

London Borough of Barking and Dagenham

Notice of Meeting

THE EXECUTIVE

Tuesday, 8 July 2003 - Town Hall, Barking, 7:00 pm

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

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

27.07.03

Graham Farrant
Chief Executive

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AGENDA

- 1. Apologies for Absence**
- 2. Minutes - To confirm as correct the minutes of the meeting held on 17 June 2003 (Pages 1 - 5)**

Business Items

Public Item 3 and Private Items 12 to 14 are business items. The Chair will move that these be agreed without discussion, unless any Member asks to raise a specific point.

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

- 3. Road Traffic Casualties in the London Borough of Barking and Dagenham 2002 (Pages 7 - 20)**

Discussion Items

- 4. Draft Homelessness Strategy (Pages 21 - 99)**

5. **Borough Spending Plan 2004/2005 and Funding Allocation for 2003/2004: Transport and Highways Projects (Pages 101 - 104)**
6. **London Riverside Urban Strategy: Interim Planning Guidance (Pages 105 - 142)**
7. **Planning Delivery Grant (Pages 143 - 146)**
8. **Any other public items which the Chair decides are urgent**
9. **To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

Private Business

The public and press have a legal right to attend Council meetings such as the Executive, except where business is confidential or certain other sensitive information is to be discussed. The list below shows why items are in the private part of the agenda, with reference to the relevant legislation (the relevant paragraph of Part 1 of Schedule 12A of the Local Government Act 1972).

Discussion Items

10. **Building Cleaning Service - Assimilation of Cleaners (Pages 147 - 150)**
Concerns a Staffing Matter (paragraphs 1, 11 and 14)
11. **Relocation of Passenger Transport (Pages 151 - 165)**
Concerns a Contractual Matter (paragraphs 7, 8 and 9)

Business Items

12. **Barking Abbey Comprehensive School - Proposed Arts and Humanities Teaching Building (Pages 167 - 169)**
13. **Trinity School - Mechanical Services Remedial Works - Claim Against Contractor (Pages 171 - 172)**
Concerns a Legal Proceeding (paragraph 12)
14. **Major Adaptations / Disabled Facilities Grant Application (Pages 173 - 174)**
Concerns an Individual Resident (paragraph 4)
15. **Any other confidential or exempt items which the Chair decides are urgent**

THE EXECUTIVE

Tuesday, 17 June 2003
(7:00 - 7:35 pm)

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

Apologies: Councillor D J Felton.

28. Minutes (10 June)

Agreed.

29. Minutes (29 April)

Agreed to amend Minute 433, 29 April 2003 (Refurbishment of the Civic Centre Public and Civic Areas), to include the following decision, which was made at that meeting following consideration of a supplementary report:

4. Delegate to the Members Steering Group authority to approve capital expenditure in relation to the Civic refurbishment up to a total of £2.4m.

30. Urgent Action - Appointment of a Representative at a Meeting of the Greater London Provincial Council on 21 May 2003

Received a report setting out the following urgent action taken under Article 1, Paragraph 17.1, of the Constitution:

The appointment of Councillor J Davis as the Council's representative at a meeting of the Greater London Provincial Council on 21 May 2003.

31. Scheme of Delegation Scrutiny Panel

Noted the report of the above Scrutiny Panel, which will now be submitted to the Assembly on 2 July 2003.

32. Fast-track Prosecution of Parents Colluding in the Non-Attendance of their Children at School

Received a report outlining an opportunity to participate in a Department for Education and Skills (DFES) initiative aimed at reducing the time it takes to prosecute parents who collude in the non-attendance of their children at school.

Agreed, in order to ensure that parents who fail to co-operate or who are unwilling to work with the Local Education Authority (LEA) take responsibility for their children's attendance at school, that:

1. The Council participates in the DFES initiative to fast-track the prosecution of parents colluding in the non-attendance of their children; and

2. Access and Attendance Officers be authorised to represent the LEA and present cases at court.

33. Consultation on Admissions Criteria and Processes - The Results

Further to Minute 402 (15 April 2003), received a report providing details of the responses to the recent consultation on school admissions. The report also outlined a number of recommendations for amending the way in which admissions for Primary and Secondary Schools in the Borough are handled.

Agreed the following recommendations made by the Admissions Forum:

Primary and Secondary Co-ordination

1. To adopt the following proposed changes in time for the 2004 Admissions Round:
 - a) to offer parents three preferences on the Primary application form and four on the Secondary form;
 - b) to restrict "in-Borough transfers" to the first day of each term; and
 - c) to manage all waiting lists through the Education, Arts and Libraries Department's Admissions Section.
2. To undertake follow-up work through the press and the Council's website so that the description "in-Borough transfer" is clearly defined for parents and schools;
3. To discuss the full detail of the Primary waiting list procedures with Primary School Headteachers before they are finalised and published; and
4. To circulate the revised Secondary waiting list procedures to all Secondary School Headteachers.

Secondary Transfer

5. To move to an "equal preference" model of allocating pupils to schools;
6. To replace the 'Link School' criterion with 'Distance from home to school';
7. To work closely with the Leisure and Environmental Services Department to maintain an up to date list of all recognised footpaths, by-ways and public highways and link with schools to investigate any other routes regularly used by parents;
8. For secondary schools with split sites, to measure distance from the home to the 'Main site'; and
9. To phase in the removal of the 'Sibling' criterion (secondary transfer only).

34. Castle Green Protected Open Space and Land Swap to Scrattons Farm Estate to Enable the Development of the Jo Richardson Community School

Received a report outlining the need to replace Protected Open Space to enable the development of the Jo Richardson Community School on Castle Green to proceed. The report set out a proposal to designate 3.72 hectares of land to the south of the Scrattons Farm Estate as replacement Protected Open Space and the financial implications for its creation and maintenance.

Agreed, in order to enable the development of the Jo Richardson Community School on Castle Green to proceed, which will assist the Council in achieving the Community Priorities of "*Better Education and Learning for All*", that the land shown single-hatched on the map attached to the report as Appendix A be "appropriated pursuant to Section 122 of the Local Government Act 1972 from Housing purposes to Open Space purposes and be designated as Protected Open Space in the draft revised Unitary Development Plan".

35. * Joint Health and Social Care Board

Received a report providing an update on the inaugural meeting of the Barking and Dagenham Joint Health and Social Care Board that took place on 14 April 2003. The report also sought approval and ratification of the Joint Health and Social Care Board's Constitution, Terms of Reference and Memorandum of Agreement.

Agreed, the Constitution, Terms of Reference, Memorandum of Agreement for the Joint Health and Social Care Board and reports considered on 15 April and 17 June 2003, in order to further health and social care integration.

36. Private Business

Agreed to exclude the public and press for the remainder of the meeting, as the business was confidential.

37. Leisure Contract

Received a report seeking the termination of the contract with the operators of the Goresbrook Leisure Centre. The management performance of the operator at the leisure Centre has progressively deteriorated to an unacceptable level. There is also concern about health and safety and staff training issues. There has also been an increase in both the numbers of Default Notices issued and customer complaints.

Agreed, in order to provide cost effective and well-run leisure facilities in the Borough and assist the Council in achieving its Community Priority of "Improving Health, Housing and Social Care" and "Raising General Pride in the Borough", to authorise commencement of termination proceedings of the contract with the operators of the Goresbrook Leisure Centre on its 28 December 2003 expiry date with the aim of bringing the management of the Leisure Centre in-house.

38. Corporate Computer Systems - A Post Implementation Review of Oracle and Future Proposals

Received a report providing an update following the successful implementation of all modules of the Oracle Financial, Human Resources and Payroll systems. Having noted the projected out-turn cost of the project,

Agreed to the formation of a business services support group to undertake the maintenance and development of the Oracle system as set out in section 3 of the report, together with a number of "spend to save" initiatives.

39. Broadway Theatre

Received a report which provided an update on progress and sought acceptance of the lowest tender for the refurbishment of the Broadway Theatre, Barking.

Agreed, in order to complete the redevelopment of the Broadway Theatre, that:

1. The tender submitted by Roof Ltd in the sum of £3,637,056 be accepted.
2. The Council's Solicitor be authorised to enter into an appropriate Building Contract; and
3. That the funding shortfall be earmarked against the Valence Depot 2004/05 Capital Programme, whilst the steering group continue to seek external funding to cover the shortfall.

40. * Thames View Risk Assessment Project Management

Received a report seeking further funding for project management of the contaminated land risk assessment at Thames View and for additional resources to backfill existing posts in affected service areas for six months. The report also sought approval to extend the contract of Temple Environmental, the project management consultants working on the Harts Lane estate contaminated land study, in accordance with section D, paragraph 4.5 of the Council's Constitution.

Agreed, in order to enable the risk assessment study for the Thames View Estate to proceed as quickly as possible, and allow service and statutory targets to be met, to:

1. The following additional funding, a total of £149,300, to be met from capital reserves. This is in addition to the £205,000 approved by the Executive on 29 April for a full risk assessment and legal advice:
 - a) £93,000 for project management of Thames View contaminated land risk assessment;
 - b) £24,500 for temporary cover within the Environmental Protection Team;
 - c) Administrative support in Health and Consumer Services £13,500;
 - d) Communications officer £13,300; and
 - e) £5000 for peer review of the completed risk assessment.

2. The extension of the current contract with Temple Environmental in accordance with paragraph D 4.5 of the Constitution.

* Item considered as a matter of urgency with the consent of the Chair under Section 100 (4)(b) of the Local Government Act 1972

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THE EXECUTIVE**8 JULY 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

ROAD TRAFFIC CASUALTIES IN THE LONDON BOROUGH OF BARKING AND DAGENHAM 2002		FOR INFORMATION
<i>This report provides details request by Executive Minute 323, 25 February 2003</i>		
<u>Summary</u>		
By Minute 323, February 2003 the Executive received the Best Value Performance Plan monitoring report for the third quarter 2002/03 and as a result request a further report detailing the geographic and age breakdown of pedestrians killed or seriously injured in road traffic accidents in the Borough.		
<u>Recommendation</u>		
The Executive is recommended to note this report and that the Council is negotiating a target as part of its Public Service Agreement (previously agreed by the Executive. Minute 199, 12 November 2002 refers).		
<u>Reason</u>		
To assist in achieving the Community Priority of " <i>Making Barking and Dagenham Cleaner Green Safer</i> ".		
Contact Barbara Cronin	Principal Road Safety Officer	Tel: 020 8227 3204 Fax: 020 8227 3490 Minicom: 020 8227 3034 E-mail: barbara.cronin@lbbd.gov.uk
Mike Livesey	Group Manager, Traffic and Highways	Tel: 020 8227 3110 E-mail: mike.livesey@lbbd.gov.uk

1. Background

- 1.1 In 2002 there were 616 crashes or collisions, which resulted in 773 casualties, nine people were killed, 92 were seriously injured (requiring hospitalisation) and a further 672 were slightly injured (requiring roadside attention only). This is the lowest number of casualties, since 1978.
- 1.2 The last 25 years have seen casualty figures reduced by 504 (1,277 to 773), the number of actual incidents by 401 (1,017 to 616), and the number of vehicles involved by 665, (1,753 to 1,088). (See Appendix A)

- 1.3 Fatalities have reduced from 21 in 1978 to nine in 2002. The lowest number of people killed in a year over the last 25 years is three, which occurred in the years 1992, 1998 and 2001.
- 1.4 Serious injuries have reduced from 152 in 1978 to 92 in 2002 and slight injuries from 1,104 to 672. The total casualties trend is down. (See Appendix B)
- 1.5 Casualties in general have reduced over the last 10 years, with the exception of Powered Two Wheeler riders (Motor cyclists, moped and scooter riders (PTW) and to a much lesser degree occupants of buses and coaches (public service vehicles (PSV's). A table showing the long-term crash and casualty trends is attached as Appendix C.
- 1.6 Attached, as Appendix D, is a graph that gives details of casualty type, split by children and adults.

2. Transport for London Road Network (TLRN)

- 2.1 Data is collected from incidents occurring on the TfL network (A13 and small parts of the A12 and A406) as well as from local roads. The TfL network incidents are included within the Borough's figures. However, the Council is not responsible for TfL network roads and is only responsible as Highway Authority the all other roads in the Borough.
- 2.2 The type and number of casualties injured over the last five years on local roads and TfL network is attached as Appendix E.

3. Powered Two Wheeler Casualties

- 3.1 The increase in the number of PTW casualties in the Borough is of concern. However, it reflects a similar trend to that experienced in the rest of greater London. (See Appendix F)
- 3.2 The growth in the number of people injured in the late 1990s may be attributable to the increased number of powered 2 wheeler vehicles being licensed.

4. Bus and Coach Casualties

- 4.1 The number of bus/coach occupants injured travelling in the Borough, has remained generally consistent over the last ten years with an average of 37 people injured a year. Reductions in casualties have been achieved in car and goods vehicle occupant categories during the same period, therefore Officers are now in discussion with bus operators to review this situation with the aim of achieving a similar reduction.

5. Targets

- 5.1 In March 2000, Central Government set new targets for reducing casualties nationally. Using an average of the baseline data for the years 1994 - 1998, targets were set to be achieved by the year 2010.

5.2 The targets were:

- a 40% reduction in the number of people killed and seriously injured;
- a 50% reduction in the number of children killed or seriously injured;
- a 10% reduction in the slight casualty rate based on distance travelled.

5.3 The Mayor for London in his first Road Safety Plan, published in 2001, extended the targets to include the vulnerable road user groups – pedestrians, pedal cyclists and users of PTW

5.4 Transport for London produce a document entitled "*Towards the Year 2010*". The document indicates by graph and table progress towards the London targets. Attached as Appendix G are the graph and table on the progress to 2002.

6. Road Safety Plan

6.1 The Road Safety Plan, which is required to be submitted as part of the Borough Spending Plan (Transport) provides a more detailed report on accidents occurring in the Borough. This also includes an accident related diary that provides information on before / after road safety scheme implementation.

7. Updates and Future Statistics

7.1 A monthly summary of fatal and serious accidents is now provided in Members Matters. A new computerised crash and casualty information system is currently being installed and this will be able to provide a geographical layout of the incidents. More detailed statistics can be obtained from the contact above.

7.2 The Council has is in the process of negotiating a Public Service Agreement (PSA) Target (to achieve "stretched performance") to 'Reduce the number of deaths and serious injuries on the roads in Barking and Dagenham'. However, it is intended that the Council's 2010 target for accident reduction is actually achieved by 2007.

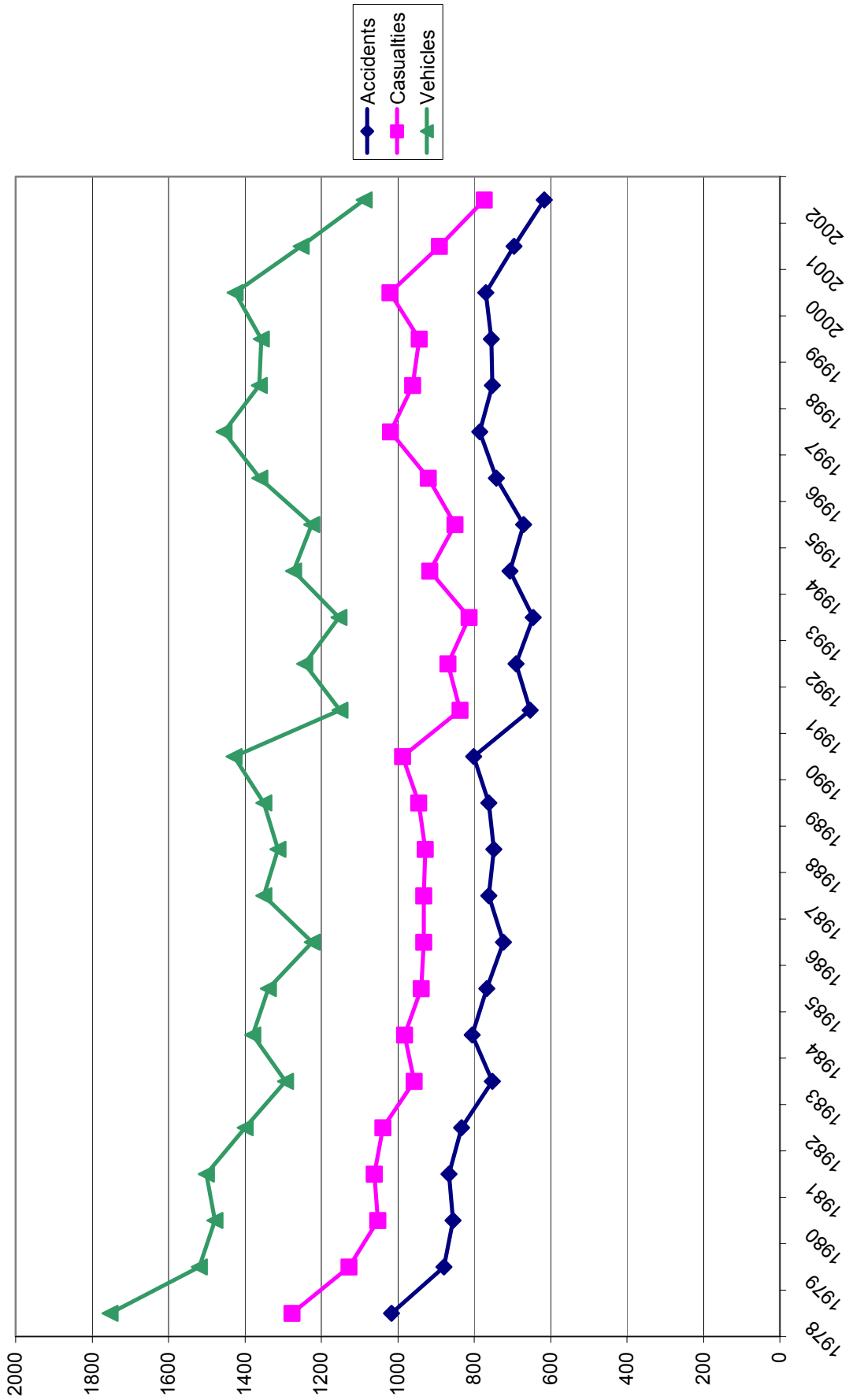
7.3 The enhanced performance that has been provisionally agreed is that 5 fewer people will be killed or seriously injured during the period of the PSA.

Background Papers

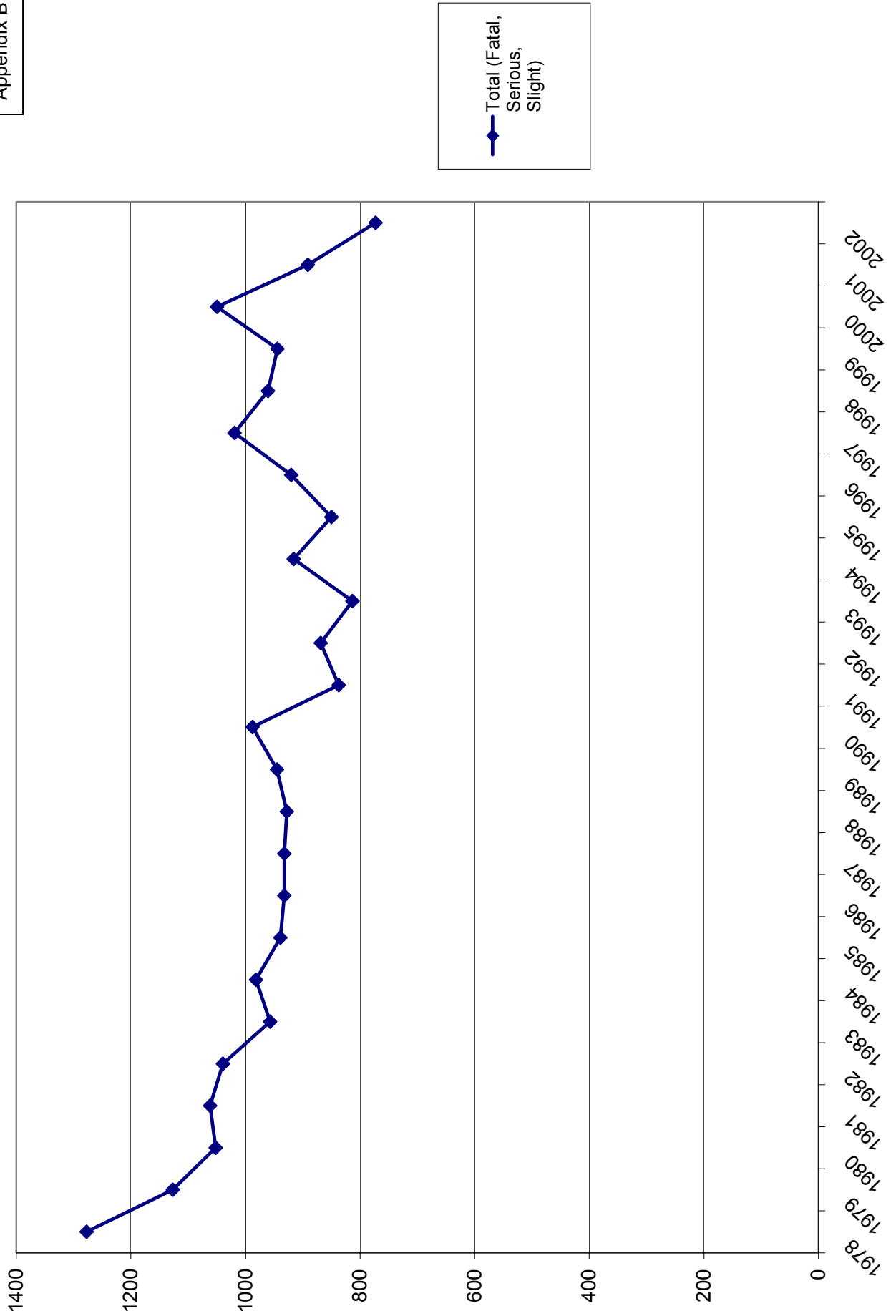
- Executive Minute 199, 12 November 2002.
- Executive Minute 323, 25 February 2003.
- Street Management 2001 "Accidents and Casualties on London Roads".
- Street Management Fact Sheets and Monthly Summaries.
- *Source - Transport For London, Mayor for London* (www.tfl.gov.uk/streets).

Road Safety Statistics 1978 - 2002

Appendix A



Total (Fatal, Serious, Slight) Casualties 1978 - 2002



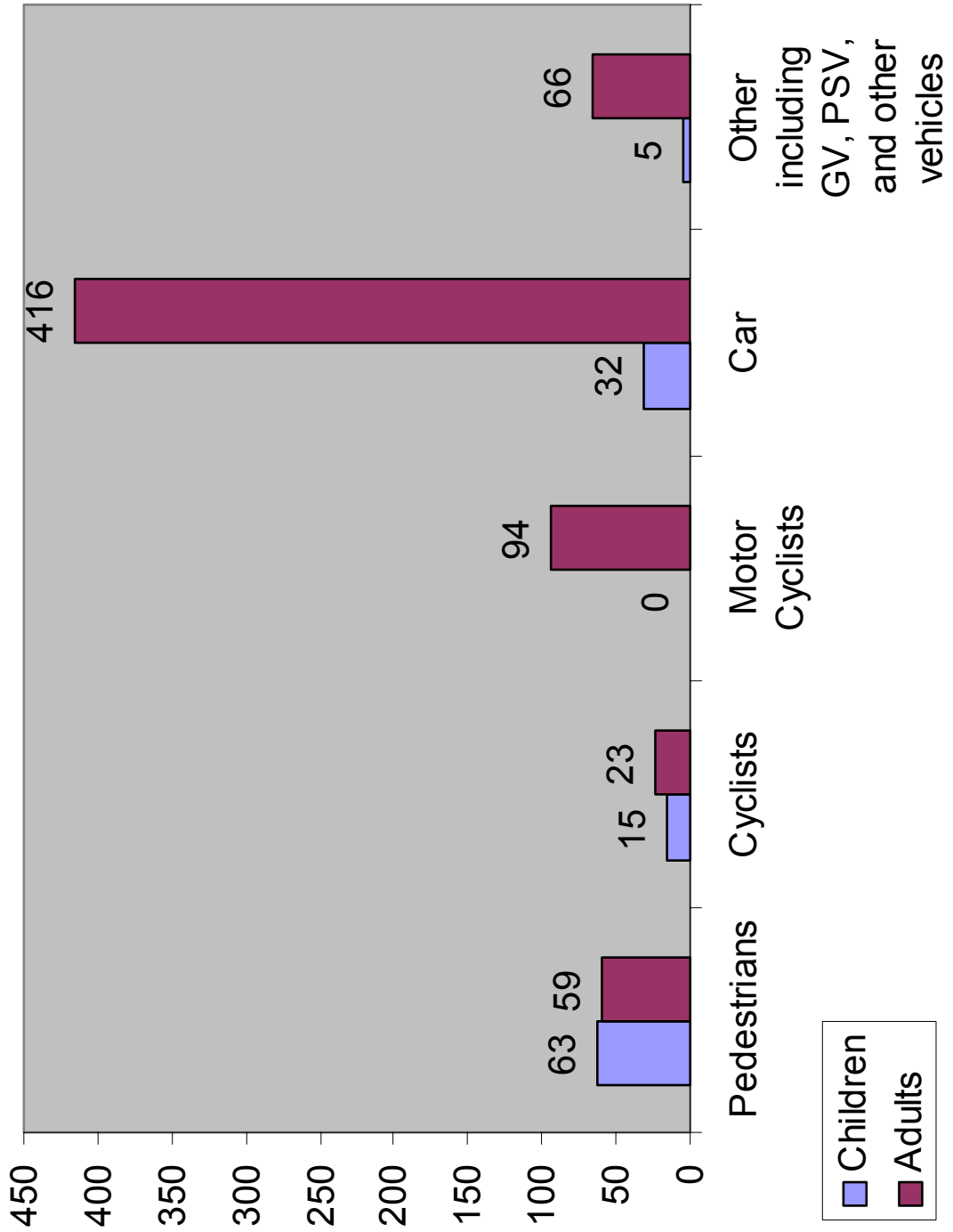
Total (Fatal, Serious, Slight)

APPENDIX C

Long-term Casualty Trends in LBBD

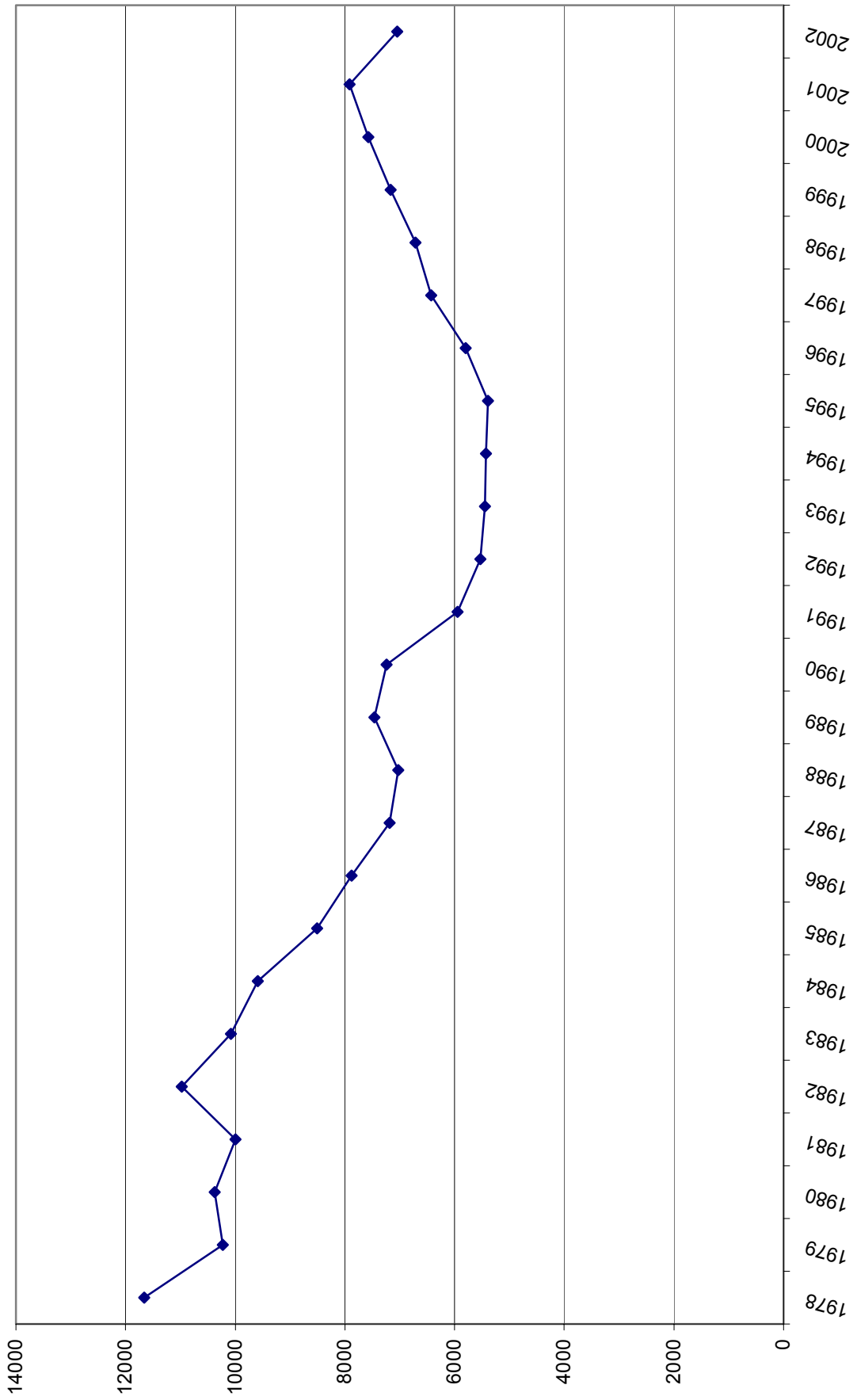
Casualties	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002
Vehicles (Other) Occupants	9	6	6	15	9	3	3	8	1	2
Public Service Vehicles (Bus or Coach) Occupants	38	37	30	23	39	29	31	54	47	39
Goods Vehicles (Light/Heavy) Occupants	41	30	19	34	32	30	25	36	25	30
Cyclists	41	73	62	66	80	65	60	50	69	38
PTW (Motorcyclists/Moped/Scooter Riders)	57	65	57	63	71	78	122	104	108	94
Pedestrians	148	151	153	161	159	169	141	132	127	122
Car/Taxi Occupants	479	554	523	558	629	587	562	666	541	448
Grand Total	813	916	850	920	1019	961	944	1050	891	773

2002

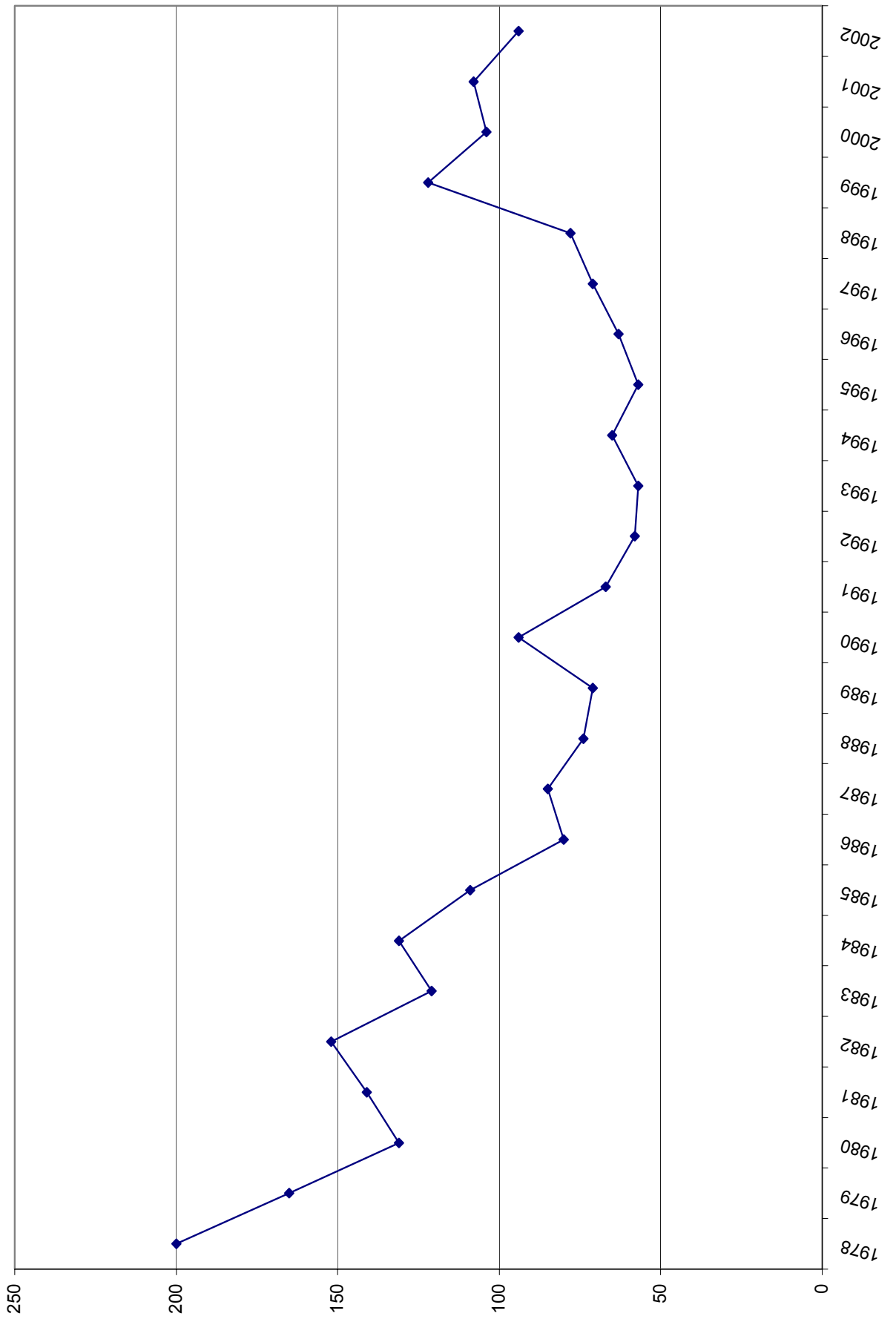


5 Year Casualty Comparison LBBB Borough and TfL Network Roads									
TfL Network	Pedestrian	Cyclists	PTW	Car	Taxi	PSV	HGV	Other	Total
1988	5	4	19	110	1	2	3	2	146
1999	4	5	24	106	1	2	5	0	147
2000	6	7	25	194	3	6	15	3	259
2001	4	4	26	165	0	1	8	0	208
2002	5	7	17	106	0	6	11	1	153
Borough Roads	Pedestrian	Cyclists	PTW	Car	Taxi	PSV	HGV	Other	Total
1988	164	61	59	474	2	27	27	1	815
1999	137	55	98	452	3	29	20	3	797
2000	126	43	79	467	2	48	21	5	791
2001	123	38	82	373	3	46	17	1	683
2002	117	31	77	340	2	33	19	1	620
Total For LBBB Borough and TfL Network Roads									
Pedestrian	Cyclists	PTW	Car	Taxi	PSV	HGV	Other	Total	
1988	169	65	78	584	3	29	30	3	961
1999	141	60	122	558	4	31	25	3	944
2000	132	50	104	661	5	54	36	8	1050
2001	127	42	108	538	3	47	25	1	891
2002	122	38	94	446	2	39	30	2	773
Total	691	255	506	2787	17	200	146	17	4619

Powered Two Wheel User Casualties - London



Powered Two Wheeled User Casualties - LB of Barking & Dagenham



Progress Towards London Targets 2010

Barking & Dagenham

Fig. A1.1: L.B. of Barking & Dagenham - All killed and seriously injured casualties

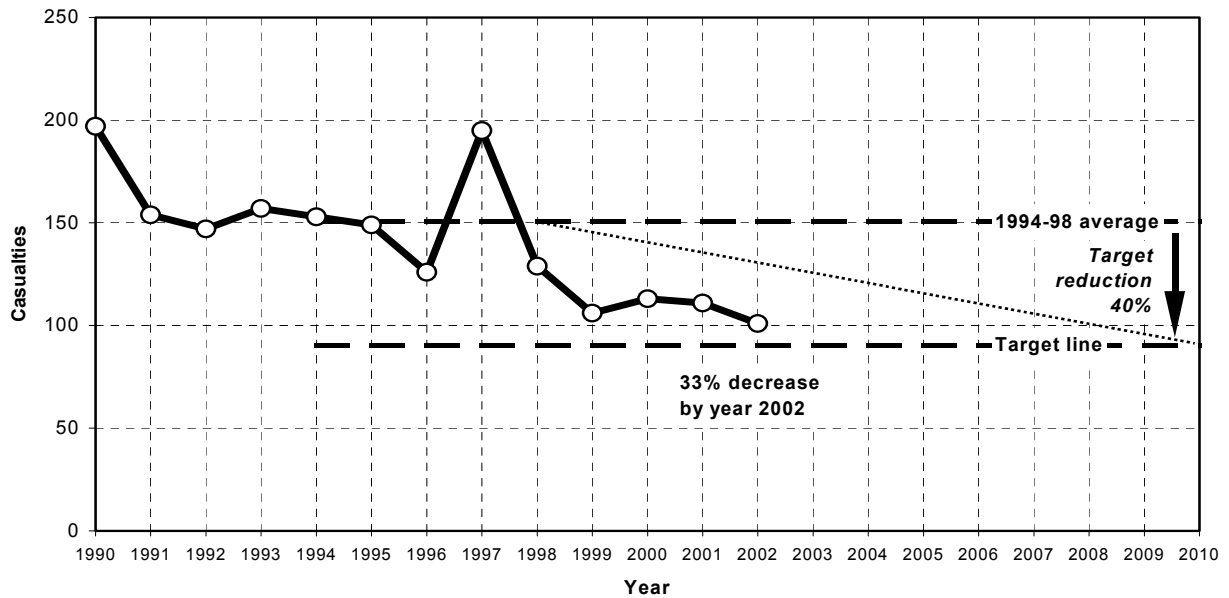


Fig. A1.2: L.B. of Barking & Dagenham - All slight casualties

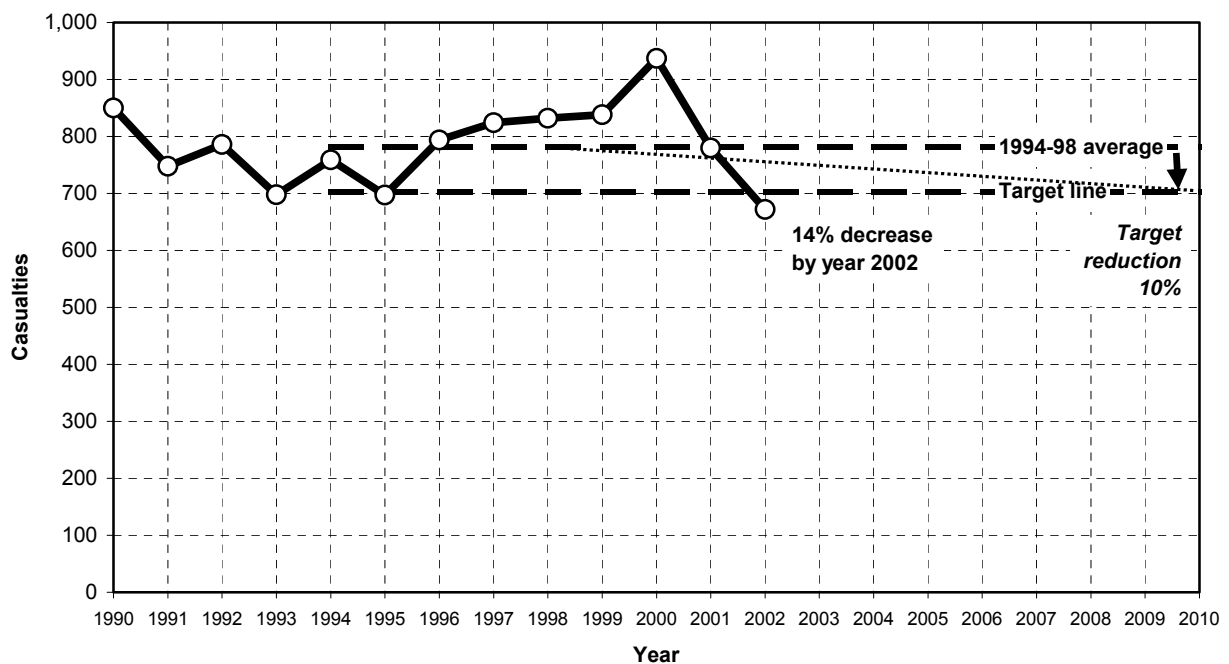


Table A1: Towards the year 2010: Monitoring casualties in L.B. of Barking & Dagenham
Casualties in the year 2002 compared with the 1994-98 average and 2001

Casualty severity	User group	Casualty numbers			Percentage change in 2002 over	
		1994-1998 average	2001	2002	2001	1994-1998 average
Fatal	Pedestrians	3.2	2	1	-50%	-69%
	Pedal cyclists	0.4	0	1	n/a	150%
	Powered 2 Wheeler	0.4	0	3	n/a	650%
	Car occupants	1.0	1	3	200%	200%
	Bus or coach occupants	0.2	0	0	0%	-100%
	Other vehicle occupants	0.2	0	1	n/a	400%
	Total	5.4	3	9	200%	67%
Fatal & serious	Pedestrians	35.2	25	26	4%	-26%
	Pedal cyclists	7.6	5	5	0%	-34%
	Powered 2 Wheeler	13.2	13	16	23%	21%
	Car occupants	83.6	61	45	-26%	-46%
	Bus or coach occupants	3.6	4	7	75%	94%
	Other vehicle occupants	7.2	3	2	-33%	-72%
	Total	150.4	111	101	-9%	-33%
	Children (under 16yrs)	30.0	20	15	-25%	-50%
Slight*	Pedestrians	123.2	102	96	-6%	-22%
	Pedal cyclists	61.6	37	33	-11%	-46%
	Powered 2 Wheeler	53.6	95	78	-18%	46%
	Car occupants	482.0	477	401	-16%	-17%
	Bus or coach occupants	28.0	43	32	-26%	14%
	Other vehicle occupants	32.8	26	32	23%	-2%
	Total	781.2	780	672	-14%	-14%
All severities	Pedestrians	158.4	127	122	-4%	-23%
	Pedal cyclists	69.2	42	38	-10%	-45%
	Powered 2 Wheeler	66.8	108	94	-13%	41%
	Car occupants	565.6	538	446	-17%	-21%
	Bus or coach occupants	31.6	47	39	-17%	23%
	Other vehicle occupants	40.0	29	34	17%	-15%
	Total	931.6	891	773	-13%	-17%

NB. National and London casualty reduction target categories shown with shading.

* The government's target is for 10% reduction in the slight casualty rate per 100 million vehicle kilometres.

Until guidance is received from DTLR on how this should be measured, slight casualties are shown as casualty numbers rather than a casualty rate.

TARGET 4 (National)

Reducing deaths and serious injuries on the roads in Barking and Dagenham.

Indicator(s) by which performance will be measured

Number of people killed or seriously injured (KSI) on the roads in Barking and Dagenham, as measured by STATS 19.

Current performance

	1994/98 average	1999	2000	2001
All KSI	151	106	113	111

**Performance at the end of the period of the Local PSA
Year ending 31 December 2005****Performance expected without the Local PSA**

All KSI 102

Performance target with the Local PSA

All KSI 97

Enhancement in performance with the Local PSA

All KSI 5 fewer people killed or seriously injured

THE EXECUTIVE**8th JULY 2003****REPORT OF THE DIRECTOR OF HOUSING & HEALTH**

DRAFT HOMELESSNESS STRATEGY	FOR DECISION	
<p><i>This report concerns issues affecting the Council's discharge of statutory duties to homeless people and the requirement to produce a Homelessness Strategy.</i></p>		
<p><u>Summary</u></p>		
<p>The Homelessness Act 2002 requires that local housing authorities conduct a review of homelessness in their areas and develop and publish a Homelessness Strategy. This report sets out briefly how this was conducted. The draft Homelessness Strategy is appended to the report for consideration.</p>		
<p>Further consultation on the draft will be required before the Homelessness Strategy is adopted by the Council. The Barking & Dagenham Partnership Housing Group, which has been consulted on the draft, will be involved in the monitoring of the implementation of the action plan included in the strategy. The report also deals with the revenue resource implications of the strategy and indicates that these can be contained within existing expenditure levels.</p>		
<p><u>Recommendations</u></p>		
<p>The Executive is asked to agree:</p>		
<ol style="list-style-type: none"> 1. The draft Homelessness Strategy for further consultation; and 2. To receive the final version of the Homelessness Strategy for adoption following completion of the consultation process. 		
<p><u>Reason</u></p>		
<p>There is a statutory requirement from the Homelessness Act 2002 for the Council to review homelessness and trends within the borough and produce a Homelessness Strategy by the end of July 2003.</p>		
<p>Contact: Ken Jones</p>	<p>Interim Head of Housing Strategy.</p>	<p>Tel: 020 8227 5703 Fax: 020 8227 5799 Minicom: 020 8227 5755 E-mail: ken.jones@lbbd.gov.uk</p>

1. Background

- 1.1 The Homelessness Act 2002 set a requirement for local housing authorities to conduct a review of homelessness within their areas. This review must look at trends and consider differential impacts on specific groups within the community. Flowing from the review, a Homelessness Strategy is to be produced by the end of July 2003. The ODPM gave practical guidelines on how these should be conducted and that the strategy must link with to Community Strategy, Housing Strategy and all relevant corporate programmes. The Executive agreed on 30th July 2002 to set up a group with these tasks.

2. Homelessness Strategy Working Group

- 2.1 The group has involved the bodies in Appendix A. A homelessness review was conducted which considered trends, the incidence of homelessness within specific groups in the community and mapping of homelessness service providers, gaps in services and any overlaps in provision.
- 2.2 A consultation event was held in January 2003 involving service providers and other stakeholders including the voluntary sector. Service users views have been assessed via surveys.
- 2.3 The draft Homelessness Strategy has been produced, Appendix B, in accordance with ODPM guidance and emerging best practice. Whilst it reflects national and regional demands and influences it is set in the borough context with clear relationships to other corporate strategies, in particular the Council's Housing Strategy and the Community Strategy.
- 2.4 The vision frames a value base for dealing with homelessness and gives an objective of homelessness being prevented wherever possible. The broad aims are to:
- Prevent homelessness.
 - Alleviate homelessness and prevent social exclusion for those who experience it.
 - Eliminate bed & breakfast use for families with children by 2004.
 - Secure joint work and service delivery to provide user needs led services and support.
- 2.5 Implementation of the Strategy action plan will be monitored by the Barking & Dagenham Partnership Housing Group.

3. Resource Implications

- 3.1 Actions are in place that will reduce the usage of bed & breakfast. In particular:
- 2 new RSL hostels with 71 units are due for completion in October 2004. ODPM have indicated that revenue support costs will be eligible for Supporting People Grant.
 - There are 91 private sector properties in the borough leased for temporary accommodation, with plans to take this up to 200 to meet temporary housing needs.

- The Housing Strategy targets bringing back into use 10% of empty private homes a year.
- Foyer - for 116 young people - start on site is set for January 2004, dependent on a successful bid for Local Authority Social Housing Grant to meet capital costs and Supporting People Grant.

3.2 Initiatives have been made and resourced to enhance homelessness prevention:-

- The Accommodation Resettlement Unit has been established a major part of whose purpose is to prevent repeat homelessness.
- The partnership working with the Leaving Care Team has cut tenancy failure of young people leaving Council care.
- External mediation services are now used when homeless approaches are received from people who have been ejected by families.

3.3 It is not proposed to seek additional revenue resources for this service. The Council has succeeded in securing grant from the ODPM Homelessness Directorate in response to bids on homelessness prevention (mediation) and private sector leasing / rent deposit initiatives.

3.4 Council spending on B&B:

2001/02 - £117,255

2002/03 - £664,076 (£428,012 net of Housing Benefit).

The initiatives in 3.1 will cut B&B usage to meet the target of no family placements from April 2004. Proposals may be made later to strengthen the Housing Advice Service to raise homelessness prevention, but this would be financed from B&B spending savings.

4. Further Consultation

4.1 It is proposed to consult on the draft Strategy following Executive approval. It will be circulated to all participants in the process. These actions will be taken to extend consultation:

- Draft strategy on Council website
- ALG Homelessness and BME sub groups
- LSP Housing Group
- Homelessness Directorate ODPM
- Private sector landlord forum
- Shelter

4.2 Following final consultation and collation of feedback, a report will brought back to the Executive for adoption of the Homelessness Strategy.

Background papers used in the preparation of this report:

Report to the Executive 30/7/01

Organisations and Council Departments involved in the Homelessness Strategy Working Group:-

Dagenham Citizens Advice Bureau

EMPA

Probation Service

East Street Youth Information

Connexions

Community Mental Health

Supporting People

Axe Street Drug Project

Social Services Children's Services

HACAS Chapman Hendy

Housing & Health

Corporate Policy & Performance

London Borough of Barking and Dagenham

**Draft Strategy for the Prevention and Alleviation of
Homelessness in Barking and Dagenham 2003 -2008**

June 2003

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Glossary of Terms (*to be added later*)

Appendices

1 EXECUTIVE SUMMARY

To be added to final strategy

2 VISION AND PURPOSE – STATEMENT BY LEADER / CLLR OSBORN

Background

- 2.1 The Homelessness Act 2002 requires all local authorities to conduct a review of homelessness locally, and then to formulate and publish a Homelessness Strategy by July 31 2003. Nationally, the government has placed a high priority on dealing with homelessness.
- 2.2 The Office of the Deputy Prime Minister has issued guidance to Councils which emphasises that strategies should cover the following main themes:
- The prevention of homelessness – this covers both statutory and non-statutory homelessness
 - Securing provision of sufficient accommodation
 - Securing provision of appropriate support services
 - The establishment of local objectives according to specific local demands
 - The delivery of these objectives through joint working.
- 2.3 This is Barking and Dagenham's first Homelessness Strategy and Review. It has been prepared as a working document for:
- The Council and partner agencies involved in tackling homelessness in the Borough
 - The Government Office for London, to meet statutory requirements, to highlight the changing nature of homelessness in the Borough, and the need for resources
 - For the wider community, including users of homelessness services.
- 2.4 This strategic document contains:
- Our vision, aims and objectives
 - An analysis of homelessness in the Borough, the services which meet those needs, and the views of service users
 - Our Action Plan for the implementation of the strategy over the next three years.

Developing the Strategy and Review

- 2.5 The strategy and review have been developed by the Council working with its partners and in consultation with service users and stakeholders. The strategy development process has been led by a multi-agency Strategy Working Group, which met regularly over a nine-month period during 2002/3. The Strategy Working Group developed this document with the assistance of HACAS Chapman Hendy consultants.

2.6 Milestones in the development of the strategy have been:

- An analysis of current and future homelessness in the Borough, first assessed in November 2002, updated to April 2003
- An audit of service providers during the period November 2002 – April 2003, building on the database prepared by the Community Legal Services Partnerships
- Consultation on the review findings and assessment of local issues for the strategy – January 2003
- Gathering user views
- Further consultation including publication on the Council's website (forthcoming June 2003).

2.7 Many new government policy proposals have been set out during the period of the strategy development, most significantly the plans for the growth of the Thames Gateway area. These plans will result in change and growth in the Borough and surrounding areas, and will change the population profile significantly. We realise that our strategy will need to evolve in response to these changes and will be updated regularly.

2.8 Members of the Strategy Working Group are listed in Appendix 1. Details of organisations invited to participate in the consultation process are attached at Appendix 2. The Council would like to thank all participants, and their organisations, for their commitment and support. This has been invaluable in developing the strategy and augurs well for its effective implementation.

2.9 The strategy has been adopted by the Council through the following corporate processes:

- Report to the Executive on 30th July 2002, which started the process.
- Report to the Executive on 8th July 2003.

2.10 The strategy will be updated and revised as objectives are met and actions carried out. As a minimum there will be an annual review process to measure progress towards targets, and to identify new targets and initiatives. The Housing Sub-group of the Local Strategic Partnership will have responsibility for evaluation and monitoring. We will publish the outcome of the annual review.

2.11 To contribute to future reviews of the Homelessness Strategy please contact us by:

- email at xx
- phone on xx
- writing to xx
- our web-site: xx.

Our Vision

- 2.12 Through this Strategy, the Council and its partners are committed to a long-term vision in which homelessness in Barking and Dagenham is prevented wherever possible. Our community strategy sets an overall vision for housing in the Borough based on the Community priority of 'Improving health, housing and social care'. This vision recognises that housing bears directly on the economic and social well-being of the area and recognises that the Borough must respond to the rising number of homeless people within its boundaries. This homelessness strategy builds on the Borough's overall vision for the area.
- 2.13 We aim to refute the myths, stereotypes and misunderstandings that cause the exclusion of people affected by homelessness. We aim to foster an understanding by the wider community of the needs of homeless people. We also aim to demonstrate in practice our commitment to service-user involvement.
- 2.14 This approach will require us to work from a value base that ensures that:
- All people affected by homelessness are treated at all times with respect, dignity and compassion
 - Information, advice and advocacy are widely available so that service users can make informed and realistic choices about their housing options
 - The rights and aspirations of all people affected by homelessness can be fulfilled in a range of ordinary, diverse ways within ordinary, diverse communities
 - Needs for care and support are met in ways that prevent both homelessness and repeat homelessness
 - People affected by homelessness have access to good quality housing and a wide range of support services.
 - Solutions to homelessness are sustainable in the longer term
 - Opportunities for personal, social and economic inclusion are made available to everyone affected by homelessness
 - Policy and planning decisions are open and transparent, and can be influenced by people affected by homelessness
 - New working practices are aimed at improving the assessment process
 - Services represent value for money and meet performance targets
 - Service users are able to influence service provision.

Strategy Purpose and Aims

- 2.15 The purpose of this strategy is to identify what partner agencies will do to further prevent and alleviate homelessness. It identifies the issues, challenges, programmes and resources needed to tackle homelessness in Barking and Dagenham
- 2.16 The aims and objectives of the strategy have been developed by the Strategy Working Group. They have been formulated following extensive discussions with providers and users, and a detailed analysis of the nature of homelessness in the Borough. All parties involved in developing the strategy are committed to achieving these aims and objectives.
- 2.17 The broad aims of the Strategy are to:
- Prevent homelessness
 - Alleviate homelessness and prevent social exclusion
 - Eliminate the need for anyone to sleep rough by the end 2003
 - Eliminate the use of Bed and Breakfast for families with children by 2004
 - Secure joint work and service delivery by relevant agencies to provide user/needs-led services and support.
 - Audit the extent of concealed homelessness e.g. people living in insecure accommodation, or in intolerable circumstances.

Service Objectives

- 2.18 The principal service objectives are to:

Prevent homelessness

- Prevent households becoming homeless wherever possible, including the prevention of repeat homelessness through the provision of effective advice and support
- Ensure that social landlords fully contribute to the prevention and alleviation of homelessness, maximising measures to sustain tenancies.

Alleviate homelessness and prevent social exclusion

- Provide a cost-effective, accessible, sympathetic but robust service for people who experience homelessness
- Provide sufficient accommodation of an appropriate type for people who are, or who may become, homeless
- Meet the needs of homeless people within local communities, ensuring that work to promote equality is fully integrated into service planning and policy development.

Eliminate the need for anyone to sleep rough by the end 2003 and eliminate the use of Bed and Breakfast accommodation for families by 2004

- Maintain the current situation that there are no rough sleepers in the Borough
- Provide alternative forms of good quality accommodation to replace the use of Bed and Breakfast.

Secure joint work and service delivery by relevant agencies to provide user/needs-led services and support

- Implement the legislative requirements for homeless services, providing the best possible service through their own staff and the work of other agencies
- Ensure that an effective homelessness casework service operates
- Demonstrate and maximise Best Value, reduce and eliminate duplication, and identify best practice within homeless services
- Ensure equality of access and service provision for all users
- Regularly audit the extent of homelessness and hidden homelessness in order to measure the success of/need to review the strategy
- Reduce or minimise potential homelessness in the long term through inter-agency working.

2.19 The strategy therefore promotes:

Partnership - this embraces statutory and voluntary agencies, as well as service users. The Council is committed to working positively with the network of homelessness voluntary organisations in the Borough;

Strategic working - to ensure that our strategy and ways of working connect with local, regional and national strategies. In particular account will be taken of the impact on sub-regional allocations, the pressures to reduce homelessness, and the use of inappropriate temporary accommodation;

Integration - to ensure that Homelessness Services work jointly and integrate with other key services such as health, social work etc;

Innovation – to develop and test new ways of working/services etc;

User orientation – to plan and deliver services which take account of the views and needs of service users;

Co-ordination - through the work of the Homelessness Strategy Working Group, to implement the strategy with partners;

Evaluation – We will monitor, review and evaluate policy and service provision and, through this, assess progress in preventing and alleviating homelessness;

Pragmatism – It is important to balance the strategic and operational demands within homelessness services. We must ensure, in particular through joint working, the integration of services where necessary, innovation, and the co-ordinated implementation of the strategy. We must always take a pragmatic approach to planning and service delivery thereby enabling continuous progress.

Implementing the Strategy

- 2.20 An Action Plan describing actions and timescales is included within the Strategy. Implementation of the Strategy will be reviewed annually. The Housing Sub-Group of the Local Strategic Partnership will have the lead responsibility for ensuring delivery of the actions required by the Strategy. It will also take responsibility for reviewing progress. This will be done in partnership with stakeholders and users.

3 LOCAL AND REGIONAL CONTEXT

This section describes the local and regional context of the strategy. National policy and guidance provide the overarching principles within which local and regional strategies have been evolved. The national context, recent good practice guidance and related policy initiatives are attached at Appendix 2. These have been taken into account in the development of this strategy.

Local context

- 3.1 The London Borough of Barking and Dagenham has developed its Local Strategic Partnership and is committed to working with the public, private, voluntary and community sectors to meet the housing needs of the Borough.
- 3.2 The Council has adopted a number of Community Priorities to foster a preventative approach to homelessness. The priorities are:
- Promoting equal opportunities and celebrating diversity
 - Developing rights and responsibilities within the local community
 - Regenerating the local economy
 - Raising general pride in the Borough
 - Better Education and learning for all
 - Improving health, housing and social care
 - Making Barking and Dagenham cleaner, greener and safer.
- 3.3 The Community Strategy is an action plan for delivering community priorities based on a full understanding of the area. It includes objectives which directly or indirectly promote the prevention of homelessness in Barking and Dagenham. The Community Strategy will seek to remove barriers currently preventing groups within the community from taking up learning opportunities and will improve access to housing, health and social care services.
- 3.4 The Homelessness Strategy is linked to a number of Barking and Dagenham strategy documents and other corporate initiatives. These are:

The Housing Strategy

- 3.5 The Housing Strategy for 2002-2006 sets out the Council's overall vision for housing in the Borough. Aspirations set out within the strategy include increasing the supply of housing, providing affordable, high quality housing across all tenures, and widening the tenure and choice of housing. The Homelessness Strategy will be interlinked with the delivery of the Housing Strategy.

Crime and Disorder Strategy

- 3.6 The Council carried out a crime and disorder audit in 2001. It provides extensive data on the levels and patterns of crime in the Borough. A number of council tenants have been evicted from their homes as a result of antisocial behaviour. Some of these may present as homeless.
- 3.7 The Crime and Disorder Strategy covers a wide range of activities working towards reducing crime and the causes of crime. Barking and Dagenham's Community Safety Strategy is aimed at developing a long-term approach eradicating both the causes and opportunities for crime and disorder; it links with many local strategies which seek to tackle health inequalities. The Community Safety Strategy provides a three-year plan to deal with the crime and disorder problems facing the Borough. The priorities are violent crime, drugs and alcohol, and disorder. Drug and alcohol misuse is a contributory factor in violent relationship breakdown and antisocial behaviour; the second most common cause of homelessness in Barking and Dagenham. Reducing the incidence of drug and alcohol misuse is therefore likely to assist in reducing homelessness

Neighbourhood Renewal Strategy

- 3.8 In January 2001, the Government launched the National Strategy for Neighbourhood Renewal. One of the aims of Barking and Dagenham's Neighbourhood Renewal Strategy is to ensure that social inclusion underpins the goals, targets and actions adopted to alleviate deprivation in all wards.
- 3.9 The Neighbourhood Renewal Strategy is essential to the homelessness strategy. It provides the means through which the Borough Partnership will tackle social exclusion, bringing together the Borough's business, community and voluntary sectors. The strategy will seek to improve the ability of the community to access information and advice on benefits and welfare rights, thus assisting with the maintenance of tenancies and the prevention of homelessness.

Regeneration Strategy

- 3.10 There are a number of regeneration activities taking place in Barking and Dagenham. This includes estate action on the Gascoigne estate and major developments in Barking Reach, South Dagenham and Barking Town Centre.
- 3.11 The Council will work in partnership with Registered Social Landlords and private developers to increase the supply of social housing and private homes in Barking and Dagenham. As the Homelessness Strategy demonstrates, lack of supply inevitably leads to rising levels of homelessness.

Private Sector Housing Strategy

- 3.12 As part of the overall strategic housing responsibility, which covers residents in all tenures including the private sector, the Council has produced a Private

Sector Housing Strategy. This clearly sets out a number of initiatives aimed at supporting the private sector in Barking and Dagenham. These are:

- The accredited landlord scheme
- A joint landlords' forum with Havering and Redbridge
- Houses in multiple occupation notification schemes
- An empty property strategy, to reduce the number of empty properties
- Improving home security
- Advice and assistance on housing matters.

Supporting People

- 3.13 Since April 2003, Supporting People has introduced a new structure for the funding and commissioning of housing related support. The London Borough of Barking and Dagenham produced a shadow strategy in 2002. This will have an impact on groups requiring housing related support, including homeless people.
- 3.14 Supporting People will bring a number of opportunities to develop floating support and other housing support services. This will enable the Council, through partnership arrangements with specialist agencies, to provide tenancy support services for people in mainstream housing, thereby preventing homelessness.

Black and Minority Ethnic Housing Strategy

- 3.15 The Council recognises the need to challenge homelessness and to encourage black and minority ethnic homeless people to access mainstream and specialist services. The Council will produce a BME Housing Strategy in 2003. This is also part of the implementation plan of the Housing Strategy.
- 3.16 The BME Strategy will focus on identifying BME housing needs and aspirations and will establish the extent and precise nature of problems experienced by BME groups in Barking and Dagenham. The Strategy will take account of the Homelessness Review and will reinforce the Council's priority to promote equal opportunities.

Valuing People - Housing Strategy for people with learning disabilities.

- 3.17 In response to the Government's Valuing People agenda, the London Borough of Barking and Dagenham produced a local strategy for people with learning disabilities. One of the objectives of the strategy is to meet the housing needs of people with learning disabilities living with older carers., They may eventually become homeless as a result of the death or incapacity of their carers.
- 3.18 The strategy acknowledges the need to plan ahead with people living with older carers by providing information and advice on housing services and options. An action plan is included in the Valuing People Strategy to develop

60 units of floating support services; a preventative service for people requiring support to maintain their tenancies.

Social Inclusion Initiatives

- 3.19 The London Borough of Barking and Dagenham has established a Social Inclusion Policy Commission, the terms of reference of which reflect the commitment to tackle and prevent homelessness. The Homelessness Strategy will contribute to the development of social inclusion strategy for the Borough.
- 3.20 A number of initiatives are aimed at improving local services and will help to tackle the problem of rising numbers of homeless people in Barking and Dagenham. These include the Connexions, Sure Start, and Quality Protects programmes.

Quality Protects Programmes

- 3.21 Quality Protects is a Government initiative aimed primarily at improving the life chances of children and young people who are looked after by local authorities, including young people leaving care.
- 3.22 Barking and Dagenham has developed a service strategy for children and families. It is aimed at ensuring that young care leavers and their families are adequately prepared and supported by comprehensive support services. The goal is to develop early intervention and preventative services through a range of accommodation options for care leavers, including supported lodgings and supported housing.
- 3.23 There is a further plan to develop a family support strategy in order to ensure that every child in Barking and Dagenham has a safe and secure childhood and can move on to be as successful as possible in their lives.

Sure Start

- 3.24 This programme has a broad range of objectives linked to the Government's commitment to reduce child poverty. It is expected that achieving the aims of Sure Start could help to prevent homelessness when children become young adults.
- 3.25 One of the main targets of the Neighbourhood Renewal Strategy in Barking and Dagenham is to deliver the Sure Start action plan in the Thamesview, Marksgate, Abbey and Gascoigne wards by 2004.

Connexions

- 3.26 Part of the information and advice service provided by Connexions is designed to reduce homelessness by ensuring that young people in Barking and Dagenham are aware of where they can access housing advice locally.

The emphasis will be on detecting early signs of social exclusion and preventing circumstances deteriorating.

Teenage Pregnancy

- 3.27 "Tackling Teenage Pregnancy: A Strategy for Barking and Dagenham" outlines the commitment to work in partnership with young people to enable them to make informed life choices. In Barking and Dagenham these values are reflected in the Community Priorities which include improving health, housing and social care. Central to this is the understanding that a better environment will promote healthy living in homes that meet peoples' needs.
- 3.28 Teenage mothers in Barking and Dagenham access housing services via the Housing and Health Service. As part of this strategy a target is set to ensure that no under 18-year old parent is housed in unsupported accommodation.
- 3.29 The strategic vision of connected services meeting the needs of teenage parents underlines the need for some units of high support accommodation, and for a higher number of units with floating support providing the transition to 'move on' accommodation.
- 3.30 The Housing Needs Allocation Scheme has been revised within the General Needs Accommodation provision to include a referral arrangement that will cater for teenage parents.

The Children's Charter

- 3.31 Children and young people are the future of Barking and Dagenham. The Borough Partnership is absolutely committed to ensuring that children and young people grow up to achieve their maximum potential and get the support they need. The Children's Charter reflects that commitment and has been drawn up following consultation with local community groups, the voluntary sector, and community forums.
- 3.32 All partner agencies will work to ensure the welfare of all children within Barking and Dagenham. Every child should be enabled to reach their full potential and to grow up as active and valued participants within the local community. Each child, wherever possible, should grow up cared for and supported within a stable family environment, with parents who have the primary responsibility for the upbringing and development of their child, with support if necessary.
- 3.33 The Children's Charter recognises the important role of local agencies, such as the Local Education Authority, the Primary Care Trust, the Police, Housing, Health and Social Services, and the Voluntary Sector, in preparing children and young people for the future and in making arrangements to safeguard and promote the health and welfare of all children.
- 3.34 Every child has the right:
- to protection from harm

- to the enjoyment of the highest attainable standard of health and well-being
- to a standard of living, including housing, adequate for his or her physical, mental, spiritual, moral and social development
- to an education directed to the development of their personality, talents and abilities, and which provides the fullest opportunity to reach the educational standards that enable them to be successful
- to engage in play and recreational activities appropriate to their age and to participate in cultural life and the arts
- to grow up encouraged and supported to become a responsible citizen and to participate fully in the life of the community.

3.35 The Children's Charter commits the Borough Partnership to undertaking an analysis of local need and ensuring services are tailored to meet that need effectively.

Drug Strategy

3.36 The Home Office/Department of Health publication "Drug Services for Homeless People" states (2002:5) that between half and three quarters of homeless single people have in the past been problematic drug users. Many have a wide range of other problems which can exacerbate each other and heighten the risk of drug misuse and homelessness.

3.37 Drug Action Teams (DATs) now have the lead role in ensuring effective drug services are available for homeless people. In doing so, they should have substantial help from partners in other agencies working with this client group. The principal aims for DATs are to:

- Adapt mainstream services so that they are accessible to homeless people and provide clients with effective treatment
- Establish specialist services where these are needed
- Play their part in ensuring that the full range of accommodation and support provision is made available to homeless people as a basis for successful drug treatment.

3.38 Effective partnership work between the DAT and other agencies is crucial.

3.39 An essential document for the DAT will be the local authority's Homelessness Strategy. The DAT will identify how to commission services from the Housing Department to ensure effective joint working. This will be through the development of protocols which meet the needs of this vulnerable group within the local community in accordance with Supporting People initiatives.

3.40 The effect of substance misuse on the young people in Barking and Dagenham, either directly or through the effects of substance misusing carers, is of particular concern. Occasionally families become homeless due to their difficulties. This can result in family fragmentation and children being accommodated with other carers, sometimes with traumatic consequences. It is at these times that all agencies working together is crucial.

- 3.41 The joint mapping of services for young people leaving local authority care is also crucial in order to support them during transitional periods as they move towards independent or supported accommodation and into adulthood.

Domestic Violence Strategy

- 3.42 Barking and Dagenham has adopted the London Domestic Violence Strategy (November 2001). This strategy sets out a vision for effectively dealing with domestic violence and details the specific steps necessary to achieve this.

- 3.43 The Strategy has four main aims:

- Helping women and children that experience domestic violence
- Dealing with and deterring abusers
- Making sure that people and organisations understand that domestic violence is unacceptable
- Ensuring that children and young people understand that domestic violence has no place in a caring relationship.

- 3.44 Many agencies have a part to play in providing effective interventions and promoting safety. It must be acknowledged that no single agency can do this alone. There is a need for careful co-operation and inter-agency working to ensure that a comprehensive package of care is provided which prioritises adult and child safety.

- 3.45 Refuges, originally established to provide crisis intervention support, are now more often providing short- to medium-term temporary housing. Ways to either increase this provision, or reduce demand by creating alternatives, must be found so that refuges are enabled to fulfil their purpose. There needs to be an increase in safe choices for women and children experiencing domestic violence so that they can plan safer futures without compromising their quality of life.

- 3.46 This multi-agency partnership must ensure that policy and practice enable women experiencing domestic violence, including women without children, to make choices about their housing. These choices must include a range of measures that are available to support women who choose to stay in their own home without the abuser. Alternatively the quality and choice of temporary accommodation should be improved to include play provision for children, outreach services and adequate security measures.

Regional Context

The Greater London Authority

- 3.47 At an early stage in its existence, the Mayor of the Greater London Authority (GLA) set up a Housing Commission to inquire into London's needs for affordable homes. The Housing Commission's report "Homes for a World City", published in November 2000, concludes that on the basis of the evidence presented, London requires an additional 43,000 homes a year for

the next ten years; more than twice the number of homes currently being built in the city.

- 3.48 15,000 of these need to be affordable housing to meet the needs of people on low and moderate incomes who are not able to pay the market costs of housing in the capital. An estimated 2,000 per year more are needed to replace homes lost through the right to buy. In addition, a further 11,000 homes a year are needed to eliminate the current backlog of unmet need over the next ten years. This is identified in the report as being particularly important to meet the needs of homeless families in temporary accommodation, homeless single people, concealed single parents and couples who lack their own accommodation. London therefore needs 28,000 affordable homes a year; a significant challenge.
- 3.49 The Commission identified 18 principal areas for action to meet the shortfall in housing, including the provision of:
- advice services: the Commission recommended that the GLA in collaboration with the Association of London Government (ALG) should undertake a survey of the availability of housing advice in London and make proposals for improved services
 - temporary housing for homeless families: the Commission recommended that the Mayor and the GLA should support the proposals made by the main London housing agencies to tackle the temporary accommodation crisis in London and advocate their adoption by the Government. The Commission also recommended that the London Housing Strategy should set a clear objective and targets to phase out the use of Bed and Breakfast hotels as temporary accommodation.
- 3.50 The Commission's report contributed to the development of the draft Spatial Development Strategy for London and will inform a Housing Strategy for London.
- 3.51 The GLA publishes regular bulletins on homelessness in London. The May and June 2002 bulletin identified that:
- during 2001/02 31,130 households were accepted as unintentionally homeless and in priority need by London boroughs, a 5 per cent increase on the previous year
 - the main reason for the loss of previous accommodation among homeless households was the breakdown of relationships with a partner, other relative or friend
 - there were more than 54,000 households in temporary accommodation; an increase of 7 per cent over 12 months
 - the number of households living in Bed and Breakfast accommodation was 8,600.

3.52 Although a housing strategy for London has yet to be formally published, the GLA has developed a rough sleepers strategy. "From Street to Stability ... The Mayor's Rough Sleepers Strategy" was published in March 2001, setting out a programme of action for the GLA in four main areas:

- empowering individuals to make the choice to come off the street by improving their access to the democratic process
- improving the delivery of core services that tackle the individual's immediate problems through a Rough Sleepers Charter which commits statutory providers to best practice
- improving the provision of information to enable better access to the full range of services
- ensuring that there is a stable environment once off the streets, by increasing the supply of move-on accommodation and the effectiveness of occupation programmes.

3.53 The GLA has also developed two strategies on the prevention of, and response to, homelessness:

- The London Domestic Violence Strategy
- Alcohol and Drugs in London: the Mayor's policy and action plan to reduce the harm resulting from alcohol and drug use in the capital.

The Communities Plan

3.54 The Communities Plan, launched in February 2003, contains significant proposals for responding to the growth of London. The plan notes that in order to meet the challenge of growth and alleviating poverty and deprivation, more, better-designed and affordable homes are needed, including homes for key workers. The housing challenge is defined as:

- achieving the levels of building required by the Regional Planning Guidance
- tackling homelessness
- ensuring decent homes for all.

3.55 The action plan for London includes accelerating the development of new communities in the four growth areas of Thames Gateway; Milton Keynes-South Midlands; Ashford; and London-Stansted, Cambridge. The plan notes that London and these growth areas have the potential to accommodate an additional 200,000 homes above levels currently planned. Of particular significance to Barking and Dagenham are the Thames Gateway proposals which involve the investment of £446m in land assembly, site preparation, affordable and key worker housing, neighbourhood renewal and urban renaissance.

- 3.56 A London Housing Board has been established to ensure the delivery of the London part of the Communities Plan, while a new single housing pot for housing capital resources will be established. An Affordable Housing Team is being set up in the Government Office of London to work with local authorities and the principal London agencies to help all areas provide more housing. The National government is also to work with London boroughs and others to ensure the development of effective homelessness strategies across London.
- 3.57 The implementation of the Communities Plan therefore brings into being a range of new agencies with which Barking and Dagenham will need to liaise with respect to its homelessness and wider housing strategies. We are taking the lead in producing a housing strategy for London Thames Gateway and working with our neighbours in the London Housing Partnership East Group to develop a sub-regional investment plan for new affordable homes.

Inter-borough and Inter-authority initiatives

- 3.58 The London Alliance of the West and North (LAWN) project is encouraging landlords in areas of low local demand to offer homes to families choosing to move away from high demand neighbourhoods in London and the South East. The scheme offers movers some continuing support, as well as linking them with employment opportunities in the area. This provides choice for some households in need and/or experiencing homelessness, although it is acknowledged that it is difficult to persuade people to move to areas of low employment. The Council has held discussions with LAWN to discuss working together. We are also participating with our Choices Consortium partners in a number of initiatives to encourage out of London mobility. This has included an event for residents/tenants attended by local housing authorities across Northern England and some Scottish districts.
- 3.59 The ALG has produced a protocol on Private Sector Leasing. Barking and Dagenham, based on historic patterns of demand that no longer exist, is placed in the high supply/low demand category. This grouping has created significant problems as other boroughs use our local supply for their homeless people. To tackle this problem the Council is trying to get bilateral agreements with these boroughs whereby they will not place families with the highest care needs in the Borough, they will provide regular support, and will share experience and procurement expertise. To date a successful agreement has been reached with the London Borough of Kensington and Chelsea.

4 EXTENT, NATURE AND CAUSES OF HOMELESSNESS

- 4.1 All councils in England are now required to carry out a review of homelessness in their area. In this section of the strategy we describe the findings of the review carried out in Barking and Dagenham. The initial assessment was made in November 2002, with an update in April 2003.
- 4.2 The review sets out recent trends in the scale and nature of homelessness in the Borough. It also compares the position in Barking and Dagenham with its peers. In analysing the findings we identify the issues and problems that we need to tackle.

Comparing Barking and Dagenham's Performance

- 4.3 It is important to understand how we compare with other organisations, both in terms of the scale and nature of homelessness, and the authority's performance in tackling the problem. It is helpful to compare our performance with a selection of peer group authorities, rather than simply to rely on the average performance of all London authorities. A summary of the most important indicators for peer group authorities is provided in Figure 1.
- 4.4 The selection of peer group authorities for Barking and Dagenham is not straightforward. The Borough is unusual in that it is located on the outer London fringe, but experiences much higher deprivation levels than other outer London authorities (it is the seventh most deprived London borough). However, despite some similarities with deprived inner London authorities, our characteristics differ markedly in other respects. In terms of homelessness, the number of households accepted as homeless is lower than the average for both inner and outer London (measured as a proportion of all households in the borough), although it is comparable with Redbridge and Bexley. Similarly, a lower proportion of lettings have been allocated to homeless households than in peer group authorities, although this position is changing¹. The authority also has the lowest average house prices in London.
- 4.5 No other authority has a similar profile. This influences the way we approach homelessness in the Borough. Also, the characteristics of the Borough's housing markets are set to change with the growth of London through the Thames Gateway plans.

¹ See section 4.7 below, which discusses the Borough's growing homelessness problem.

Figure 1

Authority	Population (2001 Census)* (000s)	% population in BME groups	Homeless acceptances per 1000 households 2001/02**	% new lettings to homeless 2001/02***	Private homes as % all housing*** Apr 02	Index of deprivation – ave of ward ranks 2000*	Ave house price* 2001 (£)
Barking & Dagenham	164	14.8	5.6	33	64	24	94,000
Bexley	218	8.6	5.0	-	85	237	126,000
Greenwich	214	22.9	13.2	61	59	48	147,000
Havering	224	4.8	#	38	85	233	130,000
Lewisham	249	34.1	10.1	59	66	30	135,000
Newham	244	60.6	15.9	83	66	3	115,000
Redbridge	239	36.5	4.7	43	91	154	154,000
Waltham Forest	218	35.5	11.9	86	76	53	124,000

Source: *ONS Neighbourhood Statistics (including Census 2001); **ODPM Statistical Release; ***ODPM HIP 2002.

The Scale of Homelessness in the Borough: Recent Trends

- 4.6 The scale of homelessness has increased steadily in Barking and Dagenham in recent years, reflecting the regional trend.

Figure 2

Homelessness Priority Acceptances 1999 – 2003	
Year	Number of acceptances*
1999/00	230
2000/01	234
2001/02	346
2002/03	595

Source: All data except 2001/02 and 2002/03 from HIP 2001. 2001/02 data from ODPM Statistical Release – Statutory Homelessness 2002/03 data from P1E returns

- 4.7 The following table sets out the authority's quarterly returns for all homelessness applications over the last two years, and shows both the numbers approaching the authority for assistance, and the numbers of households judged to be non-priority, intentionally homeless, or not homeless. There has been a significant increase in the numbers approaching the Council for help and, in the last financial year, a larger proportion of households were accepted for help than in the previous year. Last year's changes in the

definition of priority need are likely to have contributed to the rising numbers of acceptances since July 2002, and to the reduction in the proportion of households judged to be non-priority under the revised legislation.

Figure 3

Homelessness Decisions – 2001/02 and 2002/3, by quarter									
	Accepted as priority		Intentionally homeless		Non-priority		Not homeless		Total decisions
	No.	%	No.	%	No.	%	No.	%	Number
Apr-Jun 2001	38	62%	7	11%	9	15%	7	11%	61
Jul-Sep 2001	72	79%	2	2%	3	3%	14	15%	91
Oct-Dec 2001	163	36%	8	2%	198	44%	79	18%	448
Jan-Mar 2002	73	16%	7	1%	175	37%	215	46%	470
2001/02	346	32%	24	2%	385	36%	315	29%	1070
Apr-Jun 2002	141	34%	5	1%	156	38%	112	27%	414
Jul-Sep 2002	129	31%	3	1%	128	34%	116	31%	376
Oct-Dec 2002	159	87%	5	3%	11	6%	7	4%	182
Jan-Mar 2002	166	35%	1	-	153	33%	149	32%	469
2002/03	595	41%	14	1%	448	31%	384	27%	1441

Source: ODPM Statistical Release – Statutory Homelessness and PIE forms

Comparison with Peer Group Authorities

4.8 There is published data for 2000/1 and 2001/2 which allows us to make comparisons with other London Boroughs (2002/03 data had not been published at the time the strategy was drafted). While there was an overall decline in the number of acceptances in outer London between 2000/01 and 2001/02, the rising trend experienced in Barking and Dagenham was mirrored in a number of other boroughs. Lewisham, Redbridge and Waltham Forest all accepted substantially more households in 2001/02 than in 2000/01.

Figure 4

Number of priority acceptances, and no. per thousand households in the Borough 2000/01-2001/02				
Authority	2000/01		2001/02	
	Number of acceptances	No. per 1000 households	Number of acceptances	No. per 1000 households
Barking & Dagenham	234	3.8	346	5.6
Bexley	359	4.0	454	5.0
Greenwich	1227	13.6	1217	13.2
Havering	160	1.7	#	#
Lewisham	645	5.9	1102	10.1
Newham	1596	17.9	1449	15.9
Redbridge	325	3.5	437	4.7
Waltham Forest	1024	10.9	1121	11.9
Outer London	14740	8.0	14630	7.9

Source: ODPM Statistical Release – Statutory Homelessness

4.9 However, while the numbers of people approaching Barking and Dagenham for assistance has increased in recent years, the authority receives a relatively low rate of applications for assistance per thousand households in

the Borough (at 17.3) compared with other authorities. Historically we have also judged a relatively low proportion of those applying for help to be in priority need compared with other authorities (5.6 households per thousand households in the Borough, and 32% of all applications), although data for 2002/03 suggests this position may be changing.

Figure 5

Rates of homelessness priority acceptances and decisions 2000/01-2001/02			
Authority	Decisions per household	Priority acceptances per 1000 households	Priority acceptances as % of decisions
Barking & Dagenham	17.3	5.6	32.3
Bexley	14.8	5.0	33.8
Greenwich	33.0	13.2	40.1
Havering	#	#	#
Lewisham	22.3	10.1	45.2
Newham	26.1	15.9	60.9
Redbridge	6.8	4.7	68.9
Waltham Forest	25.2	11.9	47.3
Outer London Average	18.1	7.9	43.5

Data not available Source: ODPM Statistical Release – Statutory Homelessness

- 4.10 Recently we have experienced a significant rise in the number of non-priority households seeking assistance. The proportion of households found to be not in priority need is also greater than the average for outer London (36% of homeless applicants were found to be non-priority in Barking and Dagenham compared with an outer London average of 23%). This may be due to the fact that there are simply more households in the non-priority category in Barking and Dagenham than is the case elsewhere (i.e. the actual incidence of non-priority homelessness is higher), or that we have been more successful than other boroughs in attracting applications from those in non-priority categories (i.e. the incidence of reporting non-priority homelessness is higher).
- 4.11 Another interpretation is that we may be less generous in our definition of non-priority homelessness than other councils (although the data at figure 6 below suggests that this is not the case, given that vulnerable young people form a relatively high percentage of those accepted as homeless in Barking and Dagenham). This is an area that we shall be exploring further in the coming year.

Figure 6

Reasons for priority, as a percentage of homelessness acceptances 2001/02					
Authority	Dependent children	Pregnant	Vulnerable young person	Other	Total (numbers)
Barking & Dagenham	56%	10%	9%	24%	346
Bexley	71%	12%	0%	17%	454
Greenwich	51%	21%	3%	25%	1217
Havering	#	#	#	#	#
Lewisham	55%	17%	5%	23%	1102
Newham	68%	10%	1%	21%	1449
Redbridge	#	#	#	#	#
Waltham Forest	#	#	#	#	#

Source: ODPM Statistical Release – Statutory Homelessness

Figure 7

Homelessness decisions by type of decision – 2001/02 (%)					
Authority	Accepted as priority	Intentionally homeless	Non-priority	Not homeless	Total decisions (numbers)
Barking & Dagenham	32	2	36	29	1070
Bexley	34	2	51	14	1343
Greenwich	40	2	14	44	3034
Havering	#	#	#	#	#
Lewisham	45	0	25	30	2436
Newham	61	3	13	23	2378
Redbridge	69	5	6	20	634
Waltham Forest	47	6	16	30	2368
Outer London Average	44	3	23	31	33570

Data not available Source: ODPM Statistical Release – Statutory Homelessness

Ethnicity and homelessness

- 4.12 Figure 8 provides information about the ethnic background of households accepted for assistance under the homelessness legislation over the last three years, and compares this with the ethnic profile of the population in the Borough as a whole. Households of African and Caribbean ethnic background are disproportionately represented among those accepted for assistance. This reflects the national picture, where black and minority ethnic (BME) communities are disproportionately affected by homelessness.
- 4.13 This finding means that our homelessness services need to be sensitive to the cultural and social needs of applicants from diverse backgrounds, and that temporary and permanent housing provision includes a suitable range of accommodation types to meet the needs of BME communities. Consultation with representatives of BME communities needs to be central to the development and review of services.

4.14 We also want to ensure that we are proactive in tackling racial harassment, which can be a cause of homelessness. Action to prevent and deal with harassment will be a vital part of the homelessness strategy.

Figure 8

Acceptances by ethnic background 2000/01 - 2002/03 (%)						
	White	African/ Caribbean	Indian/ Pakistani/ Bangladeshi	Other	Not available	Total (no.s)
2000/01	37.2	19.7	2.1	12.8	28.2	234
2001/02	41.0	21.7	5.2	17.9	14.2	346
2002/03	48.0	27.7	5.0	13.2	5.8	595
Ethnic background of Borough population – 2001						
	White	Black/Black UK	Asian/Asian UK	Mixed/ Other	-	Total
2001	85.2	7.0	5.1	2.8	-	164,000

Lettings to Homeless Households

4.15 Figure 9 presents data on the proportion of new lettings (i.e. excluding tenants transferring within the stock) that are made by the Council to homeless households. As the pressure of homelessness has increased, so the authority has raised the proportion of new lettings being allocated to homeless households. Consideration is being given to raising the proportion still further. We are concerned, however, that by reducing the supply of lettings available to Housing Register applicants, the scale of homelessness will increase yet more as applicants living with friends and family or in insecure accommodation will become homeless as the chances of securing a social housing letting are reduced. The total supply of new lettings has fluctuated over the past four years, but the overall trend is one of declining availability.

Figure 9

Number and % of lettings to homeless households 2000/01-2002/03.			
	Total lettings to new secure and non-secure tenants	Number of new and non-secure lettings to homeless households	% new lettings to homeless households
2000/01	1457	276	19%
2001/02	1117	369	33%
2002/3	1183	602	51%

Source: HIP 2002

Comparison with Peer Group

Figure 10

Number of lettings and % let to homeless households, 2000/01 & 2001/02				
Authority	2000/01		2001/02	
	Total lettings to new secure and non-secure tenants	% new lettings to homeless households	Total lettings to new secure, introductory and non-secure tenants	% new lettings to homeless households
Barking & Dagenham	1457	19%	1117	33%
Bexley	NA	-	NA	-
Greenwich	1871	58%	1274	61%
Havering	814	0	692	38%
Lewisham	971	53%	911	59%
Newham	1095	81%	1070	83%
Redbridge	404	51%	278	43%
Waltham Forest	827	81%	744	86%

Source: HIP 2001; HIP 2002

4.16 Until recently, Barking and Dagenham has allocated a relatively low proportion of available secure lettings to homeless households compared with other boroughs, reflecting the relatively low level of homelessness compared with peer group authorities. As noted above, however, the position is changing.

Reasons for Homelessness

4.17 Figures 11 and 12 present data on the reasons why those accepted as having a priority need became homeless. Factors which have contributed to the rise in homelessness in Barking and Dagenham between 2000/01 and 2001/02 are:

- An increase in the proportion of households living with friends or relatives, who were forced to leave (from 32.9% of cases in 2000/01 to 40.4 % of cases in 2001/02)
- An increase in the proportion of households made homeless from privately rented or tied accommodation (from 14.1% of cases on 2000/01 to 25.1% of cases in 2001/02).

4.18 The strategy includes possible preventative strategies, such as Homeless at Home, and developing the awareness of private sector landlords in the role that they can play in preventative action. There is also a question for social housing landlords as to whether their practices on dealing with rent arrears might be leading to avoidable homelessness. This would appear to be a particular concern for the Council when its figures are compared to other authorities and landlords.

4.19 Figure 12a provides information collected by the Housing Advice service which shows the nature of homeless enquiry and the increase over a five-year period.

Figure 11

Priority acceptances by reason for loss of last settled home 2000/01, as percentage of all acceptances

Authority	Forced to leave by		Relationship breakdown		Mortgage arrears	Rent arrears			Loss of tied/rented accommodation due to:		Leaving institution/ care	Other	Total (no.s)
	Parents	Other	Violent	Other		LA	RSL	Private	AST*	Other			
Barking & Dagenham	16.4	19.2	7.5	1.9	9.5	1.1	0.6	1.7	27.6	1.4	2.8	10.3	359
Bexley	22.9	22.3	12.2	4.8	2.0	0.9	0.6	0.8	19.4	5.3	3.6	5.1	1227
Greenwich	28.8	11.3	8.1	4.4	1.9	1.9	0.6	3.1	23.8	8.8	1.9	5.6	160
Havering	17.5	26.5	9.0	0.8	0.8	1.1	0.2	0.2	0	0.2	1.4	42.5	645
Lewisham	10.0	30.0	3.9	0.5	7.0	0.1	0.1	0.6	8.0	24.6	2.6	12.6	1596
Newham	16.0	19.7	12.0	1.5	0.9	0.6	0	0.9	40.0	4.3	1.8	2.2	325
Redbridge	15.3	19.0	5.6	2.4	2.0	0	0	7.8	29.3	3.4	0.8	14.4	981
Waltham Forest**													

* Assured shorthold tenancies ** Data supplied to ODPM incomplete

Figure 12

Priority acceptances by reason for loss of last settled home 2001/02, as percentage of all acceptances

Authority	Forced to leave by		Relationship breakdown		Mortgage arrears	Rent arrears			Loss of tied/rented accommodation due to:		Leaving institution/ care	Other	Total (no.s)
	Parents	Other	Violent	Other		LA	RSL	Private	AST*	Other			
Barking & Dagenham	30.6	21.1	8.1	0.7	5.3	0	1.8	0.7	20.3	2.0	2.4	7.0	454
Bexley	26.0	27.4	9.5	5.6	0.9	0.4	0.4	0.2	15.7	9.0	3.0	1.9	1217
Greenwich	26.3	13.2	15.8	10.5	1.3	0	0	1.3	19.7	5.3	2.6	3.9	76
Havering**	20.9	32.7	8.3	1.3	0.2	1.4	0	0	0	0	2.3	33.1	1102
Lewisham	11.3	32.7	3.2	0.3	1.0	0.1	0.1	0.8	27.2	14.3	2.6	6.3	1449
Newham	14.9	20.8	5.7	0.7	0.5	0	0	0.5	48.1	5.3	2.1	1.6	437
Redbridge	17.0	21.1	5.3	1.7	1.2	0	0	6.3	30.6	3.6	0.5	12.7	1121
Waltham Forest													

* Assured shorthold tenancies ** Data supplied to ODPM incomplete

Source: ODPM Statistical Release – Statutory Homelessness

DATA FROM 01.04.1998 TO *19.03.2003

Figure 12a

HOMELESS REASONS – DQRY DB000												1. PRIORITY REASON – DQRY DB0000/PN												
Homeless Reason	1998		1999		2000		2001		2002		%	1.1 Priority Reason		1998		1999		2000		2001		2002		%
	1999	2000	2000	2001	2001	2002	2002	2003*	2002	2003*		1999	2000	2000	2001	1999	2000	2001	2001	2002	2003*	2002	2003*	
1.2 Ejected by parents	68	71	58	53	195	268						Dependent child	366	494	296	316	460	46	74	44	11	12	9	46
Ejected by others	60	77	106	127	190	50						Pregnant	54	42	46	44	74	46	44	11	12	9	4	68
Violent R.B.D.	89	81	61	60	79	32						Old age	10	7	4	11	12	4	11	11	12	9	4	9
Non-violent R.B.D.	20	40	23	30	33							Physical disability	43	38	24	47	64	24	47	47	64	36	64	36
Mortgage arrears	33	17	10	6	12							Mental handicap/illness	36	35	54	44	97	54	44	44	97	120	97	120
RA council	47	32	32	33	41	24						Vulnerable young people	11	26	25	46	78	25	46	46	78	70	78	70
RA Housing Association	4	5	6	4	4							Domestic violence	7	8	12	9	7	8	12	9	7	7	7	-22
RA private	21	17	12	16	41	156						Emergency	7	3	2	1	5	2	1	5	5	5	5	400
Loss AST	38	57	38	65	47	-28						Other	7	6	21	6	10	21	6	10	10	10	10	67
Other loss of rented	20	24	31	61	90	48						Not confirmed	75	41	11	7	14	11	7	14	14	14	14	100
Institutional care	13	8	22	17	32	88						No PN [Single]	0	0	1	0	0	1	0	0	0	0	0	-100
Refugee/Asylum seeker	110	184	21	5	20	300						No PN [other]	1	0	0	1	0	0	1	0	0	0	0	-100
Other reason	70	48	41	29	18	-38						No Priority Need	44	15	14	6	5	14	6	5	5	5	5	
Not confirmed	37	17	4	5	3							Former relevant Child				0	5		0	5	5	5	5	
Refugee/Asylum reapplication	4	31	45	24	13	-46						Accommodated or fostered				0	1		0	1	1	1	1	
Not homeless	27	6	0	2	0							HM Forces				0	0		0	0	0	0	0	
Violent BD Assoc person				0	1							Custodial sentence				0	4		0	4	4	4	4	
Racially motivated violence				0	2							Violence/threats of violence				0	1		0	1	1	1	1	
Other forms of violence				0	2																			
Racial harassment				0	0																			
Other forms of harassment				0	3																			
Leave				1	11																			
NASS																								

accommodation												
Totals	661	715	510	538	837			661	715	510	538	837

Increased homelessness year on year:	New – old = x
1998/1999 to 1999/2000 = 8.17%	X/ old * 100 = %
1999/2000 to 2000/2001 = -28.67%	
2000/2001 to 2001/2002 = 5.49%	
2001/2002 to 2002/2003 = 55.60%	

Use of Temporary Accommodation

4.20 As the incidence of homelessness in the Borough has increased, the local authority's use of temporary accommodation has also increased steadily. Whereas historically we have made very limited use of Bed and Breakfast (B&B) accommodation, the number of households placed in B&B at any one time is rising, although the scale of use is still modest by comparison with some other local authorities (see below). Nevertheless the authority has been actively seeking ways of minimising reliance on B&B. Last year greater use was been made of Council stock to provide temporary accommodation. This has helped to reduce dependence on other more expensive forms of temporary provision.

Figure 13

Households in temporary accommodation at the end of each quarter, Apr/Jun 01 – Apr-Jun 02									
	B&B		Hostels		LA/HA		Other		Total
	No.	%	No.	%	No.	%	No.	%	Number
Jun 2001	1	-	13	4	305	90	19	6	338
Sep 2001	5	1	23	6	361	91	8	2	397
Dec 2001	13	3	26	5	444	91	7	1	490
Mar 2002	19	3	35	6	489	90	1	-	544
Jun 2002	38	6	36	6	542	88	-	-	616
Sep 2002	32	5	34	5	601	90	-	-	667
Dec 2002	72	10	38	5	626	85	-	-	736

Note: The authority has no recorded use of private sector leased accommodation, or Homeless at Home acceptances.

Source: ODPM Statistical Release – Statutory Homelessness

4.21 The Authority has already identified the need to secure other forms of temporary accommodation to supplement existing provision, and to control pressure on the supply of lettings within the social housing sector². We have started using private sector leasing schemes and are looking at a private sector landlord accreditation scheme. As part of reducing the pressure on temporary accommodation, the Council will consider the use of the "Homeless at Home" scheme.

Comparison with Peer Group

4.22 While the Authority is concerned at the very recent rise in use of B&B, historically, our performance compares well with other boroughs (see figures 14 and 15). The Authority has not, as yet, made use of Homeless at Home policies (see figure 16) to supplement the supply of temporary accommodation. The challenge for us will be whether we can now secure a sufficient supply of alternative forms of temporary housing, as pressure

² Barking and Dagenham Housing Strategy 2003-2006

from homeless applicants rises. The experiences of authorities such as Lewisham may be useful in this respect. Lewisham has experienced a dramatic increase in homelessness over the past two years, but has invested considerable effort in avoiding dependence on B&B. Its strategy to increase the supply of social and accredited private sector lettings is cited as a good practice example on the Housemark website, and may be a source of good practice assistance for us.

Figure 14

Average number in B&B during the year, 1998/99 – 2000/01			
Authority	1998/99*	1999/00	2000/01
Barking & Dagenham	9	2	0
Bexley	32	45	74
Greenwich	67	0	0
Havering	61	0	0
Lewisham	279	0	0
Newham	333	302	542
Redbridge	173	169	257
Waltham Forest	45	16	66
London average	NA	161	174
London upper quartile	NA	40	34

Source: Audit Commission Performance Indicators

*1998/99 PI includes those housed in hostels

Figure 15

Average length of stay in B&B 1998/99 – 2000/01 (in weeks)			
Authority	1998/99*	1999/00	2000/01
Barking & Dagenham	4	2	3
Bexley	10	9	12
Greenwich	28	0	0
Havering	13	0	0
Lewisham	17	0	0
Newham	6	4	19
Redbridge	15	15	16
Waltham Forest	6	5	5
London average	20	16	22
London upper quartile	11	10	12

Source: Audit Commission Performance Indicators

Note:*1998/99 PI included time spent in hostels.

Figure 16

Households accepted as Homeless at Home, 31 March 2001 and 31 March 2002		
Authority	31 March 2001	31 March 2002
Barking & Dagenham	-	-
Bexley	10	39
Greenwich	592	746
Havering	1	-
Lewisham	-	-
Newham	542	648
Redbridge	-	-
Waltham Forest	113	107
Outer London total	2,860	2,800

Source: ODPM Statistical release – statutory homelessness

Speed of Service: Trends and Comparison with Peer Group

4.23 There is currently one Best Value performance indicator that measures local authority performance in processing homelessness applications. As the indicator has changed, it is difficult to assess year-on-year improvement accurately but, historically, Barking and Dagenham has not performed well in comparison with the London peer group as a whole, or in comparison with individual peer group authorities (see figure 17).

4.24 However, in 2001/02 performance improved dramatically, with 87% of applications processed within 33 days, placing us well above the average even of the best performing authorities.

Figure 17

Processing homelessness applications 1998/99 – 2000/01				
Authority	Ave. number of days to accept people		% decisions in 33 days	
	1998/99	1999/00	2000/01	2001/02
Barking & Dagenham	116	87	61	87
Bexley	70	48	87	74
Greenwich	28	26	74	76
Havering	18	25	76	74
Lewisham	98	59	63	64
Newham	56	45	54	53
Redbridge	67	67	45	46
Waltham Forest	103	84	57	59
London average	66	68	63	67
London upper quartile	48	46	74	77

Source: Audit Commission Performance Indicators

4.25 In order to develop our understanding of the Authority's performance in processing applications, we have examined the data that is available on the comparative level of staffing of homelessness services across the

capital.³ These figures need to be treated with some caution, as the staff numbers used to generate the data below are estimates.

Figure 18

Number of acceptances and decisions per officer, 2000/01		
Authority	Acceptances per FTE	Decisions per FTE
Barking & Dagenham	60.0	83.8
Bexley	51.2	175.6
Greenwich	58.4	146.6
Havering	#	#
Lewisham	21.5	51.5
Newham	25.1	38.1
Redbridge	13.0	18.1
Waltham Forest	51.2	102.7

4.26 When measured by the number of decisions overall, Barking and Dagenham has staff productivity levels which fall towards the middle of the range across peer group authorities, and might therefore be judged good value for money (although it should be noted that two peer group authorities with better decision-making turn around times have a higher overall staff productivity level than Barking and Dagenham). In terms of acceptances, Barking and Dagenham's homelessness officers processed more acceptances per officer than in any peer group authority.

Summary of Analysis and Pointers for Action

4.27 This analysis of the extent, causes and nature of homelessness in the Borough points to the following:

- The scale of homelessness continues to increase, with priority-need acceptances 58% higher at the end of March 2003 than they were a year previously. The anticipated increase in pressure from those now eligible as a result of changes to the Priority Need Order has materialised
- Despite some fluctuations there has been an overall rise in applications from non-priority groups in the last two years. The extent and causes of homelessness amongst non-priority households needs further investigation, which may result in the need to review and revise the type of advice and assistance provided and review definitions
- Households of African and Caribbean ethnic background are disproportionately represented among those becoming homeless in the Borough and their needs require specific consideration, both in

³ The source for this analysis is CIPFA's "Homelessness Statistics 2000-01 – Actuals". This provides authorities' own estimates of the number of employees working directly on homelessness (expressed as a FTE equivalent), which we have used to assess the number of decisions and acceptances per FTE.

prevention and resettlement. More generally, we need to ensure that services are sensitive to the cultural requirements of the diverse communities approaching the Borough for assistance. Consultation with representatives of BME communities needs to be central to the development and review of services

- Racial harassment as a potential cause of homelessness needs to be tackled
- A need to review the proportion of lettings to homeless households
- Vulnerable young people form a higher proportion of acceptances than in our peer group authorities
- Homeless at Home approaches, particularly to tackle the problem of households being forced to leave the home of family and friends, should be further considered.
- Strategies to maintain tenancies in the private sector need to be developed, including finding alternative accommodation, and examining the role of housing benefit
- Preventative action to maintain tenancies in the social housing sector should be further considered, to prevent the small number of homeless cases that are arising in this sector as a consequence of rent arrears, and which may also be arising where households are vulnerable and require additional support
- The need to learn from the strategies of other authorities in increasing the supply of temporary accommodation and preventing homelessness.

5 MEETING NEEDS: SERVICE PROVISION AND PLANS

5.1 In this chapter we examine current service provision, as identified through the review of homelessness in the Borough, current service developments, and plans for the future. The views of users, gathered as part of the homelessness review, are also included.

Housing Advice and Tenancy Support

5.2 Housing advice and tenancy services work to prevent homelessness through the provision of appropriate information, advice, and support.

5.3 Our housing advice services play a crucial role in preventing homelessness and assisting those at risk or who become homeless.

5.4 The main causes of homelessness in Barking and Dagenham are:

- Households living with friends or relatives who are forced to leave
- Relationship breakdown
- Loss of tied or rented accommodation.

5.5 A range of services is currently provided and developed to support families and prevent relationship breakdown. We recognise that more needs to be done, especially for young people and those with multiple needs. The Council will continue to put in place support mechanisms in order to ensure that we identify at the earliest possible stage the people who are at risk of becoming homeless.

5.6 The Council's Advisory Services, Homeless, Housing Advice and the Accommodation Resettlement Unit, is located at 2 Stour Road, Dagenham. The Housing Advice section is a Charter Mark Award winning service.

5.7 The Housing Advice section is primarily concerned with the interception of homeless or potentially homeless applicants to carry out initial assessment and either prevent, delay (where appropriate) or refer the case to the Homeless Persons Unit (HPU) after some initial investigation. It also deals with referrals from the Estates Section requesting emergency decant accommodation and attends Social Service accommodation meetings, meetings with the Community Mental Health Team, and meetings relating to Children and Families.

5.8 The latest statistics show that Housing Advice provided 2018 clients with advice in 2002/3 and referred 837 cases to the HPU when homelessness

- was unavoidable (Housing Advice provide local monthly housing advice sessions at Thames View Aid and Gascoigne Aid and Advice).
- 5.9 Named officers specialise in areas of interest and where service links are essential. These include a named officer for Probation Service referrals and Community Mental Health (Accommodation Panel) and a named person that is a link person for the Children and Families Division, Social Services.
- 5.10 The Council provides potentially homeless people with a Homeless Person self-help pack, which is available at advice and housing offices.
- 5.11 The Citizens Advice Bureau (CAB) provides advice to people which may assist in preventing homelessness, particularly money advice.
- 5.12 The homelessness review indicates a growing need for family mediation, conflict resolution and parenting initiatives, together with more support for people with chaotic lifestyles. There is a plan to extend the mediation scheme, which is currently funded by the ODPM Homelessness Directorate. This strategy will aim to draw together the existing services in a more coordinated and strategic manner, to develop and coordinate housing advice and support services, and to involve innovative services such as Connexions.
- 5.13 The CAB, in its Borough Evidence Report (2003), and as a member of the Strategy Working Group, has emphasised the benefits of enhanced information, advocacy and advice services, joint working protocols for advice agencies, and monitoring. This encompasses forums such as the Housing Benefit Advisory Group. The Borough Evidence Report pinpoints debt and unrealistic settlements as a significant cause of homelessness, and improved arrears management as a means of tenancy retention. Increasing debt is set within the context of pressures on the supply of affordable housing. The strategy Action Plan includes activities to deal with the problems identified.

Homelessness Assessment and Support

- 5.14 Homelessness Assessment and Support services work with people who are threatened with, or who become, homeless. Their work contributes to the objective of alleviating homelessness and preventing social exclusion. Their work to develop new forms of temporary accommodation to replace Bed and Breakfast use will deliver the target of having no families in Bed and Breakfast accommodation by 2004.
- 5.15 The Council's HPU receives referrals mainly from Housing Advice, but it also has a direct referral arrangement with Women's Aid when domestic

- violence is evident. The HPU processed over 800 homeless applications 2002/3 and actively seeks to prevent homelessness where appropriate.
- 5.16 Recent statistics reveal that the average officer caseload is about 77 cases each. This causes problems with enquiry continuity, sustainability and administration.
- 5.17 The Accommodation Resettlement Unit (ARU) was established with Supporting People funding to meet the ever-increasing demands for temporary accommodation (a 56% increase in homelessness during 2002/3).
- 5.18 The Council has successfully avoided out-of-borough placements for homeless people, except for a few B&B placements, and intends to maintain this approach to temporary accommodation and support for homeless households.
- 5.19 The Council has one homeless hostel in Barking which houses 34 households. In addition we house a small number of households in B&B and a number in temporary Council accommodation. We encourage the use of the Homeless at Home initiative, but our experience is that these arrangements do not last for long. Unlike in other boroughs, applicants do not have the threat of out-of-borough and, in many instances, out-of-London placements.
- 5.20 Housing people permanently where they have support networks, including access to schools, families, faith and other community support groups is essential for social inclusion and the maintenance of a home. We do know that more needs to be done to avoid the disruptive effects on households, and particularly young people, of “the revolving door” pattern of homelessness. A new system of recording to be introduced in June 2003 will capture all homeless approaches that result from rent arrears.
- 5.21 Support is provided to people in temporary accommodation. Supporting People funds 47 floating support places.

Joint Working and Service Delivery

- 5.22 The Council is fully aware that tackling homelessness requires a corporate approach and collaborative working with the many organisations, including voluntary organisations, which have contact with homeless/potentially homeless people.
- 5.23 The Council has good working relationships with the main agencies which, compared to some London Boroughs, are few in number. The strategy development process has been an opportunity to strengthen existing relationship. However, we recognise the importance of having protocols

so that all parties, including service users, know the type and level of service and support which can be provided.

5.24 In addition to housing, services to homeless people are provided through the following Council teams:

- Leaving Care Team
- Children and Families
- Mental Health
- Education Services.

5.25 The Council uses its planning powers to apply s106 agreements for the provision of affordable housing.

5.26 A joint strategic response between primary care trusts and local authorities is required to tackle health inequalities experienced by people who are homeless. The British Medical Association publication "Housing and Health: Building the Future" examines the problems. Other research⁴ into the single homeless rough sleeper population shows that:

- 30-50% of homeless people experience mental health problems
- About 70% of homeless people misuse drugs
- About 50% of homeless people are dependent on alcohol
- Rough sleepers are 35 times more likely to kill themselves than the general population and have an average life expectancy of 42 years
- Physical health is poor, e.g. high rates of TB, respiratory problems and skin diseases.

5.27 In spite of this level of poor health, single homeless people are 40 times less likely than the general population to be registered with a GP. Families living in temporary accommodation also experience physical and mental health problems:

- Overcrowded, cold, damp and unsanitary living conditions are highly conducive to physical and mental ill health
- Homeless children are twice as likely to be admitted to hospital, with particularly high admission rates for accidents and infectious diseases
- Behavioural problems such as aggression, bed wetting and over activity have been found to be higher among homeless children
- Mental health problems are significantly higher among homeless mothers and children.

⁴ Health in Homelessness Strategies - Sarah Gorton, Senior Policy Officer, Health Action at Crisis, Feb. 2003.

- 5.28 The Barking and Dagenham Homelessness Strategy recognises the need for joint working between health, social services, housing and voluntary sector organisations to tackle the link between homelessness and ill health. A health sub-group within the homelessness forum aims to ensure that services are available to homeless people, particularly services dealing with:
- Addictions
 - Physical health
 - Mental health
 - Podiatry and physiotherapy
 - Occupational therapy
 - Dental treatment
 - Learning disability
 - Diet
- 5.29 Voluntary organisations have an important and growing role in the provision of a range of services to homeless people in the Borough. Compared to many London boroughs the scale of provision is small, less than 20 agencies, as was borne out by the service provider audit carried out as part of the homelessness review.
- 5.30 The majority of services are not specifically provided for homeless people though agencies include homeless people within their client groups. Voluntary organisations run two hostels for homeless people. These are the Vineries project, which has 36 beds for single people aged between 16 and 30, and the YMCA which has a 150 bed hostel. Priority is given to accommodating 18 – 25 year-olds.
- 5.31 The level of current provision means that there is a manageable number of partners. However, as is shown below, certain client groups have neither accommodation nor floating support services to meet their needs.
- 5.32 A postal audit of all service providers undertaken during the latter part of 2002 identifies the contribution of voluntary organisations to local services for the homeless. Full details are contained in the Services Directory in Appendix 4.
- 5.33 Registered Social Landlords (RSLs) are significant as the main providers of affordable social housing. They are also the landlords of supported housing projects and, in future, hostel accommodation. The Council secured its highest ever level of Local Authority Social Housing Grant and Approved Development Programme Investment (including Challenge Fund) in 2002/03. This will secure 572 new affordable homes in the Borough; 367 for social renting and 205 shared/low cost home ownership. The Housing Strategy sets a target of at least 390 new affordable homes

per year from 2003-2006. The Council and its partner, Network East Foyer, have developed plans for a 116-unit Foyer for young people in housing need.

- 5.34 RSLs will be contributing significantly to support services provided under the Supporting People Plan. They also have a major role in preventing homelessness through effective tenancy support to prevent evictions. Also, Blackwater Housing Association has a 32-bed hostel for the single homeless, with a further four beds for care leavers.

Pan London and Regional Working

- 5.35 We are aware that we are a host authority for many homeless people placed in our area by other London Boroughs, some for considerable periods of time. At present we have limited knowledge of the numbers and type of people placed in-Borough, and whether they receive support from the placing authority, or make demands on our services. This lack of knowledge should change through the implementation of the NOTIFY project being developed by the GLA. We recognise the need to co-ordinate homelessness responses with those of other London Boroughs.

- 5.36 We know that homelessness does not recognise borough boundaries and intend to work with other East London authorities in the prevention of homelessness and the provision of suitable services and accommodation.

Services for Specific Groups

- 5.37 In this section we review the services available for specific groups, drawing upon the review of homelessness and the Supporting People Strategy.

Rough Sleepers

- 5.38 There are no recorded instances of rough sleeping in the Borough. We will continue to monitor the position

Substance Misusers

- 5.39 There is no specialised accommodation, or floating support service, for drug or alcohol users.

HIV/Aids

- 5.40 There is no specialised accommodation, or floating support service, for people with HIV/Aids.

People with Mental Health and Learning Disability Needs

- 5.41 There are 23 units of supported accommodation currently provided by Warden Housing Association and London & Quadrant for people with learning disabilities. London & Quadrant are developing eight additional units for people with learning disabilities in Barking and Dagenham.

An extra-care sheltered scheme for older people with mental health problems will be developed in 2003/04, providing 32 units of accommodation with support. There are three units in Crisis House, a cross-borough scheme for people with mental health problems; this is currently shared with London Borough of Havering.

Asylum Seekers

- 5.42 Unaccompanied minors who are asylum seekers are supported through Children's Services.

Young People

- 5.43 Services are more developed for young people and are being carried forward within the context of the Children and Young People's preventative strategy.

The Preventative Strategy

- 5.44 The Barking and Dagenham Preventative Strategy has been formulated to promote the well-being of children and young people who are at risk or vulnerable. It is intended to be the document under which all the agencies who work with children and young people will work together in a co-ordinated way, building on the work of the Children's Charter, to ensure that the needs of children and young people are recognised and promptly met.
- 5.45 In the Preventative Strategy the promotion of good outcomes for every vulnerable child or young person is at the core of service delivery and inter-agency planning. It will ensure that services can be better accessed by children, families and young people 'under one roof'. All agencies will implement the Children's Charter, monitor the effectiveness of their own work in promoting long term well-being, and develop specific mechanisms for doing this through identification, referral and tracking.
- 5.46 We want to ensure that no child is excluded from the opportunities in society and the continuous improvements in our services. We will build on the existing range of specialist services to ensure that vulnerable and at risk children are identified and receive appropriate support services. All services will monitor their activities to ensure that children and young people who are vulnerable and at risk are benefiting in terms of their

immediate and long-term welfare, and that they are included in the opportunities enjoyed by the wider community.

- 5.47 At a strategic level the Preventative Strategy will be developed by the Children's Service Strategy Group, which brings together Senior Managers from lead agencies. This group will work on Identification and Tracking (IRT), Inter-agency links, Shared Vision, Co-ordinated Service Delivery, Child Focus, Effective Prevention, and Learning from Experience in order to deliver continuous improvement.
- 5.48 These initiatives include services for care leavers, who are mainly housed by the Leaving Care Team thereby avoiding the homelessness route. Young vulnerable people are receiving support services from Connexions and Relate. The Connexions service is developing the government's IRT system for 0- to 19-year olds which will enable a greater understanding of, and focus on, the needs of young people.

Older People

- 5.49 The Council has developed a single waiting list for all forms of elderly persons' accommodation, Council or RSL, with a common assessment tool and priority scheme.

People with Disabilities

- 5.50 The Anchor Staying Put, Home Improvement Agency, based in the Council office at Stour Road, Dagenham, provides advice and support services for people with disabilities.

Voluntary sector organisations provide 12 units of floating support services.

People Subject to Domestic Abuse

- 5.51 Women subject to domestic abuse have access to a women's refuge providing eight units. There are plans for a further four-bedded refuge.

Offenders

- 5.52 The Crime and Disorder Strategy sets out our approach to people in contact with the Criminal Justice system. Cross-borough arrangements exist and the Probation Service purchases six places a year from the YMCA. The support for ex-offenders, many of whom have mental health and/or substance misuse problems, is recognised as being inadequate in the Supporting People Strategy.

User Views

- 5.53 User views of current services and how users would like to see these services develop have been sought as part of the review of homelessness. A summary of their responses is attached at Appendix 5. In general service users were positive about the services received, especially the quality of housing advice. Dissatisfaction was expressed about the nature of temporary accommodation and the length of stay. In particular, users with a disability considered that the temporary accommodation offered did not always match their specific needs.
- 5.54 Services to prevent homelessness and support people when they become homeless are undergoing substantial change within the Borough as a result of the drop in the supply of affordable accommodation and the increase in the number of presentations. Current service developments, and ways in which the Council is working with partners, are outlined below. We also include details of services for specific client groups.

Current Service Developments

Preventative Services

- 5.55 New services and support to prevent homelessness are being developed through:
- Discussions with Connexions (East London) concerning the positive targeting of young single people for additional assistance
 - Discussions with Connexions and Relate about family mediation services, including referrals to Relate for family mediation
 - Engaging with East-Street, Young Peoples' Project, and Axe Street, Drug Support Project, to develop advice services to people using these agencies
 - Setting up a private sector landlords' forum
 - The production of a Services Directory as part of this strategy
 - Money advice from the CAB in six schools
 - Money advice from the Benefits Agency
 - The establishment of the Accommodation Resettlement Unit.
- 5.56 We are aware that the implementation of our policies, and those of RSLs, by evicting tenants for rent arrears and anti-social behaviour, may be a contributing factor to homelessness presentations. We also know that there is a need to extend money/debt advice services within the Borough, including setting up a lay advice desk at Romford County Court to deal with rent arrears.
- 5.57 We intend to be more effective in preventing the loss of privately rented accommodation. We have established a private sector landlords' forum. Our Housing Benefit section is maximising the use of exceptional

payments to help clients obtain and maintain privately rented accommodation.

Assessment and Resettlement Services

5.58 New services, support and types of accommodation in development include:

- The development of a joint working relationship with the London Borough of Kensington and Chelsea for the procurement of Private Sector Leased (PSL) properties, benefiting from their experience in this field
- Procurement of PSL units, increasing from 50 to 100 places
- Building two RSL managed hostels to provide 71 units of accommodation, which we anticipate will eradicate the need to use B&B for any client group, except those in emergency need
- B&B unit funding for the ARU to employ a temporary officer to administer B&B unit funded schemes aimed at reducing reliance on B&B for families. The £68k funding is for the use of Relate's family mediation services and scheme administration
- Discussions between the Homeless Manager and Connexions as part of developing services for young people
- Development of a 116-unit Foyer for young people with our RSL partner, Network East Foyers.

Joint Working and Service Delivery

5.59 New services, support and types of accommodation in development include:

- Development of Connexions services for young people
- Integrating health and social care services
- Developing pre-release programmes and accommodation services for ex-offenders
- Consulting with RSLs and private sector landlords about reasons for tenancy loss
- Working with the London Borough of Kensington and Chelsea to develop protocols for PSL
- Building two new hostels, to be managed by RSLs
- Building a new women's refuge
- Development of a private sector landlord's accreditation scheme

Plans for the Future

5.60 In this section we summarise ideas for future developments. These will be refined following consultation on the draft strategy. Initial consultation on the review of homelessness drew out the following aspirations for the strategy:

- Homelessness should become a high priority on the LSP agenda
- People, especially single people, should be able to stay within their local communities
- Services should be tailored to specific support needs
- There should be more emphasis on the prevention of homelessness
- There should be greater use and involvement of the private and voluntary sectors
- User views, ascertained through regular consultation, should influence future service development
- Agencies should improve joint working and share information and understanding

5.61 Our plans, for consultation, are shown below:

Plans for the Future: Advice Service

We propose to:

Increase the number of homelessness cases prevented by the Council's Housing Advice service

Make available advice to specific groups of homeless people through Connexions, East Street and Axe Street

Offer mediation services through Relate to prevent young persons' family breakdown

Work with BME community leaders to understand and tackle the causes of the disproportionate level of BME homelessness, including that caused by racial harassment

Monitor homelessness statistics to evaluate changes in numbers and causes of homelessness, including non-priority homeless cases

Establish a database to identify repeat homelessness and monitor its causes so as to reduce its incidence

Reduce levels of homelessness by main causes, especially the number of households who are forced to leave by friends or relatives

Reduce levels of homelessness caused through evictions for rent arrears

Make available in more public places and via the web the Homeless Persons' self-help pack and the recently published services directory

Develop tenancy support and money advice services to tenants and young people.

Plans for the Future: Assessment and Resettlement

We plan to:

Eliminate the need for B&B, except in an emergency

Increase PSL units from 50 to 100

Assess whether there are inappropriate uses of temporary accommodation
Assess the standards of temporary accommodation and implement service standards with landlords. Publish service and accommodation standards

Provide temporary and permanent accommodation which meets the needs of BME communities and persons with specific needs

Minimise/eliminate the sharing of accommodation by groups with conflicting needs (e.g. young persons/people with substance abuse problems)

Monitor and reduce the length of time which people remain in temporary accommodation

Review the potential for introducing Homeless at Home policies

Keep under review nominations to RSLs and permanent lettings, and adjust as appropriate the proportion of lettings to homeless households

Increase supply of affordable housing, 390 new affordable homes per year from 2003-6, to implement the ADP/ LASHG investment programmes

Increase opportunities in the private rented sector by 0.5% each year

Bring back 10% empty private homes into use per year

Consider the introduction of a rent deposit scheme.

Plans for the Future: Joint Working

Develop protocols between agencies which specify service standards and expectations, making these available to users

Develop a joint housing and social services protocol for support to people in temporary accommodation

Develop preventative and support health services for homeless people

Develop cross-borough partnerships (LAWN etc)

Commission a new Housing Needs survey in 2003/04.

Produce a BME housing strategy in 2003, to link with the needs of black and minority ethnic communities.

Establish links with the Joint Commissioning Boards (JCB) i.e. Older People JCB, Physical and Sensory Disabilities Services JCB, Learning Disabilities JCB, Supporting People Commissioning Group.

Develop a comprehensive user involvement framework and regularly survey users

Monitor service standards across all agencies

Develop joint training

Review gaps in service provision for specific groups and establish ways in which they can be bridged

6 MEETING FUTURE NEEDS – THE ACTION PLAN

Development Objectives

6.1 This section summarises our plans. The major objectives of the strategy are outlined below with the outcomes/targets associated with meeting those objectives

1.To prevent homelessness

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
Reduce levels of homelessness by main causes	To establish a clear picture of homeless numbers and needs, in order to monitor homelessness statistics and to evaluate changes in numbers and causes of homelessness. To increase the number of homelessness cases prevented by the Council's Housing Advice service	To set up a new IT system to accurately record information on rough sleepers and numbers prevented from becoming homeless. To research reasons for repeat homelessness. Develop transferable packages of information on clients (multi-agency information sharing for tenancy support). Housing needs survey in 2004.	Provide accurate data on homelessness. Reduce the numbers made homeless as a result of failed tenancy.	Homeless Persons Unit Advice Service
	Audit regularly the extent of homelessness. Research hidden homelessness.			Housing Strategy, Advice Service
	To achieve a target of 6% of overall rent roll whose rent arrears are more than 13 weeks.	Improve efficiency of the housing benefit administration. Introduce a policy for rent recovery.	Reduction in the numbers made homeless as a result of eviction from council properties.	Housing Benefit

Identified Priorities				
Reduction in the number of households living with friends or relatives who are forced to leave.	10% reduction in the numbers made homeless who are forced to leave by parents or relatives.	Develop housing advice skills including staff training and inter-agency working. Ongoing housing needs and advice reception service survey. Deliver parenting programme through the family service. Extend Mediation Service Engage fully with "Connexions" service. Specific advice to specific groups of homeless people through East Street and Axe Street projects. Continue the delivery of community-based support service. Develop schools and youth-based prevention work.	Advice Service Advice Service Social Services Advice Service Advice Service Advice Service Advice Service Advice Service	
		To deliver the Sure Start action plan in Thamesview, Marks Gate and Abbey wards and develop a programme in Gascoigne ward by 2004. Implement the teenage pregnancy strategy.	Social Services Sure Start	
			Social Services Lead person: Teenage pregnancy policy co-	

				ordinator. Social Services
			Capacity building in the voluntary and independent sector to support young parents.	
			Develop new programmes as appropriate at the family centres in the Borough.	Social Services
Reduction in the number of people who become homeless as a result of relationship breakdown (violent & non-violent relationship breakdown).	To reduce 'third incidence' of reported domestic violence. Third incidence refers to those cases where domestic violence has already been reported on two previous occasions.		Promote work through the established domestic violence forum.	Community Safety Equalities and Diversity Unit. Lead: Domestic violence policy coordinator.
			Improve working relationships with other agencies	Domestic violence policy coordinator
			Work in the Abbey and Gascoigne area to reduce the number of domestic violence incidents in the area.	Community Safety Equalities and Diversity Unit.
			Development of second stage women's refuge for women and children fleeing domestic violence.	Housing Strategy
			Implement the crime and disorder strategy.	Community Safety Equalities and Diversity Unit
Reduction in the number of people who become homeless as a result of the loss of rented accommodation.	6% of overall rent roll whose rent arrears are more than 13 weeks.		<ul style="list-style-type: none"> Improve efficiency of housing benefit administration. Develop tenancy 	Housing Benefit

			<p>support services. Floating support services: Six units for ex-offenders. Six units for teenage parents. Accommodation resettlement support for 70 people. Housing support for 150 people. Staff training</p>		Social Services (Supporting People team).
	Develop housing advice skills including staff training and inter-agency working.				Advice Service
	To ensure that information and advice are accessible both to professionals and service users.		Continue the provision of advice and assistance on landlord issues through advertising. Establish landlord forum.		Advice Service
			Re-evaluation of resettlement officers.		Housing Strategy- Private sector team
			Employ two additional housing advisers to deal with associated problems.		Accommodation Resettlement Unit
			Future plan to develop counselling services, to adopt East London debt strategy.		Advice Service
Increase public awareness of information to prevent homelessness	To improve education work in schools and colleges and to ensure that young people are aware of the risk of homelessness. To increase the presence of housing advisers in		Better promotion of the homeless persons' self-help pack and service directory	More choice for potentially homeless persons and greater chance of early prevention of homelessness.	Advice Service

	<p>schools. Advice service to make close links with day centres and community centres.</p>			
<p>To tackle the causes of the disproportionate level of BME homelessness including that caused by racial harassment.</p>	<p>To develop a BME housing strategy by Feb. 2004.</p>	<p>Equalities impact assessments on all housing policies, functions and services. Community consultation. To review the effectiveness of the racist incident reporting system across the Council. Housing needs survey including BME needs.</p>		<p>Housing Strategy. Equalities and Diversity Unit.</p>

2. To alleviate homelessness and prevent social exclusion.

Objectives	2. Targets	Planned activity in 2003/4 (and to 2005/6)	3. Outcome	4. Lead organisation
To provide a high quality assessment service and appropriate accommodation and support for homeless households.	100% processing of all assessment within 33 days.	To train staff within the homeless unit on quality assessment.		Advice Service
		Employ temporary staff in the Homeless Persons Unit to assist with assessment.		Homeless Persons Unit
	To maintain a period of 4-6 weeks length of stay in temporary accommodation.	Increase the use of RSLs' properties.	Increased choice for homeless persons. Eliminating inappropriate use of temporary accommodation.	Accommodation Resettlement Unit
	To maintain published standards for temporary accommodation.	Landlord accreditation scheme		Advice Service Housing Strategy
	Increase supply of private sector leasing from 70 to 100 by Dec2003.	Publish service and accommodation standards.		Accommodation Resettlement Unit
		Improve liaison with Housing Standards on maintaining standards in the private sector.		Accommodation Resettlement Unit
		Benchmarking with other East London local authorities on rent level in the private sector.		Housing Strategy- Private Sector team

		To provide floating support to homeless households with specific support needs in temporary accommodation.		Supporting People team
	Maintain supply of Council's new lettings to homeless people at 40%.	Secure capital and revenue funding to develop 116 foyer units in Barking & Dagenham, linking long-term accommodation with training and support.		Housing Strategy. Allocations Section
		To develop 37 additional units of supported housing for people with special needs.		Housing Strategy
		Commission new services for those with complex needs.		Supporting People team

3. To maintain the current situation that there are no rough sleepers in the Borough and eliminate the use of bed and breakfast accommodation for homeless families with children, except in emergencies, and even then for no longer than six weeks.

Objective	Target	Planned activity in 2003/4 (and to 2005/6)	Outcome	Lead organisation
To eliminate the use of bed and breakfast for families by 2004.	Increase supply of affordable housing. 390 new affordable homes per year from 2003-6.	Implement the Housing Corporation Approved development programme/ Local authority social housing grant investment programme.	Reduced pressure on temporary accommodation.	Housing Strategy
	Increase opportunities in the private rented sector by 0.5% each year.			Housing Strategy- Private Sector team
	Bring back 10% of empty private homes into use per year	Empty Property Strategy Officer's liaison with advice service.		Housing Strategy-Private Sector team
	Develop rent deposit scheme.	Research rent deposit scheme in Newham Council.		Homeless Persons Unit Accommodation Resettlement Unit.
	Increase private sector leasing from 70 to 100 by 2003.			Accommodation Resettlement Unit
	Increase the use of "Homeless at Home" scheme			Advice Service

4. To secure joint working and service delivery by relevant agencies.

Objective	Target	Planned activity in 2003/4(and to 2005/6)	Outcome	Lead organisation.
To secure joint working and to provide user or needs led service and support.	Develop the LAWN scheme.	Develop cross-borough partnerships.	Opportunities to share information on good practice.	Accommodation Resettlement Unit.
To improve the integration of services delivered at local level by Housing, Social Services, Primary Care Trust, RSLs, and private landlords.	Preferred partnering model in place by Dec 2003.	Establish links with the Joint Commissioning Board i.e. Learning Disabilities JCB, Physical and Sensory Disabilities JCB, Supporting People Commissioning Group, Teenage Pregnancy Partnership Board.		Housing Strategy
	Commission Housing needs survey in 2003/04.	Commission the housing needs survey.	Provision of appropriate housing to meet needs. Matching needs with supply.	Housing Strategy
	Develop comprehensive user involvement framework and regularly survey users.			Advice Service
To continuously improve service standards.	Review tendering agreement for the provision of temporary accommodation.	Monitor service standards across all agencies		Accommodation Resettlement Unit

7 RESOURCES FOR HOMELESSNESS

Bed and Breakfast

2001/ 02	£117,255
2002/03	£664,076 (£428,012 net of housing benefit)

Proposed Action to Reduce the Use of Bed and Breakfast:

Housing provision	Funding sources
Two new hostels (71 units)	Supporting people grant for revenue costs Capital funding (local authority social housing grant)
Private sector leasing of temporary accommodation	
Empty private homes (target: to bring into use 10% homes a year)	
116 foyer units for single homeless of 16-24 age group	Delivery of scheme dependent on a successful bid for local authority social housing grant and supporting people grant.

Preventative Services

Services	Funding sources
Accommodation Resettlement unit	ODPM homelessness directorate
Tenancy support services	Supporting people grant
Mediation services	ODPM homelessness directorate

8 DELIVERING THE STRATEGY

Delivery Structures and Processes

- 8.1 The Housing Sub-group of the LSP will be the vehicle through which this strategy is co-ordinated and delivered. Alongside this partnership overview, the actions contained in this strategy will be incorporated in the Council's balanced scorecard process. This means that where actions are relevant to services, reference will be made to them in service scorecards.

Monitoring, Evaluation and Review

- 8.2 The Action Plan (section 6) describes how needs will be met. Performance in achieving the outputs and outcomes within the stated timescales will be monitored regularly via the Housing Sub-group and service scorecard monitoring. Individual service developments that are commissioned will be monitored in greater detail. Detailed service activity and performance data will also be recorded and reported.

Evaluating Strategy Processes

- 8.3 Reports on strategy progress will also cover the effectiveness of joint working arrangements such as the operation of protocols and joint training.

User Involvement

- 8.4 A user network will be developed to ensure that the user perspective informs both the development of the service and its evaluation.

Reporting/Accountability Structure and Timescales

- 8.5 The Housing Sub-group of the LSP will be responsible for producing six-monthly reports on action plan progress. These will cover:
- Progress in achieving outputs and outcomes outlined in the Action Plan
 - Recent trends in homelessness based on statutory and locally developed performance indicators
 - Progress in implementing joint working arrangements
 - A summary of any relevant findings of locally or nationally commissioned research in the field, and outcomes of any recent user evaluation of service performance.

- 8.6 From this, the Housing Sub-group will produce an annual review of the Strategy by March each year in order to tie in with budgetary and other planning cycles.
- 8.7 In order to link with other relevant strategies and plans, the above six-monthly reports, annual reviews, and any relevant more detailed reports will be submitted to the relevant planning structures for information/comment.

(Glossary of terms to be added)

Appendix 1

Strategy Working Group Members

Ken Jones, Interim Head of Housing Strategy, LBBD
Bob Barr, Social Inclusion Co-ordinator, Social Services and Primary Care Trust
Karen Wiltshire, Supporting People Project Officer (now Acting Supporting People Manager), LBBD
Ayo Jones, Director, Ethnic Minorities Partnership Agency (EMPA)
Chris Evans, Manager, Dagenham CAB
David Ward, Service Manager, LBBD Social Services
Annette Rauf, Domestic Violence Policy Co-ordinator, LBBD (left 31 March 2003)
Lourdes Keever, London Probation Area Partnership Manager
Hilary Coolican, Resettlement Officer, London Probation Service (Romford)
Christianah George, Strategy Officer, LBBD
Doug Bannister, Principal Advice Manager, LBBD Housing
Sharon Dodd, Manager, Connexions
Tony Draper, Head of Housing, LBBD
Terrie Handley, Acting Manager Homeless Persons Unit, LBBD
Amanda Johnson, Supporting People Project Manager LBBD (left 31 March 2003)
Natasha Brown, East Street
Dave Chapman, Manager, Axe Street Project
Naomi Goldberg, Head of Policy & Performance LBBD
Bernard Hannah, Commissioning Manager for Mental Health Service SSD/PCT
Isabel Williams, Family Support Manager, Social Services, LBBD
Wendy Ahmun, Project Manager, Housing Strategy, LBBD

Appendix 2 Consultation

The following organisations/individuals were invited to participate in the initial consultation:

Axe Street Project
Anchor Trust
Barking and Dagenham Primary Care Trust
Blackwater Housing Association Ethnic Minorities Partnership Agency (EMPA)
Community Housing Manager, Housing and Health, LBBD
Connexions
Councillor Bryan Osborn
Councillor Sidney Kallar
Councillor Matthew Huggins
Councillor Mrs. Val Rush
Dagenham CAB
Domestic Violence Policy Co-ordinator, LBBD
East Street
East Thames Housing Group
Estuary Housing Association
Hanover Housing Association
Leaving Care Team, LBBD
London Probation Service
London & Quadrant Housing Trust
Peabody Trust
Principal Advice Manager – Housing, LBBD
Romford YMCA
Social Services Department, LBBD
Springboard Housing Association
Stort Valley Housing Association Look Ahead Housing & Care
Southern Housing Group
Supporting People Project Officer, LBBD
Swan Housing Association
The Vineries Women's Project

Appendix 3

National policy context, good practice guidance and other related policy initiatives

National Context

At a national level, preventing and tackling homelessness is part of a broader government agenda of dealing with social exclusion. More specifically, the government is promoting a change in the approach to homelessness – away from reacting to homelessness as it occurs to preventing homelessness wherever possible. “More than a Roof”, published in March 2002, sets out the government’s approach, building on policies set out in the Green Paper “Quality and Choice: A Decent Home for All”, “Supporting People, Policy into Practice”, and the Rough Sleepers Unit Strategy, “Coming in from the Cold”. Its main themes are:

- strengthening help to people who are homeless or at risk of homelessness
- developing more strategic approaches to tackling homelessness
- encouraging new responses to tackling homelessness
- reducing the use of Bed and Breakfast hotels for homeless families with children
- sustaining the two-thirds reduction in rough sleeping
- ensuring the opportunity of a decent home for all.

“Coming in from the Cold”, the Government’s Strategy on Rough Sleeping, includes eight main proposals:

- increasing the number of bedspaces available for rough sleepers in London
- developing a more focused, targeted approach to street work
- providing services when rough sleepers need them most
- helping those in most need, such as those with mental health problems and those who misuse drugs and/or alcohol
- ensuring a continuum of care from the streets to a settled lifestyle
- providing opportunities for meaningful occupation
- improving the incentives for people to move away from a street lifestyle
- putting in place measures to prevent rough sleeping.

Homelessness Legislation and Policy Initiatives

The current legislative framework for homelessness is set out in the 1996 Housing Act and the Homelessness Act 2002. The homelessness provisions of the Homelessness Act 2002 came into force in July 2002 and include:

- the requirement for local authorities to carry out reviews of homelessness and to prepare homelessness strategies based on the reviews, and revise the strategies at least once every five years
- the requirement for local authorities to provide a greater level of advice and assistance for applicants not owed housing duty
- the repeal of the two-year duty to be replaced by an indefinite duty to applicants owed the full housing duty
- a power to secure accommodation for non-priority applicants
- a new duty of co-operation between housing and social services
- changes in the detail of reviews and appeals procedures.

New secondary legislation was also introduced during 2002. The Homelessness (Priority Need for Accommodation (England) Order) 2002 came into force on 31 July 2002. It extends the priority need groups to include 16- and 17- year olds, care leavers aged 18-21, people vulnerable due to violence or threats of violence, and people vulnerable from having an institutionalised background (former prisoners and armed services personnel).

A revised Code of Guidance on Homelessness was issued for consultation in July 2002. It builds on existing guidance, but includes significant changes in:

- Chapter 1, which deals with the new duty to have a homelessness strategy based on a review of homelessness in the district
- Chapter 8, which deals with the priority need groups, including those introduced by the Homelessness Act 2002 (Commencement No. 1) (England) Order 2002
- Chapter 9, which includes guidance on the strengthened duties of advice and assistance owed to certain applicants
- Chapter 10, which deals with the new duty of co-operation when dealing with families with children which are intentionally homeless or ineligible for assistance
- Chapter 14, which deals with powers to accommodate
- Annexe 7, which deals with joint working.

The Code of Guidance on the Allocation of Accommodation, in force from 31 January 2003, refers to how applicants are to be offered a choice of

accommodation while still giving reasonable preference to those in most urgent housing need.

Alongside these significant legislative changes, there are a number of national initiatives on homelessness that local authorities are expected to implement. These include:

- ensuring that, by 2004, no families with children are living in bed and breakfast accommodation, except in an emergency. In December 2002, the government announced that new secondary legislation will be brought forward to ensure that this target is attained
- ensuring the health care of young babies and children in temporary accommodation by notifying Primary Care Trusts of placements of families with babies/young children in temporary accommodation. Housing authorities need to agree procedures with the Primary Care Trusts and implement robust systems to make sure such notifications are made in consistent and reliable ways.

The Office of the Deputy Prime Minister (ODPM) and other government departments have produced a range of guidance to support the implementation of the Homelessness Act 2002 and associated initiatives, as well as to assist more generally with the prevention of homelessness. These publications include:

- a) "Homelessness Strategies: a Good Practice Handbook". This was produced following research into how local authorities can adopt a strategic approach to tackling and preventing homelessness. It sets out guidance on:
 - developing a homelessness strategy – creating the strategy, successful joint working, and mapping needs and resources
 - homelessness services – preventing homelessness, specialist services for particular groups, (including homeless families, young people, older people, asylum seekers and refugees, rough sleepers, people leaving prison and other institutions), and homelessness services provided by other agencies
 - accommodation provision – temporary accommodation, permanent social housing, supported housing, and private sector housing
- b) "Preventing Tomorrow's Rough Sleepers: A Good Practice Guide" was produced by the Rough Sleepers Unit as a practical way of assisting local authorities and other key agencies in preventing homelessness. The handbook includes advice on:

- identifying people at risk of homelessness – risk assessment, preventing tenancy breakdown, effective tenancy sustainment
 - clear pathways for people entering and leaving institutions – hospitals, care, prisons, the armed forces
 - preventing rough sleeping – quick turnaround of services when coming across rough sleepers, focusing homelessness services on prevention
 - effective homelessness prevention strategies – strategies for young people and opportunities presented by future policy developments
- c) “Drugs Services for Homeless People: Good Practice Handbook” aims to help Drug Action Teams and partner agencies plan and develop more effective services for homeless drug misusers. It includes specific guidance on planning a joint drug and homelessness strategy and partnership working to meet the accommodation needs of homeless drug misusers.

“Care Leaving Strategies: A Good Practice Handbook” covers the principal elements to be considered by local authorities when developing integrated strategies to meet the housing and support needs of young people leaving care, including providing an appropriate range of accommodation.

“Achieving Positive Outcomes on Homelessness”, ODPM, offers new target outcomes for Councils in 2003 and sets out the outcomes and actions achieved by “beacon councils” under their excellence assessment framework.

The Homelessness Directorate of the ODPM has also allocated resources to help local authorities develop new schemes to tackle homelessness. £125 million is being spent during 2002/03 on projects such as mediation services for family and couples in relationship difficulties, additional support for women fleeing domestic violence, rent deposit guarantee schemes to help homeless people find housing in the private sector, court and landlord advice services to reduce evictions, and debt and welfare counselling to help people sustain their tenancies. The Directorate has a budget of £260m to allocate over the next three years.

- f) “Homelessness: Responding to the New Agenda”, published by the Audit Commission in January 2003, draws on Best Value inspections, audit activity and research. It contains a range of recommendations on:
- maximising the prevention of homelessness
 - effective and holistic advice services
 - improving homelessness assessment and decision-making

- improving standards and reducing the cost of temporary accommodation
- longer-term measures to minimise homelessness
- improving inter-agency working

Other Good Practice Guidance

“Homelessness Strategies and Good Practice”, produced by the Association of London Government, highlights some of the good practice developed by London boroughs to meet the needs of homeless households. The briefing considers the following themes:

- preventing homelessness
- access to other housing options
- increasing the supply of affordable accommodation/making best use of the existing stock
- increasing the provision of temporary accommodation
- supporting people in temporary accommodation
- supporting vulnerable people
- cross-borough co-operation, liaison and consultation
- new initiatives

“Tackling Homelessness: A Good Practice Guide for Local Authorities”, (2003) published by the London Borough of Harrow, a beacon authority for homelessness, describes a number of practical initiatives that ‘may help local authorities manage increasing demand from the homeless’. The guide focuses on four main areas: the assessment and administration of homelessness; providing a range of solutions for applicants who are homeless or threatened with homelessness; effective measures to prevent homelessness; and increasing the supply of permanent housing and suitable temporary accommodation.

Specific measures/initiatives advocated in the guide include:

- looking at baseline figures for an authority and setting a target for homeless acceptances per thousand households
- examining the recruitment, retention and training of homelessness staff
- reviewing the approach to assessing homelessness presentations triggered by parental, relative and friend exclusions to include home visits, a focus on mediation, and alternative housing options
- providing a housing options package for people approaching the authority as homeless or threatened with homelessness (the Harrow Options Model is set out in detail – this includes LAWN, assistance with private renting, and shared ownership options)
- increased focus on the prevention of homelessness to include:
 - family mediation

- assertive outreach work to prevent eviction from private and public sector tenancies
- establishing early warning protocols where applicants are referred for prevention work at an agreed stage in the arrears recovery process
- improved security measures for cases involving domestic violence
- tackling housing benefit problems.

The NACAB report, "Possession Action – The Last Resort?", published in February 2003, notes that 'one of the most important changes is the shift in emphasis enshrined in the Homelessness Act 2002, which places prevention at the heart of homelessness strategies and therefore has direct implications for how landlords should recover arrears'.

The report sets out recommendations which focus on the need for a change in approach by some social landlords towards the recovery of rent arrears, including the drawing up at a national level of a joint statement of practice on preventing and recovering rent arrears to which all social landlords should subscribe.

The Shelter report "Housekeeping: Preventing Homelessness through Tackling Rent Arrears in Social Housing", (2003) notes that current approaches to managing rent arrears in social housing cause homelessness and argues in favour of new ways of tackling arrears to avoid court proceedings. The report concludes that the structure and administration of the housing benefit system is the main cause of rent arrears. Recommendations include:

- that the Government should fund independent arrears resolution services
- that local authorities should identify homelessness due to rent arrears that result from their own policies and those of housing associations and identify ways of reducing the resultant homelessness
- that social landlords should seek possession through the courts as a last resort.

Other Legislation and Policy Initiatives

Supporting People Programme

The intent of this initiative is to:

- make public services more responsive to consumers
- improve co-ordination among organisations and functions involved in planning and delivering services
- increase service effectiveness and efficiency
- focus provision on local need

The Transitional Housing Benefit Scheme (THBS) was introduced in April 2000 to identify Housing Support services funded through Housing Benefit and aims to

quantify their costs. The THBS also provides an opportunity for the development and introduction of new housing support services for vulnerable people.

Since April 2003 THBS has been replaced by funding through the Supporting People Grant.

Children Act 1989

Local authorities in England have certain duties under the Children Act 1989 to assist homeless children including:

- a duty on social services authorities to safeguard and promote the welfare of children within their area who are in need and, so far as is consistent with that duty, to promote the upbringing of such children by their families
- a duty to provide accommodation for any child in need in their area who appears to them to require accommodation

a duty to provide accommodation for any child within their area who has reached the age of sixteen and whose welfare the authority considers is likely to be seriously prejudiced if they do not provide accommodation. Housing authorities are under a duty to assist social services authorities to provide accommodation in these circumstances, provided that compliance with the request is compatible with their own statutory or other duties and obligations and does not unduly prejudice the discharge of any of their functions.

Children Leaving Care Act 2000

This Act makes provision for children and young people who are being, or have been, looked after by a local authority. It sets out duties in relation to:

- 16- and 17-year olds who have been looked after by a local authority for a prescribed period which ended after they became 16 (eligible children)
- 16- and 17-year olds who are not currently being looked after, but were eligible children before ceasing to be looked after (relevant children)
- young people up to the age of 21, (or older if the pathway plan goes beyond 21), who have been relevant children, were being looked after when they became 18, and who were eligible children before ceasing to be looked after (former relevant children)

Immigration and Asylum Act 1999

This Act removes homelessness help and entitlement from all people subject to immigration control (people who require leave to enter or remain in the UK)

unless help and entitlement is specified in an order made by the Secretary of State.

Data Protection Act 1998

The Data Protection Act 1998 came into force on the 1st March 2000. It repealed the Data Protection Act 1984 and the Access to Personal Files Act 1987. Along with the Housing Act 1996, it gives homeless applicants certain statutory rights to see and check information which the local authority holds about their housing application.

Reducing Re-offending

The Social Exclusion Unit's report "Reducing Re-offending by Ex-prisoners" makes specific recommendations on meeting the housing needs of newly released prisoners and in particular advocates:

- increasing the discharge grant
- giving resettlement departments within prisons the ability to secure emergency housing for prisoners who would otherwise be homeless on release
- the case for enabling more prisoners to retain their housing by settling unavoidable arrears on their behalf.

Appendix 4 – Services Directory

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
African Legal Advisory Services	Refugees, asylum seekers, and people affected by immigration law Access to interpreters	Trocoll House Suite 305 Waking Road Barking 020 8507 0450 Full wheelchair access and adapted toilets Home visits can be arranged.	Mon-Fri 10-5 Sat 11-7 Drop-in, phone, or make appointment.	Advice, advocacy and representation for people affected by immigration law
Asian Women Advice Training	Asian Community Hindi, Punjabi, Urdu. Access to interpreters	2 Mapas Road Beacontree 020 8593 3804 Limited wheelchair access – no adapted toilets	Mon-Fri 10-4	Information and advice on welfare benefits, education/training and domestic violence
Asylum Seekers Unit	Refugees/Asylum Seekers	Social Services Department Civic Centre Rainham Road North Dagenham RM10 7BW. 0208 592 4500		Resettlement issues: family, welfare, debt, housing, consumer, immigration, equality, disability, mental health, education, community care
Axe Street	Drug dependent persons Translation by arrangement	39-41 Axe Street Barking IG11 7LX 020 8507 8668 Full wheelchair access	Mon- Fri 9.30-5.00, on Thurs till 7.00	Community detox; acupuncture, counselling and advice; referral to rehab
Barking & Dagenham Centre for Independent Living	Disabled people, family members and professionals Access to interpreters, Language Line, BSL	St George's Centre St George's Road Dagenham 020 8227 5412 Full wheelchair access & adapted toilets. Home visits available.	Mon-Fri 9-5	Range of services for disabled people, their families and carers and professionals.
Barking CAB	General Public Some information available in	55 Ripple Road Barking	Mon, Tue, Thurs, Fri 10-12 drop-in and phone	Advice and information on a range of issues including housing, benefits, debt and

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
	Braille and on tape.	020 8594 6715 Full wheelchair access and adapted toilets.	Wednesday 5-7 appointments/phone	Employment rights.
Catholic Children's Society Homelessness Team	Homeless families living in B&B accommodation Access to BSL signers and to interpreters	73 St Charles Square London W10 6EJ 020 8969 5305 Limited wheelchair access: home visits can be arranged for those unable to access offices	Mon-Fri 9.00-5.00 Drop-in or phone	Information on welfare rights and options, general advice on education and practical services. Outreach services
Connexions Futures Barking	Mainly young people 16-19; careers advice available to 16+	Unit 6A Monteagle Court 32-38 Waking Road Barking IG11 8TE 020 8591 9999	Mon- Tues 9-12.30 and 1.30-5.00; Wed-Fri 9-12.30 and 1.30-4.00	Careers advice, information, contact with training providers, job placement
Dagenham CAB	General Public Hindi, Punjabi, Urdu	339 Heathway Dagenham 020 8592 1084 Full wheelchair access and adapted toilets. Home visits available.	Mon, Tue, Wed, Fri 10-1 drop-in Office hours 9-5.30	Advice and information on housing, benefits, debt and employment rights
DIAL – Barking and Dagenham	People with disabilities, carers and workers in the field of disability Access to interpreters, BSL	St George's Day Centre St George's Road Dagenham 020 8592 1084 Full wheelchair access and adapted toilets. Home visits available	Mon-Fri 10.30-3.30	Advice and information for people with disabilities, on benefits, grants, equipment, self help groups, travel and mobility, employment, health and housing.
East London Somali Association	Refugees and asylum seekers, particularly from the Somalian community.	Room 9 728 Romford Road London E12 6BT 020 8514 6124 Full wheelchair access	Mon-Fri 10-4.30 Drop-in, phone, write, or make an appointment	Advice and information.
East Street	Somali and Arabic Young people 14-25	20 East Street	Mon, Tues, Wed, Thurs 2-6;	Health, drugs, careers, immigration and

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Youth Advice Centre	Translations available	Barking IG11 8EU 020 8270 4646 Full wheelchair access	Fri 11-3; Sat 12-3	Free legal advice on specific days of the week
Homeless Persons Unit	People who are homeless as defined by the Housing Act Language Line and Council translation unit	2 Stour Road Dagenham RM10 7JF 020 8227 2464 Out of hours emergency: 020 8594 8356 Full wheelchair access	Mon-Fri 8.45-4.45 Drop-in or phone	Assessment of priority need under the Homeless Act. Provision of temporary accommodation for those assessed as in priority need.
Housing Advice	Residents of the Borough Access to interpreters	2 Stour Road Dagenham RM10 7JF 020 8227 2177/2452 Full wheelchair access Out of hours emergency: 020 8594 8356	Mon-Fri 8.45-4.45 By appointment, but people who are homeless can visit without an appointment	Housing advice for all residents in the Borough including private/council tenants, home owners and homeless people
Gascoigne Aid & Advice Shop	General public	128 St Mary's Parade Barking IG11 7TF 020 8591 9855 Full wheelchair access	Mon-Fri 10.00-3.00 Drop-in for enquiries. Advice workers by appointment	Debt/money advice, housing and welfare benefits etc
International Christian Care Foundation	General public Translation available	Unit 120 Estuary House 196 Ballards Road Dagenham RM10 9AB 020 8592 9323 Full wheelchair access	Drop-in centre 10.00-5.00 Mon-Fri Saturday children's folk club 11.00-4.00	Advice on UK immigration law, housing, welfare and benefits for homeless, young people, refugees etc. Some referrals to Age Concern, CVS, EMPA, and YMCA.
Newham Action Against Domestic Violence	St Mark's Community Centre Tollgate Road London E6 4YA	020 7473 3047	Mon-Fri 10.00-5.00	Comprehensive service for anyone experiencing domestic violence
North East London Family Mediation Service	Couples separating or divorcing, and their children Access to interpreters, BSL. Facilities for the deaf by prior arrangement.	11 Althorne Way Dagenham 020 8593 6827 Limited wheelchair access. No adapted toilets, except in adjacent unit	Mon- Thurs 9.30-5.30 Fri: Appointment only	Information for couples involved in divorce or separation, to enable them to reach agreements about children, finance and property via mediation. Specially trained counsellors to help children having problems due to the

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Redbridge Money Advice and Debt Counselling Centre	General public Access to interpreters	Ilford County Court Buckingham Road Ilford IG1 1TP 020 8478 1132 Full wheelchair access	Mon-Fri 10-5 Drop-in, phone, write or contact to make an appointment	separation/divorce of their parents Money advice and debt counselling, mortgage arrears and possession. Housing advice including homelessness, rent arrears and housing allocations. Employment advice. Legal help and casework on debt, consumer issues, employment and housing.
Redbridge Refugee Forum	Refugees and Seekers Range of community languages	First floor Broadway Chambers 1 Cranbrook Road Ilford IG1 4DU 020 8478 4513 Casework: 8514 4728 Full wheelchair access	Mon, Wed-Fri 10-12.30 Tues 2-3.30	Advice, information and casework on a range of issues, including immigration, benefits, housing and education. Health advocacy by appointment. ESOL classes. Creche. Food parcels for people with no access to benefits, the NASS system or support from social services. Support for refugee community groups.
Social Services Dept	General Public Access to interpreters and BSL signers	Civic Centre Rainham Road North Dagenham RM10 7BW 020 8592 4500 Emergency out of hours: 020 8594 8356 Limited wheelchair access	Mon-Fri 9-4.30 Call in or phone	Range of social services for children and families, older people, people with learning difficulties and mental health problems.
Vineries Young Women's Project	Young Women aged 16-30 years.	321-329 Heathway Dagenham 020 8593 3931 Limited wheelchair access. Adapted toilets. Home visits available.	Mon and Thurs 12-2.30 Tues 12.15-2.15 Wed 9.45-11.45 Fri 12.15-2.15: teenage mums	Advice, information, classes and counselling. Creche
The Vineries Hostel	Young single homeless people aged 16-30	1-11 Vineries Close Dagenham RM9 5DA 020 8598 8672	Mon-Fri 9-5 Self or agency referrals.	36 bedspaces for young single homeless people (except convicted sex offenders, those with a history of arson, alcohol problems, or not entitled to benefits)
YMCA	Priority for 18-25 year-olds Some rooms adapted Full wheelchair access	29 Rush Green Road Romford RM7 0PH 01708 766211	Direct and self-referral Mon-Fri 9.00 -5.00 No emergency	Hostel (150 bedspaces) Foyer project and benefits advice. Resettlement work and move-on accommodation.

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Women's Aid National Helpline	Women fleeing domestic violence See also Newham Action Against Domestic Violence	0845 702 3468	accommodation 24/7	

Appendix 5

The Borough's Housing Advice Service designed a questionnaire to be completed by service users. 18 returns were received during the review and strategy development process. Users were asked questions concerning the following:

- Users' reasons for homelessness
- Whether homeless within or outside the Borough
- The circumstances that might have prevented homelessness occurring
- Experiences of the service
- Improvements that could be made to services
- The nature of temporary accommodation and how many moves were involved before permanent accommodation was offered
- Other views
- Monitoring data

The prime reason for homelessness was relationship breakdown, although loss of private rented accommodation and loss of tenancy due to rent arrears were also mentioned.

All respondents had become homeless within the Borough except one asylum seeker who had been placed from Southend.

Most respondents did not think that their homelessness could have been avoided. The remainder commented that the cost of private rented accommodation was too high and they would need to be in work or have more money to afford it, thus securing their own housing.

The majority of people found the Housing Advice Service very helpful and the advice provided fair and precise. A few respondents did not agree, with comments being made about not getting anyone to explain information clearly or at the time they felt they needed it.

Improvements to the service include the need for more information leaflets and improvements to the quality of temporary accommodation. Comments about temporary accommodation were primarily about the condition of the properties and its cleanliness. There were some concerns about location, either the neighbourhood or the flat itself.

The majority of respondents had had one temporary accommodation placement only. None had yet moved into permanent accommodation.

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THE EXECUTIVE**8 JULY 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

BOROUGH SPENDING PLAN 2004/2005 AND FUNDING ALLOCATION FOR 2003/2004: TRANSPORT AND HIGHWAYS PROJECTS	FOR DECISION	
<i>This report seeks approval to submit a bid to fund Capital expenditure on Transport and Highway Projects in the year 2004/05.</i>		
<p><u>Summary</u></p> <p>Each year the Council is required to prepare and submit a Borough Spending Plan (BSP), via Transport for London (TfL), to the Mayor of London. This document sets the Council's proposed programme of traffic, transportation, road safety and highway projects for the next 5 years and its bid for funds to carry out those projects programmed for the following financial year. These projects must be in line with the Mayor of London's Transport Strategy and the Council's Interim Local Transport Plan (ILTP), both of which were published in July 2001.</p> <p>The BSP must be submitted to TfL by no later than 31 July 2003.</p> <p><u>Recommendation</u></p> <p>The Executive is recommended to agree that the Borough Spending Plan 2004/2005 is submitted to Transport for London for the purposes of bidding for funds for traffic, transport, road safety and highway capital projects and to note the allocation received to date for 2003/2004 projects.</p> <p><u>Reason</u></p> <p>To assist in achieving the Community Priorities of "<i>Making Barking and Dagenham Cleaner, Greener and Safer</i>", "<i>Promoting Equal Opportunities and Celebrating Diversity</i>", and "<i>Regenerating the Local Economy</i>".</p>		
<p>Contact Mike Livesey</p>	<p>Group Manager Traffic, Highways, Road Safety and Parking</p>	<p>Tel: 020 8227 3110 Fax: 020 8227 3166 Minicom: 020 8227 3034 Email: mikelivesey@lbbd.gov.uk</p>

1. Background

- 1.1 Barking and Dagenham's funding for traffic, transport, road safety and highway capital schemes is received from Transport for London (TfL). The Council has a duty to prepare a Local Implementation Plan, which sets out its local policies and strategies for implementing the Mayor for London's Transport Strategy.

- 1.2 In 2001 the Mayor of London published the final version of his Transport Plan, but because of the timescales and deadlines involved it was only possible for the Boroughs to publish Interim Local Implementation Plans, based largely upon the Draft Transport Strategy. Transport for London have indicated that boroughs are not required to submit a Local Implementation Plan (LIP) at this time and have only issued Guidance for a BSP submission for 2004/2005, which is based upon the already submitted Borough ILIP.
- 1.3 As a result of the date of issue of the Guidance, full guidance was not received until 19 May 2003, it has not been possible to present a final version of the BSP to the Executive as this is still being worked upon. Final submissions of the BSP to TfL are required by 31 July 2003.
- 1.4 The key areas within which bids are permitted are prescribed by TfL and are clearly set out within the submission form.

2. Finance

- 2.1 In 2003/04 TfL are allocating approximately £139m to the Boroughs via the BSP submission process. Barking and Dagenham has, to date, received:

Summary of Allocations 2003/2004 - Table 1

Description	Allocation £000's
Principal Road Maintenance	1,021
Bridge Strengthening	160
Local Safety Schemes	325
20mph Zones	160
Bus Priority	813
Walking	75
Cycling	225
Freight	20
Interchanges – Dagenham Dock Station, Barking Station	635
Accessibility	80
Bus Stop Accessibility	61
Safer Routes to School	140
Green Travel	75
Total	3,790
Additional Funding is also to be allocated to Barking and Dagenham as part of Thames Gateway London Partnership.	
A1306 Gateway London Partnership	125
Barking Interchange	140
Travel Plan Co-ordinator	45
Car Share Scheme	25
Total	295

- 2.2 It is worth noting that the funding in Barking and Dagenham for Principal Roads Maintenance has been considerably increased compared to previous years.

2.3 It is proposed to make a bid for capital funding through to Borough Spending Plan in the following areas:

Summary of Bid areas 2004/2005 - Table 2

Description	Heading	Allocation or Bid £000's
Principal Roads	<ul style="list-style-type: none"> • Roads • Bridges (Package bid*, Subject to Network Rail Bridge Assessments) 	1,200 10
Local Bus Priority Measures	<ul style="list-style-type: none"> • Bus routes 	300
Road Safety	<ul style="list-style-type: none"> • Local Safety Schemes • 20 mph Zones • Safer Routes to School 	500 160 140
Reduce Congestion	<ul style="list-style-type: none"> • Controlled Parking Zones • Green Travel • Travel Plan 	20 50 20
Improving Local Travel Environment	Walking	400
	Cycling (Package bid*)	225
Area Based Schemes	Town Centres (London Road)	550
	Streets for People (Home Zones)	200
	Interchanges (Dagenham Dock)	250
	Regeneration Schemes (A1306)	450
	Air Quality	150
	Accessibility	100
	Freight	25
Bus Priorities (Package bid)	Bus Stop Improvements	400
	Bus Priorities (Package bid*)	800
Total		5,950

Note: Package bids. = As in previous years, funding for schemes over several boroughs or partners is provided via package bids. Barking and Dagenham has previously received funding through 5 collective bids.*

2.4 TfL has also become considerably more prescriptive in the allocation of funds and the flexibility has decreased making it more difficult for the Council to locally manage the budgets throughout the year as schemes are developed, consulted on and designs

are adjusted. Much more detailed justification is also required from TfL for funding schemes and for ongoing monitoring of expenditure throughout the year than has previously been the case. It is, however, understood that annual allocations of budgets will be removed and funding of schemes, which stretch over a number of years, will be more certain. It is hoped that this will make planning and project management of schemes easier, with the removal of the need for the annual race to report, design, consult and implement schemes in less than a twelve month period.

- 2.5 It is understood that the funding from TfL to cover all London boroughs will not exceed £140m for 2004/05. The LBBD bid against this total allocation is £5.95m and this funding is in addition to the Council's own Capital Programme.

3. Staffing

- 3.1 The cost of staff employed on the TfL capital projects is covered and fully met by their funding allocation to the Borough. It should be noted that there is acknowledged to be a nation-wide shortage of qualified and experienced engineering and transportation staff. In order to deliver some of these projects, it is necessary for consultants or agency staff to be employed to fill the gaps in resources. Again, the cost associated with employing consultants and/or agency staff will also be fully met from within the TfL funding allocation. In addition, training programmes are being fully funded by TfL to try to encourage young people into this area of work or to assist in retraining and development of staff.

4. Equalities

- 4.1 Many of the projects funded via the BSP are aimed at improving access for people, including those with mobility problems, as well as improving the safety of vulnerable road users.

5. Consultation

The following people were consulted during the preparation of the bid and are happy with the bid and report as it stands.

LESD

Laura Williams, Acting Head of Finance and Philip Horner, Senior Accountant
Gordon Glenday, Interim Head of Statutory Planning Services
Grant Power, Access Officer, Planning Division
Yiota Charalambous, Community Sports Development Officer

Corporate Strategy

Jeremy Grint, Head of Regeneration
Tony Freeman, Interim Head of Financial Services

Background Papers

- Mayor of London's Transport Strategy July 2001.
- http://www.london.gov.uk/mayor/strategies/transport/trans_strat.jsp
- Executive Report and Minute 70, 17 July 2001
- Re: LBBD Interim Local Implementation Plan (ILIP) and Borough Spending Plan for 2002/03
- London Borough of Barking and Dagenham Unitary Development Plan (UDP), 1996 and modifications.

THE EXECUTIVE**8 JULY 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

LONDON RIVERSIDE URBAN STRATEGY: INTERIM PLANNING GUIDANCE	FOR DECISION	
<p><i>This report is submitted to the Executive as it concerns a matter of strategic importance.</i></p> <p><u>Summary</u></p> <p>On 23 July 2002, the Executive agreed that public consultation should be undertaken with a view to adopting the London Riverside Urban Strategy in the form of Interim Planning Guidance. As with the development of the London Riverside Urban Strategy the consultation was a joint exercise with the London Borough of Havering (LBH). 26 representations were received during a six-week public consultation period, which lasted until 17 January 2003. These are summarised in Appendix 1 along with both Councils' recommended responses. In light of these representations it is considered that no changes to the London Riverside Urban Strategy are needed and, therefore, that it should be adopted as Interim Planning Guidance. LBH staff will make the same recommendation to their Cabinet.</p> <p><u>Recommendation</u></p> <p>That the London Riverside Urban Strategy, which is attached as Appendix 2, be adopted as a basis for Development Control.</p> <p><u>Reason</u></p> <p>The strategy will assist the Council in achieving its Community Priorities of "Regenerating the Local Economy", "Improving Health, Housing and Social Care", and "Making Barking and Dagenham Cleaner, Greener and Safer".</p>		
<p>Contact Gordon Glenday</p>	<p>Interim Head of Statutory Planning Services</p>	<p>Telephone: 020 8227 3929 Fax: 020 8227 3896 Minicom: 020 8227 3034 E-mail: gordon.glenday@lbbd.gov.uk</p>

1. Background

- 1.1 The text of the London Riverside Urban Strategy is attached as Appendix 2. The Urban Strategy has already been supported by the Heart of Thames Gateway Board, the London Development Agency Board, and the Mayor of London. The Executive have already agreed that public consultation should be undertaken with a view to adopting the London Riverside Urban Strategy in the form of Interim Planning Guidance.

- 1.2 London Riverside extends on the north side of the Thames from Wennington Marshes in the east through to Barking Creek in the west - the southern parts of the two London Boroughs of Havering, and Barking and Dagenham. The aim of the strategy is to define the future role of all the land in the London Riverside and to make the most of its potential to provide new employment and housing in a high quality environment with good transport services.
- 1.3 In general the strategy builds on the existing Unitary Development Plan (UDP) policies of the two local authorities, but seeks to be more ambitious in relation to the quantity and quality of development that could be achieved because of the commitment of regional organisations to support regeneration of the area. It proposes redevelopment and improvement of existing industrial areas, and eliminating unused and under-used sites.
- 1.4 The 23 July 2002 Executive report provides more detail on the objectives of the strategy and the development scenarios for each of the seventeen sites within London Riverside.

2. Consultation Process

- 2.1. Consultation was undertaken on the London Riverside Urban Strategy from 22 November 2002 to 17 January 2003. This was a joint consultation exercise with the London Borough of Havering (LBH). A leaflet was produced to accompany the exercise which explained the background to the strategy, the status it would have in the development control process, and what the strategy sought to achieve. This leaflet highlighted the different ways people could obtain a full copy of the strategy, either by post, email, phone, or website, it also offered translations in seven languages. The text of this leaflet is attached as Appendix 3. The leaflet was sent out to all consultees on both boroughs consultation and made available for inspection the libraries, Barking Town Hall and the Civic Centre. A press release was also published and coverage appeared in the local press.

3. Consultation Response

- 3.1 This was a joint consultation exercise so both boroughs received responses. Twenty-six responses were received in total. Full copies of all the responses are available in the Planning Offices. It was made clear in the consultation leaflet that comments would be fed into the development of the four area frameworks which will be developed to take forward the proposals in the London Riverside Urban Strategy in more detail. Five London Riverside theme groups have also been established which will feed specialist input into the development of these frameworks and were appropriate these groups will also address the issues raised by respondents. These theme groups cover the following issues, Business and Economy, Skills and Employment, Housing and Social Infrastructure, Transport, and Community Development. The area groups and theme groups are attended as appropriate by representatives from the London Boroughs of Barking and Dagenham, and Havering, the London Development Agency, Transport for London, the GLAs Architecture and Urbanism Unit, the Heart of Thames Gateway Partnership, the Primary Care Trusts etc; and meet once a month.

- 3.2. It is intended that there will be consultation on the area frameworks as and when these are brought forward. These four frameworks will cover:
- Rainham Conservation Park. This covers the RSPB Nature Reserve, Rainham Marshes and the proposed Country Park on the existing landfill site at Coldharbour Point.
 - South Dagenham, A1306 and Rainham. This covers an area stretching from the Goresbrook junction of the A13/A1306 (ASDA's) in South Dagenham through to and including Rainham Town Centre bounded to the south by the C2C railway and to the north by the A1306 including development along its north side.
 - Employment Core Area. This covers an area stretching from Ferry Lane through to Dagenham Dock including CEME, Beam Reach Business Park and the Ford Estate.
 - Barking Reach and Creekmouth. This includes the Barking Reach residential development site and the Creekmouth industrial area bounded to the west by the River Roding.
- 3.3. Whilst many important issues were raised by respondents, it is not considered necessary to make any changes to the London Riverside Urban Strategy are necessary to accommodate these. Nevertheless staff have highlighted in Appendix 1 how these issues will be addressed in the development of the area frameworks and through the theme groups. A summary of the comments received and both Councils's recommended responses are provided at Appendix 1.

4. Consultation

Internal

The following people have seen this report and are happy with it as it stands:

Jeremy Grint: Head of Regeneration

Peter Wright: Interim Head of Development

External (see Appendix 1)

Local Residents

Local Businesses

Greater London Authority

Thames Gateway London Partnership

Heart of Thames Gateway

Environment Agency

Railtrack/Network Rail

Thames Water

Background Papers

- Executive Minute 323, 27 November 2001 re: Heart of Thames Gateway and Related Matters.
- Executive Minute 63, 23 July 2003 re: London Riverside Urban Strategy

London Riverside Urban Strategy	
Consultee	Comment
Adam Hiley Havering resident	Better and more bus routes are needed to the area. Area could be transformed into a major Essex town. The Rainham side of the Estuary could be turned into a Southend on Sea style place, a shopping centre, and entertainment leisure area. If the proposed airport at Cliffe fails, airport could be on our doorstep instead. Local companies in Havering and companies across the East coast and UK in general could sponsor the project. The Council could move there once building is completed. Romford is too domineering, Council could build a new town hall in Riverside area.
Adrian Vooden Barking and Dagenham resident	Is involved in employment opportunities and has a general interest in area, happy to be involved in participation processes.
Andrew Martin Associates on behalf of DG Patel	Expresses support for London Riverside Urban Strategy, and the 17 future development scenarios. Recognises that draft Interim Guidance on Housing Density will not apply to London Riverside, and welcomes the vision of higher density development along this part of London Riverside, than the matrix would set for this area.
Andrew Martin Associates on behalf of DG Patel	The application of UDP amenity and car parking standards would not meet the aims and objectives of the strategy in creating a compact city. Car parking standards must be reviewed on the basis of the good public transport links that already exist in the area as well as the significant investments envisaged.
Andrew Martin Associates on behalf of DG Patel	Supports the environmental improvement scheme along the A1306
	Council's recommended response
	Comments welcomed and will be fed to the area groups drawing up the four area frameworks.
	Response noted will be added to both boroughs consultation databases
	Support welcomed.
	These comments will be forwarded to the four area groups charged with developing area frameworks.
	Noted.

Andrew Martin Associates on behalf of DG Patel	Supports creation of green links.	Noted.
Barbara Stanley Hunt Havering resident	Needs to be an identity established which includes social interaction in public places including community notice boards and youth friendly sculptures. Wants to see native trees in car parks, village type of fountain and youth friendly area perhaps with a skateboard park.	These comments will be forwarded to the area groups. The urban strategy states that London Riverside will be a place with a clear and celebrated identity where people have the chance to shape their own future, where eliminating advantage has top priority and where diversity is valued.
Barbara Stanley Hunt Havering resident	New development should add to not contrast with character of Rainham Village.	Rainham Village is in a conservation area. Existing development plan policies for both boroughs set out that new development must preserve and enhance the character and appearance of conservation areas.
Barbara Stanley Hunt Havering resident	Hopefully there will be roads and bridges not subways and a further link is needed to CEME.	Both councils are actively pursuing improvements to public transport provision to and within London Riverside, improving accessibility to CEME is recognised as a core component of this.
Barbara Stanley Hunt Havering resident	Supports Barking Reach	Support welcomed
Barbara Stanley Hunt Havering resident	Cites potential for green industry in this area.	Draft Interim Planning Guidance for Dagenham Dock aims to establish a Sustainable Industrial Park and promote the potential for green industries in this area.
Barking and District Allotment Holders Society Ltd	There is no reference whatever to any provision for allotments even though the local authorities have a legal obligation to provide them for any residents who wants one. Barking and Dagenham Council have just terminated this societies lease of the only allotment site (Long Reach) in the Barking Reach area, and have so far failed to provide a replacement site. This bodes ill for any of the 700,000 potential new residents who may be looking to enjoy an allotment as a leisure activity. Appreciates that this is a strategic plan, but wants to be reassured that sites for allotments will be identified as the plan progress.	Comments welcomed and will be fed to the area groups drawing up the four area frameworks.

<p>Barking, Havering and Redbridge NHS Hospitals Trust</p>	<p>Clearly as urban development happens along the A13 corridor there are potentially significant impacts in terms of population increase on the demands on hospital services. Notes that the North-east London Workforce Development Confederation, through their Director of Regeneration-Mike Wilson are already working with the Thames Gateway Community to identify the significance of these changes. Does not have any major observations to make at this stage though highlights that clearly the planning of acute hospitals in integral to the development of large tracts of urban land.</p>	<p>These issues will be tackled by the Housing and Social Infrastructure Theme Group which will feed into the development of the four area frameworks within London Riverside. This theme group has been charged with addressing principally socio-demographic, housing mix and utilities, health and education issues and is attended by representatives of local health service providers.</p>
<p>Barton Willmore on behalf of Bellway Homes</p>	<p>It is unclear how the strategy relates to the existing and emerging policy framework for the Thames Gateway area. No reference is made to the existing developments for the area, or other strategic documents such as Regional Planning Guidance (RPG3 and RPG9a).</p>	<p>London Riverside is identified as one of the Key Action Zones in the Thames Gateway by TGSP and TGLP (Thames Gateway Strategic Partnership and Thames Gateway London Partnership) as a Strategic Priority Area for the London Development Agency (LDA) and as a key opportunity in the Mayor's Spatial Development Strategy – the draft London Plan.</p>
<p>Barton Willmore on behalf of Bellway Homes</p>	<p>There has been no consultation with landowners or the private sector or the local community.</p>	<p>All consultees on both Boroughs consultation databases where notified of this consultation exercise and where sent a copy of the consultation leaflet. This database includes consultees across the private, public and voluntary sectors.</p>
<p>Barton Willmore on behalf of Bellway Homes</p>	<p>Concern over reference to 'threats' and the statement that the 'partners will need to maintain a tight grip on change'. This section of the document should be reworded to state that the partners positively welcome new development in the Thames Gateway and London Riverside area and that they will seek to work positively with the private sector in delivering the urban agenda.</p>	<p>This reflects the 'ambition' London Riverside partners have for the area, a step change is needed in the type and quality of development which is attracted if the area's cycle of degradation and decline is to be reserved. The CEME development is a good example of this. As has been proved in the past in the London Riverside area this will not happen without the leadership of a strong partnership which includes public, private and voluntary organisations.</p>

<p>Barton Willmore on behalf of Bellway Homes</p>	<p>The approach to identifying the different parcels of land that make up the London Riverside area is helpful in setting out the different circumstances of each site but the document should also demonstrate some form of linkage or connection between the sites, it they are to be considered as a whole. Agree that Barking Reach is one of London's largest housing sites and will become a new community by the Thames with a mixture of housing types and tenure, with good local services and served by good public transport.</p>	<p>Area groups have been established overseen by the strategic London Riverside Action Group to ensure that the development of London Riverside happens in a coordinated and cohesive manner.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Focuses on Dagenham Dock part of strategy, which is being promoted by Innogy Plc for redevelopment to promote circa 100,000 sqm of commercial space. Concerned that the strategy will not aid the regeneration of the site they have applied for planning permission for.</p>	<p>The London Riverside Urban Strategy provides a strategic grounding for the draft Dagenham Dock Interim Planning Guidance. Please see more detailed comments that follow.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>The strategy is not consistent with existing policy, is not capable of delivery, does not define the mechanisms for changes, set clear timetable for action and implementation and its status is not clear. Neither does it establish a strategic policy framework for the area.</p>	<p>The strategy seeks to change existing planning policy in line with local, regional and national aspirations for the London Riverside area, including the Draft London Plan and the Sustainable Communities Plan published by the Office of the Deputy Prime Minister. Both Boroughs intend to adopt the strategy as Interim Planning Guidance which will form the framework for more detailed area strategies which will address many of the issues raised by the respondent.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>The strategy does not recognise the role of the private sector in identifying physical and social infrastructure opportunities and schemes which is essential to achieving the positive regeneration of Dagenham Dock.</p>	<p>The strategy states that regeneration should be based on a strong partnership including public, private and voluntary organisations and communities. More specifically it is recognised that particularly in the development of the Environmental Technology Resource Centre for London (ETRCL) that the private sector and Higher Education institutions are important partners. Innogy presents itself as a leading edge environmental company and we would be keen to work with them on any proposals in line with the Dagenham Dock Supplementary Planning Guidance.</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Vision should be underpinned by strategic policies and objectives that are viable and deliverable within a defined time period. It is too thin to be meaningful and questions whether the strategy is 'ambitious'.</p>	<p>The strategy is underpinned by the commitment at a national level from the Office of the Deputy Prime Minister as expressed in the Sustainable Communities Plan, in addition a key partner in London Riverside is the OPDMs Thames Gateway Strategic Partnership. Commitment is also demonstrated at a regional level from the Greater London Authority 'family' through Transport for London, the London Development Agency and the Architecture and Urbanism Unit who are also key London Riverside partners. With regard to delivery the strategy will be delivered by four more focused area frameworks which will produce an action plan with target outputs and a programme to achieve them. Progress will be monitored on a fortnightly/monthly basis through a checklist of action.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>No reference made to draft London Plan, no details provided on how figures for new jobs and homes are derived.</p>	<p>The strategy makes clear that London Riverside is a priority area for the Mayor of London. Figures for jobs and homes based on capacity of development sites within London Riverside. Capacity for housing was only partly covered by Boroughs Housing Capacity Studies in 2000.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Strategy does not clarify what constitutes the 'right conditions' when it says that under 'the right conditions' the number of homes and jobs could rise. Isn't the purpose of the Strategy to achieve the right conditions for achieving regeneration. Clients proposals have been unnecessarily frustrated at Dagenham Dock.</p>	<p>The Urban Strategy sets the framework for the four area groups which aim to expedite sustainable development through assessing and then setting the right conditions for development, through the development of area frameworks.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>The Strategy fails to recognise the importance and potential of Dagenham Dock in the context of the London Riverside and should seek to encourage and enable the delivery of redevelopment.</p>	<p>Dagenham Dock is at the heart of the 'Employment Core Area', for which an area framework will be developed. The London Riverside Strategy provides a strategic grounding for the draft Dagenham Dock Interim Planning Guidance (DDIPG). The DDIPG and Dagenham Dock Vision Implementation Strategy aim to encourage and enable development with specific action plans produced to tackle barriers to regeneration (such as poor infrastructure).</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Supports principle of design led approach and new and improved public transport, but expresses concern that the documents lacks solutions and commitment. Lacks the depth of understanding required to bring forward sites on the basis of a viable and deliverable plan for the area. An aspirational vision needs to be rooted in reality.</p>	<p>Strategy has commitment of national government as set out in Sustainable Communities Plan. Consultants have been appointed to develop an Integrated Transport Strategy for London Riverside and to produce a realistic business case for the ETRCL. Again this will be the focus of the area frameworks.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>No reference to critical issue of funding in particular to provide improved public transport for the area, its timing and delivery. Lead in times for new procurement of new public transport means this must form part of the earliest delivery element to facilitate greater accessibility. Commitment needs to be given by the Government and other stakeholder organisations including the two Councils to a long term funding programme to ensure continuous momentum to the improvement of basic infrastructure.</p>	<p>Consultants have already been appointed to deliver an Integrated Transport Strategy for London Riverside. Transport for London are part of the London Riverside Action Group. National Government's commitment is confirmed in the Communities Plan. This proposes £4.7 billion for housing in London and the South East; £446 million to support land assembly and development in the Thames Gateway; an action plan for major transport improvements; and establishing a 'Partnership' Development Corporation in London to deliver regeneration in three designated areas – one of them London Riverside. The DDIPG recognises the need to upgrade basic infrastructure in Dagenham Dock and gives LBBD's commitment to work with partners to secure funding.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>The section of the document which seeks to set out or describe the current status of the London Riverside is extremely limited and fails to reflect the range of depth of issues experienced by the area. If contamination and other obstacles to development are to be overcome,, the strategy in its application needs to be more finely directed to enabling development and delivering the necessary enabling infrastructure.</p>	<p>London Riverside partners are well aware of the 'obstacles' that need to be overcome in realising the successful regeneration of the area and are addressing these in the development of the area frameworks.</p>

Barton Willmore on behalf of Innogy Plc (formerly National Power)	The strategy presents an over-simplified review of the characteristics, issues and challenges faced by the area. The subsequent review of the scale and scope of opportunities offered by the area is similarly simplistic. Little will be achieved by the adoption of unrealistic policy, masterplans and development briefs, such as the consultation draft proposals of LBD for Dagenham Dock and a 'green collar' Sustainable Industrial Park. The responsibility for producing the 'development framework' is not defined, nor a timescale and how it will relate to the urban strategy.	The urban strategy will be delivered by more focused area frameworks. The area groups charged with delivering these comprise officers from London Borough of Barking and Dagenham, London Borough of Havering, London Development Agency, Heart of Thames Gateway, Gateway to London, and the Greater London Authority. An action plan will be produced for each with target outputs and a programme to achieve them. Progress will be monitored on a fortnightly/monthly basis through a checklist of action.
Barton Willmore on behalf of Innogy Plc (formerly National Power)	Following comments made on each of the five aspirations in the strategy:	
Barton Willmore on behalf of Innogy Plc (formerly National Power)	1. how will it ensure that this area is London's leading centre for excellence in innovation and high tech manufacturing	It will use CEME and existing employers such as Ford to deliver world class expertise, promote research and provide exceptional opportunities for new investment and economic growth, for businesses of all sizes.

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>2. the statement that London Riverside will provide an accessible and sustainable homes for industries that serve London and for the growth sector of environmental technology is not supported by any explanation of how this will be achieved. Firm commitments to the funding and implementation of improvements to public transport is required to achieve this.</p>	<p>The draft Dagenham Dock Interim Planning Guidance highlights that LBBD will work with its partners to improve highways and infrastructure. It states that the guidance forms part of a package of regeneration tools for Dagenham Dock and that the barriers, unlawful uses and general enforcement issues are highlighted in the text of the guidance. The IPG makes reference to the importance of strategic transport initiatives. It supports the East London Transit and Docklands Light Railway proposals as well as cyclist/pedestrian links. The potential of Dagenham Dock station is also highlighted.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>3. Aspiration for new urban communities and commercial and community facilities fails to recognise extensive difficulties that have been faced to date in seeking to bring forward sites for development and the realities of market demand.</p>	<p>All actors in the regeneration of London Riverside recognise the inherent difficulties in bringing sites forward for development, which is why four dedicated area teams have been set up to give this issue the focus it deserves.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>4. Strategy fails to consider how development will relate to green corridors and open spaces in particular treatment of boundary edges. There is a need for all stakeholders to be realistic about the net developable area of sites, development potential should not be limited</p>	<p>Will be an important issue addressed by Area Groups.</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>5. Supports objectives that London Riverside will be a place with a clear and celebrated identity, but in the absence of firm financial commitment to investment in the infrastructure of the area and a comprehensive and deliverable strategy based on agreed policy it is difficult to see how this will be achieved.</p>	<p>An important aim of the strategy is to raise the profile of the area to those who hold the purse strings in regional and national government, and highlight the potential for delivering homes, jobs and tourist attractions that the area offers. National Government's commitment is confirmed in the Communities Plan. This proposes £4.7 billion for housing in London and the South East; £446 million to support land assembly and development in the Thames Gateway; an action plan for major transport improvements; and establishing a 'Partnership' Development Corporation in London to deliver regeneration in three designated areas – one of them London Riverside. Transport for London and the London Development Agency are key partners who will be critical in bringing sites forward for development and providing public transport infrastructure improvements.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Concern over reference to 'threats' and the statement that the 'partners will need to maintain a tight grip on change'. Objects to the express desire to restrain change if such restraint resulting from the 'tight grip' leads to delay, failure for the stakeholders to agree and ultimately failure of sites to come forward. Role of private sector does not seem to have been recognised.</p>	<p>This reflects the 'ambition' London Riverside partners have for the area, a step change is needed in the type and quality of development which is attracted if the area's cycle of degradation and decline is to be reversed. As has been proved in the past in the London Riverside area this will not happen without the leadership of a strong partnership which includes the public, private and voluntary sectors. The CEME development is a good example of this.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>All transport schemes are at different stages, on different timescales and no commitment is given by partners to assist or support in their delivery financial or otherwise. Document should recognise impact that failure to deliver these scheme will have on amount and density of development that can be achieved in London Riverside area. Role of Local Implementation Plans in delivering transport improvements is neither recognised or explored.</p>	<p>Consultants have been appointed to deliver an integrated transport strategy for London Riverside. Dedicated transport theme group has been set up to address issues such as these, and to feed into the development of area frameworks. Borough Spending Plan funding has been bid for in recent years for improvements to transport infrastructure in London Riverside area.</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Object to development of 'focused area-based strategies', especially Dagenham Dock, where a review of masterplan is on-going. What will they achieve, who is responsible for producing them, what format will they take and when will they be produced? Should not be a mechanism for frustrating current development proposals. There is a grave danger that energies and resources will continually be put into producing strategies and masterplans for the area rather than implementing schemes and ensuring delivery 'on the ground'. If prepared, area based strategies for east-west links through the industrial core areas and the Thames and riverfront areas will overlap with strategies for other areas.</p>	<p>The focused area based strategies will address many of the issues raised here by this response. For example the proposed area strategies will address the green framework which the respondent wanted more clarification on as to how this related to development. The frameworks will be produced either by or under the leadership of the appropriate LRAG partners which includes the Heart of Thames Gateway, LDA, TfL, AUU, and London Boroughs of Barking and Dagenham, and Havering and will draw in other actors in the regeneration of the area from the public, private and voluntary sectors as appropriate. With regard to consultation on the draft Dagenham Dock IPG the Mayor of London's response (including comments by the GLA, Architecture and Urbanism Unit, Transport for London and the London Development Agency) concludes that it is consistent with the objectives of the Draft London Plan and therefore is generally supported in strategic planning terms.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Concerned at validity of ever-expanding policy and guidance in SPG which is not subject to detailed scrutiny and testing through the review of UDPs/SDS.</p>	<p>It is recognised that Interim Planning Policy does not carry the same weight as UDP Planning Policy for the reasons given. However the process of consultation has been undertaken in accordance with Planning Policy Guidance Note 12 (Development Plans).</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>When the document refers to the need to secure public and private investment who requires it and from whom will it be required. With regards to monies from developers, planning obligations can only be sought in accordance with circular 1/97 which states that any financial contributions sought must be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. For example seeking investment from developers for promotional activities for the area is not reasonable. As regards the skills and competitiveness of the local workforce, it is not clear who will be responsible for delivering this objective.</p>	<p>These issues will be addressed by the area frameworks. A Skills and Employment theme group has been set up which will feed into the development of the area frameworks.</p>
<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Supports need for new delivery partnership. Does not believe that the strategy 'sets an agenda for action of such partnership' as is claimed. As typified by Innogy's proposals the private sector is prepared to bring forward high quality, viable schemes, which will secure the position of regeneration of Dagenham Dock. However the delivery of the schemes has been unnecessarily frustrated by a myriad of ever-changing positions from the relevant decision makers. A clear line needs to be given so that regeneration can proceed successfully and expeditiously.</p>	<p>The London Riverside Urban Strategy sets out for the first time a clear vision for the regeneration of the riverside areas of the London Boroughs of Barking and Dagenham, and Havering. It is being taken forward by the London Riverside Action Group which as well as representatives from both Boroughs includes key delivery agents such as the London Development Agency, Transport for London, Heart of Thames Gateway, Greater London Authority, Architecture and Urbanism Unit and Thames Gateway Strategic Partnership. The London Riverside Urban Strategy provides the strategic grounding for the draft Dagenham Dock IPG.</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Do not consider that 'green collar industries', and 'sustainable industrial' areas are capable of practical delivery in Dagenham Dock. Emphasis should be placed in enabling redevelopment of the existing area to provide for a range of commercially viable uses, which will actually deliver new jobs and regeneration.</p>	<p>The draft Dagenham Dock IPG lays out a strong case for why Dagenham Dock should resist any further B8 development in favour of B1b&c and B2 manufacturing uses. Dagenham Dock has numerous B8 uses which will remain. The threat to a mix of employment types comes from a crowding out of other uses by B8 not by restricting further B8 development. Furthermore the aim of securing a good supply and mix of employment land for development is in accordance with National Planning Policy as set out in Planning Policy Guidance Note 4. A number of studies on the demand for land/employment prospects for the environmental business sector are currently underway, the 'drivers of change' referred to in the guidance. It is important to ensure at this stage that further storage and distribution development does not prevent environmental businesses or other industrial/manufacturing/R&D uses occurring thereby squandering the vision.</p>
		<p>However the London Borough of Barking and Dagenham will take on board the Mayor of London's recommendation to monitor the situation. If the outcome of the studies, the market situation and in particular the impact of the Environmental Technology Resource Centre for London development result in lack of regeneration over the coming years due to poor demand then a review will consider whether some further B8 development can be permitted.</p>
		<p>Developers and landowners will also have to show clear evidence that sites have been marketed for B2 uses at appropriate rental levels. This conforms to Planning Policy Guidance Note 12 (paragraph 4.12) which stresses that local authorities should aim to ensure that proposals for economic development, and the allocation of land for that purpose, are realistic. The monitoring will take account of public transport improvements to ensure Transport for London's concerns over density increases are included.</p>

<p>Barton Willmore on behalf of Innogy Plc (formerly National Power)</p>	<p>Innogy PLC as a landowner within the London Riverside has not been consulted on the preparation of this document to date.</p>	<p>National Power (the previous name of Innogy) Property Manager (South) was consulted at Senator House, Queen Victoria Street, London EC4V 4D</p>
<p>British Marine Federation</p>	<p>A strategy for dealing with flooding will be a top priority and will involve major flood defences against sea level rise and tidal surges while the fluvial flooding will require additional capacity. In both cases the potential for utilising flood defence works to provide large bodies of water inland and areas of controlled water suitable for mooring and with access to the tidal Thames should be investigated-this putting what may be ugly and intrusive works to good use. The provision of bodies of usable water both inland and on the banks of the river are ways in which this flat and rather featureless landscape can be given visual interest. Besides providing opportunities for water use, whether by sailing or other water sports, bodies of water provide wildlife interests for birds and waterside vegetation and fishing. All of these tie in with a wide variety of recreational needs which are appreciated by different sectors of the population.</p>	<p>Both the Environment Agency and Thames Water have provided detailed comments regarding flooding, water supply and waste water issues, which will be given the serious attention they deserve by those drawing up the four area strategies for London Riverside.</p>
		<p>The London Boroughs of Havering, and Barking and Dagenham have funded and are committed to adopting the Thames Strategy East as local planning guidance. The Strategy builds upon the statutory requirement for a coherent and consistent approach to strategic planning as detailed in RPG 9b/3b and in the Blue Ribbon Annex of the draft London Plan. This strategy recognises the nature of the flood risk in the London Riverside area and develops appropriate policy response. The Environment Agency have been involved in its development. This strategy will be an important reference document for each of the four area groups in drawing up their area frameworks.</p>

British Marine Federation	The provision of a marina close to London should be explored. It has further advantages for the creation of high quality residential environments.	These comments will be forwarded to the four area groups who are charged with developing the four area frameworks which comprise London Riverside
British Marine Federation	The potential for water based transport should feature more prominently within the strategy and needs to be identified (which currently it is not) within this interim guidance. There appears to be needs both for cross river ferries as well as high speed links to upstream destinations, as provided in Sydney and New York.	These comments will be forwarded to the four area groups who are charged with developing the four area frameworks which comprise London Riverside
British Marine Federation	These ideas should be the basis for a major study in developing a strategy for London Riverside at this stage. This study should form an integral part of both the infrastructure for dealing with the full range of water issues and throughout the Thames Riverside area and also fully integrated into the urban design and landscape framework which is to be developed.	The Thames and its tributaries along with Dagenham Breach are recognised by both Councils for the visual amenity they offer to London Riverside. They are an integral part of the framework of green corridors, water features and open space that exist and includes Rainham/Wennington Marshes, Dagenham Breach and Beam Reach and will be enhanced within London Riverside. These offer in their own way visual amenity, recreation and ecological interest and are crucial components of the regeneration of London Riverside.
C.J. and E.D. Roper Havering residents	Strategy sounds fine in theory, but expresses concern that development and presumably flood defences along the Riverside may well cause flood problems for areas further away. If flood water from the Roding, Beam, Ravensbourne, Rom and Ingrebourne Rivers cannot get to the Thames, then many existing housing areas may well experience flooding.	Both the Environment Agency and Thames Water have provided detailed comments regarding flooding, water supply and waste water issues, which will be given the serious attention they deserve by those drawing up the four area frameworks for London Riverside.
C.J. and E.D. Roper Havering residents	Environment Agency appears to have not been included in list of those who have devised this strategy. The whole idea of 20,000 further dwellings and the roads serving them sealing any existing open drainage ground with concrete, and with their extra waste water flowing into the Thames very worrying. They will all be downstream of the Thames Barrier, so if that has to be closed where will the water at this end of the river flood?	

English Nature	Broadly approves the strategy and is especially pleased that the strategy acknowledges that the ecological assets of the area are an integral part of the regeneration opportunity. The aspirations expressed in point 4 of the section London Riverside 2016 are particularly welcome.	Support welcomed
English Nature	Supports demand for the highest standards of sustainable architecture and urban design. Believes there are significant opportunities for achieving biodiversity gains through innovative solutions to building design and construction. Draws attention to policies 4B.6 and 3D.12 in the draft London Plan which call for such an approach. Also commends the 'Design for Biodiversity' best practice guidance, which will be published later 2003 by English Nature and the LDA.	Support welcomed. The draft London Plan and 'Design for Biodiversity' will be key reference documents for the area groups in developing their area frameworks. Moreover officers from the LDA and the GLA are represented on the area groups.
English Nature	Acknowledges need for public transport improvements but recommends that the environmental impact of proposals that involve bridges over Barking Creek and the Thames are thoroughly examined, to avoid loss of important ecological resources at these locations, particularly intertidal habitats. The Thames foreshore especially at the mouth of Barking Creek and at Barking Reach is of particular importance (in a London context) for wildfowl and waders. The foreshore of Barking Creek supports one of the largest areas of reedbed in London. English Nature is also concerned about the potential effect of a Thames Gateway Bridge on Oxleas Wood SSSI on the south side of the river.	Both bridges would be subject to a full Environmental Assessment.

English Nature	<p>Welcomes intention to develop area based design strategies. Draws attention to duty of public bodies under S28G of the Wildlife and Countryside Act 1981 to take reasonable steps consistent with the proper exercise of their functions, to further the conservation and enhancement of the special features of a SSSI. Advises that the partnership (LRAG) be regarded as public body as described in the Act. Consequently in preparing the area-based design strategies for Rainham Conservation Park, Ferry Lane, area around Rainham Station and East-West links (including the green framework) the working groups should be made aware of the requirement to ensure the conservation and enhancement of the Inner Thames Marshes SSSI. In preparing the area-based strategies for the other development areas the working groups should be aware of the need to have regard to nature conservation issues (especially in respect of protected species) and identify how the green network can provide a range of environmental services (flood management)</p>	<p>Both Councils recognise that one of London Riversides greatest assets is its existing ecological assets, containing some of the capital's last wild spaces and valued habitats. This is specifically recognised by aim 4 of the strategy which states that London Riverside will: capitalise on the opportunities offered by the River Thames, open spaces and nature conservation in wild space like Rainham Wennington and Aveley Marshes, and will set development in a framework of green corridors and routes to the river. This will create a place that is attractive for Londoners and investors alike, and a landscape and environmental quality unlike any other part of London.</p>
English Nature	<p>It is important that the green framework is regarded as the minimum basic provision to ensure an ecologically functioning, accessible greenspace network. A more intimate network of greenspace/wildlife corridors should permeate London Riverside.</p>	
English Nature	<p>Endorses the view that the 'great ecological value' in Thames Gateway London is 'one of the factors that makes the region more attractive now and in the future' (Heroic Change TGLP 2001). The conservation of existing ecological assets combined with appropriate environmental enhancements, will help to achieve the dramatic change in image that will assist in securing the necessary regeneration investment.</p>	<p>Support welcomed and comments noted.</p>

Environment Agency	Further thought needs to be given as to how green areas link up, perhaps green areas could be extended to the Rainham Conservation Park and the existing housing areas on the east side of the development.	These comments will be passed to and considered by all Area Groups including the Rainham Conservation Park area group.
Environment Agency	The indicative flood plain (although given a high level of protection) must be considered as an area of flood risk and development types and access routes may need to be designed accordingly. The type and condition of flood defences must be considered at an early stage of the redevelopment of riverside sites. The redevelopment of the site provides an opportunity to plan sustainably for the future by incorporating future flood defence along the entire waterfront. Sustainable options such as set back flood defences in combination with green zones would provide more flood storage volume and may be the considered option in the future.	The London Boroughs of Havering, and Barking and Dagenham have funded and are committed to adopting the Thames Strategy East as local planning guidance. The Strategy builds upon the statutory requirement for a coherent and consistent approach to strategic planning as detailed in RPG 9b/3b and in the Blue Ribbon Annex of the draft London Plan. This strategy recognises the nature of the flood risk in the London Riverside area and develops appropriate policy responses. The Environment Agency has been involved in its development. This strategy will be an important reference document for each of the four area groups in drawing up their area frameworks.
Environment Agency	The proposed site layout needs to provide adequate access to and along the Thames and Roding River waterfronts for the Agency to undertake its functions in regards to future maintenance or improvement of the flood defences. Developers will need to consult with the Environment Agency in order to ensure that appropriate access to these areas is provided, otherwise it is likely to object at the planning stage.	Both Councils will continue to involve the Environment Agency as early as is practicable in the planning application process
Environment Agency	A possible future supply/demand deficit has recently been recognised for the London area. It is important that any future developments take account, and make use of any appropriate water conservation measures. A list of examples are then included including, grey water and rainwater recycling, water conservation in gardens and landscape maintenance and non household use water conservation.	This issue has been highlighted in Thames Water's response, and will be at the forefront of the Area Groups planning of new housing in the London Riverside area. The Urban Strategy states that the highest standards of sustainable architecture and urban design will be sought in the regeneration of the area, and this should include the encouragement of these water conservation measures which are included in Havering's recently adopted Interim Planning Guidance on Sustainability Issues

<p>Environment Agency</p>	<p>Before any redevelopment is commenced the Agency would request that detailed site investigations shall be carried out to establish if individual sites are contaminated, to assess the degree and nature of the contamination present, and to determine its potential for the pollution of the water environment. The procedure the planning authority should follow is then given. The EA then go on list the relevant planning informatives relating to the Water Resources Act 1991 and the Land Drainage Bylaws 1981.</p>	<p>Noted, these comments will be passed to the development control teams of both boroughs and the four London Riverside area groups. Policy ENV8 of Havering's UDP states that if proposals for development on sites which are known or strongly suspected to be contaminated the Council will not grant planning permission unless developers have provided full technical evidence or otherwise satisfied the Council that the development can be constructed or occupied safely.</p>
<p>Epping Forest District Council Health and Safety Executive Hazardous Installations Directorate</p>	<p>While the strategy is interesting and should help sustainability, we have no comments to make. There may be a conflict between the development policies and the presence of any dangerous substance establishments of major accident hazard pipelines within the plan area. As the Hazardous Substance Authority under the Planning (Hazardous Substances) Act 1990 and the Planning (Control of Major-Accident Hazards) Regulations 1999 and previous legislation, the Councils should be aware of the location of these. Any proposed development should take their location into account.</p>	<p>Comments noted. These comments will be passed on to both Councils development control departments, and will be forwarded to the four area groups where these issues can be given the appropriate attention.</p>
<p>Health and Safety Executive Hazardous Installations Directorate</p>	<p>Strongly advises the Councils to consult the hazardous pipeline operators, to confirm the exact location and routes of their pipelines in the area covered by the plan and to ensure that the Councils records are kept up to date.</p>	
<p>Health and Safety Executive Hazardous Installations Directorate</p>	<p>In view of the possible presence of dangerous substance establishments in the area covered by the plan, it would be helpful to potential developers if the constraints likely to be imposed by their presence were indicated in a policy statement in the plan. If such a policy statement is not included in the plan, the paragraphs provided in the attached Annex could form the basis of such a statement, which may avoid the submission of planning applications containing inappropriate proposals.</p>	<p>see response in previous response</p>

Health and Safety Executive Hazardous Installations Directorate	In addition suggests that the proposals maps be marked to show the locations of the dangerous substance establishments and hazardous pipelines consistently with paragraph 6.21 of PPG12.
Health and Safety Executive Hazardous Installations Directorate	Are pleased to consider cases where significant development proposals conflict with the general policy mentioned above individually.
Health and Safety Executive Hazardous Installations Directorate	List of hazardous installations, pipelines and relevant consultation distances for the two boroughs included.
Health and Safety Executive Hazardous Installations Directorate	Annex to letter provides general statement on dangerous substance establishments.
J F Beard Barking and Dagenham resident	Has a few ideas after consulting people active locally.
J F Beard Barking and Dagenham resident	1. Nearest theatres are in Ilford and Stratford, therefore a purpose built theatre preferably like the festival hall would be most valuable
J F Beard Barking and Dagenham resident	2. Maximising the river amenity for affordable housing but avoiding millionaire dwellings
J F Beard Barking and Dagenham resident	3. Walking areas and garden areas, so people can walk for long distances along the river bank, with good planting. Should be able to walk from one side of London to the other through varied areas such as wildlife zones
J F Beard Barking and Dagenham resident	These comments will be forwarded to the four area groups who are charged with developing the four area frameworks which comprise London Riverside This comment will be forwarded to the Housing Theme Group which is charged with addressing the types and tenures of housing that should be planned for in the London Riverside area. The strategy recognises that a well design network of cycle and pedestrian routes (including access to the riverfront) is a key part of an integrated transport strategy for London Riverside.

J F Beard Barking and Dagenham resident	4. industry should be appropriately sited and should be architecturally pleasing	The strategy seeks the highest standards of sustainable architecture and urban design
Kevin Hudson Barking and Dagenham resident	Is very interested in being involved in discussions regarding the development of London Riverside. Especially pleased to read comment about the insistence on a 'design led' approach. There is a fantastic opportunity along this part of London's shoreline to show what can be achieved by innovative and sympathetic design which reflects the special nature of the Thames Estuary, it's character and its nature conservation value.	Support welcomed
Metropolitan Police Service Crime Prevention Office	Fully supports and endorses the strategy	Support welcomed
Metropolitan Police Service Crime Prevention Office	Creating and maintaining a safe environment is a matter of paramount importance as it will have a major impact on and significance for the potential regeneration of this area. If it is not given due consideration from the outset it could lead to this area becoming blighted, fracturing the sense of community and inhibiting its regeneration. Asks that following amendments be made this interim planning guidance.	Both Councils recognise the important of creating and maintaining a safe environment and consider that they will be able best to give this issue the careful consideration it deserves in the development of the area frameworks by the area groups. The urban strategy states that the highest standards of sustainable architecture and urban design will be sought in the regeneration of London Riverside and it is felt that creating a safer environment is an integral part of this, Therefore no amendments are considered necessary to the Urban Strategy.

Metropolitan Police Service Crime Prevention Office	The Police Borough Crime Prevention Design Advisor should be consulted at the earliest possible stage, to ensure a quality, safe, secure and sustainable environment, compliant with current guidance and standards, along with those that the London Riverside Urban Strategy seeks to achieve. Designing for Community Safety should be included in Sustainability Statements accompanying or requested as a result of a Planning Proposal. Justifies these additions with reference to PPG1, the fact that Crime is one of the Government's Headline Indicators of Sustainability, and Havering Council's Interim Planning Guidance on Designing out Crime which it adopted in March 2002.	Both Councils will endeavour to consult the Police Borough Crime Prevention Design Advisor at the earliest possible stage of development proposals.
Metropolitan Police Service Crime Prevention Office	Notes that this guidance implies that when the Council is dealing with a planning application, it must consider the implications for crime and disorder not just for the development itself but also in relation to the effect it might have on the wider area.	These comments will be passed to the relevant development control officers in both Councils and forwarded to the four area groups.
Metropolitan Police Service Crime Prevention Office	Also notes that Local Authorities now have statutory obligation under Section 17(1) of the Crime and Disorder Act 1998 to do all it can to prevent crime and disorder in its area.	Comments noted.
Places for People Group	Supports initiative shown by two boroughs in their intended joint adoption of the strategy as Interim Planning Guidance. Recognises that the delivery of the Thames Gateway vision is reliant on the various statutory agencies involved working outside normal comfort zones and congratulates partners on this approach.	Support welcomed.
Places for People Group	The Place for People Group as one of the largest housing groups in country deliver a range of housing solutions for private purchasers, key workers and customers requiring subsidised affordable housing, is very keen to play a key role in the delivery of this strategy.	

Railtrack (now Network rail)	Supports the production of an integrated strategy but would wish to see greater emphasis and support given to freight on rail.	Transport consultants have been appointed to develop an Integrated Transport Strategy for London Riverside. The brief sets out that the consultants should address freight transport and the needs of commercial development.
Railtrack (now Network rail)	There is currently a large amount of industrial usage in the area and the strategy expects this to be retained, improved and expanded. Currently there are a number of sites through the area: Ripple Lane West Yard (a predominantly EWS staging point); a siding connection to Enso Stora Warehousing and an adjacent facility that was used by Associated Steel and Wire until their recent demise; a siding connection to the Hayes distribution site at Dagenham (currently unused); Freightliner Barking Intermodal Terminal; connections at Dagenham Dock to both Fords (quite extensive internal sidings) and an aggregates site, also a site used by Freightliner Heavy Haul. There are also one or two proposals in the area for additional freight developments.	These comments will be forwarded to the consultants and to the Transport Theme Group which has been set up to catch and steer transport issues across London Riverside, and to inform the development of the four area frameworks.
Railtrack (now Network rail)	Ideally the document should support increased railfreight usage/connections and identify new sites where a railfreight facility would be acceptable.	
Ramblers Association	Sites being redeveloped for even higher density residential uses and other areas to have businesses installed means more traffic into an already congested part of Essex. The M25 locally is not adequate to take hundreds more vehicles. Also the vandals recently reported there would put many people off. Considerations must be given to reducing local traffic.	The strategy aims to create sustainable communities were reliance on the private motor car is reduced in favour of public transport. To this end consultants have been appointed to develop an integrated transport strategy for the area.
Ramblers Association	If unfortunate Rainham is to be another area for higher density population, then the recent floods at Dovers Corner should be considered.	Both the Environment Agency and Thames Water have provided detailed comments regarding flooding, water supply and waste water issues, which will be given the serious attention they deserve by those drawing up the four area strategies for London Riverside

<p>Ramblers Association</p>	<p>We need to keep our green lanes and fields not be building on more open country.</p>	<p>The development of London Riverside is exclusively brownfield, this will reduced pressure on the Boroughs precious open spaces and countryside.</p>
<p>RMC</p>	<p>In light of flooding and other constraints considers that there will be insufficient brownfield land available to meet demand for 20000 homes and 25000 jobs, and inevitably there will be a need for greenfield releases to achieve growth development targets. In line with PPG3 the riverside strategy will need to include an urban capacity study. If there are no suitable brownfield sites available, greenfield sites which are well related to existing settlements, on transport corridors and are otherwise sustainable, should be identified as suitable for development.</p>	<p>Both Councils have already undertaken a housing capacity study the results of this have informed the housing allocations in the draft London Plan. The capacity identified in London Riverside has not been wholly considered within the original housing capacity studies of both Boroughs. Therefore if the 20000 homes identified in London Riverside are realised then the minimum housing targets in the draft London Plan will be surpassed. However, the Urban Strategy recognises that an integrated transport strategy is crucial in opening up inaccessible sites and making the most of the opportunities in London Riverside and the area groups will need to consider all development constraints including flooding which will be encountered in bringing forward development sites in the area. In line with the draft London Plan and the recently published Sustainable Communities report by the ODPM both Councils consider that the successful redevelopment of London Riverside will reduce pressure on the Green Belt.</p>
<p>RMC</p>	<p>RMC acknowledge that Rainham Village is identified as an area for selective high density redevelopment and controlled growth to the south. The area is considered to be easily accessible by public transport, and has existing infrastructure. RMC have significant (and readily available) land holdings abutting Rainham Village, which the company believe should be considered as part of the riverside strategy. I would be more than happy to discuss these landholdings in greater detail with you.</p>	

Robert Brett and Sons Limited	Brett Aggregates Ltd and Havering Aggregates Ltd both own or control land within study area 15. The strategy at the moment does not appear to be detailed or prescriptive about what (if any) policies (beyond environmental improvements) in future will eventually apply to these companies' lands. Supports the strategy but reserves their position in the event that it changes or evolves further.	Number 15 on the London Riverside plan only refers to the A13 and A1306 and the opportunities that exist for environmental improvements. It does not refer to land to the east of the built up area of Rainham within the Green Belt. Support welcomed.
Romany Guild	Asks that the need for Gypsy sites is not forgotten. This is particularly important as Havering has no site and Barking are considering closing theirs. Cites new government proposals, which will mean Councils not only providing residential sites and facilitating private residential sites but also setting up transit and emergency caravan sites.	Comments will be forwarded to area groups. Both Councils will consider Government proposals in due course.
Sally Tillet Havering resident	Expresses major concerns about flooding. Wants reassurance that the extra volume of water used and needed to be disposed of has been seriously considered particularly during times of heavy rain.	Both the Environment Agency and Thames Water have provided detailed comments regarding flooding, water supply and waste water issues, which will be given the serious attention they deserve by those drawing up the four area strategies for London Riverside.
Sally Tillet Havering resident	Notes that Environment Agency has not been included in the planning stages and that they should be included from the outset not only in an advisory capacity when planning applications are submitted.	
Sally Tillet Havering resident	Wants a guarantee that if Environment Agency says that the project is foolhardy it will be abandoned.	
Sally Tillet Havering resident	Includes newspaper cutting from Romford Recorder 8/01/03 regarding flooding in Rainham and Rush Green caused by Heavy rain at the turn of the year.	
Thames Water	Strategy does not adequately acknowledge the burden on all infrastructure, water supply, and wastewater included, the proposed 20,00 homes and 25,000 jobs by 2016 will have.	Both Councils recognise that London Riverside partners will need to work in close partnership with Thames Water to address the issues highlighted in their response. The respective Area groups and Theme Groups will need to tackle these issues as they are fundamental to the successful regeneration of the area.

Thames Water	<p>With regard to water and wastewater, significant investment will be required. Furthermore Thames Water will require sufficient time to plan, promote and implement such improvements. In order to allow for this investment all partners of LRAG will need to work in close partnership with Thames Water and other appropriate agencies to ensure development is appropriately phased to ensure sufficient water supply and treatment facilities are available. Includes receiving support for current and future proposals to upgrade the network, manage demand, and to develop new water resources. The strategy must recognise the need for all infrastructure improvements, not just transport facilities.</p>	See previous response
Thames Water	<p>Sewage from the Barking Reach development and those lying to the west will be treated at Thames Water's Beckton Sewage Works. Riverside Sewage Treatment Works will serve the remaining developments to the East. In general Thames Water does not maintain spare capacity at the works and under normal circumstances only limited growth could be accepted prior to the requirement of an upgrade.</p>	
Thames Water	<p>The sewerage infrastructure within the Beckton and Riverside catchment is generally operation at or near to capacity. Even small-scale development can have a significant impact on the sewerage infrastructure and, if necessary, developers will be required to fund associated studies and upgrading of the sewerage network. It may therefore be necessary to phase the new developments in accordance with the new infrastructure it requires.</p>	

Thames Water	<p>Thames Water owns Riverside Sewage Treatment Works (35ha) and Becton Sewerage Works (107ha). Thames Water wishes to be kept closely informed of developments adjacent to them. In this regard it is noted that within Area (East A1306 Industrial Area) 10 it is stated that some of the area may offer the opportunity for an intensive mix of residential and employment uses. Whilst Thames Water do not object to such redevelopment proposals, it is considered that any detailed plans for the redevelopment of this area should recognise the function and close proximity of Riverside Sewage Treatment works.</p>				
Thames Water	<p>Regarding the DLR from Royal Docks over Barking Creek it is understood that one potential route crosses Beckton sewage treatment works. Thames Water has a significant investment proposed for this site and therefore will need to be closely involved with any such proposals.</p>				
Union Railways	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td data-bbox="751 992 975 1821"> <p>Both boroughs are subject to the CTRL safeguarding directions. Copy of the Directions and accompanying Guidance and Explanatory Notes enclosed with letter. Applications for planning permission for lands within safeguarding limits are required to be referred to URN for formal consultation prior to determination.</p> </td> <td data-bbox="751 123 975 992"> <p>Comments will be forwarded to both Councils development control departments and to the Area Groups where these issues can be given the appropriate attention</p> </td> </tr> <tr> <td colspan="2" data-bbox="975 123 1181 1821"> <p>Notes that in the last year the number of referrals from LB Havering appear to have been fewer than might otherwise have been expected. Reiterates the value that consultation under the terms of the Directions offers in planning developments alongside the CTRL.</p> </td> </tr> </table>	<p>Both boroughs are subject to the CTRL safeguarding directions. Copy of the Directions and accompanying Guidance and Explanatory Notes enclosed with letter. Applications for planning permission for lands within safeguarding limits are required to be referred to URN for formal consultation prior to determination.</p>	<p>Comments will be forwarded to both Councils development control departments and to the Area Groups where these issues can be given the appropriate attention</p>	<p>Notes that in the last year the number of referrals from LB Havering appear to have been fewer than might otherwise have been expected. Reiterates the value that consultation under the terms of the Directions offers in planning developments alongside the CTRL.</p>	
<p>Both boroughs are subject to the CTRL safeguarding directions. Copy of the Directions and accompanying Guidance and Explanatory Notes enclosed with letter. Applications for planning permission for lands within safeguarding limits are required to be referred to URN for formal consultation prior to determination.</p>	<p>Comments will be forwarded to both Councils development control departments and to the Area Groups where these issues can be given the appropriate attention</p>				
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An Urban Strategy for London Riverside Text

The vision for London Riverside

London Riverside will be a new mixed urban centre on the River Thames. It will make optimum use of land to accommodate leading-edge businesses and sustainable housing, new leisure and community facilities designed around new and existing public transport and integrated with existing communities. By 2016, London Riverside will be able to accommodate at least 20,000 new homes and jobs for an extra 25,000 people. With the right conditions in place, these numbers could rise.

The partners

This strategy has been adopted by Heart of Thames Gateway Limited, and was prepared in partnership with representatives of the following organisations:

Heart of Thames Gateway Ltd.	Thames Gateway London Partnership	Thames Gateway Strategic Partnership
London Borough of Barking and Dagenham	London Borough of Havering	Greater London Authority
London Development Agency	Transport for London	Thurrock Borough Council
Observer:	London Borough of Newham	

Foreword

The Thames Gateway is London's future, and a priority for national and regional government. London Riverside is one of the most important opportunities within the Gateway.

London is growing fast. Over the next fifteen years London will see at least 600,000 new jobs and 700,000 more residents, who will need houses, schools, health centres, shops and leisure facilities. London Riverside will make a crucial contribution to this growth. We need to use its momentum to create an urban renaissance in this important and previously neglected part of London, defined by its unique mix, landscape and connection to London's greatest physical asset, the River Thames. It is time to insist on quality, and to make the most of the opportunities before us.

This urban strategy sets out an ambitious vision for how London Riverside can promote and capitalise on change. London Riverside needs to become a compact, high density, mixed-use, well-designed part of our city. This means a design-led approach to new development and to enhancement to the existing mix of industry and open space, housing

areas and local facilities, that (together with The Thames) characterises the area and will be so important for its future.

New and improved public transport will unlock the area's full development potential to create a sustainable, compact, mixed and urban part of London. London Riverside presents many challenges and we must carefully manage change over the next twenty years, to integrate new development with existing activities, communities and spaces.

Ken Livingstone
Mayor of London

Richard Rogers
Chief Advisor to the Mayor on Architecture and Urbanism

London Riverside Now

London Riverside extends across six square kilometres on the north bank of the Thames from Barking Creek to the eastern edge of Greater London – the same distance that lies between the Houses of Parliament and Canary Wharf.

London Riverside is an area of contrasts, challenges and opportunities, containing some of the London's largest vacant sites, important industrial areas and some of the capital's last wild spaces and valued habitats. These give the area a unique mix of land uses (a 'big mix'), where grazing marshes sit side-by-side with busy river wharves, and where residential areas are near large engineering plants.

Positioned strategically on the Thames – a working river as well as a visual and environmental amenity – London Riverside has good road links both to central London and to the M25, and growth areas in Essex and Kent. At the same time, it has suffered from isolation and environmental degradation. Most land south of the A13 is accessible only by car (if at all), and much of the vacant land is contaminated, or blighted by previous neglect of design and environmental quality. Addressing these issues forms a key part of the urban strategy.

The scale and scope of opportunity offered in London Riverside is unique in London. As London's population grows, London Riverside will play a crucial role in meeting the demand for new housing, while retaining and strengthening its industrial base, creating new investment opportunities and preserving ecological assets.

London Riverside is a priority area for the Mayor of London and the London Development Agency, and a Zone of Change for the Government's Thames Gateway Strategic Partnership. The LDA has committed £32 million to Heart of Thames Gateway Partnership Ltd's (HoTG) regeneration programme, and is investing directly in developing the area. A London Riverside Action Group (comprising the organisations listed at the front of this document) has been established through HoTG to prepare this strategy.

London Riverside is already changing. The new Centre for Engineering and Manufacturing Excellence (CEME), housing proposals at Barking Reach and the release of Ford land at South Dagenham for new mixed use developments are just three of the major developments in the pipeline. The urban strategy will capitalise on the potential these and future developments offer, by ensuring that they form part of a sustainable, inclusive and coherent development framework.

London Riverside 2016

London Riverside will be a new mixed urban centre on the River Thames, which delivers real and lasting improvements for the economy, the environment and the people who live here now and in the future. London Riverside will:-

1. Welcome new urban communities, providing a mix of high quality housing and local commercial and community facilities in areas such as Barking Reach and South Dagenham, as well as finding opportunities to make better use of housing land in other areas easily accessible by public transport (such as Rainham Village). A range of types and tenures of housing will be developed to integrate with existing communities and provide for London's housing needs.
2. Be London's leading centre for excellence in innovation and high tech manufacturing. It will use CEME, and existing employers such as Ford to deliver world class expertise, promote research and provide exceptional opportunities for new investment and economic growth, for businesses of all sizes.
3. Provide an accessible and sustainable home for industries that serve London and for the growth sector of environmental technology.
4. Capitalise on the opportunities offered by the River Thames, open spaces and nature conservation in wild space like Rainham, Wennington and Aveley Marshes, and will set development in a framework of green corridors and routes to the river. This will create a place that is attractive for Londoners and investors alike, and a landscape and environmental quality unlike any other part of London.
5. Be a place with a clear and celebrated identity, where people have the chance to shape their own future, where eliminating disadvantage has top priority, where diversity is valued, and where regeneration is based on a strong partnership including public, private and voluntary organisations, and communities.

Agenda for action

The members of London Riverside Action Group are committed to working together to deliver this strategy. This will require a flexible and design-led approach to managing change, and specific actions on a number of fronts.

The overall approach

The approach taken to change will be both strategic and flexible. Long term investment in transport improvements will be the key to successful development. Land use will be linked closely to transport, to ensure sustainable development and optimum use of land. The strategy adopts a design-led approach to encourage intensification of both residential and industrial uses, improvements to the public realm and better relationships between these elements. The approach will therefore be one of 'inclusive change', which values and celebrates the sheer scale and diversity of land uses, is inclusive of existing communities and assets, and seeks the highest standards of sustainable architecture and urban design.

The partners will need to maintain a tight grip on change locally to ensure that opportunities are maximised (for local people and London as a whole), and that threats are tackled. This will involve 'catching and steering' developments at an early stage and insisting on the highest quality of architecture and urban design.

Transport

An integrated transport strategy is crucial in opening up inaccessible sites and making the most of the opportunities offered in London Riverside. This will need to link London Riverside into the centre of London, as well as providing local routes that link London Riverside with other Thames Gateway centres and Crossrail, and excellent interchange facilities between these. Transport for London is looking at a range of options including:

- Improved services along the current rail corridor, including new stations at Renwick Road and CEME
- A Docklands Light Railway extension from the Royal Docks via Gallions Reach over Barking Creek, through Barking Reach, to South Dagenham and on to CEME and Rainham.
- An East London Transit intermediate mode linking London Riverside with town centres and residential areas to the north
- A new river crossing at Gallions Reach (Thames Gateway Bridge)
- Early provision of a comprehensive bus network for London Riverside
- A well designed network of cycle and pedestrian routes (including access to the river front)

Delivering this strategy will require investment in regeneration and transport infrastructure, and new forms of delivery partnership to maximise the impact of these.

Area-based design strategies

Focused area-based strategies (including proposals for land assembly, infrastructure, transport, property development and environmental improvements) will be developed for:

- Barking Reach,
- South Dagenham,
- Dagenham Dock,
- Ferry Lane,
- Rainham Conservation Park,
- areas around Dagenham Dock and Rainham Stations, and the new stations,
- the east-west links through the industrial core areas (including the green framework),
- the Thames and riverfront areas.

Regeneration investment

To secure the sustainable regeneration of London Riverside, public and private investment in the following will be required

- Assembling and improving the quality of industrial and other sites

- Tackling major constraints and the image of the area through environmental improvements
- Promoting the area to inward investors
- Promoting innovation, business development and retention
- Developing the skills and competitiveness of the local workforce

New delivery mechanisms

London Riverside partners can achieve much through working together through existing institutions. However, to achieve its full potential, London Riverside needs a new delivery partnership (such as an urban regeneration company) to maximise, focus and direct resources. This strategy sets an agenda for action for such a partnership.

Future development scenarios

In preparing this strategy, London Riverside partners considered the likely development scenarios for different sites and locations within the area. In many cases, the existing scenario was confirmed; in others change is anticipated. In one case (Creekmouth), there is still some uncertainty, which will be resolved through the planning process.

1. **Creekmouth** is an industrial area running down the River Roding to the Thames, with real potential for improvement and intensification. It is expected to remain in this use, though the long-term future of the southern end of the estate will be determined through the planning system.
2. **Barking Reach** is one of London's largest housing sites. It will become a new urban community by the Thames with a mixture of housing types and tenures, with good local services, and served by good public transport.
3. **Barking A13 Industrial Areas** are currently an important mix of industrial and warehousing primarily servicing London's needs. It is expected that while these areas will be improved environmentally, they will remain in their existing uses.
4. **South Dagenham** will deliver a mix of commercial, industrial and residential development on around 80 hectares of land between the main rail corridor and the A1306. It will provide a new heart for Dagenham and a transitional zone between the housing areas to the north, and the industrial areas of Dagenham Dock and the Ford Motor Company estate.
5. **Dagenham Dock** is currently an underused industrial area, with substandard infrastructure and a poor environmental quality. It will become a sustainable industrial area, with a special focus on green industries and a new environmental technology research centre, to capitalise on its position on the river, and the forecast growth in this sector.
6. **Ford Sites** will continue as a base for London's largest manufacturing employer, a global centre for diesel engine design and production, and continuation of the body panel manufacture and international distribution operations. Opportunities for more intensive use of some Ford land will be discussed with the company.

7. **Centre for Engineering and Manufacturing Excellence** will be a world class further and higher education facility, coupled with conference and hotel facilities, and a business innovation centre.
8. **Beam Reach Business Park** will provide 35 hectares for modern advanced manufacturing businesses, including strategic sites for inward investment, move-on accommodation from the business innovation centre, and a suppliers' park for diesel engine components.
9. **Fairview Estate** is a relatively modern industrial estate with some further development potential, where ongoing upgrading and adaptation to meet modern business requirements will be encouraged. In addition, the western end of Frog Island has been identified as the site for a sustainable waste management facility for the treatment of the two boroughs' household waste.
10. **East A1306 Industrial Areas.** To the east of South Dagenham, industrial and commercial buildings – some of them poor quality and underused – line both sides of the road, offering the opportunity to create a more intensive mix of residential as well as employment uses in a much improved environment.
11. **Rainham Village** will see substantial improvements to the environment and accessibility of the historic centre, and available sites redeveloped for higher density predominantly residential use, focused around a new transport interchange.
12. **Ferry Lane** north and south of the new A13 will see better road access and new public transport services, which will be the catalyst for the revitalisation of this degraded industrial area, and its progressive redevelopment for higher quality employment uses.
13. **Rainham Conservation Park** will bring together the SSSI designated marshes, most of which are already an RSPB nature reserve, and a new country park beside the Thames, which is being created from a current landfill site. This will provide a regionally important ecological and leisure asset for London Riverside, extending over an area of 640 hectares, with a new visitor centre and much improved access.
14. **Coldharbour Lane Estate** is currently used for waste recycling and for warehousing. It offers further potential to develop sustainable industries within London Riverside.
15. **A13 and A1306.** Both the A1306 and the A13 offer opportunities for environmental improvements, including better signing of London Riverside. HoTG has already begun a major programme of improvements to the A1306.
16. The green framework and riverside spaces **will form an accessible and environmentally sustainable framework for development, as well as a leisure amenity for residents and visitors.**
17. **Existing housing areas** with improving public transport accessibility will offer selective opportunities for redevelopment and integration into new developments to the south.

London Riverside Urban Strategy Consultation Leaflet Text

Interim Planning Guidance

It is the intention of the London Boroughs of Barking and Dagenham, and Havering jointly to adopt the London Riverside Urban Strategy as Interim Planning Guidance. This leaflet explains the background to the strategy and what it seeks to achieve, and outlines what status it has in the local development control process.

Background to the London Riverside Urban Strategy

The potential for the riverside areas of Barking and Dagenham and Havering to provide thousands of homes and jobs was recognised by Government when it published the Thames Gateway Planning Framework (RPG9a) in 1996, which covered an area stretching from London Bridge to the Medway towns. The Government has now decided to supplement this guidance through dedicated strategies for those areas with the most potential to provide new jobs and homes (the 'Zones of Change').

The London Riverside Action Group (LRAG) was formed to produce an urban strategy for the Barking/Havering riverside Zone of Change area. The group comprises staff from the London Borough of Barking & Dagenham, London Borough of Havering, Thames Gateway Strategic Executive (Office of the Deputy Prime Minister), Greater London Authority, Thames Gateway London Partnership, London Development Agency, Transport for London, Thurrock Council, London Borough of Newham and Heart of Thames Gateway Partnership.

Status of the London Riverside Urban Strategy in the local development control process

Both boroughs intend to adopt the London Riverside Urban Strategy as Interim Planning Policy Guidance. Havering's UDP was adopted in 1993 and Barking and Dagenham's in 1995. Whilst there are differences between the aspirations of the London Riverside Urban Strategy and existing UDP planning policy, both councils are keen to promote and support proposals that come forward where they align with the future development scenarios set out in the London Riverside Urban Strategy.

In particular, the strategy insists on a design led approach to new development and both councils will insist on the highest standards of sustainable architecture and urban design. Both boroughs are committed to realising the vision set out in the London Riverside Urban Strategy and want to work with landowners and developers to achieve this. Therefore applicants are encouraged to discuss their proposals at the earliest opportunity with the respective development control contacts provided.

What the Urban Strategy will achieve

The strategy suggests that London Riverside has the potential to accommodate 20,000 new homes and 25,000 jobs by 2016, and to be a regionally important ecological and leisure asset.

The strategy breaks down London Riverside into 17 areas and outlines future development scenarios. In some cases the scenarios anticipate consolidation of existing uses, but in many cases change is anticipated. To view and download the full strategy click the link on the previous internet page. Precise boundaries between different uses (for example between green space and new developments) will be defined in area strategies and UDPs as appropriate.

Delivering the strategy will require investment in regeneration and transport infrastructure, and new forms of delivery partnership to maximise the impact of these. LRAG is taking action to implement the strategy on these fronts.

What happens next

The proposals in the London Riverside Urban Strategy will be incorporated into both boroughs revised UDPs.

Both boroughs welcome comments during the period of consultation, which lasts from 22 November 2002 to 17 January 2003. Comments will be fed into the development of the area strategies on which there will be further consultation before they are adopted. There will also be an opportunity to respond to the London Riverside proposals formally when both boroughs consult on their revised UDPs.

To comment on the document and to request printed copies, please telephone or write to:

Dave Vicary
Development and Transportation Planning Unit
UDP@havering.gov.uk
Floor 9
Mercury House
Romford
RM1 3SL

Tel: 01708 432801
Email:

Gordon Glenday
Strategic Planning
gordon.glenday@lbbd.gov.uk
Third Floor
127 Ripple Road
Barking
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Development control contacts

For proposals in the London Borough of Havering:

Martin Knowles
Planning Control
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Mercury House
Romford
RM1 3SL

Tel: 01708 432802
Email: martin.knowles@havering.gov.uk

For proposals in the London Borough of Barking and Dagenham

Tim Lewis
Development Control Team
Second Floor
127 Ripple Road
Barking
IG11 7PB

Tel: 020 82273706
Email: tim.lewis@lbbd.gov.uk

In addition, for proposals in either borough which will be referable to the Mayor of London:

Planning Decisions Unit
Greater London Authority
City Hall
The Queen's Walk
London
SE1 2AA

020 79834858

THE EXECUTIVE**8 JULY 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

THE PLANNING DELIVERY GRANT: IMPROVING THE PLANNING SERVICE	FOR DECISION
<i>To deal with issues of a financial, strategic and policy nature in which the Constitution reserves to the Executive.</i>	
<u>Summary</u>	
<p>The Government is introducing new planning legislation aimed at improving the performance of this key service. The Planning and Compulsory Purchase Bill is currently going through the parliamentary process. New legislation is anticipated in Spring 2004. This new legislation will change how the Council deals with planning application and prepares development plans (currently the Unitary Development Plan).</p>	
<p>It is also recognised that the planning profession is currently facing a serious retention and recruitment problem, particularly in London. The Government accepts this and has given an extra £350m to Planning nationally over the next 3 years to address these issues. This extra resource will be in the form of the Planning Delivery Grant (PDG). For 2003/2004, LBBD received £151,000.</p>	
<p>For the period 2004/5, £130m of the total PDG will be distributed to Planning Authorities, with the remaining £170m allocated 2005/6. Again, this money will be used as an incentive to improve performance and react positively to the new planning culture.</p>	
<p>As well as a new planning system, LBBD will also have to address the issues generated by the forthcoming Urban Development Corporation (UDC), the full impact of which is still to be determined, and the Council's decision to hold a Development Control Board every two weeks. It is anticipated that these will impact upon resources.</p>	
<p>The Council's Interim Statutory Planning Division must be geared up to deal with this new planning regime if it is to perform better and subsequently attract significant funding from the PDG over the next two years. To do this will involve a review of the existing Statutory Planning structure. It is proposed to implement these changes using the PDG and the Division's existing budget.</p>	
<u>Recommendation</u>	
<p>The Executive is recommended to approve the allocation of the Planning Delivery Grant to the Interim Statutory Planning Division in order to improve the overall performance of this key service area.</p>	
<u>Reason</u>	
<p>To assist in achieving the Community Priorities of "Making Barking and Dagenham Cleaner, Greener and Safer", "Raising General Pride in the Borough", and "Regenerating the Local Economy".</p>	

Contact: Gordon Glenday	Interim Head of Statutory Planning	Tel: 020 8227 3929 Fax: 020 8227 3896 Minicom: 020 8227 3034 Email: gordon.glenday@lbbd.gov.uk
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1. **Background**

- 1.1 For some time now, both the Government and the development industry have expressed their concerns at the overall performance of the UK planning system. These concerns have in turn, led to the introduction of the Planning and Compulsory Purchase Bill. The main purpose of this Bill is to speed up the planning system.
- 1.2 The Bill is currently going through the parliamentary process and is expected to become legislation in Spring 2004. Once introduced, the new legislation will have a direct impact upon both the plan-making (UDP) and development control functions of the Council.

2. **The Impact of the New Legislation**

- 2.1 The existing UDP will be replaced by a series of Local Development Documents (LDDs). A new Best Value Indicator relating to the need to keep the LDDs up to date is to be introduced. These new requirements, while hopefully leading to a more effective and transparent plan-making system, will need more resources put into the plan-making process.
- 2.2 The Bill also wants to see an improvement in the overall performance of the development control function. Government targets for the processing of planning applications are set to become tougher and will also be related to Best Value Indicators.
- 2.3 The Government has acknowledged that the introduction of this new regime will require additional resources to be put into planning and has therefore introduced a new Planning Delivery Grant (PDG). The PDG is aimed at increasing the resources available to planning over the next three years. However, the Government has made it clear that the amount of PDG awarded to an authority will be directly related to performance. Performance will be measured against the new targets set for plan-making and development control.
- 2.4 A total of £350m has been made available for to planning authorities nationally over the next three years (2003 – 2006). For this year (2003/4) a total of £50m was allocated, with £130m set aside for 2004/5 and £170m for 2005/6. Of this year's £50m PDG, Barking and Dagenham secured £151,000. This amount was based on current development control performance.
- 2.5 It has been suggested informally by the Office of the Deputy Prime Minister (OPDM) that next year's £130m is likely to again be focused on development control performance. However, it is thought that around one third of the money will be directly related to plan-making performance. PDG will also be enhanced for

authorities within high housing demand areas and growth areas such as the Thames Gateway.

3. The Challenge Facing Planning

- 3.1 As well as the introduction of the new, more resource intensive initiatives highlighted above, the LBBD Interim Statutory Planning Division faces a number of additional challenges.
- 3.2 One initiative likely to impact upon the resources of the Statutory Planning service is the recent decision to have Development Control (DC) Board meetings every two weeks. This will increase the pressure on officers with regard to turn-round times and attendance at meetings.
- 3.3 The forthcoming Urban Development Corporation (UDC), whilst bringing great opportunities to the Borough, will also impact upon the plan-making and development control role of the Council. . This will inevitably need greater officer resources if the overall efficiency of the development control process is to be improved.
- 3.4 Statutory Planning has also seen a continual increase in the number and complexity of planning applications over the past few years. For instance, in 1999, 637 planning applications were received compared with 943 in 2002. Despite this increase of nearly 50%, the number of planning officers employed to deal with these applications has only increased by one. As the regeneration of the Borough really begins to take off, the number and complexity of planning applications over the next few years will continue to increase. If we are to improve our planning performance figures over this period, additional resources will be needed.

4. Recruitment and Retention of Staff

- 4.1 There is currently a national shortage of town planners, both in policy and development control. This shortage is particularly acute in London and the South East.
- 4.2 Over the past few years, almost every London planning authority has needed to employ temporary agency staff to carry out essential duties due to the lack of available permanent staff. Agency staff, however, are a very expensive answer to what is a longer term problem. LBBD needs to be able to recruit and retain permanent staff in order to ensure continuity and commitment to the longer-term issues we face.
- 4.3 For this reason, it is proposed to spend a proportion of the PDG on the recruitment and retention of qualified, permanent staff. This will obviously require funding in future years, hopefully through future allocations of the PDG. However, this is not guaranteed and may result in reductions in staff or requests for additional funding from the Executive should the level of grant fall.
- 4.4 Although Barking and Dagenham is an exciting area for planners to work, it is often seen as being too far out of Central London for many to travel. Also, as we are only eligible for Outer London Weighting, our salaries can be seen as less attractive to similar posts with a higher Inner London Weighting.

- 4.5 One possible option to address this imbalance would be to add say a 10% retention factor to appropriate new and existing salaries. Whilst the mechanics of this have not been finalised this “bonus” could be paid equally each month or in lump sums once or twice a year. It is also intended that the “bonus” would, reclaimable on a sliding scale if the post holder left within the first two years of taking up employment with the Council. By doing this, existing staff moral would be enhanced, retention rates might be improved and recruitment of new staff would be easier.
- 4.6 Although salary levels are important, it is not the only means of attracting and retaining staff. Other methods include proactively targeting both planning graduates and local school leavers interested in a career in Planning. The use of Government initiatives aimed at assisting people from Black and ethnic minority communities to become qualified in a variety of professions will also be pursued.
- 4.7 In addition, there are several pieces of IT hardware and software that could be purchased to help streamline the development control process and provide a better service to customers. Associated training costs could also be met by the PDG. Such moves would establish the foundations of a well skilled, motivated and committed workforce in this first year of the PDG. Performance would subsequently improve, leading to a generous PDG award in years 2005 and 2006.”

5. Consultation

Laura Williams, Acting Head of Finance for LESD and John Dawe, Democratic & Electoral Services Manager, Democratic Support have seen this report and are happy with it as it stands.

Background Papers

The Planning and Compulsory Purchase Bill : www.planning.odpm.gov.uk

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