

THE EXECUTIVE

Tuesday, 27 September 2005

- Agenda Item 8. Proposed Redevelopment of University of East London Longbridge Road Campus (Pages 1 - 28)**
- Agenda Item 9. Delivering Best Value - The 2005/06 Review Programme (Pages 29 - 39)**
- Agenda Item 10. Capital Strategy (Pages 41 - 56)**

A full set of annexes in support of Appendix A are available in the Members Rooms and will be included in the published version of the Capital Strategy.

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27 SEPTEMBER 2005

REPORT FROM THE DIRECTOR OF REGENERATION AND ENVIRONMENT

This report is submitted under Agenda Item 8. The Chair will be asked to decide if it can be considered at the meeting under the provisions of Section 100B(4)(b) of the Local Government Act 1972 as a matter of urgency so as not to delay confirmation of a Development Brief for the UEL site.

FUTURE REDEVELOPMENT OF THE UNIVERSITY OF EAST LONDON (UEL) LONGBRIDGE ROAD CAMPUS SITE	FOR DECISION
<p>Summary</p> <p>UEL is currently marketing its Longbridge Road campus. Prospective purchasers are now enquiring as to the type of redevelopment that the Council would deem appropriate for this key site. Early in 2004, the Council and UEL began preparing a draft brief identifying the kind of development that would be appropriate on the site. However, changes in planning legislation and issues surrounding legal covenants meant that the brief was never finalised or subsequently agreed by the Council. It has not been subjected to any public consultation.</p> <p>There is a need for the Council to respond speedily and consistently to the many enquiries regarding its future aspirations for the site. It is therefore recommended that the appended Brief be endorsed as a reflection of the Council's corporate aspirations for the future redevelopment of the UEL site. This Brief has already been endorsed by the Regeneration Board. While not constituting formal planning policy for the site, the Executive's endorsement of the Brief would give a clear steer to officers negotiating on the future redevelopment of this important site.</p> <p>Wards Affected Becontree, Longbridge and Mayesbrook</p> <p>Implications:</p> <p>Financial:</p> <p>The Executive needs to be clear that the more the Council requires from the developer in terms of building schools, providing recreational facilities and requiring sustainable development standards, the less Section 106 Obligations can be sought for other Corporate priorities. There is also a point at which requiring too much in terms of S106 contributions could make the development financially unfeasible. This could result in the potential blighting of the site. Members also need to bear in mind any potential future running costs of certain elements of the redevelopment. For instance, if a swimming pool is provided, the developer will need to demonstrate how the future maintenance of the facility will be managed and funded. If the Council is expected to take on any responsibility for this, a future report outlining the financial and other implications will be presented to the Executive for its consideration.</p>	

Legal:

A formal legal agreement will need to be entered into in respect of the S106 Obligations.

Risk Management

If a planning brief for this site is not agreed by Members, there could be uncertainty in the community and with developers as to the Council's aspirations for this important site.

Social Inclusion and Diversity

There is great potential for several hundred homes to be built on this site with accompanying school, leisure/health facilities and open space and park improvements. Any plans to redevelop the site will be required to be accompanied by an Equality Impact Assessment. It is anticipated that this Assessment would need to look at the impact of the loss of the existing swimming pool as it caters for a number of special needs groups. The Assessment will also need to consider issues such as access to affordable housing, housing units sizes, the type of leisure facilities to be reprovided and how all of the local communities' views have been taken into account in the final proposals

Crime and Disorder:

Any future planning application on this site will need to show how the principles of Designing Out Crime have been addressed. Issues such as public lighting, landscaping design, pedestrian routes in and around the site will need to be designed in a way that makes the development welcoming and safe for all members of the community to use at all times of the day and night

Recommendations

The Executive is recommended to agree the appended Brief for the UEL Longbridge Road campus site as a reflection of the Council's corporate aspirations for the redevelopment of the UEL site.

Reason

To assist the Council in achieving all of its Community Priorities on this key site and ensure that the redevelopment of the UEL site is undertaken in a sustainable manner that best meets the needs of the existing and future communities

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1 BACKGROUND

- 1.1 UEL made the decision to vacate its Longbridge Road campus site with effect from September 2005. Early in 2004, the Council's planners and consultants acting on behalf of UEL began preparing a joint development brief for the Longbridge Road site. The intention was to work together, with the community, and produce a development framework for the site that all parties would sign up to. A draft brief was subsequently prepared by the Council and UEL's consultants.

- 1.2 Just at the time the brief was being finalised, changes in the planning system and an issue over legal covenants on the site meant that the brief was never taken through the Council's decision-making processes. It was therefore not consulted upon. Consequently, the brief has no status. However, UEL's marketing agents have distributed the brief to prospective purchasers of the site as an indication of the Council's position towards the future redevelopment of the site.

2 THE DRAFT BRIEF

- 2.1 The draft brief was prepared early in 2004 and so reflects officer's views on the proposed uses of the site at that time. Since then, additional various studies have been undertaken into a number of planning issues throughout the Borough. In the light of the information generated by some of these studies, and following consideration by the Regeneration Board, some changes have been incorporated into the draft Brief. The current version of the Development Brief is attached at Appendix A.

New School

- 2.2 The main issue that needs to be addressed is the issue of a school on the site. The Brief suggests that a 2 hectare site needs to be allocated within the site for a new primary school. Planning policy currently requires the retention of educational uses on education sites if there is still a demand for such facilities. The Council is therefore in a strong position to require the retention, in part at least, of an education use on the site if it considers it necessary. Officers within the Council's Education, Arts and Libraries Department have recently stated that they consider a new school on the site to be necessary. Depending on what is eventually proposed for the site, it may be appropriate to incorporate other community facilities within the development of the school. For instance, a children's centre, health facilities, community meeting facilities and/or recreational facilities could be accommodated, depending upon funding being available.

It is suggested that the 2 hectare requirement for a school site remains a corporate objective for this site. The building of the school itself, however, will not necessarily be funded entirely by means of Section 106 Obligations.

Housing Provision

- 2.3 With regard to affordable housing on the site, the brief currently suggests a degree of flexibility though acknowledges the London Plan's 50% target. The recently approved Barking Town Centre Interim Policy Guidance (IPG) states a target of a 35% affordable housing. This would appear to be a reasonable figure for the UEL site.
- 2.4 The housing mix suggested in the Brief is:
- 15 – 20% 1 bed
 - 30 – 35% 2 bed
 - 30 – 35% 3 bed
 - 15 – 20% 4 bed or more
- 2.5 Density levels for the site are derived from the London Plan. As the site has a Public Transport Accessibility Level (PTAL) of 2, this suggests a density of 200 – 250 habitable rooms per hectare/50 – 80 units per hectare. Based on this

scenario, car parking provision would be at a level of no more than 1.5 – 1 space per unit.

It is suggested that an affordable housing target of 35% should be sought on the site, with 50% of the habitable rooms being for social rented and 50% being for intermediate housing. It is recognised however, that these figures will be subject to the Mayor's approval. The housing mix should be as outlined in paragraph 2.4, acknowledging that the affordable units are more likely to be concentrated in the 3 bed plus category.

- 2.6 The current site has a swimming pool and other recreational facilities, some of which are accessible to the public. The swimming pool is regarded as a particularly important asset as it provides access for special needs groups in the Borough. Given this, developers will need to be advised if a replacement facility will be required as part of the sites redevelopment. However, such a requirement will clearly have a major impact on the costs of developing the site.

It is suggested that appropriate recreational/leisure facilities, including a swimming pool, will need to be provided either on the site or by means of in lieu payments for appropriate off site provision. Such facilities should be accessible to the wider community.

- 2.7 The Brief acknowledges the importance of environmental sustainability, stating that the site has the opportunity of becoming a flagship/landmark development incorporating best practice environmental sustainable design and construction methods. However, since the preparation of the original draft Brief, more detailed policy guidance is provided by the Barking Town Centre IPG (covering waste minimisation, water conservation and requiring 10% of the site's electricity or heating needs to come from renewables). The Barking Town Centre IPG was approved by the Executive in December 2004, therefore the environmental sustainability requirements for the UEL site should reflect this most recent Council policy.

It is suggested that the Environmental Sustainability policies within the Barking Town Centre IPG will be applied to the future redevelopment of the UEL site.

- 2.8 S106 Planning Obligations could be substantial for this development. The site is almost 10 hectares and is in one of the Borough's most desirable housing areas. Developer interest is intense, clearly reflecting the industry's view that development here makes good business sense. The Council urgently needs an accurate assessment of the likely values of the site under a variety of development scenarios. By doing this, Council officers will be in a stronger negotiating position when it comes to agreeing the level of contributions necessary to grant planning permission. Property Services should therefore be asked to undertake this assessment as soon as possible.

It is suggested that the Council instigates an assessment of the financial viability of a range of alternative densities and uses on the site in order to determine the potential S106 Obligations that may be appropriate as part of the redevelopment of the site. The Executive is reminded that S106

Obligations need to relate to the proposed development and should only be required in order to allow the development to go ahead.

- 2.9 The final key issue for the Executive to address is the need for an Environmental Impact Assessment (EIA) to be undertaken on the site. Given the location, nature and size of the site, it is suggested that prospective developers should be advised that an EIA will almost certainly be required for the site. In preparing the EIA, developers should also be required to address issues relating to health and equality impact and demonstrate how the local community will benefit from the new development proposals.

It is suggested that an EIA on the site should be accompanied by a Health Impact Assessment, and Equality Impact Assessment and a statement clearly outlining the benefits that the proposal will bring to the local community as a whole.

3. FINANCIAL COMMENTS

- 3.1 The Executive needs to be clear that the more the Council requires from the developer in terms of building schools, providing recreational facilities and improving open spaces, the less Section 106 Obligations can be sought for other Corporate priorities. There is also a point at which requiring too much in terms of S106 contributions could make the development financially unfeasible. This could result in the potential blighting of the site. The Executive also needs to bear in mind any potential future running costs of certain elements of the redevelopment. For instance, if a swimming pool is provided, the developer will need to demonstrate how the future maintenance of the facility will be managed and funded. If the Council is expected to take on any responsibility for this, a future report outlining the financial and other implications will be presented to the Executive for its consideration.

4 LEGAL COMMENTS

- 4.1 A formal legal Agreement will need to be entered into in respect of the Section 106 Obligations.

5 CONSULTATION

The following were consulted in the preparation of this report:

Regeneration Board
Peter Wright, Head of Planning and Transportation, DRE
Jeremy Grint, Head of Regeneration Implementation, DRE
Allan Aubrey, Head of Leisure and Community, DRE
Jim Mack, Head of Asset Management and Development
Mike Freeman, Head of Assets and Administration, DEAL
Alex Anderson, Head of Finance DRE
Ken Jones, Head of Housing Strategy

Background Papers

Planning and Compulsory Purchase Act 2004
LB Barking and Dagenham Unitary Development Plan 1995

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***Redevelopment of the
University of East London Site,
Longbridge Road Campus***

Draft Planning Brief, September 2005

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1. INTRODUCTION

Purpose of the Brief

- 1.1. The Longbridge Road Campus of the University of East London (UEL) is scheduled for closure in 2006. The London Borough of Barking and Dagenham Council have prepared this planning brief to:
- Influence the landuse, design and form of development to respond to the attributes of the locally important area;
 - Ensure the redevelopment contributes to the strategic needs of the Borough, particularly affordable housing, sport and recreation and education needs; and
 - Provide a framework for the consideration of proposals for the re-use and/or redevelopment of this site, in advance of the preparation of the Local Development Framework (LDF).

Status of the Brief and Statutory Weighting

- 1.2 This Brief is intended to give the local communities and prospective applicants an early indication of the Council's priorities for the future redevelopment of the site. It is not intended to be a statutory planning document at this stage. The Brief will, however, form part of the LDF's baseline information and as such, will be taken into account when preparing LDF policies.
- 1.3 The Council has proposed this Planning Brief to reflect the published London Plan and most recent Government policy. The Planning Brief will be subject to consultation and once finalised will be treated as a material consideration in determination of planning applications.

Background

Rationalisation of Campuses


- 1.4. The UEL has decided to consolidate its campuses between Docklands and Stratford. The resultant closure of the Longbridge Road Campus is due to:
- financial constraints;
 - increasing competitiveness of the higher education sector;
 - floorspace capacity;
 - ageing facilities; and
 - a lower level of accessibility compared to Stratford and Docklands.

UEL's continuing contribution to education in the Borough

- 1.5 The UEL is a major partner in the development of the Life Long Learning Centre in Barking Town Centre. The Centre is a new initiative with the objective facilitating access to higher education for members of the local

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community in Barking and Dagenham, and increase the options for local residents to further their education. The facility proposed, will be a purpose-built, cutting edge facility that will be the only one of its kind in the UK currently.



2. DEVELOPMENT AREA

Location

2.1 The UEL Longbridge Road Campus ("the UEL Site") covers an area of 9.58 hectares, approximately 2.5 kms to the north east of Barking Town Centre on the south side of Longbridge Road (A124). Longbridge Road forms the north and western boundaries of the site and Lodge Avenue, the eastern boundary. To the south, Mayesbrook Park abuts the site. A metal fence with adjacent planting separates the student car parks on the southern side of the site from the open area of the park. The site immediately adjoins Longbridge Road apart from in the north west corner, where it adjoins the shopping parade at the junction with Lodge Avenue. This parade of shops with residential flats above also continues at the northern end of Lodge Avenue, adjacent to the site. Aside from these flats, the nearest existing residential properties are the flats on Waterside Close and the inter-war properties located on the north side of Longbridge Road opposite the campus.

Access

2.2 The site has three major entry and exit points, two being on either side of the main building and the other via the halls of residence to the west of the site along Longbridge Road. Within the site, movement of vehicles occurs at particular times of the day, with much of the movement occurring around 9am and 5pm. Full details of existing traffic, public transport, access and parking conditions are contained in the Symonds Transport Assessment attached at Appendix 1.

2.3 The site has an overall public transport accessibility level of 2 with relatively good bus connections with easy access to Barking Town Centre, Romford and Ilford. All have main line railway stations and Barking Town Centre provides rail services connecting to Fenchurch Street Station to Southend and Shoeburyness and Underground services on the District and Hammersmith and City lines. The nearest public transport rail link in the area is Upney Tube station. There are four bus routes within 500m of the site, including:

- Route 387: Connects the site to Barking station in the south west and Goodmayes Station in the north (at 15 minute intervals).
- Route 145: Connects the site to Becontree Station and on to Dagenham in the south and Ilford and Leytonstone in the north (at 10 minute intervals).
- Route 87: Connects the site to Barking Station in the south west and Romford in the north east (at 10 minute intervals).
- Route 5: Connects the site to Barking Station and on to Canning Town (at 8 minute intervals).

Local Services

- 2.4 A full range of local shops, services and community facilities are located in Barking Town Centre. Also, overland train and London Underground links to central London and destinations eastward are available from Barking station. The nearest supermarkets for convenience shopping are located at the junction of Goodmayes Road and High Road (Seven Kings) to the north approximately 1 km from the site. The parade of shops at the corner of Longbridge Road and Lodge Avenue is identified as a local centre in the adopted UDP. Local centres are seen as a key part of the retail hierarchy and large scale retail proposals which would have a detrimental impact upon the vitality and viability of local centres are likely to be resisted.

Education Facilities

- 2.5 The nearest schools are the Dorothy Barley Junior School, located on Ivinghoe Road for primary school and Barking Abbey, on Sandringham Road for secondary education.

Community Facilities

- 2.6 Within the Becontree Estate there are many sites dedicated to community uses (schools, youth clubs, churches and sports facilities). Library facilities are provided in Valence Local Library on Becontree Avenue and within the Barking Town Centre. The site is well served by primary public open space to the north and south of the site.

Existing Buildings

- 2.7 The UEL site is made up of 12 key buildings set amongst carparking and green areas. The buildings comprise a mix of ages, sizes, architectural styles and materials. Most buildings are 1 and 2 storeys in height, brick, and constructed between the 1930s and 1950s. There are also some larger, more modern educational facilities including the computer science/library block and the theatre. The most recent buildings on the site are the halls of residence at the western end of the campus. These blocks, of which there are three, are 4 storeys in height, brick built with tiled roofs. Car parking spaces are provided in close proximity to these residential blocks.

Buildings Worthy of Retention

- 2.8 The site comprises of a number of buildings that could potentially be retained and reused. The main building is recognised as a local landmark of the area but is not statutorily listed. Although locally listed and built in the 1930s, the building is considered socially and historically important to the Borough. The building is 3 storey, of brick and ashlar construction with a pitched, tiled roof and presents an imposing façade to Longbridge Road. The architectural detailing and

imposing scale make this a commendable example of 1930s civic architecture. This building is arranged over three main floors which incorporate lecture facilities and administrative offices, and the main examination hall for the campus. The building comprises a main block and projecting east and west wings which extend back from the road.

- 2.9 Longbridge Road's wide boulevard street possess a certain civic quality in its character and enhances the importance and presence of the building. Council wishes that the whole building (or at least the façade) be retained and reused for residential or other purposes and proposals should demonstrate why only the façade could be retain.
- 2.10 The halls of residence blocks are relatively new and of a sufficient quality to merit consideration of their retention. The retention and conversion to alternative uses will depend upon master planning considerations and viability issues.

Trees

- 2.11 The campus benefits from a number of large mature trees both in small groups within the site and along the frontage with Longbridge Road to the north and along the boundary with Mayesbrook Park to the south. The amenity value of these trees is recognised by their status under the Tree Preservation Order ref TPO/2/94, from 1994, which includes 49 individual trees. Proposals for landscaping associated with the redevelopment of the site must take account of existing protected trees on the site.



3. PLANNING POLICY

National Policy

3.1 General principles relating to new development and redevelopment of urban sites, like the UEL site, are contained in the Planning Policy Guidance (PPG) notes and Planning Policy Statements (PPS) published by the Office of the Deputy Prime Minister. This guidance may also be material to decisions on individual planning applications and appeals. Of particular relevance to this site will be:

- PPS 1: Delivering Sustainable Development
- PPG 3: *Housing* and updates
- PPS 6: *Planning For Town Centres*
- PPG 13: *Transport*
- PPG 17: *Planning for Open Space, Sport and Recreation*
- PPS 22: Renewable Energy

The London Plan

3.2 The London Plan, adopted in February 2004, provides the strategic context within which all significant development proposals should be considered. Given the scale of the Longbridge Road Campus site, it is important to consider proposals for redevelopment within the wider area of Barking and Dagenham and the East London Sub Region within which this site is located. Refer to Appendix 2 for London Plan policies applicable to the UEL site. These policies and their application to the UEL site are outlined in Appendix 2.


Barking & Dagenham Unitary Development Plan 1995

3.3 The relevant policy document at the local level is the London Borough of Barking & Dagenham Unitary Development Plan (UDP) 1995. The Council is commencing the review and replacement of its adopted UDP in anticipation of the new *Planning and Compulsory Purchase Act* which will incorporate the regeneration efforts in the Borough and reflect new government policies and the London Plan. The new development plan will be replaced with a Local Development Framework and with this development brief anticipated to become a Supplementary Planning Document.

3.4 The UDP Proposals Map does not apply any site specific designation on the UEL site. In close proximity to the site, the parade of shops at the corner of Longbridge Road and Lodge Avenue are identified as a retail frontage. There are also protected designations which cover Mayesbrook Park to the south of the site as Protected Open Space and Metropolitan Open Land. The southern portion of the park is identified as a Nature Conservation Area and the river course, which runs along the western perimeter of the park until it is culverted under Longbridge

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Road, is also identified as a Wildlife Corridor. The park is also identified as forming part of a "Green Chain".

- 3.5 For relevant policies relating to the redevelopment of the site, refer to the Development Guidance and Appendix 1.
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4. DEVELOPMENT OBJECTIVES

Key Objectives for the redevelopment of the UEL Site

4.1 The following objectives are required to be addressed in applications to Council.

- To preserve and reuse the main building which is the original technical college building.
- To create a high quality residential development with a distinctive character that establishes a new identity for the site based on contemporary designs.
- To provide a flagship development of sustainable design and innovation, addressing sustainability issues through higher densities and the promotion of energy conservation, renewable energy, waste minimisation and water conservation measures, ensuring that all new built properties achieve the Eco Homes Excellent Rating.
- To ensure no real loss of community facilities or uses and that the impacts of the redevelopment are addressed.
- To ensure that local residents, businesses and other interested parties are involved in planning the future redevelopment of this important site. Effective consultation with local people is essential to the site's future success within the community.

5. LAND USE GUIDANCE

Preferred Uses

- 5.1 Given the policy background outlined in previous sections and the character of the site and surrounding area it is considered that residential use is appropriate.
- 5.2 Other compatible uses to residential development would also be considered, particularly :
- site for GP surgery or community facility;
 - site for primary school; or
 - site for recreational / leisure and sport facilities.


Health/ Community Facility Uses

- 5.3 The Council considers the UEL site to be an appropriate location for a new health or community facility. The use is compatible to the predominately residential nature and applicants are encouraged to consider incorporating it into their proposals. A Health Impact Assessment and an Equalities Impact Assessment are likely to be required to assess the need for further facilities/services as a consequence of the proposals.

Leisure/ Sport and Recreation Uses

- 5.4 The UEL site provides access to the public for a number of sport and recreational activities. The swimming pool is particularly acknowledged as it provides access to special needs groups within the Borough.
- 5.5 With the increased focus on encouraging health and activity, Council does not wish to lose such a valuable facility, particularly with the programmed long-term closure of the Dagenham Pool for maintenance and improvement as this will place increased pressure on all other pools in the Borough.
- 5.6 Relevant to this is Policy G75 of the adopted UDP which states that Council will not normally grant permission for development which results in the loss of an existing leisure or recreational site of building unless the facility is incorporated or replaced within the new development or the facility is relocated to a more appropriate building or to a location which improves its accessibility to potential user.
- 5.7 A recent study undertaken by Council determined that the priority for the Borough should be improving the quality of existing facilities through refurbishment or rebuilding, rather than the provision of additional pools. Having regard to the age and quality of the existing UEL swimming pool, Council considers it reasonable that applicants provide section 106 contributions towards improvements to other swimming pools in the Borough instead of the pools replacement.

Education Uses

- 5.8 Policy C14 states that Council does not normally grant permission to change of uses of existing educational sites unless the overall educational needs of the future population of the Borough are such as to make it possible to discontinue the existing education use and release the site and/or there is adequate alternative provision to meet future and existing needs for pre-school and adult education facilities and premises in the Borough.
- 5.9 As stated in introduction of this planning brief, the UEL have contributed to the Lifelong Learning Centre that will be established in Barking Town Centre. However, redevelopment of the site for predominantly residential purposes will place significant pressures on existing primary and secondary education facilities in the Borough. Taking into consideration the present capacity of the Borough's schools and the level of new housing from the UEL site, a new school can be easily justified.
- 5.10 The Council considers the UEL site as an excellent opportunity to provide a future school site and expects proposals to designate approximately 2 hectares as a future school site. Financial contributions, through Section 106 of the *Town and Country Planning Act 1990* will also be sought to address the short-term impacts of the development for education provision needs.
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6. DEVELOPMENT GUIDANCE

Retention of Buildings

- 6.1 At a minimum, Council expects the main building's facade to be retained. The retention and reuse of the student accommodation is also encouraged.

Density of Development

- 6.2 Development should seek to make the most efficient use of the Longbridge Road Campus site. Proposals for redevelopment should seek to maximise density. Density will be determined through achieving a balance of planning objectives. Table 4B.1 of the London Plan sets out the recommended density targets to achieve in accordance with access to public transport. The subject site is within 15-25 minute bus journey to the town centre and Barking Station, the major transport interchange. The Public Transport Accessibility Level (PTAL) rating for the site is approximately PTAL 2 which prescribes densities be between approximately 200-250 habitable rooms per hectare and 50-80 units per hectare with less than 1.5 - 1 car space per unit. However, depending on the overall quality and sustainability of the proposal, a higher density level may be justifiable.

Housing Mix

- 6.3 Policy H8 of the UDP states that on sites over 0.4ha Council will seek to promote a mix of dwelling sizes and types. Based on Council's housing objectives and needs, the mix most appropriate for this site is as follows:

- 1 bed 15-20 %
- 2 bed 30-35%
- 3 bed 30-35%
- 4+ bed 15-20%

- 6.4 The Council will seek to ensure 3 and 4 bedroom dwellings are at lower levels and ground floor, to provide for family living arrangements and easy access to open space .

Affordable Housing

- 6.5 The published London Plan has set the strategic target of 50% of all new dwellings to be affordable with a 70/30 split on social-rented housing and intermediate housing for London.
- 6.6 Applicants should demonstrate the appropriate level of affordable housing that will be negotiated with the Council and secured in perpetuity. On this site, it is considered that a level of 35% affordable housing would be acceptable though as this could be viewed as

contrary to the London Plan targets, the Mayor's view on this will be important. The Council wishes to see proposals for affordable housing to be based on a split of 50% social-rented and 50% low cost home ownership/intermediate housing as this would more closely meet the Council's longer term objective of greater diversification of tenure in the Borough.

- 6.7 In estimating provision from private residential or mixed use development, applicants need to demonstrate the economic viability and the most effective use of private and public investment, including financial contributions. The development control toolkit developed by the Three Dragons is one mechanism the London Plan recommends.
- 6.8 The Council would expect affordable housing to be provided in partnership with one of the Council's preferred housing association partners, to be agreed with the Council. The provision of low-cost home ownership and intermediate rented housing for key workers will also be considered as part of affordable housing provision.

Internal Space

- 6.9 UDP Policy H16 defines the internal space standards to which residential properties are expected to conform. These are *minimum* standards for living space. The standards for total *habitable floor area* are as follows:
- One bed flats or houses 28.5 sq m
 - Two bed flats or houses 40 sq m
 - Three bed flats or houses 49 sq m
- 6.10 In addition to and in accordance with Council's Housing Strategy and the London Plan, all dwellings are to be built with Lifetime Homes Standards.


Private Amenity Space

- 6.11 Policy H15 sets out the amenity spaces for new residential development. Variation to these standards may be considered to reflect emerging Government advice on making best use of brownfield sites, particularly those with good public transport accessibility. In order to achieve this objective the setting of the redevelopment must change from suburban to an urban setting and Council accepts that these standards may not always be possible. Effort to meet the criteria must nonetheless be demonstrated and detailed evidence presented. It will be a requirement in these circumstances that all flats to have access to balconies, terraces or gardens of useable dimensions.

Designing Out Crime

- 6.12 Policy DE6 requires new developments to be designed to enhance security and safety in the environment. Proposals should demonstrate

consideration to community safety and reducing crime through the design of buildings and the environment. Care taken at an early stage in environmental and building design helps in creating areas that are safe and feel safe. DTLR Circular 5/1994: *Planning Out Crime* offers advice on planning considerations relating to crime prevention.



7. ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT

7.1 The Council anticipates the UEL redevelopment to become a flagship opportunity in terms of sustainable design and environmental innovation. The Council expects new development to incorporate best practice environmental sustainable design and construction methods consistent with national planning policy guidance and the London Plan.

Sustainability Statement

7.2 Environmental sustainability is at the core of the regeneration of this site. Any application will therefore need to be accompanied by a Sustainability Statement. This Statement must address the following sub-headings including energy, water, nature, waste and construction materials.

Energy Efficiency and Renewable Energy

7.3 New major development should:

- Provide an assessment of the energy demand and demonstrate the steps taken to apply the Mayor's energy hierarchy; and
- Where feasible, demonstrate how the development will generate 10 percent of the site's electricity or heating needs from renewables.

Water Conservation and Flood Defence

7.4 The Council would like applicants to demonstrate how their proposal conserves the use water. New development should:

- use of water-saving devices where possible including low and dual flush toilets and spray taps.
- where possible, the use of porous materials to remove standing water and reduce flash flooding in hard standing areas.
- Incorporate Sustainable Drainage Systems to reduce surface run-off and flood risk and/or contaminated land.

Nature Conservation and Biodiversity

7.5 New development of all uses should:

- Incorporate features that are beneficial to biodiversity and geological within the design of buildings such as green walls and/or green/brown roofs (see Green Roof Guidance for further information).
- Demonstrate how the development will protect and enhance biodiversity and local priority habitats and species through high quality landscaping (see Local Biodiversity Plan for key species and habitat information).
- Where adjoining existing green corridors and green chains provide with tree planting and landscaping treatments that serve to link the green spaces (see Parks and Green Spaces Strategy).

Waste Minimisation and Recycling

7.6 New development should:

- Demonstrate minimisation of waste generation during demolition and construction by the reuse and recycling of existing buildings and materials.
- Provide both internal and external recycling storage facilities so that every unit and user can recycle waste.

Sustainable Construction Materials

7.7 New development should demonstrate how the proposal will use modern methods of construction and sustainable materials. Applications should provide evidence that materials used were procured locally, reclaimed, recycled and/or have a low lifecycle environmental and toxicity impact.

Ecohomes

7.8 All new residential units on the site will be required to achieve the BRE Ecohomes “Excellent” Rating. Applicants are required to provide a Sustainability Statement demonstrating how they meet the standards.


Energy Efficiency

7.9 Although renewable energy generation is a part of BREEAM in accordance with Policy DE9 of the UDP and the London Plan, the Council expects applicants to provide additional environmental benefits to the development. Due to the sites large south facing boundary, there is ideal opportunity to use high levels of passive solar gain and also solar power generation to serve the site. This southern link with Maysebrook Park would also create opportunities for mini-wind power generation. The Council would like to see that this site uses these physical enhancements to their maximum the environmental benefits. The Council will assist applicants in sourcing funding streams to support this issue.

Biodiversity

7.10 The UEL site is presently biodiversity poor, yet the Green Chain and MOL status of the surrounding land provides opportunity to exploit the redevelopment of the site to improve and enhance the biodiversity. The London Plan and Council’s draft Biodiversity Strategy support this and the Council will expect applicants to demonstrate improvements to the existing biodiversity of the site and adjacent MOL land. Issues such a bat boxes, green roofs and native plant species will create links to the adjoining park landscape.

Landscaping

- 7.11 Applicants are required to formulate a Landscape Strategy which specifically addresses:
- the relationship between the site and the adjacent public open space/MOL and the biodiversity improvement needs of the site; and
 - the retention of the main building and the formal setting fronting Longbridge Road.
- 7.12 The Council would encourage proposals to include a soft interface between the park and the UEL site, linking the biodiversity improvements to the Mayes Brook.
- 

8. URBAN DESIGN

8.1 An Urban Design Study was undertaken concurrently with the preparation of this Planning Brief the Council expects the following objectives are derived from this report to be addressed as part of any application. This should be submitted in the form of an Urban Design Statement.

8.2 General Objectives

- To provide formal gardens and landscape areas within the site, which respect the outlook and setting of the main building in keeping with the buildings in the landscape concept.
- To reinforce and extend the central axis created by the main building, in the layout of the proposed buildings.
- To create a significant landmark building/ buildings towards Mayesbrook Park, which take advantage of the long views of the site and create a continuous vista down the length of the green space.
- To respond and reinforce the fact that the site has a strategic location within a landscape corridor and is at a crossing point through that green corridor.
- To preserve the views within and around the site, of the Main Building.
- To provide open spaces within the site that work to enhance the outlook and setting of as many buildings as possible with the development.
- To protect and preserve the existing mature trees on the site from development, ensuring that the site layout allows sufficient space for the future spread of the tree's roots and crown.


8.3 Movement Objectives

- To retain the existing exist and entry points into the site
- To ensure a level of separation between the vehicular and pedestrian movement, where possible
- If possible, to provide a level of permeability within the site, that allows for a pedestrian route through the site, creating a continuous link between the Mayesbrook and Goodmayes Park and neighbouring streets.
- Parking on the site to be limited to an adequate and appropriate level. To ensure that parking is secure but concealed and that it does not hinder or encroach upon the amenity spaces on site. In such a case, undercroft parking could be a possible option.
- Secure, convenient and all weather cycle storage to be provided throughout the site.
- The Council would seek planning conditions to ensure that roads are built to adoptable standards.

8.4 Highway design Objectives

- Highway layout to be safe and convenient with priority to pedestrians and cyclists.
- Parking areas should be attractive, easily and accessible and safe to use.
- Spaces within the layout should be designed to accommodate service vehicles while minimising land take and visual intrusion.
- Possibilities should be explored of overlapping a wide range of uses with the safety and cyclist taking priority.

8.5 Built Form Objectives

- The detailed design should promote distinctiveness, while enhancing the identity for the site as a landmark for the local area, based on its strategic location.
 - Where possible, the proposed scheme design should work with the existing road layout.
 - There should be clear and well detailed distinctions between public, semi-private and private spaces.
 - Ensure that the proposed built form respects the axis and symmetry created by the Main Building
 - Detailed design and location of windows and doors to private and communal spaces should be carefully considered to ensure that all building frontages contributes to the activity to the street and contribute to natural surveillance.
 - Privacy and avoiding overlooking should be prime considerations in the layout and the buildings and spaces around them, and in relation to the surrounding environment.
 - Enhance the frontage onto Longbridge Road.
 - Built form should take advantage of the views down Mayesbrook Park.
- 

9. OTHER MATTERS

Planning Obligations

- 9.1 All proposals will be expected to identify impacts, benefits and mitigation measures arising from the scheme. It is expected that the Council will secure benefit, control or mitigation through the use of a Section 106 Agreement (Town and Country Planning Act 1990).
- 9.2 The following items are indicative and it is anticipated that this list may change during detailed negotiations and consultation on the proposed scheme:
- Affordable housing and key worker housing.
 - Contribution for improvements to public open space.
 - The provision of on-site land for an educational facility.
 - Financial contribution for education provision.
 - Provision of on-site land for recreational facilities or contributions towards improvement to off-site recreational facilities.
 - Contributions to increase the capacity of public transport and ensure its accessibility from the site.
 - Contribution for ongoing maintenance of public open spaces and landscaping.

Environmental Impact Assessment

- 9.3 Given the size of the site and the potential scale of development, the Council considers that it is likely that an environmental impact assessment (EIA) will be necessary. Prior to the submission of a planning application, if an EIA is required the Council will provide a scoping opinion setting out what information needs to be included in the environmental statement in accordance with the *Town and Country Planning Act 1990; The Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 and the DETR Circular 02/99, Environmental Impact Assessment.*

Material to support a planning application

- 9.4 In support of a planning application, the Council will require the submission of the following studies:
- Environmental Impact Assessment;
 - Urban Design Statement;
 - Landscape Strategy;
 - Planning Policy Statement;
 - Transport Impact Assessment;
 - Inclusive (access) Statement; and
 - Sustainability Statement.
 - Equalities Impact Assessment
 - Health Impact Assessment

THE EXECUTIVE

27 SEPTEMBER 2005

REPORT FROM THE DIRECTOR OF CORPORATE STRATEGY

This report is submitted under Agenda Item 9. The Chair will be asked to decide if it can be considered at the meeting under the provisions of Section 100B(4)(b) of the Local Government Act 1972 as a matter of urgency.

Delivering Best Value - The 2005/06 review programme and process	For Decision
<p>Summary</p> <p>Local authorities are under a general duty to deliver best value, by reviewing their functions and seeking to deliver continuous improvements.</p> <p>The government removed the requirement to review all functions over a five year period, however, the duty to seek continuous improvement remains.</p> <p>Following this change in emphasis our approach to Best Value has been reviewed. It is proposed that reviews should be much shorter and sharper with a clear focus on efficiency gains and service improvement.</p> <p>Reviews are proposed initially for ICT, legal and transport services.</p> <p>Wards Affected: None</p>	
<p>Implications:</p> <p>Financial:</p> <p>Where external support is required in the first instance it should be funded within existing departmental budgets. CMT have agreed that departments can 'bid' for resources from within the Chief Executive's budget, but cannot commit expenditure unless agreed.</p>	
<p>Legal:</p> <p>Local authorities have a general duty to deliver Best Vale. The proposals in this report are designed to meet that requirement.</p>	
<p>Risk Management:</p> <p>If a decision is not made on the issues raised under 'recommendations' the programme for conducting reviews will be delayed and the time frame for completion will be shorter (by 31 March). There will also be an impact on the delivery of the efficiency programme for 2006/07.</p>	

- 1.2 Section 6 of the 1999 Act and SI 1999/3251 requires best value authorities to produce *Performance Plans* which articulate the strategic objectives and corporate priorities of the authority. This provides the strategic overview and bridge between service specific and financial plans.
- 1.3 The broad principles for conducting reviews remain the 4 C's as the basis for reviewing services and functions:
- 1.3.1 **challenge** why, how and by whom a service is being provided
 - 1.3.2 **compare** performance with others across a range of relevant indicators, taking into account the views of both service users and potential suppliers
 - 1.3.3 **consult** with local stakeholders as to their experience of local services and their aspirations for the future
 - 1.3.4 use fair and open **competition** wherever necessary as a means of securing efficient and effective services.
- 1.4 Reviews therefore continue to have an important role to play in ensuring that services are improved, in ways that are consistent with both local and national priorities.

2.0 Conducting reviews in the future

- 2.1 Previous reviews have taken between 1-2 years to complete and have not necessarily produced gains commensurate with the amount of officer and member time. In future reviews should be shorter, 3-6 months and have a sharper focus on
- How it will contribute to the Gershon Efficiency Targets
 - How it will deliver clear improved performance targets over three years
- 2.2 the selection of areas for review should be guided by:
- CPA drivers (CA, Service Block + VFM)
 - LPSA drivers / Local Area Agreement
 - National and local priorities
 - Key organisational cultural issues
 - Specific service weaknesses
 - Areas where efficiencies are likely
- 2.3 The review will be supported by the pooling of policy and finance officer resources from central and service departments. This will provide support, challenge and scrutiny and an external critical friend perspective, where appropriate.
- 2.4 It is suggested that the authority should undertake a maximum of six reviews a year. Reviews should be chaired by either a Service Head or Director from outside the department concerned.
- 2.5 It is likely that for a number of reviews external support will be needed. The Chief Executive will consider funding from his budget.

2.6 All reviews will be informed by an initial information pack provided by the Policy and Performance Team in Corporate Strategy, in conjunction with departmental policy teams.

3.0 Focus for future reviews

3.1 CMT have put forward the following reviews for Members approval:

- IT
- Fleet Transport
- Legal (to begin October)
- It also anticipated that at least 2 more reviews will be recommended around social services in the near future.

3.2 A proposed review of Streetscene Services has been put on hold in the light of the Waste Services inspection, in January 2006. The outcome of this inspection will determine whether a best value based service review will be required.

3.3 A revised guide on carrying out reviews has been produced to ensure reviews are completed in a timely manner.

3.4 Other reviews will be taking place outside the BV framework, in relation to Gershon and specific service improvements.

3.5 In addition to these Best Value and service reviews we should establish more strategic reviews, led by Policy Commissions. These reviews would concentrate on areas of strategic importance for the Council and make recommendations for policy development and improvements. These could be driven by Green papers and other national and local drivers; for example "Every Child Matters".

4.0 Members' Role in Best Value Reviews

4.1 The role of Members agreed by SMB in September 2002 was:

- To provide support in rigorously challenging all aspects of the current service.
- To ensure the review meets the overall objectives of the Council.
- To represent the views of the local community and service users in the review at the challenge, and action plan stage.
- To discuss the review with other Members and to add their views into the work of the review.
- To monitor the implementation of the improvement plan.

4.2 In past reviews this role had been partly discharged through a Members' Panel which met monthly. Given that we are now proposing reviews should only last for 3-6 months this no longer feels appropriate. It is therefore proposed that members are involved as follows:

- To challenge the review at the scoping phase, through a Member Challenge Group, enabling Members to articulate the views of the local community and service users in this challenge process, providing direction for future delivery.
- Lead portfolio Member to be kept abreast of progress and key issues during the process, by review Lead Officer. Any issues or concerns to be taken back to relevant Members by portfolio holder and subsequent issues and fed back to review Lead officer.
- Executive to agree overall review programme and discuss and agree final review recommendations and Improvement Plans.
- The relevant Portfolio Holder will discuss the review with other Members and add their views into the work of the review (officers will support these discussions as required)
- CMG to monitor the implementation of the improvement plan, once the review has been completed
- SMB to ensure that Member level involvement with reviews is effective

4.3 Members will, of course, continue to lead on all strategic reviews through Policy Commissions.

5.0 Scope for reviews

5.1 Attached at Appendix 1 and 2 are the scopes for the reviews of ICT and Fleet Transport.

5.2 The Executive is requested to discuss these and make suggestions for changes as required. All Members will be invited to a *Scoping Challenge Session* for their comments and suggestions.

6.0 Consultees

Naomi Goldberg, Head of Policy and Performance.
Robin Hanton, Legal Services.
Anne Payne, Financial Services.

Background Papers:

- SMB report 25 September 2002 (Proposals for involving non-executive members in Best Value Reviews & change of approach to Best Value)
- Executive report 4 March 2003 (Executive approval of BVR programme)
- Assembly March 2003, allocation of members to BV cross-cutting reviews
- SMB report 29th June 2005, agreed that six-monthly updates on Best Value Reviews be discontinued, as Members involved receive periodic updates, and as the P&I Team carry out corporate monitoring.

Scope for the Service Improvement (Best Value) Review Of Information Management and Technology Services

It is our ultimate aim to provide an excellent service in Information Management and Technology and ensure effective and efficient use of ICT throughout the Council.

We are working from being a Support Service to that of an Enabling Service, known to meet and exceed customers' needs and expectations, provide value for money and high quality ICT solutions to business needs, both current and future.

Our drive is also to work in partnership with private and public sector organisations to share information to improve our services to customers.

Currently performance with IM&T is measured through:

- Service Score Card
- SOCITM Benchmarking Survey
- BVPI 157
- Customer Survey
- Feedback

Our aims and objectives are clearly defined in the Service Scorecard for IM&T and this is linked to the ICT Strategy and Implementing E-government Statement. These underpin the Community Priorities and also work to support the LOE's within the CPA.

The key areas for Review within IM&T are:

1 System Management

- System Integration
- Oracle
- Server Management (including mainframe)
- Data Management
- System Security (including disaster recovery)

2 Systems Development

- Oracle
- Mainframe
- Applications
- Electronic access to and availability of information via internet and intranet
- Customer requirements

3 Customer Support

- IT support
- Call Resolution
- Advice and Guidance
- Done in One – Customer Care and Satisfaction
- Project management
- New ways of working – mobile working
- Research and development
- Software deployment and standard desktop environment

4 Technical Development

- Network Services Voice and Data including network resilience and security
- Technical Infrastructure
- Research and Development

The review will also include analysis of:

- Management capacity
- Leadership and direction of IM&T
- Dependencies and interdependencies of systems
- Key issues for IM&T teams

Timescale: - 6 months (complete by 31 March 2006)

Resources:-

❖ Project Lead	Sarah Bryant
❖ Project Manager	Sandy Hamberger
❖ Expertise (i.e. external challenge)	To be determined
❖ Head of Service	Alan Aubrey (Head of Leisure)
❖ IM&T Manager	John Bagley
❖ Efficiency Advisor	Gordon Telling
❖ Project Co-ordinator	James Marbe
❖ Policy Support	Laura Nicholls
❖ Union Representative	David Radford (GMB)

Various other roles:-

BVR Observer	Muhammad Saleem (Solicitor to the Council and Monitoring Officer)
Support from HR	Sheila Osemwekhae

'Critical Friend'
Financial Support
Advisory Role DEAL
Portfolio Holder

to be determined
Tamara Beckford
Sheyne Lucock
Councillor M McCarthy

Fleet Transport Services Review (Best Value) Scope

Lead Officer: Peter Wright – Head of Planning and Transportation

1.0 What is being tackled through the review?

The provision of all passenger services by the Council to the public:

- what type of passenger transport is provided by the Council?
- is this provision competitive in terms of cost and quality?
- are there alternative providers, providing a better, more VFM service elsewhere?
- should the service be provided by the Council? Are we statutorily bound to provide the service?
- what are the alternatives?

2.0 What is the driver for the review? (CPA, Gershon, Poor performance, known local issues / factors).

The service was the subject of a BVR in 2001 however, there is a need to review the provision of passenger transport again, in order to assess whether it offers VFM in line with the Council's Gershon efficiency programme.

3.0 Is there any known service gap?

- None has been identified at the outset of the review but this will be examined as part of the review process.

4.0 What issues need to be tackled?

- Current levels of service provision:
 - Resourcing
 - Staff (including absenteeism)
 - Service recipients
 - VFM
 - Knock on effects on other Council Services

5.0 What outcomes do we want to achieve?

- A comprehensive breakdown of the different passenger services provided; those that are essential, statutory and non essential.
- A passenger service that is competitive and delivers VFM, whether this is delivered in-house or externally.

- 7.5% efficiency savings over three years.
- Clear performance improvement targets for the next three years.

6.0 What quality or policy issue will be looked at?

- The criteria for provision of the service and who gets it – Statutory provision / Essential and non-essential (SEN etc).
- Cost and quality of provision.
- Review Current BSC for service to ascertain targets and plans for the future.
- Apply the 4 C's principle.

7.0 What corporate impacts are there?

- The review will have a bearing on the Council's Gershon efficiency savings targets for 2006/07.

8.0 What risks are there to the Council from not doing this?

- Failure to meet VFM targets.
- Failure to provide adequate level of service to client departments.
- Adverse knock-on effects to other Council services.
- Poor staff moral.

9.0 What Areas to be excluded and why?

- None – All options to be considered, including Status Quo, Partnering and externalisation of the service.

10.0 Which priority of the Council does this meet with?

- Cleaner, Greener, Safer.
- Rights and responsibilities.

11.0 Which staff or Partners need to be included?

- Current fleet transport management and staff.
- Relevant Trade Unions.

- Department of Education, Arts and Libraries and Department of Social Services as client departments.
- Translinc Ltd as current partner provider.

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THE EXECUTIVE

27 SEPTEMBER 2005

REPORT OF THE DIRECTOR OF FINANCE

This report is submitted under Agenda Item 10. The Chair will be asked to decide if it can be considered at the meeting under the provisions of Section 100B(4)(b) of the Local Government Act 1972 as a matter of urgency.

Title: Capital Strategy	For Information
<p>Summary:</p> <p>The Council has a Capital Strategy to support the capital investment decisions of schemes to be included in the Capital Programme. It was previously agreed in July 2002 and at that time was assessed as “good” in respect of the submission to the Government Office for London (GOL). It is important to review the strategy and an updated strategy is attached for Members consideration.</p> <p>Wards Affected: All</p>	
<p>Implications:</p> <p>Financial:</p> <p>The Capital Strategy provides the direction for the capital investment decisions for the Council in setting the overall Capital Programme, which is currently funded from both internal resources and external funding.</p> <p>Legal:</p> <p>There are no legal implications regarding this report.</p> <p>Risk Management:</p> <p>The capital strategy introduces a process for full risk management of each capital scheme proposed for inclusion in the Capital Programme. Without this the Council could be exposed to expenditure overruns or inappropriate procurement decisions.</p> <p>Social Inclusion and Diversity:</p> <p>As this report does not concern a new or revised policy there are no specific adverse impacts insofar as this report is concerned.</p> <p>Crime and Disorder:</p> <p>There are no specific implications insofar as this report is concerned.</p>	

Recommendation		
The Executive is asked to note the Council's Capital Strategy and that this will be reviewed annually alongside the Council's Medium Term Financial Strategy for endorsement by Assembly.		
Reason		
It is important for good forward planning and direction of capital investment that a capital strategy is in place within the organisation.		
Contact Officer: Joe Chesterton	Title: Head of Financial Services	Contact Details: Tel: 020 8227 2932 Fax: 020 8227 2995 E-mail: joe.chesterton@lbbd.gov.uk

1. Introduction and Background

- 1.1 The Council's capital strategy was assessed as "good" by the Government office for London in 2002 and it is necessary as part of good practice to review the current strategy.
- 1.2 This is a timely review due to the Council's recent investment decisions particularly around Housing Futures and the overall financing position of the Council's capital programme.
- 1.3 It is recommended that as part of continuous good practice that the Council's capital strategy is reviewed annually alongside the Medium Term Financial Strategy. This will allow a close connection between the two strategies and allow a clear link to be further developed between our financial and service planning process.

2. Current Position

- 2.1 An important part of planning is for the Council to have a Capital Strategy and Asset Management Plan in place. In addition, there are other Service Capital Plans that are required by Government Departments and they need to link clearly to the overall Capital Strategy and Asset Management Plan. Specific ones are for Housing and Education.
- 2.2 The Capital Strategy and the Asset Management Plan are integral to the Council's future capital investment planning process. The Capital Strategy links policies and priorities to capital investment and provides a framework for the operational work of asset management. The Asset Management Plan, which covers all of the Council's assets, provides essential information in determining Capital Investment needs.
- 2.3 The revised capital strategy is attached as Appendix A to this report for Member's consideration. The strategy builds upon the current strategy and now refers to a number of annexes which effectively are supporting papers to ensure that the Capital Strategy is actually delivered throughout the organisation by officers. A full set of these annexes will be available in the Members room and will be included in the published version of the Capital Strategy.

3. Financial Implications

- 3.1 There are no direct financial implications from this report, however, the strategy will continue to provide the focal point for capital investment decisions in the Authority. These investment decisions will mean a commitment to financing from the capital programme either through internal resources e.g. capital receipts and/or external funding from Government and other partner bodies.
- 3.2 The Council is also in the process of reviewing it's debt status and considering how/when it could return to borrowing, as upto now the Council has been debt free. This will be an integral part of any decisions flowing from the pivotal capital strategy.

4. Consultees

- 4.1 CPMO
Director of Corporate Strategy

Background Papers Used in the Preparation of the Report:

- CPMO documents
- Medium Term Financial Strategy
- Capital Strategy – July 2002

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**LONDON BOROUGH OF BARKING AND DAGENHAM
CAPITAL INVESTMENT STRATEGY**

August 2005

London Borough of Barking & Dagenham Capital Investment Strategy

1. Introduction

The capital strategy is an over-arching policy document relating to investment in services and describes how the deployment and redistribution of capital resources contributes to the achievement of corporate goals.

Asset Management is central to the Council's ability to support effective service delivery. The capital strategy, therefore, forms the framework for more operational strategies within service areas.

The strategy is a corporate document and as such has been developed in conjunction with Members and senior officers across the council. The authority continues to reinforce its corporate approach to asset management with the embodiment of the previous "Corporate Asset Forum" into the Regeneration Board, the members of which are the Authority's Chief Officers. This demonstrates the commitment of the council to deliver its capital strategy.

The structure and operation of this approach is more fully explained in the Corporate Asset Management Plan (attached at Annex A), which has received a score of "Good" and has been amended to reflect the new Office of the Deputy Prime Minister (ODPM) guidelines.

2. The Council's Corporate Priorities

A wide ranging consultation programme has been undertaken with local community groups, the wider community and voluntary organisations, involving in-depth questionnaires and focus groups.

Some persistent themes emerged. The themes identified areas of concern that if addressed, would shape and improve the future economic, social and environmental well-being of Barking & Dagenham.

These themes have been developed into the following seven Community Priorities;

- Promoting Equal Opportunities and Celebrating Diversity
- Better Education & Learning for All
- Developing Rights & Responsibilities with the Local Community
- Improving Health, Housing and Social Care
- Making Barking & Dagenham Cleaner, Greener and Safer
- Raising General Pride in the Borough
- Regenerating the Local Economy

Further consultation on these priorities has continued with local stakeholders through the 'Local Strategic Partnership' forum. From this has been developed the council's vision statement aptly called '20/20 vision'. Further consideration on the seven community priorities is shortly to be commenced to gauge the appropriateness of these community priorities to ensure the Council is meeting

the requirements of its residents. The community priorities will inform the bidding process for future capital investment.

Other corporate strategies such as;

Community Strategy, The Housing strategy, Economic Development & Regeneration strategy, Education Development Plan, Leisure Strategy, Local Agenda 21, Community Care plan and older persons accommodation strategy, Anti poverty strategy, Procurement Strategy and Green Spaces Strategy will also be informed by the 20/20 vision statement and compliment the capital strategy and corporate asset management plan.

In order to bring our strategies plans and objectives together Barking & Dagenham have a proven performance management system - 'the balanced scorecard'. The balanced scorecard helps translate all the council's strategies into operational objectives that drive both behaviour and performance. There are 28 service scorecards that ensure that each service head works towards the authorities key strategic objectives including those relating to the capital strategy. Each service head is required to account for progress against their individual scorecards.

The Council has recently introduced a set of Corporate Priorities and Corporate Values which link the Community Priorities and individual Service Scorecards (see Annex B).

3. The Strategic Objectives

The authority's strategic objectives, in relation to capital, can be summarised as follows;

- To ensure that capital resources are deployed in the most efficient, economic and effective manner and consistent with local priorities.
- That the priorities and approach to capital investment is determined with reference to the Council's wider policies and objectives

More specifically,

- The Council will continue to look for regeneration opportunities entering into partnerships and influencing decisions where possible. Build closer and better partnerships with the private sector, public agencies and voluntary sector and the local community across the borough. Ensuring that Barking and Dagenham plays a full role in the future strategic developments of the region at an economic, social and environmental level.
- Encourage more private sector investment, shifting the authority to an enabling role. Moving away from ownership of assets where this is not deemed appropriate and transferring the liability and risk to those more able to manage.
- Reduce its holdings on non-operational/ commercial property to those consistent with agreed council policy
- Successfully deliver a capital programme which is consistent with the Council's key priorities

4. Council's Existing: Capital Base

The authority has an annual gross revenue budget of £490 million and is supplemented by a significant capital programme, on average £45 million per annum. Full details of the capital programme and funding requirements are outlined in Annex C and Annex D.

Annex D shows that the authority has an agreed capital programme with investment in our own assets likely to be around £200million over next 4 years. In addition, to this there are a number of schemes totalling around £150m, which have not yet been included in the programme and are new schemes for the authority. This figure excludes the investment in infrastructure that the authority has levered into the borough but not necessarily providing; for example the £45 million Education PFI scheme providing one new and one refurbished secondary school and the various regeneration schemes through the Thames Gateway London Partnership and associated partners.

In order to deliver a programme of this magnitude the authority is optimising the use of external funds, through partnership working and is becoming less reliant on internally generated funds. As can be seen from the agreed programme in Annex D £79 million of the total expected spend over the next four years of £170 million is from external funding sources.

The Council's view on utilising capital receipts is not to specifically ring-fence them. In addition, where opportunities exist for utilising potential capital receipts in a scheme the Council will look at the relevant business case of foregoing those receipts if this will generate greater service outcomes.

5. Future Capital Requirements

The authority has an ambitious development programme aimed at meeting the Council's corporate priorities. Key developments are detailed below; it should be stressed that all the initiatives commented upon are driven by the authority's corporate goals and the key to their delivery is successful Partnership working.

5.1 Housing

Housing assets account for more than half of the council's capital assets and almost half of the housing stock in the borough. The council has developed a clear vision for housing in its Housing Futures options appraisal. This clearly indicates the desire to retain and maintain the majority of the Council's Housing stock whilst utilising Private Finance Initiative to deal with high rise blocks. The proposals, as reported to the Executive in May 2005 set out the role that housing can play in contributing to a vibrant and sustainable community, with the emphasis on working in partnership to achieve this.

Aims of the housing strategy are to create balanced and sustainable communities; improve housing conditions and standards across all sectors and to do this through strategic partnering and procurement.

The strategy for achieving these aims has been developed through an in-depth process of data analysis and consultation, building on the findings from the recently completed Public and Private Sector Stock Condition Survey and Housing Needs Survey up date.

The findings of the Stock Condition Survey for the Public Sector has formed the basis of the investment decisions for all housing capital works. The aim is to ensure that all Council Housing meets the Governments Decent Home Standard by 2010. Tenants have told us during consultation that they want us to go beyond this basic standard to include some "livability" issues such as security and environmental improvements. The proposals now agreed meet the tenant's aspirations.

The ongoing Shape Up Programme due to finish in 2005 will complete external refurbishment and central heating, alongside of this a programme to refurbish kitchens, bathrooms and rewiring which will ensure that the Council is at least 50% of the way to delivering the Decent Homes Standard by 2010.

Our Housing Revenue Account Business Plan along with our Housing Futures option appraisal explains in detail the resources needed to accomplish this and that we will have to continue to explore other options to ensure that the resources are in place as identified. Key to this will be the ability to be innovative about partnerships and methods of procurement.

Key investment in Housing within the Borough is as follows:

- Major Capital works to the Council's housing stock covering roofing, central heating, electrical work, lifts, central heating, and painting.
- Works required by the Community Housing Partnerships i.e. Security works and lighting.
- Pilot PFI scheme at Oldmead and Bartlett Houses.
- Contaminated land programme.
- Private Sector Housing investment in partnership with Registered Social Landlords.
- CCTV at various sites in the Borough.

5.2 Education

The investment in schools has continued as the Council responds to the growing demand for school places at secondary transfer and meet the Community Priority "Better Education and Learning for All". The recently complete investment of the £45m schools PFI project; which has provided one state of the art new build Jo Richardson Community School and one refurbished secondary school at Eastbury.

The new secondary schools will be a focus for the community and incorporate a range of facilities including a public library, and leisure and community facilities. This will deliver strong, viable and sustainable

community links through each of the schools; not only through shared facilities, but also in a life-long learning context with community access outside core curriculum hours.

In addition, the Building Schools for the Future agenda has been instigated and currently exploratory work is underway to support the anticipated growth in school numbers over the next decade.

Other investment planned and ongoing is around:

- Children's Centres
- Sure Start projects
- Sports facilities at schools
- Continual refurbishment and modernisation of primary and secondary schools
- Adult learning and Arts facilities.

5.3 Social Services

The authority continues to review its whole approach to Social care service provision again in line with corporate priorities. With the need to modernise and rationalise services, a building based approach to service provision is being continually challenged in terms of benefit to the users of our services to ensure accommodation is fit for purpose.

There has been the replacement of Residential Care Homes for Older People, two of these at present with new Housing with Care Schemes. These schemes were developed by utilising LASHG (Social Housing Grant).

There are also plans to re-provide residential care and respite care for younger adults with learning disabilities along with day care reprovision.

The authority is currently considering options to maximise the use of assets and buildings with the Barking and Dagenham Primary Care Trust (PCT), have jointly funded capital projects and are working together on LIS (Local Information Systems) and LIFT (Local Initiative Finance Trust). The LIFT programme will look to develop Health and Social Care Centres in the Borough and specialist centres for Older People, Children, Adults and Mental Health services.

5.4 Regeneration and Environment

As previously stated 'livability' issues continue to dominate the local agenda. Residents have highlighted, through focus groups and surveys, that the Community priority of "Greener, Cleaner and Safer" is their number one priority.

To this end the Capital programme includes a number of schemes that supports this priority being:

- Street Lighting - A rolling programme of around £250,000 per annum that will provide for the replacement of all street lanterns. These new sodium lanterns will improve visibility, deter crime and provide a safer environment.
- Management of Traffic - A rolling programme where schemes will be developed to ensure traffic is controlled in its speed, volume and use of suitable routes thereby achieving significant environmental improvements for the residents of the borough.
- Local traffic schemes e.g. 20mph zones and accessibility.

The Council is also working with the Greater London Authority through Transport for London (TfL) to improve both transport networks in the borough and to provide a cohesive strategy across London. The authority receives direct grants for a range of schemes and initiatives including Planned maintenance on principal roads, local traffic schemes, safer routes to schools, cycle lanes, bus routes and bridge strengthening. A range of external funding has already been approved. Work for TfL for 2005/2006 is already well underway which will build on the success of the capital investment already achieved.

Consideration has being given to the investment required around environmental issues such as the collection of recyclable and household waste and funding allocated accordingly.

The new waste disposal contract with East London Waste Authority (ELWA) is now in place and providing valuable benefits to the Council.

Future Capital investment within Parks and Open Spaces is planned and is ongoing over the next 4 years including the finalisation phases 3 and 4 of the Beam Valley project and the roll-out of the Green Spaces strategy at a cost of around £4 million. All of these schemes involve extensive partnership working to fund the required investment.

In terms of investment in leisure activities, the authority is currently considering the long-term funding arrangements for its leisure centres. Future options for service delivery and investment will include public/private partnerships and charitable trusts including the use of Industrial Provident societies. In the meantime there is ongoing investment to the Council's leisure facilities.

The Council has a major role in regeneration and has a number of ambitious schemes around the Borough and the current programme includes a major number of regeneration activities principally around the Barking Town Centre. Some of the major schemes are; creation of a lifelong learning centre, artwork, Lintons redevelopment, land acquisition, child and family health centre.

5.5 Other Services

Other major areas of ongoing and planned investment are:

- Customer First contact centre accommodation, other customer accommodation facilities and the development of One Stop Shops.
- Accommodation improvements for Revenue Services, customer and office facilities.
- Modernisation of the Revenues IT system for benefits, council tax and rents.
- Investment in support infrastructure for the Council's Information Communication Technology.
- Voluntary services accommodation.
- An e-government programme.
- Consideration for e-procurement.
- A Corporate accommodation strategy to rationalise the number of officer occupied buildings down to a core of only 5 buildings based upon a detailed cost benefit analysis.

6. Assets Portfolio

6.1 Non-operational and Commercial Property

The Council holds a substantial portfolio of non-operational and commercial property; valued at an estimated £30m and generating income of £3 million per annum.

The Authority has disposed of some of these from the portfolio because the holdings were either;

- uneconomic to manage,
- had potentially high capital value in comparison to rental income generated or
- capital could be better employed elsewhere in service delivery.

The authority is committed to continue to review its portfolio with the intention of disposing of the remainder unless it falls into one of the following categories;

- Income generation investment - a good return on investment
- Social/ Community - e.g. local shops in isolated communities, in which case aim is to reduce subsidy.
- Strategic property e.g. properties acquired over time to enable larger schemes to proceed at future date.

6.2 Land Disposals Programme

The Council has been working on a major land disposals programme for both General Fund and Housing Revenue Account sites.

The initial programme expected to deliver £53 million over its 3 year life to support the financing of the capital programme. However, after two years of this active programme £58 million has been generated with an expectation of a further £16 million by the end of 2005/06 and expectations of around £18 million for 2006/07 and 2007/08. In all a total of sum £92 million to support the Council's capital programme.

In addition as part of the Housing Futures option appraisal there has been the identification of £24 million of under-utilised sites to support the major investment in our housing stock over the next 10 to 15 years.

7. Managing: the Council's Capital Programme

The Council has a significant capital programme and it is important that this is well managed through a structured process to ensure that the Community and Corporate priorities are achieved.

The programme is heavily dependent upon funding from external sources and our own internal sources – mainly capital receipts. The current position is that the level of capital receipts available to support the programme are reducing due to lower right to buy sales and fewer land disposals. As a consequence it is a timely opportunity to review our “debt free” status. This review is currently in place and the objective of the exercise is to determine when the authority should go into borrowing and when we do the cost implications of this on the Council's budget.

The Council continually reviews the appropriateness of the Programme and its ability to deliver.

For new schemes to enter the capital programme they need to be part of the Council's annual review of its programme. Directors are asked to submit these on a detailed pro-forma to allow all the key issues to be available for Corporate Management Team and Executive consideration. The pro-forma currently used is attached at Annex E

7.1 Capital Appraisal System

A review of the management of the Capital Programme was undertaken by KPMG in 2001. The review looked at both Strategic Programme Management and Individual Project Management and the resultant report made a number of recommendations to improve both these aspects.

As a result there has been the creation of the Capital Programme Management Office (CPMO) to oversee the delivery of the capital programme.

Also, as a consequence of this review all capital projects are required to be appraised and scored in terms of:

- Strategic fit
- Financial implications
- Deliverability & procurement
- Benefits plan

For any scheme to be included in the approved capital programme it needs to have successfully achieved the required score in each category. This is denoted by the category achieving a “four green light” status.

The appraisals have proved challenging to departmental programme managers and concentrated on issues such as risks to the authority, revenue implications, deliverable benefits and measured outcomes to the community.

The procedure used is green book/treasury compliant and meets the requirements of the new Prudential Code.

7.2 Capital Monitoring

A sophisticated model of monitoring is used by the Council and is referred to as the Management Information Report (MIR). This procedure is run by the Capital Programme Management Office in the Department of Regeneration and Environment and is supported by Financial Services.

All project sponsors are required to submit progress on their schemes on a monthly basis and this in turn is included in the MIR and reported to the Council’s monthly Resource Monitoring Panels for each Department where both revenue and capital budgets are monitored.

Where additional funding becomes available during the year, further reports are submitted to the Executive to seek agreement to include in the Capital Programme, together with any other financial implications of the scheme.

Following this the Executive receives a monthly monitoring position on the Council’s overall position for revenue and capital.

The process enables the Council to maximise its capital investment and enable programme delivery of key requirements for the organisation.

7.3 Tenders

Tender lists are selected in accordance with Standing Orders and the agreed procurement route. Post tender reporting will follow established procedures in accordance with the Contracts Code of Practice and the authority's procurement strategy.

Within evaluations there is the need to look at Quality/Price assessments reflecting improved value for money in relation to whole life costs and greater community benefits i.e. projects being approved on a cost/benefit basis rather than lowest price.

7.4 Procurement

The authority's procurement strategy is being implemented. The strategy gives a clear message that the authority is modernising the way it does business.

The strategy states ...

'In seeking best value for the local community we will identify and procure the method of service delivery which provides the highest standard of service, which can achieve continuous improvement at a cost which the council is prepared to pay.

The council is committed to working much closer with other public agencies the private and voluntary sectors. Inevitable that future role will change from a provider to commissioner of services. '

The strategy is already impacting on how the Council procures its services. This is most evident with the work now being undertaken around Construction Related Framework Agreements and our close partnership working with external providers.

August 2005

LIST OF ANNEXES

- A Corporate Asset Management Plan
- B Corporate Planning - Pyramid and Corporate Priorities/Values
- C Council's Existing Capital Base
- D 4 Year Capital Programme Summary 2005/06 to 2008/09
- E CPMO Form 1 (Sponsor Project Application Form)
- F CPMO Form 2 (Project Appraisal and Scoring)
- G CPMO Form 3 (CAM Formal Appraisal)
- H Pro-Forma Capital Programme Review