “minimise the negative effects of traffic congestion in and around Keynsham”. As such, the focus should be on improving public transport provision, and cycling and walking facilities to encourage the use of these modes for travel to/from the Town Centre.

Any opportunities for modest addition to the parking stock, if feasible and desirable, would need to address off-street supply during the week.

- 5) On residential parking in Bath, what are the thoughts on extending existing Zones and creating new Zones, it seems that there are problems getting things started, i.e. Council taking surveys to justify the need for such zones, and leaving local residents to take the first steps on their own.

**(CM)** The strategy sets out a number of objectives and actions regarding residents parking (see **Objective PSO 8** Additional Residents Parking Zones in all areas of Bath and North East Somerset will only be introduced in accordance with the ‘Purpose of Residents Parking Schemes’ where it can be demonstrated that the criteria outlined in ‘Guidance to the Introduction of Residents Parking Schemes’ has been met and the scheme has the support of local Members, **Action PSA 1** The Council should consider undertaking a strategic review of the existing residents parking scheme zoning system to determine whether an alternative zoning structure would result in more efficient use of on-street spaces, **Action PSA 2** The Council will consider altering the hours of operation of residents parking zones, where sufficient evidence can be provided to demonstrate support for a change amongst residents and local members in line with criteria outlined in ‘Guidance to the Introduction of Residents Parking Schemes’ and **Action PSA 3** The Council should undertake a review of the available permit types and remove those that do not comply with the objectives and policies of this strategy).

**(PG)** Residents parking is challenging to get delivered – both getting public agreement and funding the survey and design work. Our new approach recognises this and provides support to residents associations to do the surveys which allows schemes to be developed much more cost effectively.



**(CM)** We receive more requests for schemes to be developed than budget is available. Therefore we use a forward plan approach allowing the Cabinet Member to decide on the priorities to take forward. This can result in significant delays in schemes being completed but with budget pressures this is a reality.

- 6) On Walcott ward a survey was conducted by the council in 2015/16 at a cost of £10k, there are still problems with the boundaries, for example 15, these streets fill up with non-residents and residents adjacent to this with 2 or more cars, making permits not available has added to this problem, this survey Was managed by the council, but nothing has been done due to budget restraints.

**(CM)** Unfortunately with Residents parking schemes there always has to be a boundary somewhere and the public will find unrestricted locations to park – as they are entitled to do despite it being unpopular at times. The strategy sets out the approach we will take and the forward plan allows us to identify budget priorities for areas of work.

**(PG)** Residents parking is challenging to get delivered – both getting public agreement and funding the survey and design work. Our new approach, which is asking residents to provide evidence of local support for such schemes, recognises this and provides support to residents associations to do the surveys which allows schemes to be developed much more cost effectively.

**(CM)** Noted.

- 7) Allocation of curb side parking, it is considered that the priority is Resident, Businesses, and Visitors. In the proposal it has only identified one priority of short term parking, there are many more! There is no evidence of successful economic environment by having cars come into the city centre. Low cost parking attracts solo drivers, spending little money, and just restricting parking has no detrimental effect on the local economy, and there object this being in the proposal.

**(CM)** The parking strategy is a framework based around the policies already adopted by the Council and places them in one place. The use of short term parking is already adopted within the Core Strategy document and therefore the Parking Strategy should align (see below).

*2.45 To complement these public transport and cycling/walking improvements the Council will update its Parking Strategy for Bath which will broadly maintain central area car parking at existing levels in the short term and continue to prioritise management of that parking for short and medium stay users. This is necessary in order to discourage car use for commuting and provide sufficient parking to help maintain the vitality and viability of the city centre as shopping and visitor destination. It will also result in a relative reduction in the amount of central area parking that is available as the economy grows, jobs are created and demand increases.*

The provision of short stay parking overlong stay parking does not preclude the further removal of spaces completely as part of the strategy.

- 8) **(P A-J)** Short stay parking affects air quality and short stay spaces encourage traffic into the city. A **proposal** was put forward by Cllr Patrick Anketell-Jones:

*“The panel recommends that the Cabinet should reconsider the move to promote short stay parking and instead aim to remove short stay curb spaces to improve air quality, and prioritise the use of these areas to residents, service vehicles or pedestrianisation.”*

- 9) DEFRA, what have they told you? any recommendations?

**(CM)** The Department for Environment, Food and Rural Affairs (DEFRA) and Department for Transport published their ‘UK plan for tackling roadside nitrogen dioxide concentrations’ on 26th July 2017. The content of this plan takes into account that for the first time, Bath and North East Somerset is listed as an authority upon which the Government has placed legal duties on to ‘develop and implement a plan designed to deliver compliance in the shortest time possible’. This plan may include a Clean Air Zone (CAZ) or other measures if they can deliver compliance as quickly as a CAZ. Work is now being undertaken to develop the Air Quality Action Plans that are currently subject to public consultation to ensure that we can provide solutions in line with the expectations of Central Government and local residents. **Further information available as part of the presentation provided by Officers regarding Air Quality at the CTE panel on the 18<sup>th</sup> October.**

- 10) Pollution in the city is causing ill health, especially on the A4 and A46, Short journeys cause more pollution because of more journeys, what is done to link price of parking to emissions? (Including Permits), it is appreciated this has to be phased in, but why is it not in the document for public debate.

**(CM)** The use of differential charging is referred to within the technical documents. Work is being undertaken to develop proposals around how this could work. The software systems in place are widely liked and making changes linked to the emissions of a vehicle may have to remove some of the flexibility from the system – but this needs to be developed if the strategy is adopted.

- 11) Have we got any stats for the air quality for short stay parking for the rural area v the city?

**(CM)** No. An air quality management plan is currently subject to consultation.

- 12) Have we any data on deliveries of online shopping in the area, this is on the increase and what effects will it have?

**Table 1**  
**Online Retail Sales and Growth Rates 2016 and 2017**

	Online Sales (£bn) 2016	Growth 2015-16	Online Sales (£bn) 2017	Growth 2016-17	Online Sales (£bn) 2017
UK	£60.43	12.6 %	£67.38	11.5%	€ 77.63
Germany	£54.21	18.3%	£63.09	16.4%	€ 72.69
France	£37.00	16.7%	£42.11	13.8%	€ 48.51
Spain	£9.94	18.8%	£11.85	19.2%	€ 13.65
Italy	£7.62	16.9%	£8.78	15.2%	€ 10.11
Netherlands	£7.11	16.5%	£8.32	17.0%	€ 9.58
Belgium	£4.83	15.3%	£5.46	13.2%	€ 6.29
Austria	£4.77	13.5%	£5.41	13.4%	€ 6.23
Switzerland	£5.78	11.6%	£6.38	10.3%	€ 7.35
Sweden	£4.98	11.6%	£5.70	14.5%	€ 6.57
Poland	£5.23	17.8%	£6.14	17.2%	€ 7.07
<b>Europe</b>	<b>£201.90</b>	<b>15.6%</b>	<b>£230.62</b>	<b>14.2%</b>	<b>€ 265.68</b>

The data above shows the increase in online sales Europe wide and this directly transfers into the numbers of vehicles on the roads. The growth of online goods causes issues around congestion and air quality as the increase in resultant multi drop vehicles need areas to be able to service many residents or businesses in congested areas.

Data from DVLA states that at the end of 2016 there were 37.3 million vehicles licensed for use on the roads in Great Britain, of which 30.9 million were cars.

In the year to December 2016 the stock of licensed vehicles increased by 2.2%. This is the fifth consecutive quarter that year-on-year increases have exceeded 2%. This also occurred in two quarters of 2014 but had not previously been seen since 2005.

The largest percentage increase was for vans (light goods) at 4.1% followed by HGVs at 2.1% and cars at 2.0%. Motorcycles increased only by 1.4% over the same period while buses & coaches fell by 0.7%.

Over the last twenty years, vehicle stock has increased by 42%. The largest increase was for vans at 74%, followed by motorcycles at 69%. Growth in HGVs was 15% and buses & coaches only 2%.

- 13) Shop closures aren't believed to be caused by car parking charges, pedestrianising of Southgate and Laura place have created a safer environment for shoppers and their families.  
(CM) Agreed

- 14) A **proposal** was put forward by Cllr Richard Samuel –

*“The Panel considers that greater weight should be given to the air quality impacts of the proposed parking strategy and in particular consideration should be given to ways of linking vehicle emissions to parking regulation and provision”.*

**N.B. Differential charging based on emissions is already referred to within the Parking Strategy as an option to consider within any changing review.**

15) Has the council got the authority to put emission based order on all HGV coming into Bath like the Buses?

**(CM)** The Council both alone and as part of the West of England Combined Authority has a range of powers regarding the implementation of clean air zones and these are being considered as part of any work we do in line with the Air Quality Action Plans that are currently subject to consultation.

The Department for Environment, Food and Rural Affairs (DEFRA) and Department for Transport published their 'UK plan for tackling roadside nitrogen dioxide concentrations' on 26th July 2017. The content of this plan takes into account that for the first time, Bath and North East Somerset is listed as an authority upon which the Government has placed legal duties on to 'develop and implement a plan designed to deliver compliance in the shortest time possible'. This plan may include a Clean Air Zone (CAZ) or other measures if they can deliver compliance as quickly as a CAZ.

16) Schools were not consulted, why? School parking is a big issue in the authority i.e. Freshford, Could the council put on a school bus service to reduce school traffic. The Paulton School's have expanded due to housing developments in the area, and they have introduced school drop off zones just outside the school areas, this has encouraged cycling and walking to school.

**(CM)** The Parking Strategy was developed based on the feedback from the public consultation held in December 2016. This consultation was widely publicised and resulted in a significant number of responses. Schools were not asked specifically to respond but we did encourage as many groups as possible to do so.

We are also engaging with schools through the strategic review for parking to help encourage the use of the Modeshift STARS sustainable travel planning to reduce the amount of cars being used to transport children to schools.

17) BASCO, (who were not known prior to this) were not consulted, why?

**(CM)** The Parking Strategy engagement has been advertised within Council buildings and community spaces using both posters, banners and infographics, in other associated buildings such as Town and Parish Council buildings, on the front page of (using both text and infographics) and consultation portal of our website, on all Council social media streams including Facebook and Twitter and notified through all local press outlets to make as many people aware as possible. Unfortunately it is not practical to inform all local businesses and groups personally as the Council does not hold a central register of all such groups and businesses. Furthermore the Data Protection Act may limit how such a list could be used. We also contacted a range of stakeholders directly based around previous submissions and contact at the consultation stage but this was not and could not be all groups.

18) Air B & B is on the increase across the area and the country, how do we stop any adverse effect this may have on parking?

**(CM)** The parking strategy offers the framework under which the permits offered within the city can be used and the categories offered. This will allow consideration to be given to whether permits for such facilities should be available. Outside of residents parking zones,

the public have a right to park on the highway where it is not restricted and management would be via enforcement if any of the vehicles were in contravention.

- 19) What is the future of the Avon street car park? Have we any time scales and stats about spaces lost etc.

**(CM)** The development of the BQN site as part of the Enterprise Area has been subject to separate Council decisions. An update will be requested from the Major Projects Team regarding likely timelines.

**Update requested from project team**

- 20) Has a benefit impact analysis been done on the measurement of effectiveness? If not can we do this now?

Specific benefit impact assessments will be done where required for the service— i.e. the impact on accessibility, charges, permit allocations once the strategy is agreed. As this is currently draft we have no mandate to implement any of the objectives or actions.

- 21) Cycling, has this been addressed enough? Is there to be secure cages put into our car parks? Also motorcyclists are they being discouraged to park on street and only park in designated areas? These should be encouraged and hopes there are no plans for charges for motorcyclists?

**(CM)** The Parking Strategy does refer to parking of cycles at interchanges and retail and leisure facilities but it is not expected to supersede the cycling and walking strategy – it is part of the solution.

Motorcycles are supported within the Joint Local Transport Plan as a sustainable solution to some of the air quality and congestion issues and therefore we recommend within the strategy to improve the facilities available for motorcycles both on street and off street by considering dedicated parking areas. Any upgrade of facilities would be subject to funding being agreed.

Furthermore, **Objective PSO 3** states that “Developments within Bath and North East Somerset Council with shared parking facilities should provide motorcycle parking spaces in accordance with the following standards;

- Bath City Centre Zone – 5% of car parking spaces
- All other areas of Bath and North East Somerset Council – 2% of car parking spaces

The motorcycle spaces should be provided in addition to the number of car parking spaces required to meet the standard”.

The charging proposals that are developed as part of the Parking Strategy are not confirmed at this time but any changes would be subject to full public consultation as part of the Traffic Regulation Order processes.

Can these notes be sent to Michaela Gay for circulation please.

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<b>Bath &amp; North East Somerset Council</b>	
MEETING	<b>Communities, Transport and Environment Policy Development &amp; Scrutiny Panel</b>
MEETING	<b>4<sup>th</sup> December 2017</b>
TITLE:	<b>Community Safety: Domestic Abuse Strategy and Violence Against Women and Girls Transformation Fund</b>
WARD:	All
<b>AN OPEN PUBLIC ITEM</b>	
<b>List of attachments to this report:</b>  Appendix 1: Domestic Abuse Strategy	

## **1 THE ISSUE**

- 1.1 Domestic abuse is a priority for the B&NES Responsible Authorities Group and the Health and Wellbeing Board.
- 1.2 To update the Panel on our vision of a Bath & North East Somerset free from domestic abuse. This will be achieved through a robust, coordinated response to domestic abuse to permanently break the cycle of relationship violence and abuse. Women, men, children and young people will all have the essential tools and services needed to prevent, eliminate and recover from domestic abuse in their lives.
- 1.3 That a B&NES multi-agency bid to the Home Office 'Violence Against Women and Girls Transformation Fund' was successful and we have secured £250K over three years to provide an additional IDVA for people with complex needs, a community prevention project and youth programme.

## **2 RECOMMENDATION**

The Communities Transport and Environment Policy Development & Scrutiny Panel is asked to:

- 2.1 Consider and make any comments on the Domestic Abuse Strategy.
- 2.2 Consider and make any comments on the plans for the Violence Against Women and Girls Transformation Fund.

- 2.3 To note that the VAWG funding is for three years but provides new services and does not compensate for the capacity issues in the general IDVA service.

### **3 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 3.1 The Domestic Abuse Strategy is to be completed within the resources available. The VAWG work will be completed within the funding secured.

### **4 STATUTORY CONSIDERATIONS AND BASIS FOR PROPOSAL**

- 4.1 *None*

### **5 THE REPORT**

- 5.1 The full strategy is contained Appendix 1 attached.

### **6 RATIONALE**

- 6.1 Tackling domestic abuse effectively requires a multi-agency response across both adult and children's services. All local agencies have a vital part to play in supporting survivors, bringing perpetrators to account and raising awareness of the issues. Many local agencies are already undertaking significant and valuable work to promote safety and provide effective interventions; however, we know there is still much more for us to do, this strategy will ensure that all partners are clear about our agreed priorities for the next three years and embed these within their own organisations and strategic plans, including joint plans. This document sets out the vision, objectives to be delivered alongside key strategies and achievements.

### **7 OTHER OPTIONS CONSIDERED**

- 7.1 *None*

### **8 RISK MANAGEMENT**

- 8.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision making risk management guidance.

<b>Contact person</b>	<i>Samantha Jones (Inclusive Communities Manager)</i> <i>Lores Savine (Community Safety Officer)</i>
<b>Background papers</b>	<i>N/A.</i>
<b>Please contact the report author if you need to access this report in an alternative format</b>	



# **Bath and North East Somerset**

## **Domestic Abuse Strategy 2017 – 2020**

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## Executive summary

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**Our vision** is of a Bath & North East Somerset free from domestic abuse. This will be achieved through a robust, coordinated response to domestic abuse to permanently break the cycle of relationship violence and abuse. Women, Men, children and young people will have the essential tools and services needed to prevent, eliminate and recover from domestic abuse in their lives.

Violence and abuse can happen to people of all ages, sexualities, cultural, social and ethnic backgrounds, which is why it is imperative for services to meet the diverse needs of victims and survivors.

### **Definition:**

Domestic abuse can be defined as:

*Any incident or pattern of incidents of controlling, coercive, 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 sexual orientation.*

The abuse can encompass, but is not limited to:

- psychological
- physical
- sexual
- financial
- emotional.

Home office (2015)

### **Key national guidance includes:**

- Ending violence against women and girls strategy (Home Office, 2016(i))
- National statement of expectations (Home Office, 2016 (ii))
- Domestic violence and abuse: multi-agency working (NICE, 2014)

### **National data:**

It is widely accepted that domestic abuse is a much bigger issue than the official statistics reflect. The main reason for this is that many victims and children don't tell anyone about the abuse, and therefore they are not recorded as crimes. Nevertheless, even the official statistics present a challenging picture.

Nationally, it is estimated that each year 8.5% of women and 4.5% of men experience some form of domestic abuse. 85% of victims sought help five times on average from professionals in the year before they got effective help to stop the abuse (SafeLives, 2016).

### **Local data:**

There were 1,110 domestic abuse crimes recorded by the police in the financial year

2015/16 in Bath and North East Somerset, an average of 93 per month. This is an increase of 24.7% (220 crimes) compared to 2014/15, when there were 890 domestic abuse crimes recorded (B&NES Council, 2016).

**Strategic objectives:**

Based on the local audit of current practice against the NICE (2014) *Domestic violence and abuse: multi-agency working* guidance, the Bath and North East Somerset Domestic Abuse Partnership (DAP) agreed the following objectives:

- A strong multi-agency approach
- Encourage disclosure and early help
- Improve support for victims of domestic abuse
- Ensure confidentiality and information sharing
- Develop a skilled workforce to respond to domestic abuse
- Work with perpetrators to reduce re-offending.

## Foreword

---

**Our vision** is of a Bath & North East Somerset free from domestic abuse. This will be achieved through a robust, coordinated response to domestic abuse to permanently break the cycle of relationship violence and abuse. Women, Men children and young people will have the essential tools and services needed to prevent, eliminate and recover from domestic abuse in their lives.

By producing this strategy, Bath and North East Somerset Responsible Authorities Group (Our Community Safety Partnership) aims to send out a clear message that: *“Domestic violence and abuse must not be tolerated under any circumstances, we will work together to do all that we can over the next three years to raise awareness, prevent abuse, protect and support victims, and challenge perpetrators. Victims are humiliated, repressed and disproportionately affected by it. Unbelievably one in four women in the UK will experience domestic abuse at some time in their life. It could be both physical and psychological and often starts with bullying. Worst of all many victims suffer in silence and in fear, hiding in the shadows, unable or afraid to speak out. No-one should suffer an existence like this.”*

Councillor Martin Veal (Conservative, Bathavon North),  
Bath & North East Somerset Council Cabinet Member for Community Services.

Domestic abuse happens in all cultures and social groups, regardless of age, ethnicity, religion, gender, disability, sexual orientation, education and employment. Domestic abuse can have an overwhelming effect not only on victims also their families, workplaces and the communities where they live.

Our aim is to make prevention and early intervention the core of our work so that no one will experience an abusive relationship. Often hidden by victims and perpetrators domestic abuse is a crime, and it is unacceptable at any level. It is characterised by patterns of coercive, controlling or threatening behaviour, and can involve physical, psychological, financial, emotional and sexual abuse. These patterns can be intergenerational and require specialist and sustainable support services to break cycles of relationship violence within whole families.

Tackling domestic abuse effectively requires a multi-agency response across both adult and children's services. All local agencies have a vital part to play in supporting victims, bringing perpetrators to account and raising awareness of the issues. Many local agencies are already undertaking significant and valuable work to promote safety and provide effective interventions; however, we know there is still much more for us to do, this strategy will ensure that all partners are clear about our agreed priorities for the next three years and embed these within their own organisations and strategic plans, including joint plans. This document sets out the vision, objectives to be delivered alongside key strategies and achievements.

## 1. Purpose of this strategy

---

### 1.1 Strategic objectives

Based on the local audit of current practice against the NICE (2014) *Domestic violence and abuse: multi-agency working* guidance, the Domestic Abuse Partnership (DAP) agreed the following objectives:

- A strong multi-agency approach
- Encourage disclosure and early help
- Improve support for victims of domestic abuse
- Ensure confidentiality and information sharing
- Develop a skilled workforce to respond to domestic abuse
- Work with perpetrators to reduce re-offending

### 1.2 Scope

Violence committed in the name of honour, female genital mutilation, forced marriage and child sexual exploitation are linked to domestic abuse as clearly recognised within the national *Ending violence against women and girls* strategy (Home Office, 2016). Perpetrators may use a range of techniques to subjugate victims including physical and emotional as well as other forms of abuse. This strategy focuses on domestic violence and abuse whilst recognising the work of local partnerships and boards in delivering the wider linked agenda.

### 1.3 Local partnership

The Domestic Abuse Partnership (DAP) is the strategic arm of the Responsible Authorities Group and works to:

- promote co-ordination education about healthy relationships,
- encourage disclosure and early help
- protect victims of domestic abuse,
- provide support for survivors of domestic abuse
- work with perpetrators to disrupt cycles of abusive behaviour

### 1.4 Guiding principles

In line with the national Violence Against Women and Girls (VAGW) action plan, we will adopt the following principles:

- **Prevent** domestic abuse from happening in the first place by challenging the attitudes and behaviours which foster it and intervening early where possible to prevent it. Prevent abusive behaviour becoming entrenched and perpetrators moving from one victim to another.
- **Provide timely and adequate levels** of support where abuse occurs reducing the need for crisis intervention. A fully rounded approach which makes the links with wider vulnerabilities including child sexual exploitation, substance misuse and mental health. This should include addressing the

immediate safety and longer-term therapeutic needs of children who live in or visit households where there is domestic abuse

- Work in **partnership** with the Domestic Abuse Partnership providing leadership to obtain the best outcomes for victims and their families.
- Take action to prevent **perpetrators** from abusing in the future and ensuring the effectiveness of rehabilitation programmes.



## 2 National context

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### 2.1 Definitions

The cross-government definition of domestic violence and abuse was revised in 2015 to include:

*Any incident or pattern of incidents of controlling, coercive, 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 sexual orientation.*

*The abuse can encompass, but is not limited to:*

- psychological
- physical
- sexual
- financial
- emotional

Home office (2015)

**Controlling behaviour:** is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape, and regulating their everyday behaviour.

**Coercive behaviour:** is an act or pattern of acts of assaults, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

The change in definition has also been accompanied by the introduction of new legislative powers making coercive and controlling behaviour, stalking and forced marriage criminal offences, in addition new statutory duties have been placed on agencies to tackle Female Genital Mutilation and Modern Slavery.

### 2.2 Terminology

We recognise that the terms domestic violence and domestic abuse are used interchangeably. Victims who have been abused through coercive control may not feel that word 'violence' reflects their story whilst others believe that the term 'abuse' softens the impact of non-physical violence which is no less damaging than physical violence.

'Victim' or 'survivor' is used to describe the person who experiences the abuse. Victim is considered by some to be disempowering but survivor is not always applicable to those who continue to experience abuse on a regular basis. The main characteristics of domestic abuse are that perpetrators choose to behave abusively to get what they want and gain control, their behaviour is intentional and is calculated to induce fear, and involves the misuse of power to control how the victim thinks, feels and acts.

## 2.3 Policy and guidance

### 2.3.1 Ending violence against women and girls

National government has increasingly recognised the complex issues relating to domestic abuse and the devastating impact it can have on the lives of survivors, their families and communities.

In March 2016, the Home Office published a refreshed cross-government strategy for tackling violence against women and girls: *Ending Violence against Women and Girls 2016-2020*. The refreshed strategy aims to achieve real and sustainable progress by ensuring national and local government, local partners and agencies, and communities work together to prevent women and girls from becoming victims in the first place and ensuring those who experience abuse receive the support they need to recover.

The strategy and subsequent action plan sets out the government's approach and framework, focussing on four key priorities;

#### *Box 1: Violence against women and girls: four key priorities*

Prevention of Abuse	Provision of Services
Prevent violence and abuse from happening by challenging the attitudes and behaviours which foster it, educating and informing young people about healthy relationships, and intervening early where possible to prevent it.	Transforming the way local services are commissioned and delivered, ensuring the provision of accessible and effective support services that respond to the needs of victims and their families
Partnership Working	Pursuing Perpetrators
Make awareness of and responses to victims 'everyone's business' across all agencies, professionals and the wider public. Whilst supporting local areas to develop new and more integrated approaches to facilitate earlier intervention and co-ordinated action to achieve the best outcomes for victims and their families.	Improving criminal justices responses, promoting the use of new technology to support prosecutions, tackle offenders and protect victims; and supporting the delivery of interventions that lead to sustainable behaviour change in perpetrators.

### 2.3.2 Guidance from NICE (National Institute for Health and Care Excellence)

NICE (2014) have published *Domestic violence and abuse: multi-agency working* guidance based on their 2013 systematic review. The guidance provides wide-ranging

recommendations for everyone working in health and social care whose work brings them into contact with people who experience or perpetrate domestic violence and abuse. The recommendations include: effective strategies for commissioning and the development of integrated care pathways; how to create environments which support safe and appropriate disclosure; improving access to services which improves a comprehensive referral pathway; the provision of tailored services which take account of the needs of different population groups including those with existing mental health conditions.

### **2.3.3 National statement of expectations**

The *National statement of expectations* (Home Office, 2016(ii)) sets out what local commissioners need to put in place to ensure their response to *Violence against women and girls* (VAWG) strategy is collaborative, robust and effective. The expectations challenge commissioners to ensure that local strategies and services:

- Put the victim at the centre
- Have a clear focus on the perpetrators in order to keep victims (and those at risk) safe
- Take a strategic, system-wide approach to commissioning, acknowledging the gendered nature of VAWG
- Are locally-led and safeguard individuals throughout
- Raise local awareness of the issues and involve, engage and empower communities to seek, design and deliver solutions to prevent VAWG.

The Government states that whilst the *National statement of expectations* is 'directed at commissioners of services, it is important for third sector partners to engage with it and support their local commissioners in delivering against these standards.'

### **2.4 Key statistics**

It is widely accepted that the domestic abuse problem is much bigger than shown in official statistics, as many victims and children don't tell anyone about the abuse, and they are not recorded as crimes. Nevertheless, even the official statistics present a challenging picture.

### Box 2: Key statistics

- An estimated **2.1 million people** suffer some form of domestic abuse every year in the England and Wales.
  - 1.4 million women (8.5% of the population) and
  - 700,000 men (4.5% of the population).
- 130,000 **children** live in homes where there is high-risk domestic abuse.
- More than 100,000 people a year in the UK are at **high and imminent risk** of being murdered or seriously injured as a result of domestic abuse.
- **Women** are much more likely than men to be the victims of high risk or severe domestic abuse with 95% of those going to Multi-Agency Risk Assessment Conference (MARAC) or accessing an Independent Domestic Violence Advisor (IDVA) service are women.
- **7 women a month are killed** by a current or former partner in England and Wales
- 40% of high-risk victims report having **mental health issues**
- 62% of children living with domestic abuse are directly harmed by the perpetrator of the abuse, in addition to the harm caused by witnessing the abuse of others
- 85% of victims **sought help five times** on average from professionals in the year before they got effective help to stop the abuse
- The estimated **average public cost is £20,000** for a high-risk domestic abuse victim – this estimate includes Emergency Department (ED) visits, although some high risks victims report having visited ED up to 15 times.

SafeLives (2016) [Link](#)

## 2.4 Survivor profile - nationally

### i. Gender

It is believed that the key reason why recorded cases of male victims of domestic abuse across most agencies dealing with victims of domestic abuse do not reflect the true extent of the problem amongst men is that they are far less likely to report it. Thus, underreporting is an even greater issue amongst men, than it is amongst women. Analysis of the British Crime Survey 2010/11 shows in comparison to female victims of domestic abuse, men are three times more reluctant to tell the police. The British Crime Survey also indicates that only 19% of male victims have told someone in authority compared to 44% of women.

## **ii. Age**

We know nationally and locally we have a growing elderly population, however the number of older people reporting that they have experienced domestic abuse is low compared to other age groups. There is research to suggest that older people are more likely to believe that abusive behaviour within relationships is the norm and socially acceptable. Many older people are economically dependent on their abuser and also may rely on them for care and support. They may find it more difficult to access information and support aimed at people who are victims of abuse.

## **iii. Ethnicity**

The issues facing women and girls from ethnic minority backgrounds are quite complex and they may find it difficult to leave an abusive situation due to cultural beliefs, or concerns such as; pressure to remain in relationship as leaving will bring shame on the family, the abuse is viewed and accepted by some as normal behaviour, and in some cases they do not have sufficient trust in authorities to seek help. There may also be language barriers, lack of community contact, and uncertainty around immigration status or access to public funds. They may not know who to talk to or go to for help.

Other issues that young people may face, is that of being ‘forced’ into marriage against their will and without their permission. This is not the same as an arranged marriage where families take a role in choosing and introducing the marriage partners and the marriage is entered into freely by both people.

## **iv. Sexual orientation**

Domestic abuse occurs in lesbian, gay; bisexual, and transgender (LGBT) relationships. National research shows that many lesbian, gay and bisexual people who have experienced domestic abuse from family members or partners rarely report these incidents to the police, of those that do, more than half were not happy with the response they received. This means that other agencies need to be proactive, with clear referral pathways into support.

Additionally, research indicates that domestic abuse is a common experience for people who identify themselves as transgender. One study in 2010 found that 80% of respondents stated that they had experienced emotionally, sexually, or physically abusive behaviours by a partner or ex-partner.

## **v. Ill health and disability**

Female survivors of domestic abuse are at least three times more likely to experience depression or anxiety disorders than other women. 40% of high-risk victims report having mental health issues (SafeLives, 2016).

## **2.5 Perpetrator profile – nationally**

Haringey Community Safety Partnership (Haringey Council, 2016) states that their data has consistently shown that men are more often than not the perpetrator.

‘Despite an increase in female perpetrators, that 93% of domestic abuse defendants were men. Research has also shown that in cases where the offender was female, only 5% were in heterosexual relationships (Hester, 2013). The vast majority of incidents of female perpetrated domestic violence were within the context of lesbian relationships.

## **2.6 Children exposed to domestic abuse**

Domestic abuse and violence harms children and young people as they are affected directly and indirectly by witnessing it, or through the negative impacts on the family unit. Nationally, three quarters of children living with domestic abuse witness it personally, and half are directly abused. Children exposed to domestic abuse are at increased risk of behavioural problems, having their education disrupted, emotional trauma and mental health issues that may continue into adulthood. In extreme cases children can be seriously injured or die as a direct result of domestic violence and abuse, national research indicates that domestic violence and abuse was a factor in more than 60% of serious case reviews.

A strong relationship has been shown between the maltreatment of children in the home and domestic abuse of a parent. Many children also suffer from severe mental health issues as a result of exposure to domestic abuse. SafeLives found that two thirds of children living with and exposed to domestic abuse were also directly harmed, emotionally (58%), physically (28%), and/or by neglect (18%). Only 54% of these children were known to statutory children’s social care prior to intake to domestic abuse specialist services. Domestic abuse is a key factor in children entering the care system, and there is a correlation with an increased risk of youth offending.

## **2.7 Toxic Trio/Complex Trio**

In their review of Serious Case Reviews, Ofsted (2010) noted that: The most common issues [relating to the children’s families] were domestic violence, mental ill-health and drug and alcohol misuse. As ‘*Working Together*’ (DfE, 2015) notes these issues rarely exist in isolation. There is a complex interaction between the three issues. In one situation domestic abuse may be the result of women who use drugs being more likely to be in relationships with volatile men. In another situation maternal drug misuse may be a consequence of their experience of domestic abuse. Maternal mental ill health may be a result of violence or abuse that they have experienced or depression may lead a parent to misuse drugs or alcohol.

SafeLives highlights that there is a clear co-occurrence between the ‘toxic trio’ risk factors of domestic abuse, substance misuse (alcohol and/or drugs) and parental mental ill health, with nearly a third of mothers (31%) and a third of fathers (32%) in these families experiencing domestic abuse disclosed either mental health problems, substance misuse, or both.

## 3 Local context

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### 3.1 Joint Strategic Needs Assessment

The Bath and North East Somerset Joint Strategic Needs Assessment (JSNA) is designed to be the single portal for facts, figures and intelligence about our local area, its communities and its population. It has been developed to be used by anyone who has an interest in or makes decisions about Bath and North East Somerset.

The Joint Strategic Needs Assessment has the following sections on Domestic Abuse:

- Domestic Abuse
- Children Exposed to Domestic Abuse
- Domestic Abuse Characteristics
- New Ways Families Profile
- Domestic Abuse Offenders
- Domestic Abuse Victims
- Recording and Understanding Domestic Abuse

These sections include data from local services and agencies such as Avon and Somerset Police, Adult Safeguarding, Children's Social Care, Southside's Independent Domestic Violence Advisers (IDVAs), Identification and Referral to Improve Safety Programme (IRIS) and Julian House Freedom Programme. The Joint Strategic Needs Assessment can be found at - [www.bathnes.gov.uk/jsna](http://www.bathnes.gov.uk/jsna)

### 3.2 Key statistics

#### *Box 3: Key statistics for Bath and North East Somerset*

- 5,936 women aged between 16-59 in Bath and North East Somerset have been a victim of domestic abuse in the past year.
- There were 1,110 domestic abuse crimes recorded by the police in the financial year 2015/16 in Bath and North East Somerset, an average of 93 per month. This is an increase of 24.7% (220 crimes) compared to 2014/15, when there were 890 domestic abuse crimes recorded.
- 90% (1,327 incidents) of the 1,474 domestic abuse incidents recorded by the police in Bath and North East Somerset between May 2013 and April 2014 were categorised as low (58% 858 incidents) or medium (32% 469 incidents) risk, compared to the 10% (147 incidents) who were categorised as high risk.
- The cost of domestic abuse in Bath and North East Somerset is estimated to be over £17 million per annum, (using the tool developed by Walby 2008/09). This includes £3.6 million in health services for physical and mental health treatment.

(Source: Joint Strategic Needs Assessment, [www.bathnes.gov.uk/jsna](http://www.bathnes.gov.uk/jsna))



### **3.3 Survivor profiles**

#### ***i. Gender***

Southside's Insights data for 2015/16 shows 94% of victims supported by Southside domestic abuse service were female.

#### ***ii. Age***

12% of survivors supported by Southside domestic abuse service in 2015/16 were under 21 years old.

#### ***iii. Ethnicity***

10% of survivors supported by Southside are from Black minority ethnic backgrounds.

#### ***iv. Sexual orientation***

According to Insights data for 2015/16, 4% of survivors supported by Southside were Lesbian, Gay, Bisexual or Transgender.

Public Health England estimates an overall proportion of 2.5% of the population self-identifying as LGB. This would equate to nearly 3,900 persons aged 16+ in B&NES. (Public Health England, 2017).

#### ***v. Ill health and disability***

Women who experience ill-health and disability in Bath and North East Somerset are almost twice as likely to experience domestic abuse as those who do not.

50% survivors presented with mental ill health with 18% having planned or attempted suicide.

18% of survivors of domestic abuse presented with substance misuse problems according to Southside's Insights data.

From April 2016 onwards, in accordance with the Care Act 2014, domestic abuse, sexual exploitation and modern slavery will be recorded by Adult Safeguarding services by individual abuse categories.

#### ***vi. Economic status and deprivation***

54% of survivors were not in employment or training according to the Insights data for 2015/16 from Southside.

#### ***vii. Level of risk***

62% high risk and 64% in Southside's Insights data met the MARAC threshold with the average length of abuse reported by the victim being 3 years.

#### ***viii. Characteristic of abuse***

Southside's Insights data for 2015/16 shows that:

- 61% reported physical abuse,
- 28% sexual abuse,



- 84% harassment and stalking,
- 84% jealous and controlling behaviour.

### **3.4 Perpetrator profile**

#### ***i Gender***

79% of all recorded perpetrators of domestic abuse crimes in Bath and North East Somerset were male.

#### ***ii Age***

Over half of the domestic abuse crimes recorded between 2010 and 2012 were perpetrated by people 33 years old and under.

In 2016/17, 8% of clients seen by Southside's IDVA service were over 60, double the percentage seen in 2015/16 which was 4%.

#### ***iii Risk factors***

- 44% of the perpetrators of the clients of Southside's IDVA Service over the six month period between 1st April 2015 and 30th September 2015 were thought to have had issues with alcohol in the past 12 months, and 46% issues with drugs.
- Of the 95 domestic abuse offenders supervised by the probation teams as of 15th February 2013, 64% of these had risk linked to alcohol use and 19% linked to drug use.

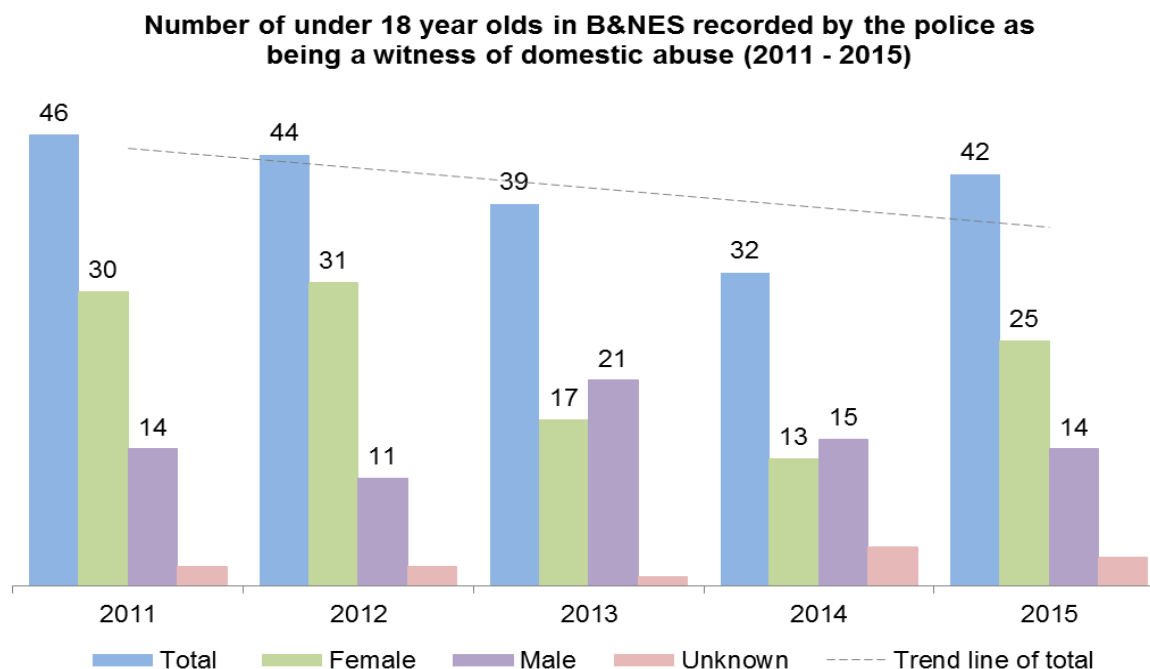
### **3.5 Children exposed to domestic abuse**

Southside's Insights data for 2015/16 shows:

- 69% of survivors had children within the household
- 25% of victims had children young people services involved
- 66% of child protection cases in Bath and North East Somerset in 2014-15 cited domestic abuse as a risk factor

In Bath and North East Somerset during the 5 year period between 2011- 2015 the police recorded 203 under 18 year olds as being a witness of domestic abuse. In 2015 the police recorded 42 under 18 year olds as being a witness of domestic abuse in Bath and North East Somerset, this was a similar number to in 2011, 2012 and 2013, but a 31.3% increase compared to 2014 when there were 32 (see fig.1).

Figure 1.



Source: Joint Strategic Needs Assessment, [www.bathnes.gov.uk/jsna](http://www.bathnes.gov.uk/jsna)

### 3.6 Toxic Trio/Complex Trio

Bath and North East Somerset Council is leading a research project to develop a better understanding of the support and safeguarding being provided to B&NES families with children where at least one parent/carer is experiencing one or more of the Toxic/Complex Trio issues. The aim is that this information will identify strengths and weaknesses within the system to help develop more effective, coordinated and targeted support and interventions. This is in line with Ofsted requirements and the Local Safeguarding Children's Board's (LSCB) commitment to keep children in B&NES safe.

A summary of the key findings of this questionnaire can be found on the [Toxic/Complex Trio and Parental Needs](#) section of the Joint Strategic Needs Assessment.

The second stage of the work will be to request data from relevant services to identify individual households in B&NES with children, where a parent/carer is experiencing all three of the Toxic/Complex Trio issues, their level of risk, the services they are accessing and the support they and their children are receiving. This information will help us to ensure that these families receive the coordinated targeted support and interventions they need.

## 4 Strategic objectives

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### 4.1 A strong multi-agency approach

We recognise that we cannot work in isolation to tackle domestic abuse as the effects are so wide ranging and varied and it affects people in different ways. We will develop multi-agency initiatives aimed at prevention, early identification, advice and support for victims, and working with perpetrators, including awareness raising and provision of information.

### 4.2 Encourage disclosure and early help

We commit to creating a culture within Bath and North East Somerset in which disclosure is encouraged through:

- Increased awareness of what types of behaviours are abusive
- Re-iteration that abuse in any form is unacceptable
- Creating safe opportunities and environments for disclosure
- Ensuring all relevant staff are trained to the minimum appropriate level

Many victims of domestic abuse will not approach agencies and it is vital that when help is sought it is offered in an appropriate and consistent manner. We are committed to ensuring that their services we deliver or commission are proactive at identifying domestic abuse early and can provide or refer to high quality care from a trained and competent workforce. We will raise awareness to ensure that all staff fully understand the role they play in tackling domestic abuse to develop a consistent approach across Bath and North East Somerset. Contract monitoring arrangements will ensure that all commissioned services include performance indicators on identification and risk assessments for domestic abuse and that staff policies support staff who may be experiencing domestic abuse.

Our services should ensure that they can provide a safe and private environment in which people feel able to disclose that they are experiencing domestic abuse. We need to transform the way local services are commissioned and delivered in order to break intergenerational patterns of abuse and prevent re-occurrence through clear alignment of preventative whole family support and IDVA services.

### 4.3 Improve support for victims of domestic abuse

It is important that people who disclose that they are experiencing domestic abuse can access appropriate support. This should include support for any children who are affected. Specialist support services can help to address the emotional, psychological, physical and sexual harms arising from domestic abuse. They can offer advice, help to develop plans for the future and increase the safety of those affected.

We will ensure there are clear referral pathways based on an understanding of local

need and evidence of best practice.

We will ensure that sufficient specialist support is available to victims of domestic abuse and staff working with them to provide advice and training on working with people suffering from domestic abuse or the threat of domestic abuse.

#### **4.4 Ensure confidentiality and information sharing**

We will ensure robust information sharing protocols in line with the Care Act and Data Protection Act.

The Crime and Disorder Act 1998 allows for the exchange of information where it is for the prevention or detection of crime or for the apprehension or the prosecution of offenders.

We will only share information with other agencies with written consent unless we are required to do so for safeguarding reasons. We will explain to victims the importance of the processes in dealing with domestic abuse and that it may be necessary to disclose information to other agencies that may be able to offer help and support.

#### **4.5 Develop a skilled workforce to respond to domestic abuse**

People experiencing domestic abuse should expect staff to respond consistently and appropriately. They should be questioned sensitively and responded to with empathy and understanding. Private discussion with trained staff should allow assessment of the person's immediate safety in order to prevent further incidents.

Frontline staff should be trained and able to respond to disclosures of domestic violence and abuse to a level appropriate to their role.

We will ensure staff receive appropriate training and guidance to ensure that they fully understand the role they play in tackling domestic abuse and to provide a consistent approach across services.

We will ensure staff are aware of services available to adults, young people and children experiencing domestic violence and or abuse.

#### **4.6 Work with perpetrators to reduce re-offending**

Providing support for perpetrators can reduce the incidence of domestic abuse. People who disclose that they are perpetrating domestic abuse should be referred to evidence-based specialist services. Health and social care practitioners should identify available local services and know how to access these.

## 5 Tackling domestic abuse in Bath and North East Somerset: Examples of work to date

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Bath and North East Somerset Domestic Abuse Partnership (DAP) (formerly Interpersonal Violence and Abuse Strategic Partnership - IVASP) has supported and delivered a number of projects and initiatives to tackle domestic abuse.

### 5.1 Developing a strong multi-agency approach

- **The Domestic Abuse Partnership (DAP)** is the strategic arm of the Responsible Authorities Group, promoting partnership co-ordination of universal and targeted education about healthy relationships, protection of victims, provision for survivors and disruption of perpetrators related to adults and children. It was formed in 2017 building on the previous Interpersonal Violence and Abuse Strategic Partnership (IVASP) with a review of the membership to establish with stronger links to a wider range of partners including Public Health, Children and Families.
- **Developed an agreed domestic abuse consensus statement** for Bath and North East Somerset setting out the key principles organisations are expected to adhere to.
- **Delivered a multi-agency response to high-risk victims** through the Multi-agency Risk Assessment Conference (MARAC) a range of agencies including the Independent Domestic Violence Advisor (IDVA) work together to ensure the safety of high risk victims and their family.
- **Reviewed domestic homicides** - During the last 3 years, the Partnership has undertaken two domestic homicide reviews, to identify what lessons could be learned with a view to preventing and reducing incidents of domestic abuse and ultimately homicides that occur in a domestic setting
- **Audited current approach** against the NICE (2014) domestic violence and abuse baseline tool.

### 5.2 Encouraging disclosure and early help

Bath and North East Somerset Early Help Strategy (2016) identifies key priorities relating to tackling domestic violence and abuse including;

- **Developing stronger links with adult services**, housing, health, schools, early years provision and the police to identify opportunities to respond earlier where children's needs are first emerging relating to parental substance misuse, mental

ill health and domestic abuse.

- **Improving systems for directing families to appropriate early help services** where needs don't meet the threshold for social care – development of an Early Help App and Early Help Allocation Panel.
- **Improving the quality of early help assessments** to include risk assessments for domestic abuse and identification of SMART action plans and reviews.
- **Ensuring on-going strategic links** between the Early Help Board and the Domestic Abuse Partnership.
- **Delivery of 4 “Crush” programs for 13-19 year olds** - reaching 35 young people who have witnessed, experienced or are at risk of domestic abuse. A 12 week evidence based programme designed to complement information on relationships given in Personal Social Health Education (PSHE) lessons, delivered through partnership between YouthConnect and Julian House.

### 5.3 Improve support for victims of domestic abuse

- **Improved refuge provision** - Secured funding to expand refuge services to deliver an increased provision to the 10 beds of refuge space. Provide refuge for up to 6 more families through a dispersed property scheme that is flexible to allow support for women, men and large families and/or those with more complex needs or reduced mobility who would not find it easy to access the other refuge accommodation.
- **Independent Domestic Violence Advisors (IDVAs)** are specialist case workers based at Southside. They focus on working predominantly with high risk victims (those most at risk of homicide or serious harm). They work from the point of crisis on a short to medium term basis and have a well-defined role underpinned by an accredited training programme. They offer intensive short to medium term support. They also mobilise multiple resources on behalf of victims by coordinating the response of a wide range of agencies who might be involved with a case, including those working with perpetrators and children. Additionally, there is an IDVA specifically to work with cases at the RUH.
- **Identification and Referral to Improve Safety Programme (IRIS)** is a primary care based domestic abuse training support and referral programme. It is delivered by Southside and primary care services. The IRIS Advocate/Educator works closely in partnership with GP surgeries supporting practice staff and clinicians to identify domestic abuse and raise awareness and refer to the IRIS Advocate for support.

- **Lighthouse** work with victims of crime who are entitled to an enhanced service in accordance with the Victims Code of Practice guidelines. This includes survivors of domestic abuse.

All cases are referred into the service through the police and allocated to our Victim and Witness Care Officers (VWCO). The role of the VWCO is to

- Compile background checks to ensure safeguarding needs are met
- Make contact with the victim via the phone to complete a needs assessment to establish any vulnerability they may have, and any support networks already in place.
- Coordinate referrals to support services
- Act as a single point of contact
- Ensure support requested is being received

If the survivors case proceeds into the court process the VWCO will remain with them throughout the Criminal Justice Process. In addition, Lighthouse provides on-going support, updates and information to all survivors and witnesses going through the court system.

- **Specialist court** - Supporting victims through the challenging and often distressing process of bringing an offender to justice remains one of our main priorities. During 2016 the Council led a successful challenge against the proposed closure of Bath and North East Somerset Magistrates Court (including the Specialist Domestic Violence Court) which was planned to take place during 2017. Provision of a local specialist court enhances the effectiveness of the process and promotes better victim participation and support as cases are fast tracked more readily.
- **Violence Against Women and Girls Transformation Fund** – We have been successful at securing Home Office funding through the transformation fund for three years to develop and provide the following:
  - Community prevention work
  - Single point of access
  - CRUSH youth programme
  - IDVA plus for complex needs
  - IDVA and IRIS support worker

#### 5.4 Ensure confidentiality and information sharing

The Toxic/Complex Trio Profile work currently underway in Bath and North East Somerset is an important example of information sharing around cases of domestic abuse where there are also issues with mental health and substance misuse. This contributes to safeguarding.

### 5.5 Develop a skilled workforce to respond to domestic abuse

- **A training needs survey** was conducted in July 2016. This showed that local agencies are keen to participate in developing a joint approach to training, based on clear and agreed quality standards
- **A training task and finish group** has been established and is developing a Bath and North East Somerset training strategy and plan.

### 5.6 Work with perpetrators

Alongside providing vital support to victims and survivors of domestic abuse, we believe that it is necessary to work with perpetrators to address the social, cultural and attitudinal issues that cause these behaviours. The alternative is risking that they go on to reoffend and create further suffering and disadvantage. Many perpetrators of domestic abuse can change their behaviour, reduce the impact on their partners and children and improve the relationships in their families and within their communities.

Five years ago, the local charity Developing Health and Independence (DHI) piloted an innovative 'Resolve to Stop the Violence' Programme (RSVP), working with perpetrators in Bath. The pilot was a ten-week course, where clients were offered the tools and techniques to manage feelings of anger and to communicate positively with loved ones, without using violence or aggression. Programme was subsequently further developed and is now in partnership with Southside in Bath as well as being delivered in Bristol.



## 6 Achieving our vision

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We know that there is a great deal more to be done to tackle the challenges of reducing domestic abuse in Bath and North East Somerset.

Prevention and early intervention remain the foundation of our approach to tackling domestic abuse. Once patterns of abuse are entrenched the harder it is to break the cycle of abuse, support victims to recovery and independence, and deter perpetrators. To do this we will:

### 6.3 A strong multi-agency approach

We cannot tackle the issue of domestic abuse in isolation. We know partnership working is effective in helping victims, but we must continue to increase opportunities for victims to come forward and receive help, by working together, sharing information through Multi-agency Risk Assessment Conferences (MARAC's) and the development of a local Multi Agency Safeguarding Hub (MASH).

### 6.4 Encourage disclosure and early help

The age at which an individual starts to experience or witness abuse that may influence behaviour and beliefs as an adult is crucial. Promoting healthy relationships and challenging abuse in teenage relationships is critical, therefore the continued delivery and expansion of healthy relationships programmes such as CRUSH with children young people forms a core element of our strategy.

### 6.5 Improve support for victims of domestic abuse

We recognise that domestic abuse can happen at any stage of life; therefore it is essential that all victims and families affected by domestic abuse in Bath and North East Somerset have access to the right support at the right time to help them live free from abuse. In an aim to achieve this, we will seek providing support at an earlier stage to aid in preventing victims reaching crisis point, as well as providing better access to integrated pathways of support to meet the needs of victims experiencing multiple disadvantages including substance misuse and mental health issues.

### 6.6 Ensure confidentiality and data sharing

There is the need to ensure that there are clear protocols methods of information sharing in place. Domestic abuse training will be a priority for reinforcing messages around confidentiality and data sharing.

### 6.7 Develop a skilled workforce to respond to domestic abuse

We know a wide range of staff including GP's, midwives, health visitors, mental health, drug and alcohol services, sexual health, housing, social care and the voluntary and community sector are well placed to identify domestic abuse. They

have the opportunity to intervene early and direct victims to the most appropriate statutory and non-statutory services. Therefore we need to continue our work with health professionals, raising awareness of domestic abuse and referral pathways into services.

We will develop a clear training plan to ensure all relevant staff have access to the right level of domestic abuse training so they feel confident and competent to identify and work with survivors of domestic abuse

## **6.6 Work with perpetrators to reduce re-offending**

While we want to stop abuse happening in the first place, where it does happen, perpetrators must be brought to justice. We will continue to ensure that effective sanctions are taken against perpetrators and that they are prevented from influencing children and other vulnerable people from becoming perpetrators in turn. We will use the learning and implement recommendations from HMIC inspections (2014 and progress report 2015) to improve the police response to domestic abuse.

Key areas of the inspection included:

- how well the police identify repeat and vulnerable victims of domestic abuse
- how officers and staff assess and respond to the risks faced by victims
- the training and support that officers and staff receive and; the standard of investigations of domestic abuse incidents

Traditional responses to domestic abuse focussed on the victim's behaviour even forcing them to make a new life in a new community, causing major disruption and taking them away from their support network of family and friends. Often the perpetrator is left to continue their life as normal and frequently repeats the same behaviour with new partners, creating more victims. Providing an extensive system of support for victims and their children is essential, but on its own it will not stop domestic abuse. We need to develop effective interventions for perpetrators that minimise repeat and serial patterns of abuse. And a sustainable approach to preventing abuse is dependent on changing the attitudes and behaviours of perpetrators to complement support for victims and children. We will work together to ensure that evidence based perpetrator programmes are available to address the needs of offenders and that their behaviour is not seen as acceptable by the communities of Bath and North East Somerset.

## 7. Developing a domestic abuse action plan

The Bath and North East Somerset Domestic Abuse Partnership's aim in 2017-20 is to build on current progress towards six strategic objectives. This will be achieved using recent research, national policy, local consultation and developmental work.

Table 1 provides details of the main actions which need to be achieved under each of the objectives. The Domestic Abuse Partnership will further develop this into an action plan.

	Objectives	Link to NICE recommendation no.
<b>1</b>	<b>Multi-agency working</b>	
<b>1.1</b>	<b>Senior officers participate in a local strategic partnership to prevent domestic violence and abuse, along with representatives of frontline practitioners and service users or their representatives.</b>	<b>2.1</b>
<b>1.2</b>	<b>A local domestic abuse strategy is based on NICE principles</b>	<b>3</b>
<b>2</b>	<b>Encourage disclosure and early help</b>	
<b>2.1</b>	<b>Focus on developing and embedding practices for prevention and early intervention across all agencies in order to reduce the impact domestic abuse has on children, families and communities</b>	<b>8.1, 8.2 6</b>
<b>2.2</b>	<b>Awareness of domestic abuse and victims have the confidence to report:</b>	
	(i) Deliver a robust and collaborative communications plan	5
	(ii) Information in waiting areas and other suitable places about the support on offer for those affected by domestic violence and abuse.	5.1
	(iii) Information on where to get support is available in a range of formats and locally used languages.	5.2
	(iv) Pathways and referral systems clearly communicated to commissioners, services providers and service users.	
<b>3</b>	<b>Support for victims of domestic abuse</b>	
<b>3.1</b>	<b>A clear understanding of need, service provision and referral pathways locally</b>	
	(i) Services and referral pathways are clearly mapped.	1
	(ii) Data is summarised with a clear narrative for the DAP to understand the meaning and implications.	1
<b>3.2</b>	<b>Services meet local needs</b>	
	(i) Specialist support services meet national standards of good practice. The Home Office have issued 'Violence Against Women and Girls National Statement of Expectations' (Dec 2016).	12.3
	(ii) A clear plan to help people who find it difficult to access services. Barriers are identified in consultation with local groups that have an equality remit (including organisations representing the interests of specific groups), and in line with statutory requirements.	9.1 -9.3
	(iii) Children and young people are involved in developing and evaluating local policies and services dealing with domestic violence and abuse.	10.7
<b>3.3</b>	<b>Services are easily accessible</b>	
	(i) Integrated care pathways for identifying, referring (either externally or internally) and providing interventions to support people who experience domestic violence and abuse, and to manage those who perpetrate it.	4 6.5 8.1 – 8.5
	(ii) Age-appropriate options and options for groups that may have difficulties accessing services, or are reluctant to do so. This includes clear referral pathways that can support children and young people affected by domestic violence and abuse.	5.3 10.4
	(iii) Feasibility of developing a one access portal explored.	6.5
<b>3.4</b>	<b>A focus on the complex trio</b>	
	(i) People who misuse alcohol or drugs or who have mental health problems and are affected by domestic abuse are also referred to the relevant health, social care and domestic abuse services.	4.2
	(ii) If there are indications that someone has alcohol or drug misuse or mental health problems, also refer them to the relevant alcohol or drug misuse or mental health services	8.5
	(iii) Where people who experience domestic violence and abuse have a mental health condition	13.1

	(either pre-existing or as a consequence of the violence and abuse), provide evidence-based treatment for the condition.	
	(iv) Mental health interventions are provided by professionals trained in how to address domestic violence and abuse.	13.2
	(v) Any treatment programme includes an ongoing assessment of the risk of further domestic abuse, collaborative safety planning and the offer of a referral to specialist domestic violence and abuse support services. It must also take into account the person's preferences and whether the violence and abuse is ongoing or historic.	13.3
<b>3.5</b>	<b>Children and young people affected by domestic violence and abuse are identified and, where necessary, referred</b>	
	(i) Staff can recognise the indicators of domestic violence and abuse and understand how it affects children and young people. They are trained and confident to discuss domestic abuse with children and young people who are affected by or experiencing it directly.	10
	(ii) Specialist domestic abuse services for children and young people are available. There is a co-ordinated package of support which takes into account individual preferences and age. Interventions that aim to strengthen the relationship between the child or young person and their non-abusive parent or carer.	11
<b>4</b>	<b>Training and guidance for Staff</b>	
<b>4.1</b>	<b>Frontline staff are trained to an appropriate level to recognise the indicators of domestic violence and abuse and can ask relevant questions.</b>	
	(i) A rolling training programme that recognises the turnover of staff and the need for follow-up being clear about the level of competency needed for each role.	15 16 17
	(ii) Frontline staff in all services are trained to recognise the indicators of domestic abuse and can ask relevant questions to help people disclose their past or current experiences of such violence or abuse. Training covers criteria in <u>recommendation 6</u> of NICE guidance.	6.1
	(iii) Ongoing training and regular supervision for staff who may be asking people about domestic violence and abuse.	5.5
	(iv) Frontline staff know about the services, policies and procedures of relevant local agencies in relation to domestic abuse.	5.4
	(v) Key contacts responsible for advising on the safe sharing of domestic abuse-related information are identified and trained.	7.5
	(vi) Staff trained in direct contact with people affected by domestic abuse to understand equality and diversity issues. This includes those working with people who perpetrate this type of violence and abuse.	9.4
	(vii) Staff are aware of how discrimination, prejudice and other issues, such as insecure immigration status, may have affected the risk that people using their services face.	12.2
	(viii) Staff can recognise the indicators of domestic abuse and understand how it affects children and young people. They are trained and confident to discuss domestic abuse with children and young people who are affected by or experiencing it directly. The abuse may be happening in their own intimate relationships or among adults they know or live with	10.1 10.2
	(ix) Staff know about the services, policies and procedures of all relevant local agencies for children and young people in relation to domestic abuse.	10.6
<b>4.2</b>	<b>Clear policies and procedures for staff who have been affected by domestic abuse.</b> Staff have the opportunity to address issues relating to their own personal experiences, as well as those that may arise after contact with patients or service users.	5.7
<b>5</b>	<b>Confidentiality and Information Sharing</b>	
<b>5.1</b>	<b>Clear protocols and methods for information sharing</b> (establish how this is addressed in YCYW. Clarify current protocols and include in training).	<b>7</b> <b>10.3</b>
<b>5.2</b>	<b>All staff who need to share information are trained to use the protocols so that they do not decline to cooperate because of being overcautious or for fear of reprisal.</b>	<b>7.6</b>
<b>6</b>	<b>Work with perpetrators</b>	
	<b>Tailored interventions for people who perpetrate domestic abuse are commissioned and evaluated.</b>	<b>14</b>

## References

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# Domestic Abuse Strategy

2017 - 2020

## Domestic abuse - definition

*Any incident or pattern of incidents of controlling, coercive, 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 sexual orientation*

Home office (2015)



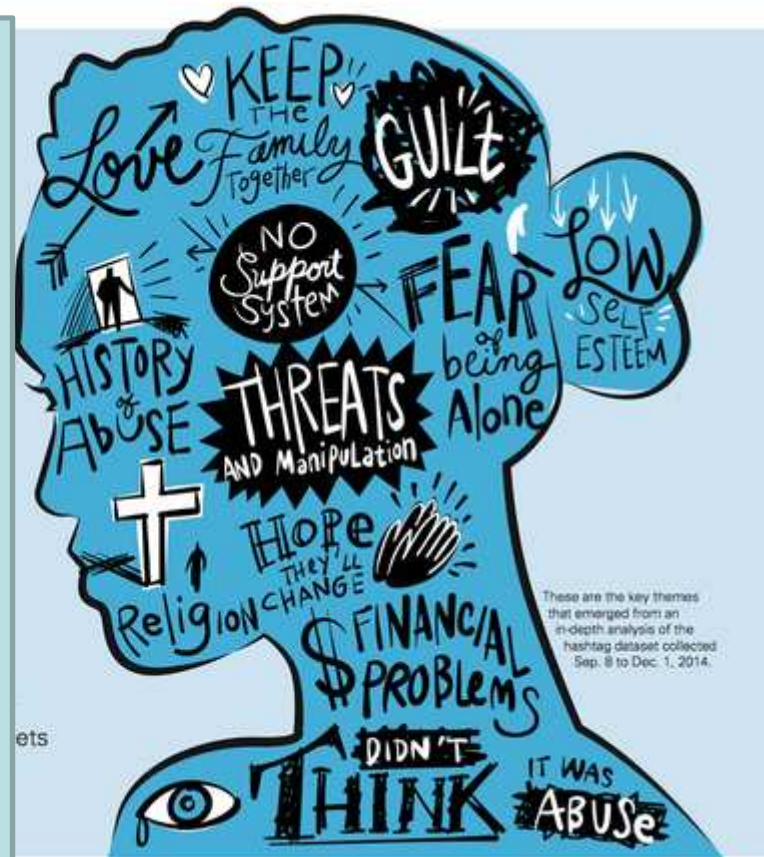
## Guiding principles

- **Prevention** of abuse
- **Provision** of services
- **Partnership** working
- Pursuing **perpetrators**



# National statistics

- 1 in 12 women every year
- 1 in 22 men every year
- 130,000 children
- 7 women a month are killed
- 40% experience mental ill health
- Seek help 5 times
- £20,000 per high-risk victim





# Objectives



**Partnership:**  
A strong multi-  
agency approach



**Provision:**  
Improve support for  
victims of domestic  
abuse



**Provision:**  
Develop a skilled  
workforce to respond  
to domestic abuse



**Prevention:**  
Encourage disclosure  
and early help



**Prevention:**  
Ensure confidentiality  
and information  
sharing



**Perpetrators:**  
Work with  
perpetrators to  
reduce re-offending

# Examples of progress

## Multi agency working

- Domestic Abuse Partnership
- Consensus statement
- Multi Agency Risk Assessment Conference
- Domestic Homicide Reviews
- Audited against NICE

## Disclosure and Early Help

- Improved early help systems
- Improved quality of early help assessments
- Pilot of CRUSH youth programme



**Partnership:**  
A strong multi-agency  
approach



**Prevention:**  
Encourage disclosure  
and early help

# Improving support

- Refuge provision
- Independent Domestic Violence Advisors
- IRIS
- Lighthouse
- Violence Against Women and Girls transformation fund



**Provision:**  
Improve support for  
victims of domestic  
abuse

## Next steps

- » Developing VAWG transformation fund projects:
  - a. Community prevention work
  - b. Single point of access
  - c. CRUSH youth programme
  - d. IDVA plus for complex needs
  - e. IDVA and IRIS support worker
- » Review of IRIS and RUH IDVA services
- » Develop action plan



# Any questions?



## COMMUNITIES, TRANSPORT AND ENVIRONMENT PDS FORWARD PANEL

This Forward Plan lists all the items coming to the Panel over the next few months.

Inevitably, some of the published information may change; Government guidance recognises that the plan is a best assessment, at the time of publication, of anticipated decision making. The online Forward Plan is updated regularly and can be seen on the Council's website at:

<http://democracy.bathnes.gov.uk/mgPlansHome.aspx?bcr=1>

The Forward Plan demonstrates the Council's commitment to openness and participation in decision making. It assists the Panel in planning their input to policy formulation and development, and in reviewing the work of the Cabinet.

*Should you wish to make representations, please contact the report author or Micheala Gay, Democratic Services (01225 394411). A formal agenda will be issued 5 clear working days before the meeting.*

*Agenda papers can be inspected on the Council's website and at the Guildhall (Bath), Hollies (Midsomer Norton), Civic Centre (Keynsham) and at Bath Central, Keynsham and Midsomer Norton public libraries.*

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
<b>13TH NOVEMBER 2017 - CALL IN MEETING</b>				
13 Nov 2017 13 Nov 2017 <b>E2999</b>	<b>Cabinet</b> <b>CTE PDS</b>	<b>Modern Libraries Bath - Consultation outcomes and proposals</b>	Ian Savigar Tel: 01225 477327	Strategic Director - Resources
13 Nov 2017 23 Nov 2017 <b>E3000</b>	<b>CTE PDS</b> <b>Cabinet</b>	<b>Modern Libraries - Community Library approach</b>	Ian Savigar Tel: 01225 477327	Strategic Director - Resources
<b>4TH DECEMBER 2017</b>				
4 Dec 2017	<b>CTE PDS</b>	<b>Scrutiny Inquiry Day - Community Safety</b>	Donna Vercoe Tel: 01225 396053	Strategic Director - Resources
4 Dec 2017	<b>CTE PDS</b>	<b>Domestic Abuse Update</b>	Samantha Jones Tel: 01225 396364	Strategic Director - Resources
4 Dec 2017	<b>CTE PDS</b>	<b>Parking Review</b>	Chris Major Tel: 01225 39 4231	Strategic Director - Place
<b>22ND JANUARY 2018</b>				

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
22 Jan 2018	CTE PDS	Tram Study		Strategic Director - Place
16 Jan 2018	PHED PDS		Louise Fradd	Strategic Director - Place
22 Jan 2018	CTE PDS		Mike Bowden, Jane Shayler	
24 Jan 2018	HWSC			
30 Jan 2018	CYP PDS			
5 Feb 2018	Resources PDS			
Page 91		Directorate Plans	Andrew Pate Tel: 01225 395385	Strategic Director - People
			Tel: 01225 395610, Tel: 01225 396120	Strategic Director - Resources
				Tel: 01225 477300
12TH MARCH 2018				
21ST MAY 2018				
16TH JULY 2018				
17TH SEPTEMBER 2018				
19TH NOVEMBER 2018				
ITEMS TO BE SCHEDULED				

Ref Date	Decision Maker/s	Title	Report Author Contact	Strategic Director Lead
	CTE PDS	Bus Services Bill	Andy Strong Tel: 01225 394201	Strategic Director - Place
The Forward Plan is administered by <b>DEMOCRATIC SERVICES</b> : Micheala Gay 01225 394411 Democratic_Services@bathnes.gov.uk				