

## Notice of Meeting

### THE EXECUTIVE

**Tuesday, 28 July 2009 - 5:00 pm**  
**Council Chamber, Civic Centre, Dagenham**

**Members:** Councillor L A Smith (Chair); Councillor R C Little (Deputy Chair); Councillor J L Alexander, Councillor G J Bramley, Councillor S Carroll, Councillor H J Collins, Councillor R Gill, Councillor M A McCarthy, Councillor Mrs V Rush and Councillor P T Waker

Date of publication: 17 July 2009

R. A. Whiteman  
Chief Executive

Contact Officer: Sola Odusina  
Tel. 020 8227 3103  
Fax: 020 8227 2162  
Minicom: 020 8227 2685  
E-mail: sola.odusina@lbbd.gov.uk

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### AGENDA

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

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.
3. **Minutes - To confirm as correct the minutes of the meeting held on 7 and 14 July respectively (Pages 1 - 8)**
4. **Valence House Redevelopment Scheme - Progress Update (Pages 9 - 15)**
5. **National Indicator Performance Report (Pages 17 - 36)**
6. **Rights of Way Improvement Plan (Pages 37 - 73)**
7. **Approval of Draft Hot Food Takeaways Supplementary Planning Document (Pages 75 - 105)**
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 as amended). ***There are no such items at the time of preparing this agenda.***

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

## THE EXECUTIVE

Tuesday, 7 July 2009  
(5:00 - 5:05 pm)

**Present:** Councillor L A Smith (Chair), Councillor J L Alexander, Councillor R Gill, Councillor M A McCarthy, Councillor Mrs V Rush and Councillor P T Waker

**Also Present:**

**Apologies:** Councillor S Carroll and Councillor H J Collins

### 18. Declaration of Members' Interests

None declared.

### 19. Minutes - 16 June 2009

Agreed.

### 20. Council Debt Write-Offs

Received and noted a report from the Corporate Director of Customer Services of the value and type of debts written off from the Income, Collection, Rents and Benefits Service areas as uncollectible for quarter four of the 2008/09 financial year (January to 31 March 2009).

Further noted that a number of these debts will be publicised in accordance with the policy agreed by Minute 69 2007/08.

### 21. Strategic Partnership for Support Services – ICT Market Testing

Received a report from the Corporate Director of Resources regarding proposals for market testing services and procuring a strategic partner.

Information and Communications Technology (ICT) is proposed as the first in a series of market testing exercises, via a single strategic partner, to secure greater efficiencies and modernisation of key support services and infrastructure.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities,

- (i) To the market testing and procurement of a strategic partner for the development, management and delivery of ICT services within a business transformation context in the first instance and subsequently further services subject to an appropriate business case being made;
- (ii) To note that, before any services were added to the strategic partnership, an Executive decision would be required that formally agreed the business case;
- (iii) That the Corporate Director of Resources be delegated to proceed to

formally negotiate, via the EU procurement process, for a strategic partner for the services outlined in paragraph 19 of the report; and

- (iv) To receive a progress report every six months – up to contract signature.

## THE EXECUTIVE

Tuesday, 14 July 2009  
(5:00 - 6:15 pm)

**Present:** Councillor L A Smith (Chair), Councillor R C Little (Deputy Chair), Councillor J L Alexander, Councillor G J Bramley, Councillor S Carroll, Councillor R Gill, Councillor Mrs V Rush and Councillor P T Waker

**Also Present:** Councillor I S Jamu

**Apologies:** Councillor H J Collins and Councillor M A McCarthy

### 22. Declaration of Members' Interests

None declared.

### 23. Strategic Review and Commissioning Plan for Support Services to Homeless and Young People

Following the strategic review of the services provided to Homeless and Young Persons, received a report from the Corporate Director of Adult and Community Services concerning the Commissioning Plan which proposes to implement substantial improvements to the services provided to the community.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities, to:

- (i) The Strategic Review and Commissioning Plan for Support Services to Homeless and Young People;
- (ii) Commissioning of a support service to residents of Bevan House and Summerfield House through tendering of a contract;
- (iii) Commissioning a supported accommodation scheme at Circle Anglia's Vineries for young people and teenage parents through tendering of a contract;
- (iv) Commissioning a multiple needs service through tendering of a contract;
- (v) Commissioning of a single 'floating' support service to replace the current Tenancy Sustainment Team and Teenage Parents Floating Support services;
  - a) Delegate authority to the Corporate Director of Adult & Community Services to decide the best means of securing that service in consultation with a working group including staff and Trade Unions.
- (vi) Commissioning of a support service for residents of Boundary Road.
  - a) Delegate authority to the Corporate Director of Adult & Community Services to decide the best means of securing that service in

consultation with a working group including staff and Trade Unions.

- (vii) Not recommission a supported accommodation contract at the Romford YMCA.

## **24. Budget Monitoring**

Received a report from the Corporate Director of Resources providing an update on the Council's revenue and capital position for the first two months of the 2009/10 financial year.

The current position for revenue expenditure indicates a potential £400k overspend in Children's Services due to providing transport services for children with Special Educational Needs (SEN). Other departments are also identifying areas of concern where budget pressures may arise and these are being addressed by the relevant Corporate Director and as part of the Council's ongoing budget monitoring process.

Arising from the discussion, asked that officers provide further information on the reasons for the increase in transport costs and concerns were raised with regards to items which have been added in year to the capital programme.

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

- (i) Note the current position of the Council's revenue and capital budget as at 31 May 2009;
- (ii) Note the position for the Housing Revenue Account; and
- (iii) Note that where potential pressures have been highlighted, Corporate Directors are required to identify and implement the necessary action plans to mitigate these budget pressures to ensure that the necessary balanced budget for the Council is achieved by year end; and
- (iv) the additional budget of £192k for demolishing the properties known as 16-18 and 20 Cambridge Road and The Lawns. The cost of these works will initially be funded from the Council's internal capital and borrowing resources, which will then be offset by both the revenue savings and future capital receipts arising from the disposals.

## **25. Additional Capital Grant from DCSF- School Kitchens and Co-Location of Services**

Received a report from the Corporate Director of Children's Services regarding details of grant funding awarded to the Council by the Department for Children Schools and Families (DCSF) to support two initiatives; (a) The fund to improve School Kitchens and Dining Rooms and (b) to support the co-location of workers onto school sites and the need to reflect these additional resources in a revised and updated investment plan.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities to:

- (i) the addition of new projects into the Capital Programme, as follows:
  - Investing in School Kitchens (DCSF grant) £908,632
  - Co-location Capital Grant (DCSF grant) £641,000; and
- (ii) note the success of these two bids and that additional grant funding has been secured to support existing programme initiatives.

## **26. Proposal for Expanding Roding Primary School at Cannington Road**

Received a report from the Corporate Director of Children's Services regarding proposals to expand Roding Primary School at Cannington Road to provide more school places.

**Agreed**, in order to assist the Council to achieve its Community Priorities of 'Inspired and Successful' and 'Fair and Respectful' to:

- (i) the procurement route as set out in Section 4 of the report and delegate authority to the Corporate Director of Children's Services in consultation with the Corporate Director of Resources to place an order with an appropriate construction company in accordance with the Council's Rules and its Constitution;
- (ii) the financial provision as set out in the financial implications section of the report; and
- (iii) acknowledge that due to the speed of this project, we were not notified of the intention to go to tender before this report, but that no tenders will be accepted or contracts awarded prior to our consideration of this procurement matter and our consent to proceed given.

## **27. Butler Court Accommodation**

Received a report from the Corporate Director of Children's Services regarding proposals to increase charges at Butler Court for room lettings for teachers' accommodation 1 September 09.

Arising from the discussion, deferred a decision pending a full detailed business case on the charging policy and costing arrangement of Butler Court covering both teaching and hospitality accommodation.

## **28. Sixth Form Students Holocaust Memorial Visit to Krakow, Poland - March 2010**

Received a report from the Corporate Director of Children's Services requesting permission for sixth form students to travel to Krakow, Poland on the annual Holocaust memorial educational trip.

**Agreed**, in order to assist the Council to achieve its Community Priority of 'Inspired and Successful Young People' to one sixth form student from each secondary school and a Councillor to travel to Krakow, Poland on the annual Holocaust memorial educational trip in March 2010.

## 29. Youth Access Card

Received a report from the Corporate Director of Children's Services regarding proposals to introduce a Youth Access Card in the borough which aims to improve the health and wellbeing of the youth of the borough.

**Agreed**, in order to assist the Council to achieve its Community Priorities of 'Healthy', 'Safe', 'Inspired and Successful Young People', to:

- (i) A Youth Access Card being introduced with the following functions:
  - (a) Secondary school cashless catering;
  - (b) Leisure (Concessions, Membership, promotions and rewards);
  - (c) Libraries (Membership);
  - (d) Youth Reproductive and Sexual Health Initiative
  - (e) Primary school cashless catering.
- (ii) Costs and funding sources for this project, as set out in section 4.1 of the report, with the Schools Forum supporting the relevant funding from the Dedicated Schools Grant (DSG);
- (iii) approve the use of £68,000 from corporate balances in 2009/10 to meet the required shortfall in the project costing;
- (iv) the budget model reflects the financial impact of the project on the general fund from 2011/12 onwards;
- (v) delegate authority to the Corporate Director of Resources to explore the procurement options (described in paragraph 4.3 of the report), in consultation with the Legal Partner, Corporate Procurement and the Divisional Director of Corporate Finance;
- (vi) authorise the Corporate Director of Resources, in consultation with the Legal Partner, Corporate Procurement and the Divisional Director of Corporate Finance, to either:
  - (a) report back to us with recommendations of the procurement route; or
  - (b) select the preferred procurement option, execute the procurement, award the contract and report back to us after the contract has been awarded.

## 30. Parking Strategy

Received a report from the Corporate Director of Customer Services outlining proposals to consult on a new Parking Strategy for the borough.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities that the:

- (i) Draft Strategy profile, (attached as appendix A of the report) is adopted as the basis for consultation and development for the detailed Strategy;
- (ii) Consultation plan, (attached as appendix B of the report) is adopted for use



in developing the detailed Strategy; and

- (iii) Business case for a new parking service computer is presented to the Business Applications Board as part of the One B&D programme for approval and if approved this will be reported back to Members for consideration for inclusion in the capital programme.

### **31. Moving Traffic Offences**

Received a report from the Corporate Director of Customer Services setting out details in support of broadening enforcement of moving traffic violations and proposing a new appointed day for it to come into effect.

**Agreed**, in order to assist the Council to achieve its Community Priorities of 'Safe' and 'Clean' to recommend that the Assembly approve the 22 November 2009 as the 'appointed day' for the broader range of moving traffic violations under Section 4 of the London Local Authorities and Transport for London Act 2003 within the London Borough of Barking and Dagenham.

### **32. Skills Centre**

Following the decision agreed by Minute 148 2008/09 to establish a Skills Centre on the London Road /North Street site, received a report from the Corporate Director of Children's Services regarding funding options to implement the proposals.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities to:

- (i) Confirm their support for the Skills Centre as a priority project , and the subsequent rationalisation of the Capital Programme to accommodate this scheme, the impact of which will be advised to Members at a later date;
- (ii) Approve the inclusion of this scheme within the current capital programme;
- (iii) Prudential borrowing for this scheme for the sum of £8.97m subject to any sum identified from (iv) below; and
- (iv) officers seeking a financial contribution from Barking College towards meeting the capital costs of building the Skills Centre as a condition of the partnership arrangement.

### **33. Private Business.**

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

### **34. London Road / North Street Regeneration**

Received a report from the Chief Executive concerning proposals to establish a mixed use development consisting of commercial and residential units in the area between London Road, East Street and North Street.

**Agreed**, in order to assist the Council to achieve all of its Community Priorities to:

- (i) the Council's parameters on the London Road / North Street site for the redevelopment of up to 6,500 sqm (gross) of commercial floorspace, up to 150 units of housing (subject to financial viability), the provision of a permanent public square to accommodate the Market and the creation of better pedestrian linkages for the area;
- (ii) Authorise the publishing of a Contract Notice in the Official Journal of the European Union (OJEU) calling for expressions of interest from developers regarding the regeneration of the mixed use development on London Road / North Street;
- (iii) Authorise the use of the Council's Compulsory Purchase Order making powers pursuant to Section 226 of the Town and Country Planning Act 1990 (as amended) for the acquisition of any outstanding freehold and leasehold interests from the properties outlined in the report, for the purposes of securing the site for redevelopment;
- (iv) the principle of the delivery of an element of housing subject to financial viability of this component;
- (v) the principle that a portion of the costs associated with works to the Methodist Church be funded, in due course, from any capital receipt received from the commercial development;
- (vi) Note that a further report will be made, in due course, with regard to any capital receipt arising from the commercial development; and
- (vii) Note the net loss :-
  - a). General Fund revenue income to the council of £80,000 in a full year from loss of car parking income arising from the proposals and agree that these reductions are reflected in the medium term financial strategy and the relevant service budgets.
  - b). HRA revenue income of £68,000 from shops on North Street / London Rd in a full year arising from these proposals and agree that these reductions are reflected in the HRA medium term Business Plan and the relevant HRA service budgets.

## THE EXECUTIVE

28 JULY 2009

## REPORT OF THE CORPORATE DIRECTOR OF ADULT AND COMMUNITY SERVICES

<b>Title:</b> Valence House redevelopment scheme – progress update	<b>For Decision</b>
<p><b>Summary:</b></p> <p>Work to complete the redevelopment of Valence House Museum, to build a Visitor Centre and to re-landscape the surrounding area is proceeding. The programme will deliver a high quality venue for the borough, providing activities for young people to do, a resource for learning about the borough's heritage for all ages, and a focus to bring the community together.</p> <p>In light of a favourable construction contract tender, the opportunity has been taken to return funding to the capital programme, while using contingency funding to meet essential costs to deliver the scheme.</p> <p><b>Wards Affected:</b> All wards</p>	
<p><b>Recommendation</b></p> <p>The Executive is recommended to</p> <ol style="list-style-type: none"> <li>1. Note progress in the completion of the Valence House redevelopment scheme; and</li> <li>2. agree the return of £200,000 to the capital programme, to be held centrally in reserve until the resolution of all scheme risks.</li> </ol>	
<p><b>Reason</b></p> <p>To assist the Council to deliver the Community Priorities, particularly a clean green and sustainable borough, a stronger and more cohesive borough and a borough of opportunity for all young people</p>	
<p><b>Implications:</b></p> <p><b>Financial:</b></p> <p>Budget provision exists in the current Capital Programme of £7,473,000 for the redevelopment of Valence House. The Heritage Lottery Fund is contributing 23% of these costs. Further to a favourable tender submission for the construction contract, and the re-appraisal of works required at the site and surrounding areas based on further information, it has been possible to re-visit estimated costs for the scheme, and predict at this stage a provisional £200,000 under spend compared to budget.</p> <p><b>Legal:</b></p> <p>The exact size of grant funding required for mixed use refurbishment, improvement and development of listed buildings like the Valence House re-development scheme is difficult to establish at the commencement of projects because challenges and unforeseen costs</p>	

might emerge as work progresses. The usual practice is for the funding agreement to take account of this by way of staged payments.

The funding body should be informed if there is a projection of surplus. They are likely in any event to be carrying out monitoring.

It would be prudent to consider that until final completion and building handover, a projected surplus is a favourable indicator of the progress being made rather than a lump sum accrual. It might be prudent to wait until final completion and handover before the projected surplus is returned to the capital programme.

### **Risk Management:**

The Valence House project board receives and reviews regular updates to the project risk register. The identification of significant contingency provision was a direct response to risks identified relating to below-ground issues, works associated with a historic building, and contractor claims. The reprofiled budget has been developed following considerable work to identify remaining risks to the project and to ensure sufficient contingency remains within the project budget.

The Council is contractually committed to the Heritage Lottery Fund to deliver the redevelopment of Valence House Museum and construct a Visitor Centre, and to expend a total capital project budget of £7.5m in so doing. Reduction of the sum spent on the scheme will reduce the amount claimable from HLF (in the region of £50,000) and may put the Council in breach of its contract with HLF.

### **Social Inclusion and Diversity:**

The Valence House Museum site redevelopment offers considerable potential to make a positive contribution to social inclusion and diversity in the borough. The scheme is designed to develop pride in the local area through a quality local environment and protection of the local heritage. Exhibits within the new museum will be designed to increase knowledge and understanding of all of the borough's communities. The redevelopment of the House and building of the Visitor Centre will increase the accessibility of the borough's historic collections for disabled people.

### **Crime and Disorder:**

The design of the museum buildings, and of the park have been, and continue to be developed in consultation with colleagues who advise on best practice in design to support crime prevention.

### **Options appraisal:**

The proposed option is designed to ensure delivery of a scheme at Valence House which meets the Council's expectations of a good quality heritage venue, while at the same time returning contingency funding to the capital programme to enable it to be used on other priority projects. Retention of the sum centrally without release until the scheme is completed or cost risks removed is designed to mitigate risk both to the project and to the capital programme.

Alternative 1: not to return any funding to the capital programme unless any remains unspent at the end of the scheme's development. This would provide the scheme with an

element of additional contingency, which might be viewed as prudent in the light of the uncertainties still remaining within the scheme – both through ongoing discovery of issues within the site, and also allow for any extensions of time as a result thereof. It would however reduce the potential for the Council to deliver other priority projects through the capital programme.

Alternative 2: to return a larger sum to the capital programme at this time. In light of continuing levels of cost risk to the programme, this would not be a prudent move.

Alternative 3: to return the sum to the capital programme for immediate release to other projects. Given the nature of this scheme it is considered that this would be a high risk option.

<b>Contact Officer:</b> Heather Wills	<b>Title:</b> Head of Community Cohesion and Equalities	<b>Contact Details:</b> Tel: 020 8227 2786 Fax: 020 8227 2214 E-mail: <a href="mailto:heather.wills@lbbd.gov.uk">heather.wills@lbbd.gov.uk</a>
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## 1. Background

- 1.1 At Valence House, a redevelopment scheme is underway which will:
- Build a new Visitors Centre, providing more space and support for education and leisure visitors
  - Make Valence House visible from the park
  - Provide appropriate storage for the borough's valuable collections
  - Refurbish the ancient building, and
  - Renovate the museum displays
- 1.2 The recent Scrutiny review on facilities and activities for children and young people considered plans for the Valence House redevelopment scheme as part of its work, and commended the scheme, noting that when the development is complete services will include extensive work with schools, as well as family learning and entertainment opportunities.
- 1.3 The majority of funding for this £7.434m scheme is being provided by the Council. The Heritage Lottery Fund is contributing 23% of the costs which amounts to just under £2m.
- 1.4 The selected construction contractor, Mansell, came onto site in December 2008 and work got properly underway in January 09. Despite the severe weather in February, Mansell have made good progress in meeting the tight timescale for the building work which is due to end December 2009.
- 1.5 The Valence House Museum exhibition contracts (cases, graphics and audio-visual) have just been advertised, contracts have been let and contractors have commenced work.
- 1.6 The design of the archive and museum stores are cutting edge; that is they are 'green' without expensive air-conditioning units. They are expected to meet rigorous internal environmental conditions by using a basis of mass construction. It is hoped that, when completed, they will become an exemplar of this technique to be followed by future designers.

## **2. Outcome of construction contract tender**

- 2.1 In December 2007, Executive received a report which advised that the estimated contract value was £5.5m, within a total project cost of £7.8m. However, it was noted that the true cost would not be known until the contract was tendered. Subsequently a total project cost of £7,434,000 was identified in the capital programme.
- 2.2 The construction contract for Valence House was tendered at around the same time that the recession began to bite, in late summer 2008. As a possible consequence, the construction contract sum was considerably less than pre-tender estimates. The lowest tender was from Mansells at £3.662m, which is £1.838m less than the estimated contract value in December 2007. Following an evaluation of the tender bids it was concluded that the contract should be awarded to Mansell's but with a recommendation to hold an additional contingent sum (on top of sums set aside to deal with unknowns on site), to cover the heightened anticipated risk of additional payments through claims, due to the low level of the tender price.
- 2.3 There remains a high risk of additional works being required as a result of discoveries on site through demolitions and opening up Valence House, and the scheme QS advised the retention of contingency funds to cover eventualities such as these. Since that time contingency provision within the construction contract (£308,000) has been spent or committed on works such as:
- Removal of far greater concrete foundations in the depot buildings than expected
  - Repairs to the 1929 extension to Valence House
  - Relocation of services to enable continued provision of hot water to parks changing rooms
  - Normal design development items such as ensuring the requirements of Building Control are met

There remains significant risk of further works being required, particularly to the roof of Valence House, and the Quantity Surveyor has recommended the retention of further contingency provision.

- 2.4 The exhibition contracts for the project have also now been let. During the course of the design process it was necessary to increase budgetary provision for these contracts to ensure that exhibitions commensurate with the expectations of the borough could be delivered. However, in the event, the contracts have come in at approximately £20,000 less than the pre-tender cost estimate.

## **3. A whole site approach**

- 3.1 It had previously been hoped to attract funding from the Heritage Lottery Fund to enable improvements to Valence Park to enable renovation and replanting so that the park complements the improved standards of the heritage site. It is now planned that capital funds already allocated to parks improvements will be put towards delivering aspirations for the improvement of the park, particularly for:
- improving pedestrian routes, entrances and boundary railings,
  - ensuring good connections between the House's new landscaping and the park

- enabling easy access for the next door school into the site

3.2 It had also been hoped to relocate the park's car parks, alongside an improved changing room for the park's football pitches, adjacent to the park's front gates, through a bid to the Football Foundation. It now appears that funding will not be forthcoming from the Football Foundation, but plans are now being developed to mitigate the visual impact of the changing room, and if possible, to relocate the car parks.

3.3 Work is also planned to improve the children's play area, using approximately £100,000 funding from the Playbuilder programme (subject to detailed capital programme appraisal).

- 3.4 In light of the construction contract coming in below pre-tender estimates, the revised budget is also enabling:
- The provision of a Clerk of Works and Security Guard during the building works
  - Improved display for the whalebones
  - Additional archaeological investigations to reflect the level requested by English Heritage
  - Glazed doors to enable visitors to see into the Local Studies Library
  - Ventilation to Education Room
  - Acoustic dampers for the Local Studies Library
  - Good quality finish to the timber panelling inside Valence House
  - More trees around the House and to screen the Museum Store, and replaced ornamental planting outside Valence House
  - Increased and improved terrace outside the café to increase accessibility for disabled visitors
  - Improved approach to the Visitor Centre to allow for turning circle
  - Resurfaced driveway
  - Roller racking storage for archive and museum storage (previously insufficient provision in budget)

Many of these items had previously been removed through value engineering when it was feared that the construction contract would come in over budget, but are considered essential to delivering a scheme which will meet the requirements of the Council. Other items relate to risks which have crystallised resulting in amounts of contingency being expended, such as the need to increase site security and the cost of the roller racking.

3.5 The major milestones of the **project programme** are as follows:

<b>Major milestones</b>	<b>Target end-date</b>
1 <sup>st</sup> phase demolition complete	end April 09
2 <sup>nd</sup> phase demolition complete	end September 09
Restoration of Valence House fabric	beginning August 2009
Completion of Visitor Centre	mid-October 2009
Installation of the new museum galleries	January 2010
Fill moat	mid December 2009

Landscaping completed	end December 2009
Museum gallery cleaning and dressing	mid-Feb 2010

3.6 A summary of the **budget position** as at the time of the Executive report in December 2007, and at present, is given below:

	<b>Dec 07</b>	<b>June 09</b>
Construction contract	5,340,000	3,662,000
Exhibition contracts	608,000	751,000
Surveys	59,000	59,000
Fees	1,131,000	1,241,000
Conservation of artefacts & specialist removals	86,000	67,000
Furniture and equipment	295,000	445,000
Additional items as summarised at para 3.4 above	0	555,000
Risk allocation for issues currently being addressed (eg roof)	255,000	450,000
<b>TOTAL</b>	<b>7,774,000</b>	<b>7,234,000</b>
<b>Current capital programme project total</b>		<b>7,434,000</b>
<b>Balance for return to capital programme</b>		<b>200,000</b>

#### 4. Capital programme implications

4.1 The return of £200,000 to the capital programme will form part of the rolling review of the programme, and will allow the release of funds to support other corporate capital priorities.

4.2 The review, which is currently underway, is developing a methodology for prioritising capital schemes using strategic corporate priorities as a yardstick, and will report to the corporate Living and Working Board in July. This will accumulate surplus capital resources for release to fund new corporate priorities such as the Skills Centre and the recent opportunity to consider council house building.

4.3 Given the nature of this scheme – being a heritage building with many unknowns in its construction - there remains a concern that reduction of the contingency before the scheme is closer to completion may present difficulty in the event that further issues come to light (such as the roof issues recently discovered).

#### 5. Consultees

5.1 The following have been consulted in the preparation of this report:

- Cllr Bob Little, Cabinet Member for, Culture and Sport



- Sue Lees, Divisional Director of Strategic Asset Management and Capital Delivery
- Steve Whitelock, Group Manager, Finance
- Yinka Owa, Legal Partner, Procurement, Contracts & Property
- Paul Hogan, Head of Leisure and Arts

**6. Background Papers Used in the Preparation of the Report:**

Eastbury and Valence Houses Redevelopment Schemes: report to Executive 11<sup>th</sup> December 2007

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## THE EXECUTIVE

28 JULY 2009

### REPORT OF THE CORPORATE DIRECTOR OF RESOURCES

<b>Title:</b> Local Area Agreement Indicators 2008/09 National End of Year Performance Report	<b>For Information</b>
<p><b>Summary</b></p> <p>The Executive are being presented with Barking and Dagenham's end of year 2008/09 performance against the Local Area Agreement (LAA) Indicators.</p> <p>Performance is above the London average in the following areas:</p> <ul style="list-style-type: none"> <li>▪ Young people's participation in positive activities</li> <li>▪ The gap in attainment of Level 3 at age 19 in each Local Authority between those young people who were in receipt of free school meals at academic age 15 and those who were not</li> <li>▪ Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest</li> </ul> <p>A focus on performance is required in the following areas:</p> <ul style="list-style-type: none"> <li>▪ Housing</li> <li>▪ Attainment</li> <li>▪ NEETS (Not in Employment, Education or Training)</li> <li>▪ Obesity</li> <li>▪ Teenage Pregnancy</li> <li>▪ Place Survey Indicators – Overall satisfaction and percentage of people who believe people from different backgrounds get on well.</li> </ul> <p>Targets for these LAA indicators were not set in 2008/09 as negotiations with government to set final targets did not take place until February 2009. Therefore performance has been rated against the London average rather than target. It is important to note that this therefore does not take into account a local context.</p> <p><b>Wards Affected:</b> None</p>	
<p><b>Recommendation(s)</b></p> <p>The Executive is asked to:</p> <ol style="list-style-type: none"> <li>1. Note the performance of the LAA Indicators overall.</li> <li>2. Note the changes in performance and key projects related to the poorly performing indicators.</li> </ol>	

<b>Reason(s)</b> Performance of the LAA Indicators will significantly influence judgements made in Comprehensive Area Assessment (CAA). It is therefore important to monitor, challenge and provide feedback on performance at all levels within the Council on a regular basis.		
<b>Implications:</b>		
<b>Financial:</b> No specific implications		
<b>Legal:</b> No specific implications		
<b>Risk Management:</b> No specific implications		
<b>Social Inclusion and Diversity:</b> No specific implications		
<b>Crime and Disorder:</b> No specific implications		
<b>Options Appraisal:</b> No specific implications		
<b>Contact Officer:</b> Amir Rashid	<b>Title:</b> Group Manager Performance and Innovation	<b>Contact Details:</b> Tel: 020 8227 2317 E-mail: amir.rashid@lbbd.gov.uk

## 1. Introduction

- 1.1 The Executive are being presented with Barking and Dagenham's end of year performance against the Local Area Agreement (LAA) Indicators. The LAA indicators are from the statutory national indicator set which was introduced in April 2008, replacing Best Value Performance Indicators (BVPs).

## 2. Summary of Performance

Targets for these LAA indicators were not set in 2008/09 as negotiations with government to set final targets did not take place until February 2009. Therefore performance has been rated against the London average rather than target.

It is important to note that this does not take into account a local context.

Performance is above the London average in the following areas:

- 2.1 Young people's participation in positive activities

a. Young people's participation in positive activities (NI 110)

This is defined as 'The proportion of young people in school year 10 responding 'yes' to the question "In the last 4 weeks, have you participated in any group activity led by an adult outside school lessons (such as sports, arts or a youth group)?".'

The result for 2008/09 is 73.70%. Data for this indicator is collected via the Ofsted TellUs survey.

A number of measures and interventions have been introduced which have resulted in engagement in physical activity rising significantly. 93.5% of pupils are now participating in at least two-hours of physical education and out-of-hours school sport.

Our *Extended Schools* programme is making an increasing contribution to children and young people's wider enjoyment of school. 83% of schools are currently providing access to extended services compared to 55 per cent in September 2008.

The Trust has significantly improved leisure opportunities for young people with Learning Difficulties and Disabilities (LDD) through a programme of Local Authority investment and work in partnership with Trinity Special School.

Barking and Dagenham's provision to support schools to deliver extended services is rated green across the board by the Training and Development Agency.

## 2.2 Gap in attainment of Level 3 at age 19

b. The gap in attainment of Level 3 at age 19 in each Local Authority between those young people who were in receipt of free school meals at academic age 15 and those who were not (NI 81)

In 2007 the result was 8.16%, and in 2008 this was 9.79%. The data relates to the academic year September 2007 - August 2008.

Whilst performance at Level 3 for all 19 year olds is below the national average (though improving), the inequality gap remains encouragingly low. The measures being taken to improve rates of Level 3 attainment in general are also positively impacting upon performance in this indicator, for example:

- The Local Authority is among the national leaders in Diploma development. Large number of learning lines already approved.
- Widespread engagement with schools has results in a better curriculum offer.
- Conferences held with headteachers, advisers, School Improvement Partners (SIPs) and senior managers of 6<sup>th</sup> forms
- Local Authority post-16 network created – all schools represented, with Consortium Managers
- A level Improvement Project – led and coordinated by SIS

## 2.3 Narrowing the gap in the Early Years Foundation Stage Profile

c. Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest (NI 92)

In 2007 the result was 35.30% and 32.9% the following year. Data relates to the academic year September 2007 - August 2008.

Foundation Stage performance is on an upward trend. Improvements have been achieved in all target areas, narrowing the gap between local performance and the national average. These improvements are due to both our standards-raising activities and also to changes in the moderation process introduced in 2006/07.

Specifically:

- Early Years provision is good and has continued to improve. In 2007/08, we increased the number of high quality childcare places. 98% of settings are now

graded as satisfactory or above, compared to the national average of 96%. 75% of maintained foundation stage settings are graded as good or above, as were 42% of non-maintained settings.

- We offer child care in all children's centres and uptake of the child care affordability programme is above the national average.
- We also have a good parenting strategy in place linked with extended schools and the youth agenda.
- Improved engagement with head teachers; better internal and external moderation processes; improved data packs and reporting; and, strengthening the training of practitioners to observe and assess children more effectively.

A focus on performance is required in the following areas:

## 2.4 Housing Indicators

- a. Net additional homes provided (NI 154 – provisional data)
- b. Number of affordable homes delivered (gross) (NI 155)

The number of affordable homes provided in 07/08 was 420 the result for 08/09 has shown a reduction to 262. The net additional homes provided in 07/08 was 815, this has also shown a reduction to 373 (provisional result) for 08/09.

Housing Supply is being hit generally by the economic downturn for a number of reasons including the difficulty in house builders accessing private finance, the pressures of public spending and the difficulties in prospective purchases accessing mortgages where there are now much stricter lending criteria. It is unlikely that all the supply from key projects, which will influence this indicator, will come forward. The most vulnerable sites are those which are private sector led. The Local Housing Company schemes are more robust due to their business model.

## 2.5 Attainment

- a. Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal, Social and Emotional Development and Communication, Language and Literacy. (NI 72)

The Early Years Foundation Stage Profile is an assessment of children's achievement at the end of the academic year in which they turn 5. Performance in 2007 was 26.00% and in 2008/09 is now 40.00% a dramatic improvement. The key project to improve this indicators performance is Early Years Advisory teachers, Moderation team and Shadow moderators.

Current improved performance is due to improved engagement with head teachers, improved internal and external moderation processes, improved data packs and reporting and strengthening the training of practitioners to observe and assess children more effectively. The moderation team has been further strengthened using all Early Years Advisory teachers and teachers based in children's centres. Shadow moderators have been established using experienced practitioners from school. There has been extensive training for all practitioners and cluster groups have been well attended with internal school moderation becoming more effectively embedded.

- b. Achievement at Level 4 or above in both English and Maths at Key Stage 2 (NI 73).

There has been no change in attainment from 2007 to 2008. Key projects related to this indicator include:

- 'Every Child a Writer'. Engagement of schools, aiming to impact on raising standards of reading for the lowest attainers.
- Assessing Pupils' Progress. Involvement in national programme to Strengthen teachers' knowledge and understanding of expectations in the core subjects.

- c. Achievement of 5 or more A\*-C grades or equivalent including English and Maths (NI 75)

Achievement was 39.70% in 2007/08 and has reduced slightly to 39.20% (2008). A key project for this indicator is the GCSE Mathematics Focus established to address the comparative underperformance of mathematics. Routinely, annual school performance data is monitored by the School Improvement Service (SIS). The weakest performing schools are targeted for additional support under the Targeted Intervention Plan. Any schools below the national floor target of 30% are additionally supported by London Challenge on behalf of National Challenge.

## 2.6 NEETS

- a. 16-18 years olds who are Not in Education, Employment or Training (NI 117)

NEETs in 2007 was 9.70% and have reduced (showing increase performance) to 8.90% in 2008/09. This is now amber RAG rating. Key projects related to this indicator include:

- NEET guidance. This is an early identification tool to be used in schools when dealing with young people who are potentially NEET.
- 'Improving aspirations, recruitment, achievement and retention post 16' a GoL funded review focusing on the quality of Careers education, guidance and Information.
- 14-19 Equality Impact Assessment. One of the first in the UK to commission a full scale assessment.
- Foundation Learning Tier Progression Pathways pilot. This is a new programme of study at Entry level and level 1.
- London's dry run 16-19 commissioning. This resulted in the production of an initial 09/10 commissioning plan for the Borough and headline objectives for commissioning post-16 provision.
- Creation of a skills centre. The skills centre will provide high quality learning environments and high levels of wraparound services. Support will also be available at the key transitions made by students from the Skills Centre on to further education, training or employment
- NEETs summit to discuss and coordinate the strategic direction and planning in relation to the NEET cohort.

## 2.7 Obesity

- a. Year 6 recorded who are obese (NI 56)

The percentage of obese year 6 in 2007/08 was 20.78%, this has increased to 23.91% for 2008. Key projects related to this indicator include:

- Healthy Schools programme
- Health Champion. Taking health messages to 'hard to reach' groups
- Fruit and vegetable workshops
- Tenergy. A '10 minutes of exercise a day' in schools programme.
- Fit for life programme. A commercial and community weight loss programme.
- There is a Multi-agency Child and Adolescent Obesity Co-ordinator in place. The Task-force is seen as model of good practice by the Department for Community and Local Government (CLG).

The indicators performance will be influenced by the issue that parents are given the option for their Children to 'opt in' of weight measurements thus potentially reducing measurements included in this indicator.

## 2.8 Teenage Pregnancy

### a. Under 18 conception rate

Performance in 2006/07 was 64.7 conceptions per 1000 population of females aged 15-17 and for 2007/08 it is 59.1. This figure is classed as the 'rate'. Data is subject to approximately an 18 month time lag.

Key projects include:

- Revised Sex and Relationship Education (SRE) Programmes. Integrated strategy for sexual and reproductive health services for young people.
- Teenage Pregnancy Officer - Dedicated research and data analyst role (LBBD) and planned joint commissioner for Teenage Pregnancy.

## 2.9 The Place Survey (once every two year survey)

### a. Overall/general satisfaction with the local area (NI 5)

Overall satisfaction has increased from 47% in 2006/07 to 56.4% (provisional data) in 2008/09. Given the broadness of this indicator there are a large range of factors that influence the performance. Key projects related include:

- Community Reparation - community restitution by young offenders
- Business Crime - targeted initiatives at identified hotspot locations and retail areas
- Safer Homes Project - victims of residential burglary offered a free lock changing service to their homes. This service is also available to people who are vulnerable, or who live in areas that have a high level of crime, or are neighbours to people who have been the victims of crime.
- Designated Public Places Order - Public Places Order put in place to tackle alcohol related disorder
- Community Payback - Agreement reached with National Offender Management Scheme that B&D will receive Community Payback hours to 'own' and deliver
- Pilot containerisation Scheme - Waste reduction project, rolling out use of wheelie bins across the borough.
- Local Housing Company - Establishment of Local Housing Company as a finance model to provide additional and improved housing within the borough.



- b. Percentage of people who believe people from different backgrounds get on well together. (NI1)

Performance in 2006/07 was 48%, this has increased to 49.1% in 2008/09 (provisional data) Key projects include:

- Stronger Borough Board – action planning
- Effective Communications – A programme of training staff
- Community Communicators – enabling the council to deliver its messages, together with identification and myth ‘busting’.
- Neighbourhood Management – a range of activities to bring people together.

The final Place Survey results have been published by the Communities for Local Government (CLG) department in the last couple of weeks. Detailed action plans will now be developed by the Stronger Borough Board.

### **3. Presentation of Performance Information is attached**

#### **3.1 It should be noted that:**

- The frequency of data released or collected varies across the indicator set and therefore not all end-of-year results can be made available at this time.
- Where possible, each indicator has been given a Red, Amber or Green (RAG) rating for performance.
  - **Red** signifies that performance is in worst 25% when compared with other London authorities and therefore performance is poor.
  - **Amber** signifies the ‘middle’ 50%.
  - **Green** is the best 25%, showing good performance.
  - Where the box is **White** a RAG can not be added as there is no comparator information available at the present time.
- A number of targets have either recently been set in the LAA refresh process or they will be set once end of year 2008/09 comparator London data is available. Once this information is accessible this will form part of the Executive report to enable members to review progress against these.

#### **3.2 The LAA indicators will significantly influence the judgement made in the performance aspects of Comprehensive Area Assessment (CAA).**

### **4. Future Reporting**

- 4.1 Executive will receive LAA Indicator performance reports for information quarterly. The next report will be in October and show Quarter 1 performance for 2009/10. Select Committees will receive this information twice a year and will be also challenging and scrutinising performance.

### **5. Consultation**

Cllr G Bramley – Cabinet Member for Finance and Human Resources

Guy Swindle – Head of Performance and Strategy

Yinka Owa – Legal Partner

Lee Russell – Group Manager Corporate Finance

## **6. Background Papers Used in the Preparation of the Report**

CMT report 3<sup>rd</sup> December 2008 - Achieving Excellence review

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Fair and Respectful	More people feel that people from different backgrounds get on well together	NI 1 (LAA) Percentage of people who believe people from different backgrounds get on well together	Heather Wills	49.1% (provisional)	Once the final data from the Place Survey is released detailed action plans to be developed by Stronger Borough Board.	The final Place Survey results have been delayed and are due for release at the end of June 2009.
Fair and Respectful	Increased involvement and influence in public services	NI 4 (LAA) Percentage of people who feel they can influence decisions in their locality	Heather Wills	37.4% (provisional)		The final Place Survey results have been delayed and are due for release at the end of June 2009.
Safe / Clean / Prosperous	Improved roads and footpaths / Cleaner streets and improved public spaces / Increased number of homes meeting the decency standard	NI 5 (LAA) Overall/general satisfaction with local area	Rob Whiteman / Glynis Rogers	56.4% (provisional)		The final Place Survey results have been delayed and are due for release at the end of June 2009.
Safe	People feel safer in their neighbourhoods	NI 15 (LAA) Number of most serious violent crimes per 1,000 population	Glynis Rogers	1.84		Unable to provide a RAG rating, as comparative data is unavailable.
Safe	People feel safer in their neighbourhoods	NI 16 (LAA) Number of recorded serious acquisitive crimes per 1,000 population	Glynis Rogers	28.56		Unable to provide a RAG rating, as comparative data is unavailable.
Safe	Reducing re-offending rates	NI 19 (LAA) Rate of proven re-offending by young offenders	Glynis Rogers	Data due August 2009		A cohort of young people are tracked for 12 months and then monitored for a further 3 months after the tracking period. This results in delayed data reporting.
Safe	People feel safer in their neighbourhoods / Reduced anti-social behaviour	NI 21 (LAA) Dealing with local concerns about anti-social behaviour and crime issues by the local council and police	Glynis Rogers	29.7% (provisional)		The final Place Survey results have been delayed and are due for release at the end of June 2009.
Fair and Respectful	More people feel that people from different backgrounds get on well together	NI 23 (LAA) Perceptions that people in the area treat one another with respect and dignity	Heather Wills	59.2% (provisional)		The final Place Survey results have been delayed and are due for release at the end of June 2009.
Safe	Reducing re-offending rates	NI 30 (LAA) Re-offending rate of prolific and priority offenders	Glynis Rogers	Data due November 2009		The Home Office Prolific and other Priority Offenders Team have experienced a number of problems in sourcing data, resulting in delayed data reporting.

Council Priority	We will achieve this by...	We will measure our progress by ...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Safe	People feel safer in their neighbourhoods	NI 32 (LAA) Repeat incidents of domestic violence	Glynis Rogers	51.89%		Unable to provide a RAG rating, as comparative data is unavailable.
Safe	Reducing re-offending rates	NI 40 (LAA) Drug users in effective treatment	Glynis Rogers	Data due August 2009		
Safe	People feel safer in their neighbourhoods	NI 49(i) (LAA) Total number of primary fires per 100,000 population	Glynis Rogers	232.43		Unable to provide a RAG rating, as comparative data is unavailable.
Safe	People feel safer in their neighbourhoods	NI 49(ii) (LAA) Total number of fatalities due to primary fires per 100,000 population	Glynis Rogers	0.60		Unable to provide a RAG rating, as comparative data is unavailable.
Safe	People feel safer in their neighbourhoods	NI 49(iii) (LAA) Total number of non-fatal casualties (excluding precautionary checks) per 100,000 population	Glynis Rogers	14.38		Unable to provide a RAG rating, as comparative data is unavailable.
Healthy	Improved mental well-being for children	NI 51 (LAA) Effectiveness of CAMHS	Tolis Vouyioukas	Awaiting data release		
Healthy	Reduced childhood obesity	NI 52a (LAA) Take up of school lunches - Primary Schools	Meena Kishinani	49.5% (2008)		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Healthy	Reduced childhood obesity	NI 52b (LAA) Take up of school lunches - Secondary Schools	Meena Kishinani	46.9% (2008)		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Healthy	Reduced health inequalities	NI 54 (LAA) Services for disabled children	Tolis Vouyioukas	Not reported		Data collection for this indicator begins in 2009/10. Therefore, there is no 2008/09 figure to report.

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Healthy	Reduced childhood obesity	NI 56 (LAA) Percentage of children in Year 6 with height and weight recorded who are obese	Justin Varney	23.91% (2008)	Key projects related to this indicator include: Healthy schools programme, Health champions (taking messages to 'hard to reach' groups), Fruit and Vegetable workshops, Tenery (10 minutes of exercise a day in schools) and Fit for life programme. There is a Multi-agency Child and Adolescent Obesity Task-Force and Child and Adolescent Obesity Coordinator in place. The Task-force is seen as model of good practice by the Department for Communities and Local Government (DCLG). Parents are given the option for their children to 'Opt In' of weight measurements thus potentially reducing measurement uptake of this indicator.	Data relates to the academic year September 2007 - August 2008.
Healthy	Reduced childhood obesity / Improved mental well-being for children	NI 57 (LAA) Children's participation in high quality PE and sport	Jane Hargreaves			

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 72 (LAA) Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy	Christine Pryor	<b>40.00%</b> (2008)	Current improved performance is due to improved engagement with head teachers, improved internal and external moderation processes, improved data packs and reporting and strengthening the training of practitioners to observe and assess children more effectively. The moderation team has been further strengthened using all Early Years Advisory teachers and teachers based in children's centres. Shadow moderators have been established using experienced practitioners from school. There has been extensive training for all practitioners and cluster groups have been well attended with internal school moderation becoming more effectively embedded.	Data relates to the academic year September 2007 - August 2008.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 73 (LAA) Achievement at level 4 or above in both English and Maths at Key Stage 2	Jane Hargreaves	<b>68.00%</b> (2008)	Key projects related to this indicator include: 'Every Child a Writer' (Engagement of schools, aiming to impact on raising standards of reading of the lowest attainers) and Assessing Pupils' Progress (Involvement in national programme to Strengthen teachers' knowledge and understanding of expectations in the core subjects).	Data relates to the academic year September 2007 - August 2008.

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 75 (LAA) Achievement of 5 or more A*- C grades at GCSE or equivalent including English and Maths	Jane Hargreaves	39.20% (2008)	A key project for this indicator is the GCSE Mathematics Focus (established to address the comparative underperformance of mathematics). Routinely, annual school performance data is monitored by the School Improvement Service (SIS). The weakest performing schools are targeted for additional support under the Targeted Intervention Plan. Any schools below the national floor target of 30% are additionally supported by London Challenge on behalf of National Challenge.	Data relates to the academic year September 2007 - August 2008.
Inspired and Successful Young People Age 29	Increased Level 2 and 3 qualifications at age 19	NI 80 (LAA) Achievement of a Level 3 qualification by the age of 19	Alan Lazell	31.18% (2008)	Key interventions include: Participation in Learning Skills Council Dry Run for post-16 Commission, Local Authority Engagement with Post-16 performance management information providers, Widespread engagement with schools re post-16 data picture, Restructuring of 14-19 Strategic Management Group, LA post-16 network created and A level Improvement Project.	Data relates to the academic year September 2007 - August 2008.
Inspired and Successful Young People	Increased Level 2 and 3 qualifications at age 19	NI 81 (LAA) The gap in attainment of Level 3 at age 19 in each Local Authority between those young people who were in receipt of free school meals at academic age 15 and those who were not	Alan Lazell	9.79% (2008)		Data relates to the academic year September 2007 - August 2008.

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Inspired and Successful Young People	Increased Level 2 and 3 qualifications at age 19	NI 82 (LAA) The percentage of young people who were in receipt of free school meals at academic age 15 who attain Level 2 qualifications by the age of 19	Alan Lazell	60.88%		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 87 (LAA) Secondary school persistent absence rate	Jane Hargreaves	5.76% (2008)		Data relates to the academic year September 2007 - August 2008.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 92 (LAA) Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	Christine Pryor	32.9% (2008)		Data relates to the academic year September 2007 - August 2008.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 93 (LAA) Progression by 2 levels in English between Key Stage 1 and Key Stage 2	Jane Hargreaves	81.2% (2008)	Key projects include: Every Child a Writer (Implement Every Child a Writer in 15 schools with lowest progress in writing, focused in Years 3 and 4) and Assessing Pupil Progress (Pilot the National Strategy on Assessing Pupil Progress).	Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 94 (LAA) Progression by 2 levels in Maths between Key Stage 1 and Key Stage 2	Jane Hargreaves	79.4% (2008)		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 99 (LAA) Children in care reaching level 4 in English at Key Stage 2	Tolis Vouyioukas	Data due July 2009		Data released by DCSF has been delayed.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 100 (LAA) Children in care reaching level 4 in Maths at Key Stage 2	Tolis Vouyioukas	Data due July 2009		Data released by DCSF has been delayed.



Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 101 (LAA) Children in care achieving 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including English and Maths)	Tolis Vouyioukas	Data due July 2009		Data released by DCSF has been delayed.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 102a (LAA) Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 2	Jane Hargreaves	13.4% (2008)		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Inspired and Successful Young People	Improved educational qualifications by age 16	NI 102b (LAA) Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4	Jane Hargreaves	15% (2008)		Data relates to the academic year September 2007 - August 2008. Unable to provide a RAG rating, as comparative data is unavailable.
Inspired and Successful Young People	Improved range and quality of activities for young people	NI 110 (LAA) Young people's participation in positive activities	Meena Kishinani	73.70%		Data collected via the Ofsted TellUs survey.
Safe	Fewer young offenders	NI 111 (LAA) First time entrants to the Youth Justice system aged 10-17	Glynis Rogers	Data due November 2009	The YOS works in partnership with a variety of different services both within the Council and in the Community to tackle FTE's and the impact it has on the Borough. Key projects include: Family Focused work (combining the strengths of the Parenting Team, YOS Practitioners and the YISP Team), Dedicated prevention teams, Community Reparation, Baseline (Estate-based Youth Inclusion Programme (YIP)), Triage (Relating to young people aged 10-17 arrested for low level offences being referred to the YISP), Street Youth Workers Project and YCAP Initiatives - After School Patrols/ Operation Stay safe.	

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Healthy	Reduction in number of teenage pregnancies	NI 112 (LAA) Under 18 conception rate (Percentage change since baseline year - 1998)	Justin Varney	9.92% (2007)	Key projects include Revised Sex and Relationship Education (SRE) Programmes. Integrated strategy for sexual and reproductive health services for young people, a Teenage Pregnancy Officer who has a dedicated research and data analyst role (LBBD) and planned joint commissioner for Teenage Pregnancy.	There is a 14 month time-lag in the release of conception statistics, as they are partly compiled from birth registration data (which may not be available up to 11 months after the date of conception).
Prosperous	Fewer young people not in education, employment or training	NI 117 (LAA) 16 to 18 year olds who are not in education, training or employment (NEET)	Alan Lazell	8.90%	Key projects related to this indicator include: NEET guidance (an early identification tool, to be used in schools when dealing with young people who are potentially NEET), Improving aspiration, recruitment, achievement and retention post-16 (GoL funded review), 14-19 Equality Impact Assessment, Foundation Learning Tier (FLT) Progression Pathways Pilot, London's 'dry-run' 16-19 commissioning, Creation of a Skills Centre and NEET summits.	
Healthy	People enjoy longer and healthier lives / Reduced health inequalities	NI 121 (LAA) Mortality rate from all circulatory diseases at ages under 75	Matthew Cole	Data due December 2009	Circulatory disease is one of the main causes of premature death (under 75 years of age) in England. Key projects related to this indicator include: Vascular Risk Screen (Heart MOT), Stopping Smoking Services, Healthy Adults (exercise and weight loss programme), Health Trainers (Fit for life programme) and Improving cardiac risk factor management in primary care.	PCT data is released with a time delay.
Healthy	People enjoy longer and healthier lives	NI 123 (LAA) 16+ current smoking rate prevalence	Matthew Cole	Data due July 2009		PCT data is released with a time delay.

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Prosperous	More people in work and in better paid jobs	NI 151 (LAA) Overall employment rate	Alan Lazell	Data due August 2009		Data is reported on a rolling 12 month period with an 8 month time-lag in reporting.
Prosperous	More people in work and in better paid jobs	NI 152 (LAA) Working age people on out of work benefits	Alan Lazell	Due late 2009	Key projects related to this indicator include: Job brokerage service, ESF specifications (Three ESF match funded by the borough through London Councils include output-related payments for the following: registration, 6 hours of support, achievement of Level 1 or 2 qualifications, job entries, sustained job entries (6 months), referrals to further employment and training), Welfare benefits advice, Providing employment-related training in key job sector, Maximising the support provided to local businesses, Apprenticeship opportunities and Anti-poverty and recession strategy group.	
Prosperous	More people in work and in better paid jobs	NI 153 (LAA) Working age people claiming out of work benefits in the worst performing neighbourhoods	Alan Lazell	Due late 2009		

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Prosperous	More homes, especially affordable homes	NI 154 (LAA) Net additional homes provided	Jeremy Grint	373 (provisional)	Housing supply is being hit generally by the economic downturn for a number of reasons including the difficulty in housebuilders accessing private finance, the pressures of public spending and the difficulties in prospective purchasers accessing mortgages where there are now much stricter lending criteria. It is unlikely that all this supply from the key projects which will influence this indicator will come forward. The 21 April Executive recently approved the pre-submission Barking Town Centre Area Action Plan and Site Specific Allocations which set out the major housing sites in the borough and what the Council wishes to achieve on these.	
Prosperous	More homes, especially affordable homes	NI 155 (LAA) Number of affordable homes delivered (gross)	Stephen Clarke	262	The key project to support this is the Decent Homes Project, a 30-year programme approved by Members in May 2005 and the Government in November 2005 with an allocated set up budget of £3,104,700 across 5 years, 2005-2010. A stock options appraisal will be carried out, to run parallel with consideration of the outcome of the Governments HRA subsidy review	
Prosperous	Better skilled workforce	NI 163 (LAA) Working age population qualified to at least Level 2 or higher	Alan Lazell	Data due July 2009	Key projects include: Family learning programmes (Skills for Life – literacy), Automotive Upskilling Programme, Diploma Gateway and Target Skills Gold.	

Council Priority	We will achieve this by...	We will measure our progress by...	Lead Officer	Performance 2008/09	Service Commentary	Performance Commentary
Prosperous	Increase in number of business start ups in the area	NI 171 (LAA) New business registration rate	Alan Lazell / Jeremy Grint	Data due November 2009	There is likely to be an impact on delivery of this indicator due to the economic downturn and delays in the DLR extension which could have a negative impact on attracting inward investment to the borough. Key projects include: VAT threshold (support for businesses to reach and exceed), Business Start up programme, Business Loan Fund, Social Enterprise project, Business Relationship Managers, Business Peer mentoring network, Business Network (through Chamber of Commerce), Innovation for growth (technical expertise and resource from UEL to improve business processes).	The data is based on ONS analysis of the Interdepartmental Business Register - time is needed to allow for late registrations to flow onto the system, and for ONS to quality assure and update the register, before work can begin on producing data.
Prosperous	Increase in number of business start ups in the area	NI 172 (LAA) Percentage of small businesses in an area showing employment growth	Alan Lazell / Jeremy Grint	Data due November 2009		The data is based on ONS analysis of the Interdepartmental Business Register - time is needed to allow for late registrations to flow onto the system, and for ONS to quality assure and update the register, before work can begin on producing data.
Prosperous	More people in work and in better paid jobs	NI 173 (LAA) People falling out of work and on to incapacity benefits	Alan Lazell	Data due December 2009	Key projects include: Fit for Work Service (Programme of Piloting), Looking Local First and Job brokerage service, 'Better off in work' service (Extensive welfare benefits advice service) and Anti-poverty and recession task group.	Data is reported with a 6-8 month time lag.
Clean	Reduction in CO2 emissions	NI 185 (LAA) CO2 reduction from Local Authority operations	Jeremy Grint	Data due June 2009		

Council Priority	Clean	We will achieve this by...	Reduction in amount of waste going to landfill	We will measure our progress by...	NI 192 (LAA) Household waste recycled and composted	Lead Officer	Darren Henaghan	Performance 2008/09	Awaiting data release	Service Commentary		Performance Commentary	Awaiting data confirmation by WasteDataFlow.
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## THE EXECUTIVE

28 JULY 2009

### REPORT OF THE CHIEF EXECUTIVE

<b>Title:</b> Rights of Way Improvement Plan.	<b>For Decision</b>
<p><b>Summary:</b></p> <p>The purpose of this report is to seek Members' approval for adoption of the Rights of Way Improvement Plan for Barking and Dagenham following a period of public consultation.</p> <p><b>Wards Affected:</b></p> <p>All Wards.</p>	
<p><b>Recommendation(s)</b></p> <p>The Executive is asked to recommend the Assembly to adopt the Rights of Way Improvement Plan and support its continued development and implementation.</p>	
<p><b>Reason(s)</b></p> <p>To allow the Council to fulfil its statutory duty as set out under Section 60 of the Countryside and Rights of Way Act 2000.</p>	
<p><b>Implications:</b></p> <p><b>Financial:</b></p> <p>Whilst the Council has a statutory duty to prepare and publish a Rights of Way Improvement Plan, at present there is no demand upon the Council to implement the plan and no additional funding has yet been allocated to Highway Authorities for this purpose.</p> <p>A Statement of Action outlining the main actions to be delivered is included in the plan. Further work is required to ascertain the specific costs associated with implementing these measures. It is envisaged that some of the smaller-scale improvements can be delivered through existing staff budgets or through existing programmes such as the Council's Highways Maintenance programme. However, where proposed improvements have a significant cost implication, bids for funding from external sources will be pursued, most likely via the Local Implementation Plan. The Council will also work in partnership with land owners, developers and voluntary organisations to maximise available resources and to explore all potential sources of funding for improvements. This should allow the Council to deliver significant improvements to the Rights of Way network over the next 10 years.</p> <p><b>Legal:</b></p> <p>The Council as a Local Highway Authority is already required under the Wildlife and Countryside Act 1981 and the Highways Act 1980 to keep and maintain a Definitive Map of public rights of way and to ensure they are adequately signposted and maintained and free from obstruction. Section 60 of the Countryside and Rights of Way Act 2000 builds upon</p>	

this duty to require the Council to prepare and publish a Rights of Way Improvement Plan.

This plan requires an assessment of the extent that the local rights of way meet the present and future needs of the public, the opportunities provided particularly for cycleways; forms of exercise and open-air recreation; enjoyment of the Authority's area; addressing the accessibility of the rights of way to blind and partially sighted people and others with mobility problems and other matters as the Secretary of State may direct.

Following the assessment, a statement of action must be produced. This process must be continued on not less than a ten year cycle.

**Risk Management:**

Producing a Rights of Way Improvement Plan is a statutory requirement under section 60 of the Countryside and Rights of Way Act 2000.

**Social Inclusion and Diversity:**

Improving the Rights of Way network and promoting safe off-road routes can help promote healthier living and encourage people to enjoy and appreciate the natural environment, in accordance with the corporate objective to make Barking and Dagenham cleaner, greener and safer and the service plan priority of delivering a safe, healthy and fair environment.

**Crime and Disorder:**

Personal safety has been highlighted as a concern by both users and non-users of the public rights of way network. The Council is addressing these concerns by:

- a) Working with local landowners to ensure that paths are well maintained and that vegetation is pruned on a regular basis; and
- b) Actively promoting the benefits of the network to all sectors of the community, with the aim of increasing the number of people using it.

**Options Appraisal:**

No alternative option available. Under the Countryside and Rights of Way Act 2000, Section 60 brought into force the provision that every Highway Authority had to produce a Rights of Way Improvement Plan.

<b>Contact Officer:</b> Jeremy Grint (Report Sponsor)	<b>Title:</b> Head of Regeneration & Economic Development	<b>Contact Details:</b> Tel: 020 8227 2443 Fax: 020 8227 3490 E-mail: <a href="mailto:jeremy.grint@lbbd.gov.uk">jeremy.grint@lbbd.gov.uk</a>
Tim Martin (Report Author)	Manager – Transport Planning & Policy; Regeneration & Economic Development	Tel: 020 8227 3939 Fax: 020 8227 3490 E-mail: <a href="mailto:timothy.martin@lbbd.gov.uk">timothy.martin@lbbd.gov.uk</a>



## 1. Background

- 1.1 The Council, as the Local Highway Authority, has a statutory duty under Section 60 of the Countryside and Rights of Way (CROW) Act 2000 to prepare and publish a Rights of Way Improvement Plan (ROWIP).
- 1.2 The ROWIP is intended to be the prime means by which the Council identify the changes to be made in respect of the management and improvement of the local Rights of Way network in order to meet the Government's aim of better provision for walkers, cyclists, equestrians and people with mobility problems.
- 1.3 The plan assesses the extent to which rights of way meet the present and likely future needs of the public, the opportunities provided by local Rights of Way for exercise and other forms of open-air recreation and the enjoyment of their area and the accessibility of local rights of way to blind or partially sighted persons and others with mobility problems.
- 1.4 The plan also looks at access beyond the Rights of Way network, such as parks and other green spaces. It also links into other relevant plans and policy documents including the Local Implementation Plan (the Council's 5-year plan for Transport in the borough), the emerging Local Development Framework and the Local Biodiversity Action Plan for Barking and Dagenham. It also reflects the benefits that local rights of way can bring to meeting the agendas and goals of other bodies.

## 2. The Rights of Way Improvement Plan

### *Plan Development*

- 2.1 The ROWIP is intended as an over-arching framework to guide the Council's work to maintain and improve the borough's Rights of Way network and to prioritise the work that is done. Subject to the availability of funding, it will provide the basis for a programme of works. The full version of the ROWIP is attached at **Appendix A** of this report.
- 2.2 Work to prepare the plan has been ongoing for a number of years. This has involved consultation with a variety of stakeholders (users, landowners, public sector organisations etc.); a review of relevant policy and strategy documents; an assessment of the condition of the network; and a review of the Definitive Map and Statement.
- 2.3 The plan has two main sections. The first contains an assessment of the state of the existing public Rights of Way network and the present and likely future needs of the public. The second contains a Statement of Action setting out a programme to improve the network over the next 10 years.
- 2.4 As part of the assessment of the network an examination of the size and connectivity of the network and its general condition, together with the procedures and policies that determine how the network is maintained and developed was

made. In addition, a series of consultation exercise, in order to identify the existing and future needs of both users and non-users were undertaken.

- 2.5 At the core of the plan is a Statement of Action, which prioritises the work the Council proposes to undertake to secure an improved Rights of Way network. Possible measures are presented under six main themes, with an indication of costs, timescales and who needs to be involved.

#### *Consultation*

- 2.6 Central to the development of the ROWIP was the undertaking of a consultation exercise, to gather information and people's views on the adequacy of the Rights of Way network for their needs and the improvements people want to see. A range of user groups and organisations as well as land owners and the general public were consulted via a series of questionnaires and fora.
- 2.7 The consultation exercise identified a number of issues and opportunities, including problems with signage, the importance of accessibility for the mobility impaired, the need for information provision for all users and the potential for the improvement/expansion of the network. This feedback informed the development of the Draft ROWIP.
- 2.8 The Draft ROWIP was published in December 2008 and was subject to a 12-week statutory consultation period. The consultation period ended on 31 March 2009. There were 8 responses to the draft plan in total, which are summarised in **Appendix B** of this report. All representations received during the consultation period have been taken into account during the preparation of the final ROWIP.

### **3 Conclusion and Next Steps**

- 3.1 The Executive is asked to note the contents of this report and recommend that the Assembly adopt the Rights of Way Improvement Plan and supports its continued development and implementation (subject to the availability of resources).

### **4. Consultees**

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

Cllr McCarthy - Cabinet Member for Regeneration  
Cllr Rush - Cabinet Member for Environment and Sustainability  
Darren Henaghan -Head of Environmental and Enforcement Services  
Michael Butler - Group Manager – Street Scene  
Group Manager – Parks Commissioning  
David Theakston - Group Manager Finance – Regeneration and Housing Futures  
Yinka Owa - Legal Partner

### **Background Papers Used in the Preparation of the Report:**

The following papers/reports were used in the preparation of this report:

1. Government Guidance: Defra 11/2002: *Rights of Way Improvement Plans, Statutory Guidance to Local Highways Authorities in England.*
2. Section 60: The Countryside and Rights of Way Act 2000

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# **London Borough of Barking and Dagenham**

## **Rights of Way Improvement Plan**

**May 2009**

*(Photo – Front Cover - Footpath)*

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## Executive Summary

The London Borough of Barking and Dagenham (LBBD) is required to develop and publish a Rights of Way Improvement Plan (ROWIP). The ROWIP is intended as an over-arching framework to guide the Council's work to maintain and improve the borough's Rights of Way network and to prioritise the work that is done. Subject to the availability of funding, it will provide the basis for a programme of works.

Work to prepare the ROWIP has been ongoing for a number of years. This has involved consultation with a variety of stakeholders (users, landowners, public sector organisations etc.); a review of relevant policy and strategy documents; an assessment of the condition of the network; and a review of the Definitive Map and Statement.

Barking and Dagenham is one of the smallest boroughs in London. It is predominantly urban in nature, but contains a significant amount of parkland, particularly in the north and east of the borough. The Public Rights of Way in the borough comprises footpaths, bridleways and byways covering approximately 16km in total.

The consultation for the preparation of the ROWIP identified a number of issues and opportunities, including problems with signage, the importance of accessibility for the mobility impaired, the need for information provision for all users and the potential for the improvement/expansion of the network.

At the core of the plan is a Statement of Action, which prioritises the work the Council proposes to undertake to secure an improved Rights of Way network. Possible measures are presented under six main themes, with an indication of costs, timescales and who needs to be involved.

*(Photo – Page 3 – Signpost)*

# **1. Introduction**

## **1.1 Overview**

The Barking and Dagenham Rights of Way Improvement Plan (RoWIP) is the Council's 10 year plan for improving the provision of access to the borough via the local rights of way network. The plan will identify the changes to be made, in respect of the management of and improvements to the network, in order to meet the Government's aim of better provision for walkers, cyclists, equestrians and people with mobility problems.

## **1.2 Scope of the RoWIP**

The Countryside and Rights of Way Act 2000 (CRoW Act) dictates that all Highway Authorities, except inner London Boroughs, must complete a Rights of Way Improvement Plan. The Rights of Way Improvement Plan is a strategic document, which demonstrates how the highway authority intends to improve the rights of way for the current and future needs of all users of the network.

Section 60 of the Countryside and Rights of Way Act 2000 states that the plan must include an assessment of the current Public Rights of Way (PRoW) network and a Statement of Action (SoA) outlining future improvements. The assessment must include:

- The extent to which the local rights of way meet the present and likely future needs of the public;
- The opportunities provided by local rights of way for exercise and other forms of outdoor recreation and enjoyment of the authority's area; and
- The accessibility of local rights of way to blind and partially sighted people and others with mobility problems.

The Statement of Action should outline core actions that will meet the requirements as highlighted from the assessment, and highlight how local rights of way link to other strategic documents already in place with the Council.

At present there is no demand upon the Council to implement the plan and no additional funding has yet been allocated to Highway Authorities for this purpose.



## 2. The Barking and Dagenham Rights of Way Network

### 2.1 Rights of Way Definitions

A Public Right of Way is a route which the public has a legal right to pass. The type of way is dependent upon the nature of the right. The table below provides a definition of the main types.

<b>Rights of Way Type</b>	<b>Definition</b>
Footpath	If the path is used for walking only, it is a footpath. (This is different from the pavement alongside a road, in that it means the whole width of the highway).
Bridleway	Bridleways are also footpaths, but additionally users are permitted to ride or lead a horse, and ride bicycles. Horse drawn vehicles are not allowed. Cyclists must give way to pedestrians and horse riders. Motorcycling is not allowed.
Byway open to all traffic (BOAT)	BOATs allow the use of wheeled vehicles of all kinds, but the highway is normally used for walking or horse riding. Driving of off-road type vehicles for recreational purposes often happens along such highways.
Restricted Byway	A category of right of way created under the Countryside and Rights of Way Act 2000. A restricted byway allows a right of way on foot, on horseback, or leading a horse, cycling and for any vehicles other than mechanically propelled vehicles.
Permissive Paths	It is possible for landowners to allow access over their land without dedicating a right of way. These accesses are called permissive paths.

### 2.2 The Definitive Map and Statement

The Definitive Map and Statement (DMS) forms the legal record of Public Rights of Way in the borough. It comprises a number of maps showing the position of the rights of way and a list of paths describing their position.

The law places a duty on each Highway Authority to undertake a continuous review of the Definitive Map. The Countryside and Rights of Way Act 2000 introduced a deadline of 2026 for completing the review.

The Draft Definitive Map and Statement for Barking and Dagenham is set out in Appendix 1 to this report. This shows the legally defined Rights of Way in the borough as it currently stands. The network comprises footpaths, bridleways and byways covering approximately 16km in total.

### **2.3 Network Characteristics**

The Barking and Dagenham Rights of Way network is predominantly rural in nature. The largest part of the network is located in the east of the borough, concentrated in and around Eastbrookend Country Park and the surrounding estates. The other principal area is to the east of Whalebone Lane North and north of the A12. Whilst the majority of the Rights of Way in these areas are unmade, the network generally has good connectivity, although there is little or no direct linkage with routes in the neighbouring borough of Havering.

The remainder of the Rights of Way network is spread over a variety of locations within the borough. Many of these routes fall within urban areas, however, the links are largely isolated and have poor connectivity with the remainder of the network. The condition of the network in these areas is generally of a better quality, with many of the routes having hard surfacing.

*(Photo – Page 6 – Footpath)*

### **3. Uses and Users of the Rights of Way Network**

#### **3.1 Rights of Way Uses and Users**

The Rights of Way network can serve many purposes, although its main use is for recreational pursuits. Rights of Way in urban areas can provide important connections between residential areas, schools, shopping areas and transport interchanges. The Rights of Way network also has a potentially important role to play in the journey to work. Trips can be made on foot, by bicycle and on horseback and consideration needs to be given to all these modes within the Rights of Way Improvement Plan.

- **Walking**

The majority of people accessing the Public Rights of Way network will be those on foot. Walking is a good or low cost form of exercise requiring little or no specialist equipment.

The majority of the local Rights of Way network falls within the eastern part of the borough. There is easy access to a large number of safe and well-maintained paths and footways on the network incorporating controlled road-crossing points. The network is used for a variety of different purposes such as dog walking, access to local shops and facilities, or travel routes to schools or work.

*(Photo – Page 7 – Cyclepath)*

- **Cycling**

Cycling is a popular low-cost and healthy method of transport. With the continued implementation of cycling facilities across the borough, new signalised crossing facilities and on and off road routes, the Council is encouraging more people to choose the bicycle as the preferred mode of transport for short and medium length journeys.

- **Horse Riding**

In comparison with walking and cycling, horse riding is a limited pursuit in Barking and Dagenham. As a predominantly urban area, bridleway provision is limited. There are few stables and little grazing land. Horse riders accessing the bridleways do so via the public roads network where they have to mix with traffic.

- **Access for All**

It can prove difficult for people with certain disabilities to access the Rights of Way network. People with mobility problems or who need a wheelchair are often totally excluded from the network because of obstructions such as stiles. Uneven and un-metalled paths also cause problems, particularly for the elderly and infirm and those with limited sight.

Under the terms of the Disability Discrimination Act (DDA) 1995, Local Authorities have a duty to ensure that the needs of people with disabilities are taken into account when carrying out any works on the highway. This includes the Public Rights of Way network.

*(Photo – Page 8 – Footpath)*

- **Non-Users**

In addition to considering the needs of existing users of the Rights of Way network, Rights of Way Improvement Plans must also have regard for non-users as they may become users in the future. Research has indicated that the main reasons for people not using the local Rights of Way network are a lack of knowledge as to the existence/location of the various Rights of Way, concerns over personal safety, the condition of the Rights of Way and a perceived lack of time.

## **4. Assessment and Evaluation of the Rights of Way Network**

### **4.1 Condition of the Network**

The Rights of Way network in Barking and Dagenham has been assessed as being in a reasonable and safe condition. All Rights of Way in the borough are subject to monthly inspections, with each route being inspected to ensure it is correctly signed where it leaves the public highway, and that it remains accessible and free from obstructions. Regular safety inspections are also undertaken and repairs carried out where necessary.

### **4.2 Consultation**

To ascertain how the local Rights of Way network is currently used and what improvements could be made to it, a range of consultation exercises and discussions were undertaken. These included:

- Meetings with representatives of various network user groups;
- A network users questionnaire distributed to user groups and the general public; and
- Internal consultation with various departments within the Council (e.g. Regeneration and Economic Development, Parks and Leisure, Highways Engineering, Environment, Legal Services).

### **4.3 Issues and Proposals for Action**

The response to the various consultation exercises was generally poor (for example, of the 80 questionnaires distributed to user groups, only two responses were received). However, a number of key issues have been identified, including:

- Inaccuracies in the Definitive Map and Statement;
- Lack of information about the Rights of Way Network;
- Unnumbered/unsigned Rights of Way;
- Poor route connectivity, particularly across borough boundaries;
- Inadequate disabled access along certain routes; and
- Need for new route provision (e.g. Thames Path).

These issues have helped inform the development of the Statement of Action in Section 6 of this plan.

## **5. Policy Framework**

### **5.1 Links to Council Documents**

Rights of Way Improvement Plans should be developed within the context of other plans that the Local Authority has in place or is in the process of developing. The plan should both influence and be influenced by these other areas of development. These may cover such areas as healthy living, leisure, recreation, sport, tourism, transport and community strategies.

- **Community Strategy**

The objectives, policies and aspirations of the Rights of Way Improvement Plan are designed to fit with Council wide objectives, particularly those in the Community Strategy 'Building Communities, Transforming Lives' (2003). The most relevant priorities in the Community Strategy which have informed the development of the plan include promoting equal opportunities and celebrating diversity and making Barking and Dagenham cleaner, greener and safer.

- **Local Implementation Plan**

The Local Implementation Plan (LIP) is the Council's five year plan for transport in Barking and Dagenham. The plan sets out the local transport policies and proposals that will implement, at a borough level, the Mayor of London's Transport Strategy.

The key LIP objectives that have informed the development of the Rights of Way Improvement Plan include the need to increase accessibility for all and to prioritise improvements for people with a disability. These in turn are designed to promote a borough that is well served and supported by comprehensive transport networks.

The LIP contains a number of policies which seek to protect and improve conditions for walkers, cyclists and the mobility impaired and which will improve their access and encourage walking and cycling. These have been taken into consideration in the development of the Rights of Way Improvement Plan.

- **Unitary Development Plan/Local Development Framework**

The Unitary Development Plan (the current statutory land use policy document for the borough) and the Local Development Framework (the emerging replacement to the UDP) cover a range of transport issues which are relevant to the development of the Rights of Way

Improvement Plan. In particular, pedestrian and cycle access are an integral part of both documents, with a need to ensure that pedestrian and cycle routes in the borough are safe and convenient. Another key aim is to ensure that transport facilities are available and accessible to people with a disability.

- **Parks and Green Spaces Strategy**

The Council has produced a Parks and Green Spaces Strategy which identifies the priorities and sets out a programme for the improvement of the borough's parks and green spaces. The Rights of Way Improvement Plan complements this strategy by contributing to the improvement of 'green links' and making them more attractive to use.

- **Draft Cycling Plan**

The Barking and Dagenham Draft Cycling Plan establishes a new direction for cycling in the borough. The principal objective is to assist cyclists to integrate with other users of the road network. This includes utilising local 'green links' and the rights of way network.

- **Biodiversity Action Plan**

The Local Biodiversity Action Plan for Barking & Dagenham outlines the Council's plans to conserve, protect and enhance wildlife in the Boroughs many parks and green spaces. One of the key actions of the Biodiversity Action Plan is to increase public involvement in biodiversity issues by raising awareness and encouraging greater participation. The Rights of Way network will inevitably contribute to this by allowing the public to enter into and explore some of these key habitats.

## 5.2 Other Plans and Strategies

A range of national and regional policies and plans have been considered in the development of the Rights of Way Improvement Plan. The table below highlights the most significant ones.

Policies/Plans	RoWIP Considerations
DEFRA Rights of Way Improvement Plans – Statutory Guidance	The guidance outlines the purpose of the Improvement Plans and the issues that need to be addressed. A more detailed explanation is given in Section 1 of this plan.
The Countryside Agency Rights of Way Good Practice	The guide contains guidance for local authorities in the preparation of RoWIPs based on the experiences of 11 highway authorities in England that participated

Guidance	in a national demonstration programme. The guide offers practical advice and examples of good practice, as well as links to exemplar plans.
'By all reasonable means: Inclusive access to the outdoors for disabled people' (Countryside Agency)	The guide highlights that consideration needs to be given to how the RoW network can be upgraded to provide access for the mobility impaired. For this to be achieved it is essential to identify barriers and what improvements would bring about maximum benefit for disabled users.
Disability Discrimination Act (DDA) 1995	The Act specifies that it is the duty of the service providers to take all reasonable steps to remove, alter or provide a reasonable means of avoiding a feature which currently prevents a disabled person to access a service.
Planning Policy Guidance Note 17 (PPG17)	Paragraph 32 of PPG17 states, "Rights of Way are an important recreational facility, which local authorities should protect and enhance. Local authorities should seek opportunities to provide better facilities for walkers, cyclists and horse riders, for example, by adding links to the existing rights of way networks".
Walking and Cycling: An Action Plan (DfT)	The DfT have set out an Action Plan for increasing the levels of walking and cycling as they make a positive contribution to many key public policy priorities including increasing levels of physical activity and to reduce congestion. The Action Plan also integrates with RoWIPs by promoting walking in the countryside and ensuring the long term stability of the network.
The Mayor's Transport Strategy for London	As part of the Strategy, the Mayor proposes to work with Transport for London and the London Boroughs to protect and enhance green spaces and improve quality and provision of pedestrian routes across the city. As part of this, TfL is working to develop a network of walking routes where pedestrians are given priority, whilst Boroughs have been encouraged to identify walking schemes that will contribute to the network which will benefit local people and the wider community.
'Making London a walkable city' – The Walking Plan for London	The Walking Plan for London was developed to assist organisations in achieving the Mayor's walking vision for London. The Plan proposes solutions to overcome the problems faced by all member of the community, by encouraging walking for shorter journeys and a combination of walking and public transport for longer distance trips. The overall vision is that London will become one of the most walking friendly cities in the world by 2015.
East London Green	The Green Grid concept aims to provide new and



Grid (LDA)	<p>existing East London residents and workers with a multi-functional network of strategic open space and in turn improved quality of life. This responds to the dual drivers of climate change and future development. The aim of the Green Grid is to create a network of interlinked, multi-functional and high quality open spaces that connect with town centres, public transport nodes, the countryside in the urban fringe, the Thames and major employment and residential areas. The Green Grid envisages the creation of new public spaces, the enhancement of existing open spaces and improvements to the links in between.</p>
North East Greenways Study (Sustrans)	<p>The North East Greenways study was carried out in 2008/9 to identify a network of Greenways corridors across the London boroughs of Barking and Dagenham, Newham, Havering, Redbridge and Waltham Forest for future development. The Greenways network is a 'green grid' of cycling and walking routes connecting parks and green spaces and is intended to increase opportunities for all to use their local parks for enhanced health and recreation more frequently.</p>

## **6. Statement of Action**

### **6.1 Framework for Action**

The Statement of Action outlines proposals for a long-term management and improvement strategy for the Public Rights of Way network within the borough. The Statement of Action identifies what will be delivered as core actions and how links with other strategic policies as outlined in Section 5 will assist in delivering them. The Statement of Action will be reviewed annually to assess delivery of the core actions and to re-prioritise any actions where necessary.

### **6.2 Core Actions**

The following core actions have been identified which underpin the development of the Rights of Way Improvement Plan:

#### ***Core Action 1: Definitive Map and Statement***

The Council will ensure that the Definitive Map and Statement are kept up-to-date and that the public are able to view these documents.

#### ***Core Action 2: Information, Marketing and Promotion***

The Council will promote the Rights of Way network through its website, leaflets, guides and on-site information and will seek to publicise the network through other public initiatives.

#### ***Core Action 3: Signage***

The Council will work with user groups to identify where gaps in signage exist and prioritise areas for signing and way-marking improvements, as a means of generating greater awareness of the Rights of Way network and improving access to the network.

#### ***Core Action 4: Maintenance and Management***

The Council will continue to maintain the Rights of Way network to a high standard and, where feasible, aim to improve accessibility of the network for mobility impaired and disabled users.

#### ***Core Action 5: Improvements***

The Council will work with land owners and user groups to identify which parts of the network are most in need of improvement in terms of safety, security and accessibility and investigate funding opportunities for implementing these improvements.

### **Core Action 6: New Provision**

The Council will work with land owners and user groups to identify where new Rights of Way provision is most needed and investigate funding options to create new links.

#### **6.3 Implementing the Plan**

Based on the issues raised in Section 4, a number of potential improvements to the network have been identified. These have been prioritised to ensure that those improvements which are deemed most important receive attention first. However, proposed improvements will need to be assessed in the light of the availability of resources. It is therefore proposed that low cost improvements, which can be easily implemented and maintained at a low cost, and which have the greatest benefit should be concentrated on in the shorter term.

#### **6.4 Financial Implications**

The Council has a statutory duty to maintain and improve its Rights of Way network. However, resources for undertaking improvements are heavily constrained. It is envisaged that small-scale improvements will be accommodated through existing staff budgets or through existing programmes such as the Council's Highways Maintenance programme. However, where proposed improvements have a significant cost implication, bids for funding from external sources will be pursued, most likely via the Local Implementation Plan. The Council will also work in partnership with land owners, developers and voluntary organisations to maximise available resources and to explore all potential sources of funding for improvements. This should allow the Council to deliver significant improvements to the Rights of Way network over the next 10 years.

#### **6.5 Action Plan**

The table below outlines the main actions to be delivered, together with an indication of the resources required and a timescale for delivery.

**Key:**

£: Within existing resources

££: Requiring additional resources

£££: Requiring substantial additional resources

Short Term: 1-2 Years

Medium Term: 3-5 Years

Long Tem: 6-10 Years

Proposed Action	Priority	Resources Required (Staff/Costs)	Timescale for Delivery	Responsibility
<b>Core Action 1: Definitive Map and Statement</b>				
Produce an updated Definitive Map and Statement and make available for public viewing.	High	£ (Nominal) Staff time - funded within existing budgets	Short Term	Lead: LBBDD (Transport Planning)  Partners: Land Owners User Groups
Create a database of permissive routes and other footpaths in the borough to compliment the Definitive Map.	Medium	£ (Nominal) Staff time - funded within existing budgets	Short Term - Medium Term	Lead: LBBDD (Transport Planning)  Partners: Land Owners User Groups
<b>Core Action 2: Information, Marketing and Promotion</b>				
Develop the Council's website to provide definitive information on the Rights of Way network for the public/user groups.	High	£ (Nominal) Staff time - funded within existing budgets	Short Term	Lead: LBBDD (Transport Planning)  Partners: LBBDD (Communications)
Develop a range of publicity materials to promote the use of the Rights of Way	Medium	££ (£2000) LIP funding submission via	Short Term - Medium	Lead: LBBDD (Transport Planning)

Proposed Action	Priority	Resources Required (Staff/Costs)	Timescale for Delivery	Responsibility
network and, where appropriate, link publicity to Council and other initiatives.		TfL Smarter Travel Programme	Term	Partners: LBBB (Communications) TfL User Groups
<b>Core Action 3: Signage</b>				
Undertake audit of signage along the Rights of Way network and develop a programme for the installation of new/improved signposts and way-markers.	High	££ (£5,000) LIP funding submission via TfL Corridors Programme	Short Term – Medium Term	Lead: LBBB (Transport Planning, Highways)  Partners: Land Owners TfL User Groups
<b>Core Action 4: Maintenance and Management</b>				
Extend methods of reporting problems on the highway network to include the Rights of Way network and address any issues as appropriate.	High	£ (Nominal) Staff time - funded within existing budgets	Short Term	Lead: LBBB (Highways)
Develop an appropriate standard for the management and maintenance of the Rights of Way network.	High	£ (Nominal) Staff time - funded within existing budgets	Short Term	Lead: LBBB (Highways)

Proposed Action	Priority	Resources Required (Staff/Costs)	Timescale for Delivery	Responsibility
Ensure that all facilities on the Rights of Way network are maintained to the appropriate standard.	High	££ (TBC) Part funded via Council's Highways Maintenance budget and LIP funding submission via TfL Maintenance Programme	Medium Term – Long Term	Lead: LBBB (Highways)  Partners: Land Owners TfL
<b>Core Action 5: Improvements</b>				
Undertake an assessment of the condition of the Rights of Way network and develop a programme of improvements to make them safe, secure and accessible to all user groups.	High	££ (£10,000) LIP funding submission via TfL Corridors Programme	Short Term – Medium Term	Lead: LBBB (Transport Planning, Highways)  Partners: Land Owners TfL User Groups
Implement improvements to the Rights of Way network to create high quality multi-user routes giving access to a range of services and facilities.	Medium	£££ (TBC) Part funded via LIP funding submission via TfL Corridors Programme and developer funding via S106 agreements	Medium Term – Long Term	Lead: LBBB (Capital Delivery, Highways, Transport Planning)  Partners: LBBB (Planning & Policy) Land Owners Developers TfL

Proposed Action	Priority	Resources Required (Staff/Costs)	Timescale for Delivery	Responsibility
				User Groups
<b>Core Action 6: New Provision</b>				
Work with user groups to identify gaps in the existing Rights of Way network and to prioritise new links to improve network connectivity.	High	££ (£20,000) LIP funding submission via TfL Corridors Programme	Short Term – Medium Term	<i>Lead:</i> LBBB (Transport Planning, Highways)  <i>Partners:</i> TfL User Groups
Implement new Rights of Way to create a well connected multi-user network giving access to a range of services and facilities.	Medium	£££ (TBC) Part funded via LIP funding submission via TfL Corridors Programme and developer funding via S106 agreements	Medium Term – Long Term	<i>Lead:</i> LBBB (Capital Delivery, Highways, Transport Planning)  <i>Partners:</i> LBBB (Planning & Policy) Land Owners Developers TfL User Groups

## Glossary

<b>BOAT</b>	Byway Open to all Traffic
<b>BVPI</b>	Best Value Performance Indicator
<b>CRoW Act</b>	Countryside and Rights of Way Act
<b>DDA</b>	Disability Discrimination Act
<b>DEFRA</b>	Department for Environment, Food and Rural Affairs
<b>DfT</b>	Department for Transport
<b>DMS</b>	Definitive Map and Statement
<b>LDF</b>	Local Development Framework
<b>LIP</b>	Local Implementation Plan
<b>PPG</b>	Planning Policy Guidance
<b>PRoW</b>	Public Rights of Way
<b>RoWIP</b>	Rights of Way Improvement Plan
<b>SoA</b>	Statement of Action
<b>TfL</b>	Transport for London
<b>UDP</b>	Unitary Development Plan



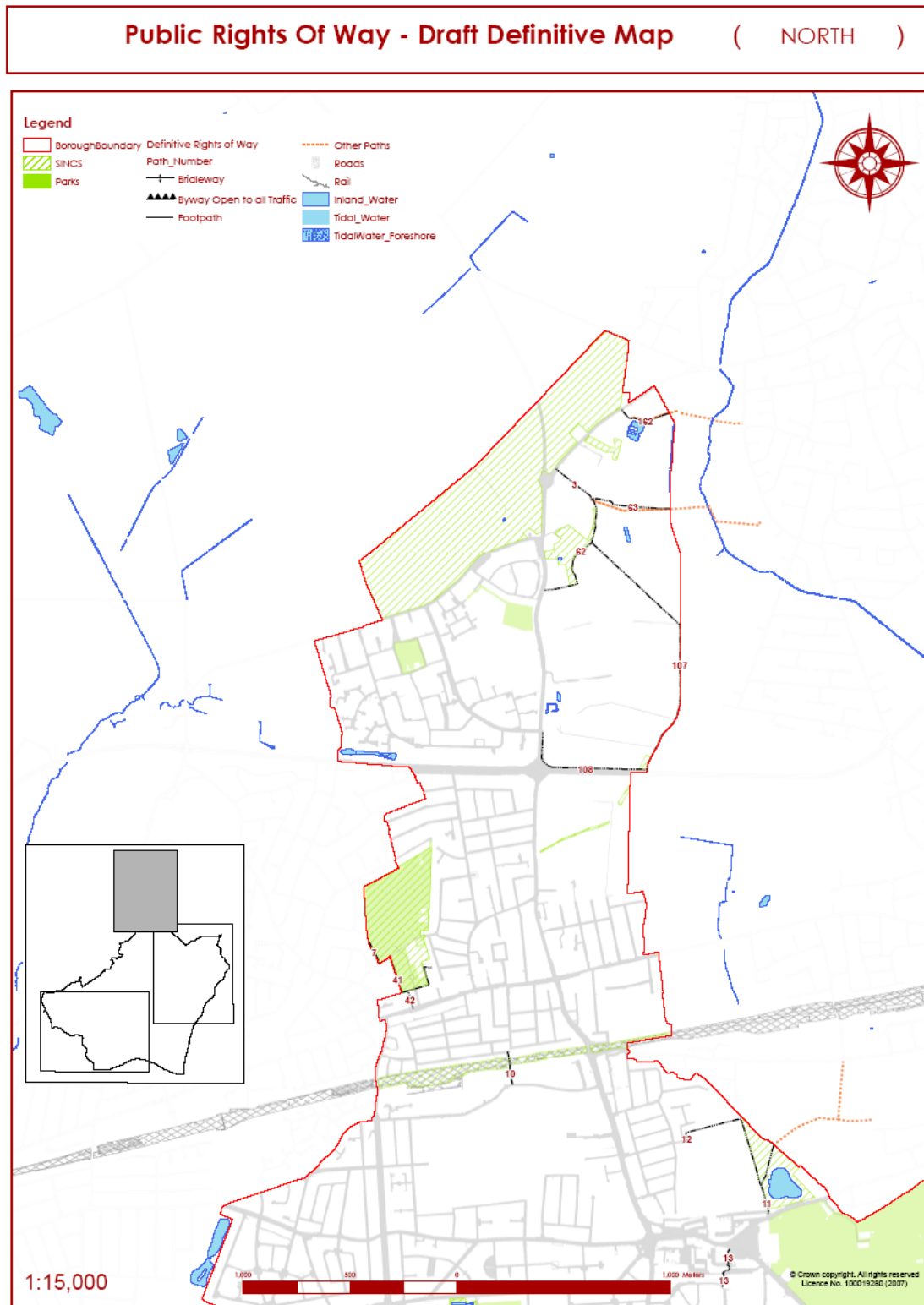
## **Appendices**

List of Contents:

A. Definitive Map and Statement

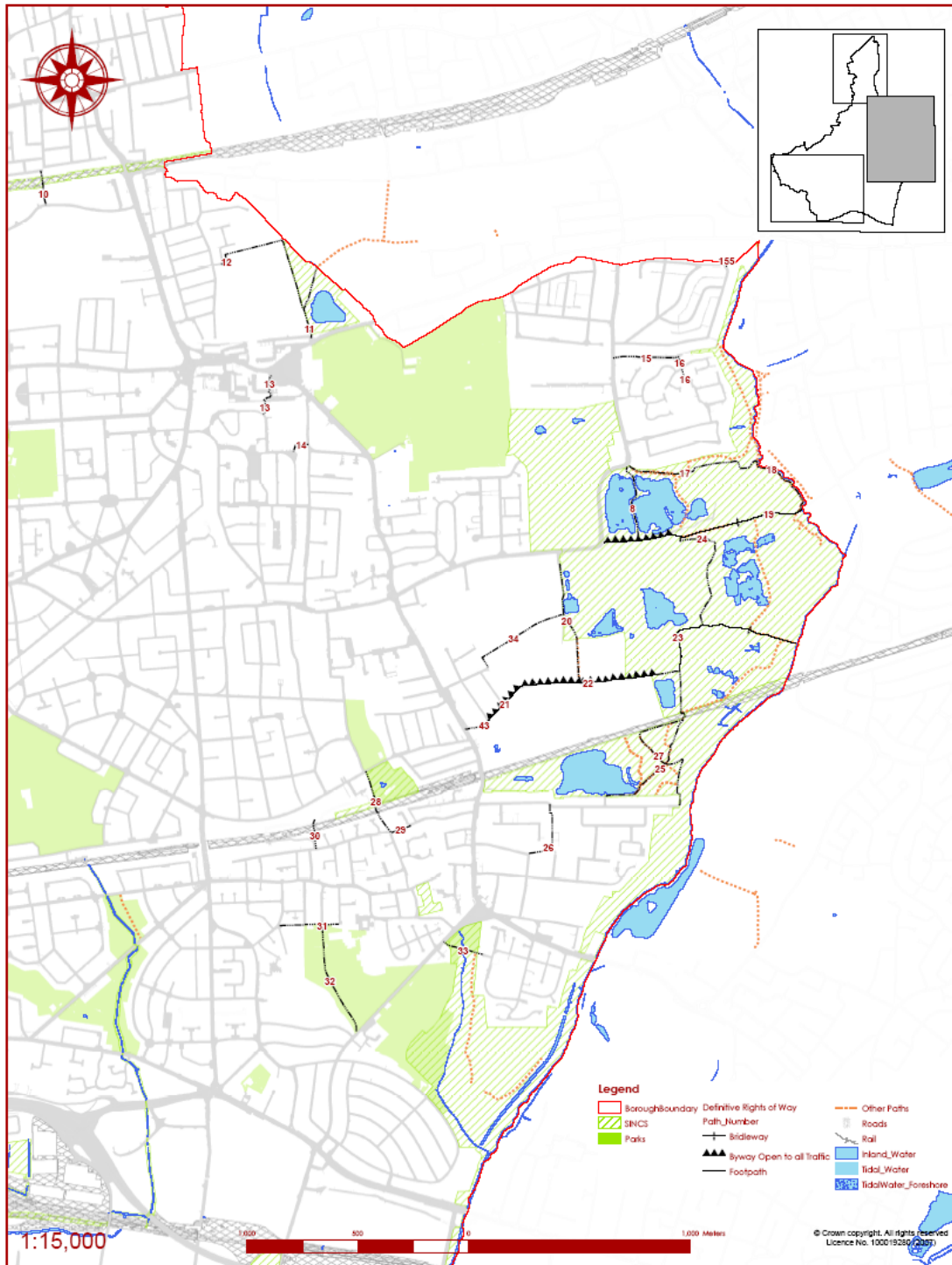
*(Photo – Page 21 – Signpost)*

# Appendix A: Definitive Map and Statement



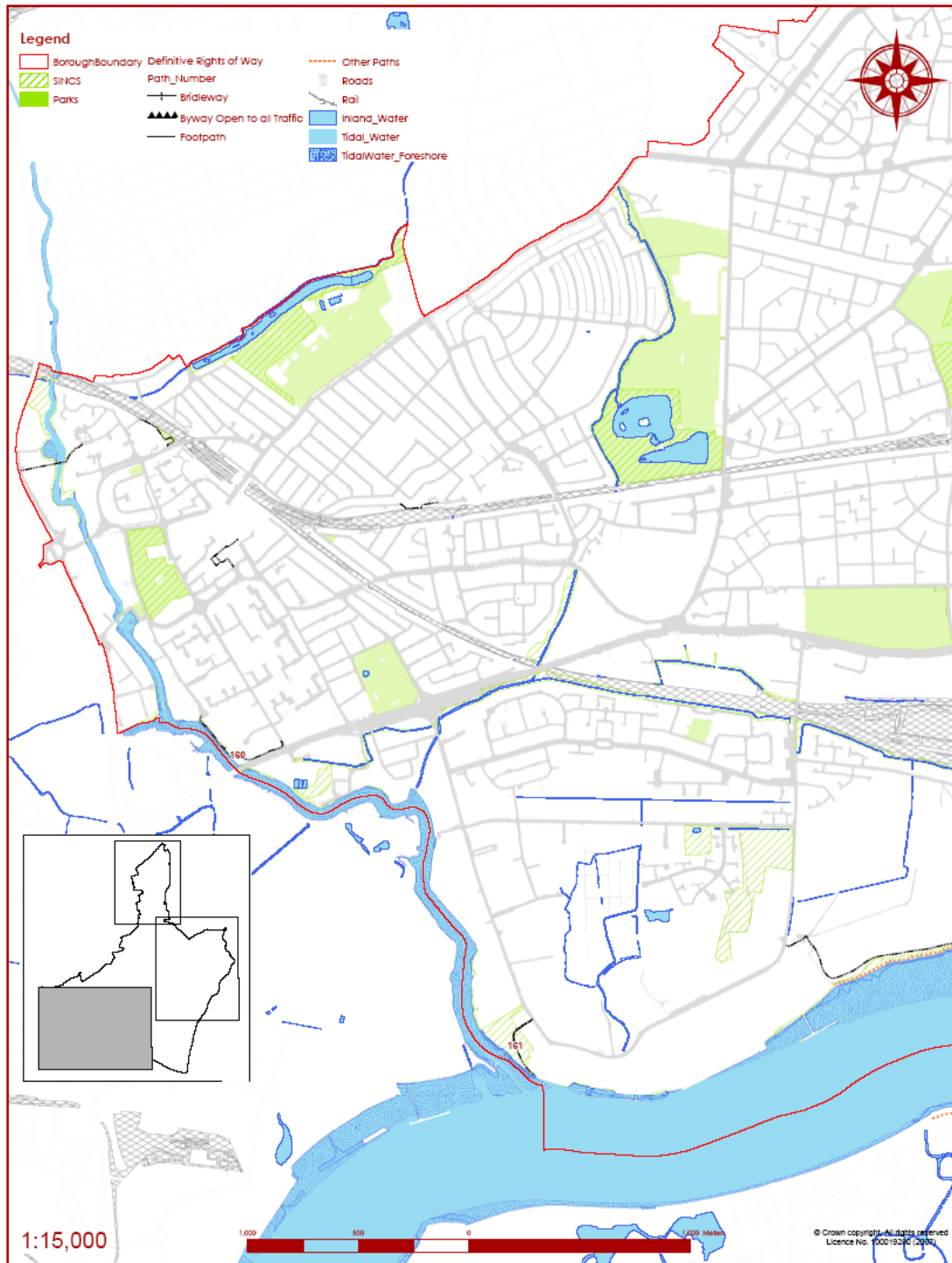
# Public Rights Of Way - Draft Definitive Map

( CENTRAL )



# Public Rights Of Way - Draft Definitive Map

( SOUTH )



**LONDON BOROUGH OF BARKING AND DAGENHAM**

**FOOTPATHS**

Route No.	Classification	Ordnance Survey Grid Reference & Description
3	<b>Byway (for 165 metres)</b>	<a href="#"><u>TQ 485904</u></a> From Collier Row Road (50 metres North-East of junction With Whalebone Lane North) in a South-Easterly direction to the junction of Routes 62 and 63
7	<b>Footpath</b>	<a href="#"><u>TQ 477881</u></a> From Park Lane East of No. 25 in a Northerly direction to Percival Gardens.
8	<b>Footpath</b>	<a href="#"><u>TQ 509864</u></a> From Dagenham Road in a southerly direction on the bank between Chase Water Lakes to its junction with Route 19.
10	<b>Footpath</b>	<a href="#"><u>TQ 483877</u></a> From the Eastern End of Heath Road in a southerly direction over the railway to the western end of Selinas Lane.
11	<b>Footpath</b>	<a href="#"><u>TQ 495870</u></a> From Wood Lane/Gosfield Road east of Robert Clack School in a northerly direction to Route 12: thence north-easterly to the boundary with Havering where it continues as Route 151.
12	<b>Footpath</b>	<a href="#"><u>TQ 495871</u></a> From its junction with Route 11 in a northerly, then westerly direction to Fambridge Road.
13	<b>Footpath</b>	<a href="#"><u>TQ 494868</u></a> From Wood Lane at its junction with Rainham Road North near the Civic Centre in a south-westerly direction to Trefgarne Road in front of Nos. 34 – 48.
14	<b>Footpath</b>	<a href="#"><u>TQ 495865</u></a> From Frizlands Lane adjacent to No. 154 in a westerly and southerly direction to Listowel Road between Nos. 56 and 58.
15	<b>Footpath</b>	<a href="#"><u>TQ 509869</u></a> From Dagenham Road south of No.259 in an easterly direction to its junction with Route 16.
16	<b>Footpath</b>	<a href="#"><u>TQ 512869</u></a> From its junction with Route 15 in a southerly direction crossing Foxglove Road to Great Cullings at the side of No. 57.
17	<b>Footpath</b>	<a href="#"><u>TQ 509864</u></a> From Dagenham Road south of No. 387 in an Easterly direction to its junction with Route 18.
18	<b>Footpath</b>	<a href="#"><u>TQ 513864</u></a> From its junction with route 17 in a south-easterly direction to its junction with Route 19.
19	<b>Byway (for 300 metres) thence Bridleway</b>	<a href="#"><u>TQ 508861</u></a> From Dagenham Road adjacent to the Farmhouse Tavern Public House in an Easterly direction past Routes 8 & 24 to the boundary with Havering, at the River Rom, where it continues as Route 180.
20	<b>Footpath</b>	<a href="#"><u>TQ506860</u></a> From Dagenham Road west of the Farmhouse Tavern Public

Route No.	Classification	Ordnance Survey Grid Reference & Description
		House adjacent to car park access road in a southerly direction, past Route 34 to its junction with Route 22.
21	Byway	<a href="#">TQ504853</a> From its junction with Route 43 at the southern end of Gay Gardens in a north-easterly direction to its junction with Route 22.
22	Byway (for 550 metres)	<a href="#">TQ 504854</a> From its junction with Route 21, in an easterly direction past Route 20 to its junction with Routes 23 and 25.
23	Bridleway	<a href="#">TQ 512855</a> From its junction with Routes 22 and 25 in a north-easterly direction past Route 24 to the boundary with Havering, at the Beam River, where it continues as Route 203 to Rainham Road.
24	Footpath	<a href="#">TQ 513861</a> From its junction with Route 19 in a southerly direction to its junction with Route 23.
25	Footpath	<a href="#">TQ 508949</a> From Western Avenue at the rear of No.193 in a north-easterly and northerly direction crossing Route 27 and the railway, to its junction with Routes 22 and 23.
26	Footpath	<a href="#">TQ 506349</a> From Western Avenue between Nos. 88 and 90 in a southerly and south westerly direction to Aldborough Road between Nos. 57 and 57A.
27	Footpath	<a href="#">TQ 512849</a> From the eastern end of Western Avenue in a northerly and north-westerly direction crossing Route 25 to the south of the railway, then in an easterly direction rejoining Route 25.
28	Footpath	<a href="#">TQ 498850</a> From Reede Road east of No. 242 in a southerly direction over the railway to its junction with Route 29 at the northern end of Exeter Road.
29	Footpath	<a href="#">TQ499848</a> From its junction with Route 28 at the northern end of Exeter Road in an Easterly direction to the western end of Dewey Road.
30	Footpath	<a href="#">TQ 495847</a> From Blackborne Road in a northerly direction between Nos. 179 and 181, crossing the railway footbridge to Reede Road between Nos. 154 and 158.
31	Footpath	<a href="#">TQ 495843</a> From Ford Road north of the clinic in an easterly direction to the southern end of Vicarage Road and its junction with Route 32.
32	Footpath	<a href="#">TQ 495843</a> From its junction with Route 31 at the southern end of Vicarage Road in a southerly and then south easterly direction to Ballards Road at a point 30 metres north east of School Road.
33	Footpath	<a href="#">TQ 501843</a> From Ballards Road (46 metres north of Farm Close) in a south-easterly direction to Wellington Close, between Nos. 7 and 8.
34	Footpath	<a href="#">TQ 503855</a> From the eastern end of Foxlands Crescent I a north easterly direction to its junction with Route 20.
41	Footpath	<a href="#">TQ 477882</a>

Route No.	Classification	Ordnance Survey Grid Reference & Description
		From Park Lane adjacent to No.1 Park villas in a southerly direction and then easterly past Route 42 and northerly the easterly to the western end of Lee Avenue.
42	Footpath	<a href="#">TQ 478879</a> From High Road, Chadwell Heath east of No. 49 in a northerly direction to Route 41.
43	Footpath	<a href="#">TQ 502852</a> From Rainham Road South, adjacent to No. 586, in an easterly direction to its junction with Route 21 at the southern end of Gay Gardens.
47	Footpath	<a href="#">TQ 480827</a> From Choats Road west of the Gores Bridge southwards to the River Thames and then westwards along the river side to Renwick Road.
62	Footpath	<a href="#">TQ 485899</a> From Whalebone Lane North, south of Mill Farm in a north easterly direction past route 107 to the junction of Routes 3 and 63.
63	Footpath	<a href="#">TQ 488904</a> From its junction with Routes 3 and 62, in an easterly direction to the boundary with Havering where it continues as route 63 to Whitehart Lane.
107	Footpath	<a href="#">TQ 490892</a> At the borough boundary, north of Eastern Avenue West, from its junction with Route 108 in a northerly and north westerly direction to its junction with Route 62.
108	Footpath	<a href="#">TQ485893</a> Along the eastern verge of Whalebone Lane North in southern direction from Warren Farm and eastwards along the verge of Eastern Avenue West to the borough boundary and Route 107.
155	Footpath	<a href="#">TQ 514873</a> From Gorseway between Nos. 79 and 81 in a northerly direction to the boundary with Havering where it continues as Havering Route 155 to Rush Green Road between Nos. 71 and 73.
160	Footpath	<a href="#">TQ 443833</a> From the southern end of Abbey Road in a southerly direction along the bank of the River Roding and then easterly to Gascoigne Road.
161	Footpath	<a href="#">TQ 457819</a> From River Road westwards along the access road to the River Roding tidal barrier and then southwards to Barking Creek mouth.
162	Footpath	<a href="#">TQ 488907</a> From collier Row adjacent to Old Sungate Cottages in an easterly direction to the boundary with Havering where it continues as LBH FP19 to White Hart Lane.



## **Further Information**

This Rights of Way Improvement Plan (ROWIP) outlines the strategies and actions that will form the basis for management of the Rights of Way network in Barking and Dagenham over the next 10 years.

The plan is the result of a considerable amount of work, which has included consulting with a wide range of individuals and organisations about the issues that are facing the network and the steps that could be taken to improve it.

To find out more about the Rights of Way Improvement Plan please contact Tim Martin at ([timothy.martin@lbbd.gov.uk](mailto:timothy.martin@lbbd.gov.uk)) or write to us at:

Transport Planning and Policy Group  
Regeneration and Economic Development  
3<sup>rd</sup> Floor, Maritime House  
1 Linton Road  
Barking  
IG11 8HG

**If you need a copy of this document in large print or an alternative format, please contact us.**



## RIGHTS OF WAY IMPROVEMENT PLAN CONSULTATION - SUMMARY OF RESPONSES

Consultee	Method/ Date of Response	Response Summary	Officer Response/Action
British Driving Society (Essex & North London)	Email – 02/01/2009	Plan broadly welcomed – however, few equines in Barking & Dagenham. TfL's Low Emission Zone prevents all but those owning modern horseboxes visiting London in any event.	No action.
Sustrans	Email – 12/01/2009	<p>Noted that a number of footways correspond with the alignments of walking/cycling routes identified in Sustrans North East Greenways Study. Several other footpaths would be of great benefit to cyclists.</p> <p>Sustrans supports the actions mentioned under 5 'Improvements' and 6 'New Provision'. Are interested in the development of 'multi-user' routes and would support a proposal which aims to review the legal status of routes as well as their condition.</p>	<p>Reference to be made to Greenways Study when developing final plan.</p> <p>Any future review of routes will consider legal status as well as route condition.</p>
Essex Area Ramblers	Letter – 21/02/2009	<p>Highlighted a number of discrepancies on the draft definitive map and statement. Also suggested that the final definitive map be published at scale 1:10,000 covering the whole borough, preferably showing permissive and other paths available to walkers.</p> <p>Suggestions made for a range of improvements/extensions to existing rights of way and potential for the creation of new paths in various parts of the borough.</p>	<p>Definitive Map and Statement contains a number of inaccuracies. Will be updated for final plan. Suggestions for large scale comprehensive map to be considered, but will depend on available resources.</p> <p>Improvements/new provision to be considered as part of future work programme, however, is dependent on available resources.</p>

Consultee	Method/ Date of Response	Response Summary	Officer Response/Action
Eastminster School of Riding	Email – 25/02/2009	Requested clarification on positioning of a footpath shown as 'other paths' on draft map. Path in question is shown running through private land belonging to the local riding school and is not public access.	Definitive Map and Statement contains a number of inaccuracies. Will be updated for final plan.
LBBB Park Development Team	Email – 02/03/2009	Suggested reference be made to the East London Green Grid (a multi-function network of strategic open space) in the policy framework of the plan.	Reference to be made to East London Green Grid when developing final plan.
English Heritage	Email – 27/03/2009	<p>Welcomes the approach taken but stresses that the impact on all heritage assets is considered when improvements are undertaken. Particular attention should be paid to the historic environment.</p> <p>Recommends that all opportunities should be taken for cross borough working on the plan. Advises that Council's conservation staff are involved throughout the preparation and implementation of the plan.</p>	<p>Any future improvements to the Rights of Way network will take into consideration the need to protect the local historic environment.</p> <p>Close partnership working and extensive consultation have insured that the plan covers all relevant issues. The same will apply to plan implementation.</p>
Natural England	Email – 30/03/2009	<p>Praised the Council for the production of a concise, user-friendly document. The plan was recommended for the way in which it highlights the need for 'access to all', shows strong links to other policy frameworks and documents, and sets out a range of good 'core actions'.</p> <p>The main criticism levelled at the plan was that it does not contain sufficient level of detail needed to ensure that the Rights of Way network can be improved.</p>	<p>-</p> <p>Further detail to be added to the plan to include consideration for specific user groups and non-users. Reference to</p>

Consultee	Method/ Date of Response	Response Summary	Officer Response/Action
Highways Agency	Letter – 30/03/2009	Specific areas for improvement include the need to consider specific user groups and non-users, more details of the specific improvements being proposed and how they will be taken forward, and how the proposals will link in with other developments/initiatives.	other linked developments/initiatives also to be added. Specific improvements to be considered, but largely depends on availability of resources.
		No comments made.	No action.

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## THE EXECUTIVE

28 JULY 2009

### REPORT OF THE CHIEF EXECUTIVE

<p><b>Title:</b> Local Development Framework</p> <p>Approval for consultation of - Draft Supplementary Planning Document “Saturation Point – Addressing the health impacts of hot food takeaways”</p>	<p><b>For Decision</b></p>
<p><b>Summary:</b></p> <p>This Draft Supplementary Planning Document (SPD) (attached as appendix 1) is one of a range of measures within the Barking and Dagenham Childhood Obesity Strategy and Action Plan. The SPD aims to reduce the risk of obesity amongst the Borough’s population and in particular children by:</p> <ul style="list-style-type: none"> <li>• Reducing opportunities for new hot food takeaway shops, especially those in proximity to schools.</li> <li>• Seeking developer contributions from new takeaways towards initiatives to tackle obesity.</li> <li>• Working with hot food takeaways to improve the nutritional value of the food they sell.</li> <li>• Improving the opportunities to access healthy food in new developments.</li> </ul> <p><b>Wards Affected:</b> All</p>	
<p><b>Recommendation(s)</b></p> <p>The Executive is recommended to:</p> <ul style="list-style-type: none"> <li>• Approve “Saturation Point – Addressing the health impacts of hot food takeaways” Supplementary Planning Document for consultation and as a material consideration by Development Management.</li> </ul>	
<p><b>Reason(s)</b></p> <p>To help deliver the Community Plan objective: “A healthy Borough, where health inequalities are reduced with greater knowledge of lifestyle impacts on health.”</p>	
<p><b>Implications:</b></p> <p><b>Financial:</b></p> <p>The costs of consulting on the Draft SPD and implementing the SPD through the Development Management process will be met from the existing Regeneration and Economic Development budget.</p>	

It is not possible to quantify the level of income which may be generated from the imposition of a fixed fee for any new hot food takeaways.

The implementation of the other policies and initiatives referred to in paragraph 2.14 below are met from within existing Council and partnership funds.

It should be noted that restrictions on any type of development may affect the volume of private sector interest in development, the level of investment and/or the viability of business. The financial impact on the council of this cannot be estimated.

The SPD proposes the implementation of a £1000 one-off fixed fee where a new hot food takeaway premise is approved. It is proposed to obtain this fee through a Section 106 agreement. The funds obtained will be ear-marked for investment in the reduction of childhood obesity. At this stage it is not possible to quantify the number of new hot food takeaways which may be approved and so level of any additional income.

**Legal:**

The Local Development Framework regime was introduced by the Planning and Compulsory Purchase Act 2004 (the "2004 Act"). It replaces the Unitary Development Plan. The process is set out in secondary legislation namely the Town and Country Planning (Local Development) (England) Regulations 2004. The Regulations were amended in June 2008 by the Town and Country Planning (Local Development) (England) (amendment) Regulations 2008

The proposed policy is a Supplementary Planning Document and subject to defined consultation procedures requiring publishing on the Council's Web-Site; advertising notice of the proposal; availability for inspection at the Councils Offices.

As part of the consultation procedure the draft policy should be sent to each of the specified consultation bodies to the extent that the local planning authority thinks that the SPD affects the body and such other bodies as the Council considers appropriate.

The consultation period must not be longer than 6 weeks or shorter than 4 weeks. If representations are received they must be considered prior to formal adoption.

Licensing Act 2003.

In addition to planning considerations, the provision of late night hot food or drink between the hours of 23:00 to 05:00 is likely to require a Night Café Licence under the Licensing Act 2003. There is a presumption it will be granted unless there are relevant representations. Under the Councils Licensing Policy the Licensing and Regulatory Board will take into account representations made by the Council as Planning Authority where they impact on the Licensing considerations of prevention of crime, prevention of nuisance, protection of children from harm and public safety.

**Risk Management:**

Risk	Probability	Impact	Priority	Action
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Failure to meet legal requirements.	Low	High	High	<ul style="list-style-type: none"> <li>Relevant Act and Regulations will be followed in preparing and adopting SPD.</li> </ul>
Policy not applied successfully	Low	High	High	<ul style="list-style-type: none"> <li>Development Management staff will be fully briefed. The SPD is a good example of spatial planning as espoused by Central Government and the Planning Inspectorate. It should therefore receive their support.</li> </ul>
Failure to integrate fully with other Council policies and strategies	Low	High	High	<ul style="list-style-type: none"> <li>The Draft SPD has been prepared in consultation with Barking and Dagenham NHS and relevant Council services.</li> </ul>
Guidance is not upheld at appeal	Medium	High	High	<ul style="list-style-type: none"> <li>This SPD is in line with latest Government guidance in taking a spatial rather than a narrow land use approach to planning. Therefore it is hoped that it would be supported at appeal but there is no guarantee of this. The Planning Inspectorate and the Government Office will be consulted on the draft document and it is hoped any concerns can be addressed then.</li> </ul>
Policy is challenged by Fast Food operators	Medium	High	High	<ul style="list-style-type: none"> <li>Other local authorities have issued similar guidance. However there is a risk it could be challenged by a fast food operator.</li> </ul>

### **Social Inclusion and Diversity:**

All groups within the Borough will benefit from the impact of this policy which is focused on tackling the high levels of obesity amongst borough residents.

Whilst no data exists as to the ethnicity of the owners of hot food takeaways, or those who work in such establishments, it is apparent that many of these premises are owned or managed by BAME communities. The SPD is not targeting these existing hot food takeaways, instead it is seeking to limit the opportunities for future hot food takeaway establishments irrespective of who owns or works in these businesses. The policy may therefore restrict opportunities for new hot food takeaway businesses some of which may be owned and run by people from BAME groups.

The Council will closely monitor the impact of the policy by noting the number of new BAME business start ups to ensure that there is no negative impact on the BAME community. The

indicators to be used are:

- Number of VAT registered businesses in Barking & Dagenham
- Proportion of business registrations per 10,000 resident population aged 16 and above

If opportunities for those from BAME groups to establish or gain employment in new hot food takeaways is restricted then they can take advantage of a number of initiatives which the Council supports aimed at increasing resident access to employment opportunities and improving their skills, mobility and employability, and support to anyone considering self employment and business start-up in the borough

### **Crime and Disorder:**

Hot food takeaways can attract anti-social behaviour. It is hoped that by limiting the opportunities for new hot food takeaway outlets there will be a positive impact on crime and disorder.

### **Options Appraisal:**

- The policies in the SPD are evidenced based and take forward a commitment in Barking and Dagenham's NHS Childhood Obesity Strategy and Action Plan.
- The SPD is not a statutory document at the same time obesity is a serious issue in the Borough and therefore to not produce this SPD would be neglecting an important opportunity to help address this.

<b>Contact Officer:</b> Jeremy Grint	<b>Title:</b> Head of Regeneration and Economic Development	<b>Contact Details:</b> Tel: 020 8227 2443 E-mail: jeremy.grint@lbbd.gov.uk
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## **1. Introduction and Background**

1.1 The 2004 Planning and Compulsory Purchase Act requires Barking and Dagenham to replace its Unitary Development Plan with a Local Development Framework (LDF). The Local Development Framework is a key corporate document which is focused on implementing the spatial dimensions of the Community Plan.

1.2 Four Local Development Framework documents were recently reported to members:

- Core Strategy
- Borough Wide Development Policies
- Site Specific Allocation
- Barking Town Centre Area Action Plan

1.3 This report covers another important part of the LDF, a Supplementary Planning Document which is focused on controlling new Hot Food Takeaways in the Borough. The SPD is required to help tackle the growing obesity problem in the Borough.

## **2. Report detail**



- 2.1 The Draft SPD, “Saturation Point – Addressing the health impacts of hot food takeaways”, is part of a broader strategy to tackle obesity in Barking and Dagenham.
- 2.2 It will contribute towards meeting the Local Area Agreement target for Barking and Dagenham – to halt the year-on-year rise in obesity among young children and young people (from 4 to 11 years old).
- 2.3 The SPD responds to the Government’s aim, which is for the UK to become the first major country “to reverse the rising tide of obesity and overweight in the population, by ensuring that all individuals are able to maintain a healthy weight”.
- 2.4 The recently published *Healthy Weight, Healthy Lives*, a cross-governmental strategy for England, identified the Thames Gateway region, in which Barking and Dagenham is a central constituent, as being an area which should act as an exemplar in working to reduce the levels of obesity. The document also encourages local authorities to use existing planning regulations to control more carefully the number and location of fast food outlets.
- 2.5 The SPD provides more detail on the implementation of Unitary Development Plan and Local Development Framework planning policies.
- 2.6 The SPD does not have the same status as the development plan but, once adopted, it will be an important material consideration in the determination of planning applications.
- 2.7 The provisions of this SPD will be implemented as part of the development management process through the determination of planning applications for hot food takeaway development.
- 2.8 Barking and Dagenham is currently experiencing high levels of obesity. NHS Research, conducted in 2008, indicates that children in Barking and Dagenham have higher overweight and obesity levels compared to the national average. An individual born in Barking and Dagenham is more likely to be obese than someone born in any other London Borough. Indeed, 28.4% of children at Reception (4-5 years old) are either overweight or obese. This figure rises to 40.5% of children when they reach Year 6 (10-11 years old).
- 2.9 Barking and Dagenham’s Childhood Obesity Task Force, in accordance with academic research, is targeting children from the earliest years. Evidence suggests that once a child or adolescent develops obesity they are more likely to remain obese through adulthood, have poor health and reduced life expectancy. The proliferation of takeaway food shops in the Borough, especially in proximity to schools, is therefore cause for concern.
- 2.10 Whilst hot food takeaways provide a popular service to local communities, employment and a source of economic development, outlets are dominating the local retail food offer. This displaces other shops and food options reducing the vitality and viability of existing retail areas.
- 2.11 This not only impacts on the attractiveness of the Borough but restricts residents’ access to healthy, fresh food which in turn impacts on the health of communities in the Borough.

2.12 Barking and Dagenham's Local Area Agreement (LAA) is taking a systematic approach, working in partnership with NHS Barking and Dagenham, schools, local businesses and workplaces to address overweight and obesity levels in the Borough.

2.13 The SPD seeks to curb the numbers and concentrations of hot food takeaways in proximity to schools and other sensitive uses. It aims to achieve this through the following measures:

**SPD Implementation Point 1 – Proximity to Schools**

- This policy seeks to prevent the development of new hot food takeaways by a 400m exclusionary zone around primary and secondary schools in the Borough.

**SPD Implementation Point 2 – Concentration and Clustering**

- This policy seeks to reduce opportunities for new hot food takeaways in existing retail parades – this is the percentage of retail units which are operating as takeaways on a retail parade.
- In addition it seeks to prevent the 'clustering' of new hot food takeaways – this is the number of hot food takeaways located adjacent to one another.

**SPD Implementation Point 3 – Hot Food Takeaway Levy**

- To mitigate the effects of new hot food takeaways, where they are permitted, this policy will introduce a flat rate levy. This fee would contribute to initiatives to reduce obesity in the Borough.

2.14 In addition to the policies outlined above the SPD draws attention to other initiatives and partnership working in the Borough:

- **Healthy food choices:** NHS Barking and Dagenham is working with existing hot food takeaways to reduce the fat, sugar and salt content of their meals and to offer healthier food options.
- **Schools:** NHS Barking and Dagenham and the Council's School Improvement Service are working with schools to provide healthier meal choices.
- **Council Property:** Tenants of Council owned properties will be encouraged to reduce the number of hot food takeaways in their premises.
- **Major commercial, retail and town centre developments:** Developers of large sites will be encouraged to reduce/ prohibit fast food outlets from their schemes. This would be achieved through early discussions with developers and the implementation of planning conditions on a case-by-case basis. Barking Riverside is a good case study of where this has worked successfully.
- **Mobile Food Vans:** Restricting mobile food vans from operating outside schools.

2.15 Consultation with the statutory consultees, identified in accordance with the Government's Planning Policy Statement 12, will be undertaken for a period of 6 weeks and the remainder of the local consultation will be undertaken in line with the Council's Statement of Community Involvement. Officers will address the comments received and bring a final copy of the SPD to the Executive for approval in October 2009.

### 3. Consultees

The following were consulted in the preparation of this report:

**Lead Member(s):**

Councillor McCarthy Cabinet Member for Regeneration  
Councillor Rush Cabinet Member for Environment and Sustainability

**Director / Head of Service**

Jeremy Grint, Head of Regeneration and Economic Development

**Departmental Head of Finance**

Alex Anderson, Group Manager Regeneration Finance

**Legal Services**

Yinka Owa, Legal Partner Property Contracts and Procurement

**Corporate Communications**

Vivienne Cooling, Group Manager Marketing and Communication

**Resources Dept**

Mark Tyson, Group Manager Policy and Partnerships  
Sue Lees, Divisional Director Asset Management and Capital Delivery  
Stephen Silverwood, interim Group Manager Asset Management  
Colin Beever, Group Manager Property Services  
Keith Wilson, Valuation and Development Manager  
Tim Lewis, Group Manager Development and Building Control  
Andy Butler, Group Manager Area Regeneration

**Children's Services**

Mike Freeman, Group Manager Schools Estate

**Customer Services**

Darren Henaghan, Head of Environmental and Enforcement Services  
Rob Williams, Group Manager Environment and Trading Standards

**Adult & Community Services**

Ann Bristow, Corporate Director of Adult and Community Services

**NHS Barking and Dagenham**

Jennifer Boss, Child & Adolescent Obesity Coordinator  
Dr Justin Varney, Joint Assistant Director of Health Improvement

**Background Papers Used in the Preparation of the Report:**

- Barking and Dagenham Childhood Obesity Strategy and Action Plan, March 2007
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**Barking and Dagenham Local Development Framework**

# **Barking and Dagenham SPD**

## **Saturation Point Addressing the health impacts of hot food takeaways**

**(Consultation Draft, June 2009)**

**Development Planning, London Borough of Barking and Dagenham**

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# 1. Introduction

1.1 This Supplementary Planning Document (SPD) explains the Council's overall guidance on addressing the health impacts of hot food takeaways (Use Class A5) as part of a strategic approach to tackling the Borough's obesity problem, and particularly childhood obesity. It advises on the appropriate location and concentration of such premises.

1.2 The SPD specifically supplements the following saved policies of the Unitary Development Plan (UDP):

- **BTC2- 4: Barking Town Centre**
- **S4: Dagenham Heathway**
- **S5: Chadwell Heath**
- **S6: Local Centres and Local Parades**
- **S8: Food and Drink Uses**

1.3 The SPD provides further detail on the implementation of the following emerging Local Development Documentation:

*Core Strategy Development Objectives and Policies*

- **SO7: Promoting vibrant town centres**
- **SO.13: Improving the health and wellbeing of local residents**
- **CM5: Town Centre Hierarchy**
- **CC4: Achieving Community Benefits through Developer Contributions**
- **CE1: Vibrant and Prosperous Town Centres**

*Borough Wide Development Policies*

- **BC10: The Health Impact of Development**
- **BE1: Protection of Retail Uses**
- **BE3: Retail Outside of on the Edge of Town Centres**

- 1.4 The SPD does not have the same status as the development plan but, once adopted, it will be an important material consideration in the determination of planning applications.
- 1.5 The provisions of this SPD will be implemented primarily through the development management process and the determination of applications for hot food takeaway development.
- 1.6 This document is intended to complement rather than duplicate other planning documents. It should be read in conjunction with the Barking and Dagenham Local Strategic Partnership's Community Strategy, and the Council's saved Unitary Development Plan (1996) policies and the emerging Local Development Framework (LDF) to gain an understanding of the health priorities, aims and objectives for the Borough.
- 1.7 Details of all the planning documents that are currently in force within the London Borough of Barking and Dagenham, and a timetable for the production of new documents, are set out in the Councils Local Development Scheme (LDS).

#### **Hot food takeaways – a definition**

- 1.8 Hot food takeaways differ in purpose from restaurants or cafes (Class A3), drinking establishments (Class A4) and shops (Class A1). This SPD specifically applies to hot food takeaways, designated in planning terms as Use Class A5 under the Town and Country Planning (Use Classes) Order 1987 as amended.
- 1.9 The definition of a Class A5 hot food takeaway is an establishment whose primary business is the sale of hot food for consumption off the premises.
- 1.10 The proposed layouts of such premises provide a clear guide as to whether the use will fall into the A3 or the A5 Use Class. In determining the dominant use of the premises, consideration will be given to:
  - The proportion of space designated for food preparation and other servicing in relation to designated customer circulation space.
  - The number of tables or chairs to be provided for customer use.

- 1.11** The Council will expect the applicant to demonstrate that the proposed use will be the primary business activity. For clarity, the table below provides examples, distinguishing between shop types that would either fall within this Class or not. This list is not exhaustive.

<b>Examples of Use Class A5 shop types</b>	<b>Examples of Shop types not within Use Class A5</b>
Chicken Shops	Restaurants / Cafes
Fish and Chip Shops	Public Houses
Pizza Shops	Wine Bars
Chinese, Indian or other Takeaway shops	Night Clubs
Kebab Shops	
Drive Through Premises	

## **2. Status**

- 2.1** This Consultation Draft Supplementary Planning Document (SPD) has been issued under Regulation 17 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008. Responses to this Consultation Draft SPD will be taken into consideration within a revised document, which the Council will then proceed to adopt.
- 2.2** This guidance has been put together in accordance with the framework provided in the Government's Planning Policy Statement 12: Local Spatial Planning (2008). The Statutory Development Plan is the starting point when determining planning application for the development or use of land. The Development Plan consists of the London Plan (consolidated with Alterations since 2008) the London Borough of Barking and Dagenham's Development Plan Documents (DPDs) and the saved Unitary Development Plan policies.
- 2.3** Once adopted, this SPD will provide further detail on the implementation of DPD policy that applicants must follow to ensure they meet the policy requirements.

### 3. Planning policy framework

- 3.1** This Draft SPD has been prepared by the London Borough of Barking and Dagenham to address the health impacts of hot food takeaways. It draws upon national and regional planning policy guidance and expands on the policies in the Unitary Development Plan (1996) and the emerging LDF.
- 3.2** National planning policy recognises the role which planning takes in better enabling people to live healthier lifestyles. Planning Policy Statement 1 (PPS1, 2005) states that development plans should aim to reduce inequalities and deliver safe and healthy places to live.
- 3.3** At the regional level, the Mayor's draft strategy to address health inequalities in London calls for the creation of a built environment which makes healthier choices easier, including increasing the availability of affordable healthy food<sup>1</sup>. The London Plan further promotes healthier lifestyles<sup>2</sup>. Policy 3A.20 requires Development Plan Documents to include policies which improve the health of the local population and reduce inequalities. In addition, Best Practice Guidance – *Health Issues in Planning*, stresses the link between planning decisions and the physical environment. It also draws attention to 'food deserts'. These are areas where there is no local provision of food beyond junk food<sup>3</sup>.
- 3.4** This SPD is part of a broader strategy to tackle obesity in Barking and Dagenham. Improving the health of the Borough is a cross cutting policy incorporated into a number of objectives in Barking and Dagenham's LDF. This SPD seeks to reduce the proliferation of fast food takeaway shops around schools, parks and youth amenities and will be used to inform local master-planning and regeneration strategies.
- 3.5** This SPD is one of a range of measures within the Barking and Dagenham Childhood Obesity Strategy and Action Plan. It aims to reduce the risk of obesity amongst the Borough's population and in particularly children by:
- Reducing the prevalence and clustering of hot food takeaway shops, especially those in proximity to schools, parks and local youth amenities such as leisure centres.
  - Seeking developer contributions from new takeaways towards initiatives to tackle obesity.
  - Working with hot food takeaways to improve the nutritional value of the food they sell.
  - Improving the opportunities to access healthy food in new developments.

- 3.6** It will help meet the Local Area Agreement target for Barking and Dagenham – to halt the year-on-year rise in obesity among young children and young people (from 4 to 11 years old)

## **4. Consultation**

- 4.1** The consultation on this Draft SPD is inline with Barking and Dagenham’s Statement of Community Involvement and runs from **25<sup>th</sup> August 2009** to **5<sup>th</sup> October 2009**.

Copies are available on the Barking and Dagenham website at <http://barking-dagenham.limehouse.co.uk/portal/>

Alternatively, you can request a copy by emailing [planningpolicy@lbbd.go.uk](mailto:planningpolicy@lbbd.go.uk) or writing to:

Naomi Pomfret  
Planning and Policy  
London Borough of Barking and Dagenham  
3rd Floor, Maritime House  
1 Linton Road  
Essex  
IG11 8HG

Responses can be made online at <http://barking-dagenham.limehouse.co.uk/portal/>, sent by email to [planningpolicy@lbbd.go.uk](mailto:planningpolicy@lbbd.go.uk) or by post to the above address.

## 5. Purpose and scope

### Obesity – the UK challenge

- 5.1 Obesity is one of the biggest health challenges facing the UK. Currently 1 in 4 adults in England is obese<sup>4</sup>. There is a clear link between increased body fat (obesity) and risk of medical conditions including type 2 diabetes, cancer, heart and liver disease<sup>5</sup>. The Government estimates the annual cost of overweight and obese individuals to the NHS to be £4.2 billion, a figure which is predicted to more than double by 2050<sup>6</sup>. Tackling the growing obesity trend is therefore an important concern for the Government.
- 5.2 England's obesity epidemic has attracted considerable policy attention in recent years<sup>7</sup>. The Government's White Paper, *Choosing Health: Making Healthier Choices Easier*, was published in November 2004 and set out a wide-ranging plan to improve the nation's health. The Paper called for the NHS, local authorities, schools and workplaces to deliver joined up action to make healthier lifestyles easier to attain<sup>8</sup>.
- 5.3 In 2006 the National Institute for Health and Clinical Excellence (NICE) and the National Collaborating Centre for Primary Care (NCC-PC) produced obesity guidance. This further stressed the importance of local authorities working in a collaborative and coordinated manner<sup>9</sup>.
- 5.4 The Health Committee Report on obesity, published in 2004, drew attention to the increasing consumption of fast food and the growing trend towards eating on the move<sup>10</sup>.
- 5.5 Published in October 2007, the Foresight report *Tackling Obesities: Future Choices*<sup>11</sup>, led to the Improvement and Development Agency (IDeA) commissioning Sheffield Hallam University to analyse the implications of the report for local government<sup>12</sup>. Both identified the importance of the built environment and the ability planning has to improve access to healthier lifestyles.
- 5.6 In addition, the Government published *Healthy Weight, Healthy Lives: A Cross Government Strategy for England*, launched the *Change4Life* strategy in January 2009 and in March 2009 published the Health Committee Report for Health Inequalities<sup>13</sup> again highlighted the need to address the rising numbers of fast food takeaways on the high street.
- 5.7 The Government's aim is for the UK to become the first major country "to reverse the rising tide of obesity and overweight in the population, by ensuring that all individuals are able to maintain a healthy weight"<sup>14</sup>.
- 5.8 *Healthy Weight, Healthy Lives* identifies the Thames Gateway region as being an area which should act as an exemplar in working to reduce

the levels of obesity. Published in 2008, the document encourages local authorities to use existing planning regulations to control more carefully the number and location of fast food outlets<sup>15</sup>.

## **Barking and Dagenham – delivering change**

- 5.9** Barking and Dagenham, located at the heart of the Thames Gateway, is one of the fastest-growing Boroughs in the country. Health is an important priority for the Borough and a key feature of the Community Strategy<sup>16</sup>.
- 5.10** Identified by the Government as a Spearhead Primary Care Trust (PCT), Barking and Dagenham falls within the bottom fifth nationally for life expectancy at birth and for cancer and cardio vascular disease mortality rates for under 75s. With life expectancy in the Borough significantly below the national and London average for both men and women, the need to tackle the rising levels of obesity cannot be underestimated.
- 5.11** An individual born in Barking and Dagenham is more likely to be obese than someone born in any other London Borough<sup>17</sup>. NHS Research, conducted in 2008, indicates that children in Barking and Dagenham have higher overweight and obesity levels compared to the national average. Indeed, 28.4% of children at Reception (4-5 years old) are either overweight or obese. This figure rises to 40.5% of children in Year 6 (10-11 years old)<sup>18</sup>.
- 5.12** Barking and Dagenham's Local Area Agreement (LAA)<sup>19</sup> is taking a systematic approach, working in partnership with the NHS, schools, local businesses and workplaces to address overweight and obesity levels in the Borough.
- 5.13** Partnership working is central to *The Barking and Dagenham Childhood Obesity Strategy and Action Plan*<sup>20</sup>. Stakeholders responsible for implementing the strategy include:
- Community Safety
  - Regeneration (Town Planning, Parks and Leisure)
  - Schools
  - Early Years and Child Care Providers
  - NHS Barking and Dagenham
- 5.14** The Childhood Obesity Task Force, formed by the Council and NHS Barking and Dagenham, has identified the planning system as a key tool which can contribute to halting the rising obesity trend. It has highlighted the ability planning has to create physical environments which promote healthy lifestyles thorough measures such as restricting fast food takeaway outlets on high streets.

- 5.15** Diet is a key determinant both of general health and obesity levels. Fast food takeaways are a source of cheap, energy dense and nutrient poor foods<sup>21</sup>. Research indicates that once a child or adolescent develops obesity they are more likely to remain obese through adulthood, have poor health and reduced life expectancy<sup>22</sup>. The proliferation of takeaway food shops in the Borough, especially in proximity to schools, is therefore cause for concern.
- 5.16** Whilst it is recognised that hot food takeaways contribute to the mix of town centres, providing a popular service to local communities, employment and a source of economic development, hot food takeaways are dominating the local retail food offer in the Borough. This displaces other shops and food options, restricting choice and access to healthy, fresh food which in turn impacts on the health of communities in the Borough.
- 5.17** Research commissioned by the NHS<sup>23</sup> found that the Thames Ward had very poor access to fresh fruits and vegetables. Indeed, it was ranked as one of the worst food deserts (areas with little or no access to foods needed to maintain a healthy diet) in London.



## 6. The guidance

### SPD Implementation Point 1 – Proximity to Schools

**Planning permission for hot food takeaways (Use Class A5) will not be granted in the hot food takeaway exclusion zone. This is where proposals:**

- **Fall within 400m of the boundary of a primary or secondary school**

**The hot food takeaway exclusion zone is detailed in Figure 1.**

#### REASONED JUSTIFICATION

- 6.1** The Borough is saturated with 187 hot food takeaways, many of which are in close proximity to sensitive uses such as schools, leisure centres, youth facilities and parks. Figure 1 indicates particular hotspots in Barking and Dagenham where A5 Use dominates the retail offer.
- 6.2** Research indicates that once obesity is developed, it is difficult to treat<sup>24</sup>. An obese adolescent is likely to remain so during adulthood, which may lead to associated obesogenic diseases and reduced life expectancy<sup>25</sup>. In an effort to establish appropriate healthy eating habits and reduce the rate of childhood obesity in the local population the Council is seeking to restrict the number of hot food takeaways within 400m of primary and secondary schools.
- 6.3** A 2008 report from the Nutrition Policy Unit of London Metropolitan University<sup>26</sup> found that food outlets in close proximity too and surrounding schools were an obstacle to secondary school children eating healthily, with many shops offering child-sized portions at child-sized prices. Takeaways within walking distance of schools are therefore a contributing factor to the rising levels of obesity in the Borough. It is for this reason that the exclusionary zone is set at 400m from secondary and primary schools.
- 6.4** Whilst pupils in primary education should not be allowed out of school premises during the school day, research has indicated that the most popular time for purchasing food from shops is after school<sup>27</sup>. Since not all primary school pupils will be accompanied home by an adult applying the exclusion zone around primary schools is deemed appropriate.

- 6.5** Given the extent of the exclusion zone around schools it is deemed unnecessary to implement further buffers around parks, children centres and leisure centres. Indeed, mapping conducted by the Council indicates that the exclusionary zone imposed around schools will encompass these sensitive uses. The effectiveness and extent of the exclusion zone will be reviewed in monitoring this SPD. This monitoring will take account of any new schools.

## SPD Implementation Point 2 – Concentration and Clustering

Planning permission will only be granted for a hot food takeaway outside of the hot food takeaway exclusion zone provided that:

- It is within Barking Town Centre, or Dagenham Heathway, Chadwell Heath and Green Lane District Centres or one of the Neighbourhood Centres
- It will lead to:
  - No more than 5% of the units within the centre or frontage being hot food takeaways.
  - No more than two A5 units being located adjacent to each other.
  - There being no less than two non-A5 units between individual or groups of hot food takeaways.

### Basis for Calculation

The percentage is based on the measured frontage in relation to both:

- The proportion of non-A1 uses in each identified primary or secondary frontage.
- The proportion of non-A1 uses across the entire primary frontages, secondary frontages or neighbourhood frontages in question.

For Neighbourhood Centres, the percentage calculation is solely based on the proportion of non-A1 uses in the entire shopping area.

The location and proposed boundaries of the District and Neighbourhood Centres are detailed in Figure 1.

### REASONED JUSTIFICATION

- 6.6** In accordance with Borough Wide Development Planning Policy BE3, new retail development is expected to be located in the town centres set out in Core Strategy Policy CM5.

- 6.7** Borough Wide Development Policy BE3 makes it clear that planning permission for retail development outside or on the edge of town centre will only be granted where it can be demonstrated that it benefits the existing community and fits in with the LDF objectives. Therefore, hot food takeaways will not be permitted outside the Borough's town centres. Within the Borough's town centres hot food takeaways will be allowed outside the exclusion zone detailed in Policy HFTA1 provided they satisfy the criteria set out in this SPD.
- 6.8** Borough Wide Development Policy BE1 restricts hot food takeaways (A5 Use Class) to a maximum of 15% of the measured frontage of a town centre. However, on reflection the Council considers that this is not strong enough. For example, it would allow nearly half of the non-A1 primary frontage in District Centres to be in A5 use and a quarter of the non-A1 secondary frontage. Similarly, it could lead to 15% of Neighbourhood Centres being in A5 uses which would equate to 196 fast food outlets. It is for this reason the SPD is introducing more strict controls on the extent and clustering of A5 uses in town centres.
- 6.9** Whilst it is recognised that hot food takeaways contribute to the mix of town centres, hot food takeaways are currently dominating the local retail food offer in the Borough. This abundance of hot takeaways displaces other shop and food options impacts on the vitality and viability of designated town and neighbourhood centres. Because of this, communities in the Borough have a limited choice over and access to fresh, nutritious food.
- 6.10** This has a damaging effect on health. Research in Barking and Dagenham has suggested that certain areas within the Borough have constrained access to fresh fruits and vegetables<sup>28</sup>. There is little choice other than to shop at supermarkets and this is prohibitive for those residents without cars who live some distance from such stores. Furthermore, residents who use public transport are limited to the amount of shopping they can carry.
- 6.11** The clustering of hot food takeaways breaks up the continuity of the retail frontage. Such 'clustering' can detract from the primary retail function and result in a loss of shops which is to the detriment of local residents.
- 6.12** The high concentration of hot food takeaways has also led to an unsightly amount of litter both outside and some distance away from where food is purchased. This detracts from the amenity quality of the Borough's retail parades and is a potential health hazard, attracting pests and vermin to the area.
- 6.13** Consequently, to ensure that shopping areas are diverse and balanced, especially in designated centres, applications for hot food takeaways will be assessed for their cumulative impact.

## SPD Implementation Point 3 – Hot Food Takeaway Levy

**Where hot food takeaways are deemed appropriate a fixed fee of £1000 will be charged. This contribution will be sought through a Section 106 agreement.**

**This fee will contribute towards initiatives to tackle childhood obesity in the Borough such as providing facilities in green spaces to encourage physical activity and improvements to the walking and cycling environment.**

### REASONED JUSTIFICATION

- 6.14** Hot food takeaways will still be allowed provided they satisfy Local Development Framework policy and guidance. However, to mitigate the impact on the health of their customers a fixed fee of £1000 will be levied on each new A5 unit which is permitted. This money will be spent exclusively on initiatives to combat obesity which will be identified in partnership with NHS Barking and Dagenham. Examples of projects the levy will be put towards are Outdoor Gyms in the Borough's parks and facilities which encourage active play for children.

## 7 Strategic working

- 7.1** In tandem with this guidance the Council and its partners are implementing a number of initiatives to help reduce obesity amongst the Borough's residents.

### Healthy food choices

- 7.2** Whilst this guidance will help restrict opportunities for new hot food takeaways to establish themselves in the Borough the reality is that many of the Barking and Dagenham's centres are already saturated with A5 uses. Therefore, the Council and NHS Barking and Dagenham will encourage existing hot food takeaways to improve the nutritional value of their meals.
- 7.3** Through this initiative the NHS will provide practical advice to the proprietors of existing hot food takeaways on the development of improved food options. Retailers will be encouraged to provide healthy choices, adopt nutrient labelling and to reduce the sugar, salt and fat content of the foods that they sell. This is an important means of delivering Barking and Dagenham's Obesity Strategy.

## **Schools**

- 7.4** The NHS and the Council's School Improvement Service will continue to work with schools in the Borough, supporting the Healthy Schools Programme to ensure that healthier meals are provided. A range of initiatives are being developed including developing a healthy eating toolkit for schools.

## **Council Property**

- 7.5** The Council is a major property owner and this includes a significant number of shop units. Notwithstanding that many of these units are let on long leases, where opportunities arise, the Council will work with landlords to reduce the number of hot food takeaways in its properties. Where the Council is a partner in new developments it will look to limit the opportunities for new hot food takeaways, for example through the use of conditions or covenants as appropriate.

## **Major commercial, retail and town centre developments**

- 7.6** Barking Riverside is the Borough's largest housing site. Over the next 15-20 years 10,800 homes will be built there. One of the core principles driving the design of this development is to enable its residents to lead health lifestyles. This includes a planning condition restricting hot food takeaways in the new town centres within the development. Whilst the Council cannot insist on this it will encourage developers to adopt the same approach on other major schemes which involve new shop units. Inline with LDF policy it will also require new development to be designed around the needs of pedestrians and cyclists and provide, where appropriate, active play space for children.

## **Mobile Hot Food Takeaway Vans**

- 7.7** This guidance may lead to an increase in the number of mobile food vans selling hot food takeaways in the Borough. In January 2009 the Nutrition Policy Unit at London Metropolitan University produced policy proposals based on recommendations from UK research on the location of retailers selling nutrient poor foods near schools<sup>29</sup>. The Nutrition Policy Unit has since proposed controlling the location of mobile food vans near school property.
- 7.8** Barking and Dagenham does not currently permit mobile vans to trade in the vicinity of schools. The Council will also explore the potential for implementing licensing restrictions similar to those of Leicester Council which forbids vendors from stopping within 400 metres of school grounds from an hour before the start until an hour after the end of the school day.

## **8. Monitoring, Implementation and Review**

### **Monitoring**

- 8.1** Preparation of LDF documents is not a once and for all activity. It is essential to check that the SPD is being implemented correctly, that the desired outcomes are being achieved and if not, what corrective action need to be under taken.
- 8.2** This will be done through a regular process of monitoring in partnership with NHS Barking and Dagenham the success of the SPD and its policies against a set of indicators and targets in the Annual Monitoring Report.
- 8.3** Such indicators may include:
- Year on year rise in obesity among young children and young people (4-11 year olds). Obesity levels will be measured in reception aged children (4-5 year olds) and those in year 6 (10-11 year olds)
  - The numbers of children rating their health as good or very good in the 'tellus survey'
  - The proportion of children consuming 5 portions of fruit or vegetables a day
  - Obesity risk
  - Success at appeal

### **Implementation**

- 8.4** The SPD will be primarily implemented through the development management process and the determination of planning applications. The SPD does not have the status of the development plan (for the purpose of Section 38 of the Planning and Compulsory Purchase Act 2004), but it will be an important material consideration in determining planning applications.

### **Review**

- 8.5** The Council's Annual Monitoring Report will highlight any issues that may need a review. Where such a review is required, a timetable for this activity will be included in the Local Development Scheme as resources permit.

**8.6** Changes in National or Regional Planning Policy or progress on Development Plan Documents, which form a part of the Local Development Framework, may also prompt the need for further reviews.



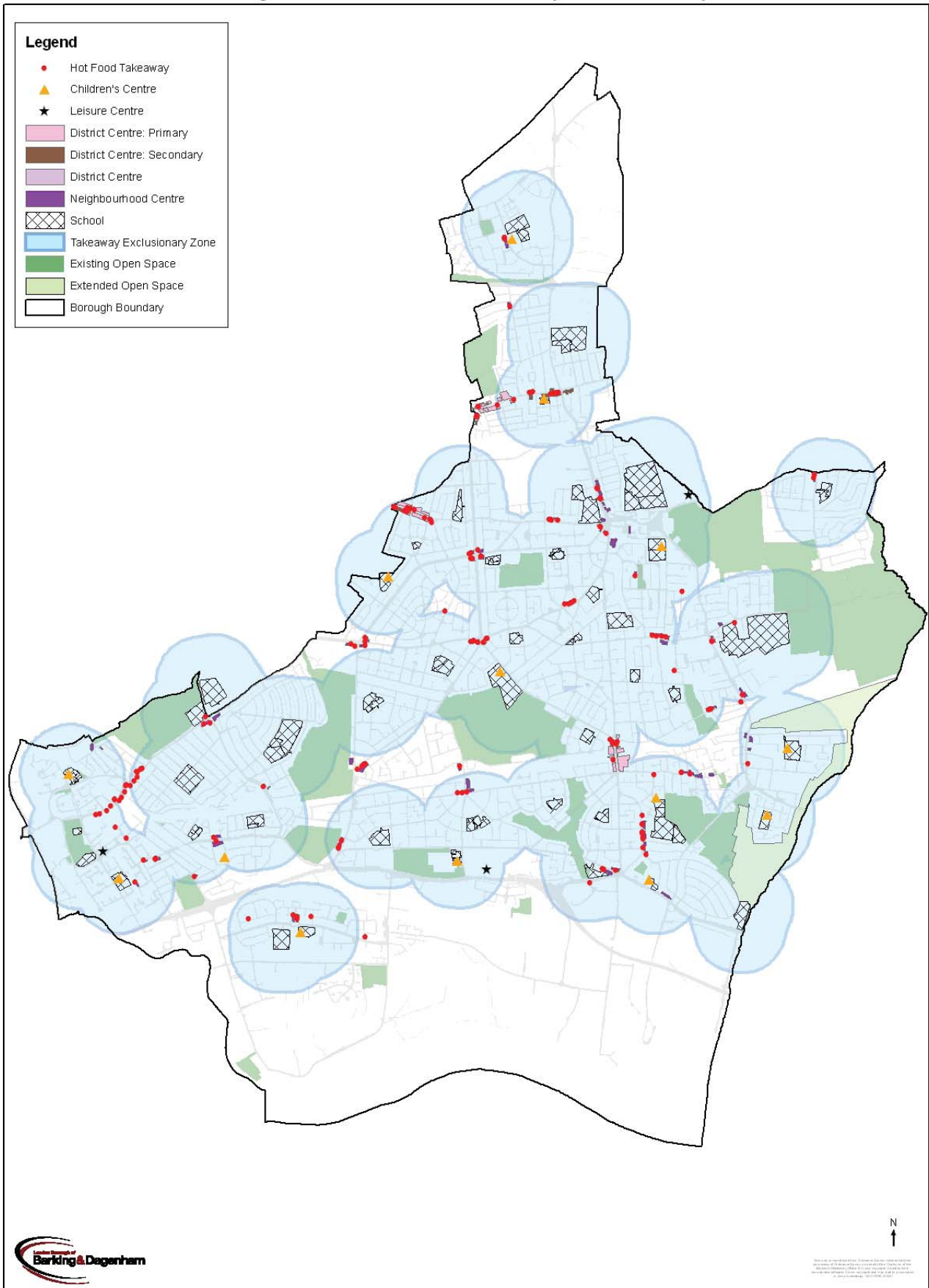
## 9. References

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- <sup>1</sup> GLA, Living Well in London, The Mayor's Draft Health Inequalities Strategy for London, January 2008
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Figure 1: Hot Food Takeaway Exclusionary Zone



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