

Notice of Meeting

CABINET

Tuesday, 21 May 2019 - 7:00 pm
Council Chamber, Town Hall, Barking

Members: Cllr Darren Rodwell (Chair); Cllr Saima Ashraf (Deputy Chair) and Cllr Dominic Twomey (Deputy Chair); Cllr Sade Bright, Cllr Evelyn Carpenter, Cllr Cameron Geddes, Cllr Syed Ghani, Cllr Margaret Mullane, Cllr Lynda Rice and Cllr Maureen Worby

Date of publication: 13 May 2019

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Chief Executive

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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 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 23 April 2019 (Pages 3 - 7)

4. Controlled Parking Zone Programme - Update and Funding (Pages 9 - 27)

5. Enforcement Service Fees and Charges Review (Pages 29 - 43)

- 6. 'No one left behind: we all belong' - A Cohesion and Integration Strategy for Barking and Dagenham (Pages 45 - 97)**
- 7. Procurement of Print and Postage Services (Pages 99 - 106)**
- 8. Contract for Provision of Liquid Fuel (Pages 107 - 111)**
- 9. Contract for Short Term / Spot Hire Vehicle Arrangements (Pages 113 - 117)**
- 10. Be First Business Plan 2019-2024 (Pages 119 - 190)**
Appendix A to the report (pages 131 – 190) is an exempt document.
- 11. Any other public items which the Chair decides are urgent**
- 12. 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 Cabinet, except where business is confidential or certain other sensitive information is to be discussed. The appendix to item 10 is exempt from publication under paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) as it contains commercially confidential information and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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



Our Vision for Barking and Dagenham

ONE BOROUGH; ONE COMMUNITY; NO-ONE LEFT BEHIND

Our Priorities

A New Kind of Council

- Build a well-run organisation
- Ensure relentlessly reliable services
- Develop place-based partnerships

Empowering People

- Enable greater independence whilst protecting the most vulnerable
- Strengthen our services for all
- Intervene earlier

Inclusive Growth

- Develop our aspirational and affordable housing offer
- Shape great places and strong communities through regeneration
- Encourage enterprise and enable employment

Citizenship and Participation

- Harness culture and increase opportunity
- Encourage civic pride and social responsibility
- Strengthen partnerships, participation and a place-based approach

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MINUTES OF CABINET

Tuesday, 23 April 2019
(7:00 - 7:59 pm)

Present: Cllr Darren Rodwell (Chair), Cllr Saima Ashraf (Deputy Chair), Cllr Dominic Twomey (Deputy Chair), Cllr Evelyn Carpenter, Cllr Cameron Geddes, Cllr Syed Ghani, Cllr Margaret Mullane and Cllr Maureen Worby

Apologies: Cllr Sade Bright and Cllr Lynda Rice

107. Declaration of Members' Interests

There were no declarations of interest.

108. Minutes (19 March 2019)

The minutes of the meeting held on 19 March 2019 were confirmed as correct.

109. Contract for Generic Advice and Enhanced Welfare Rights Service

The Cabinet Member for Social Care and Health Integration presented a report on proposals relating to the commissioning of a new Generic Advice and Enhanced Welfare Rights Service, to commence from 1 April 2020.

The Council had a statutory duty to establish and maintain information and advice services that covered care, support and other related services, such as finance, health, housing, employment and what to do in cases of abuse or neglect of an adult. In preparation for the expiry of the current contract, a reassessment of the service had been undertaken to ensure that the new service would complement the Council's Community Solutions Lifecycle Model and was aligned with the Council's vision by promoting wellbeing and independence at all stages to reduce the risk of people reaching a crisis point. In that respect, it was noted that the new service would offer home visits for the Borough's most vulnerable residents who met social care eligibility criteria.

The Cabinet Member advised that consortium bids, facilitated through a Lead Provider model, would be welcomed and the new contract would be for an initial three-year term, extendable for up to two further years. The specification would include provisions for future flexibility to enable the service to respond to changing needs and requirements. It was also anticipated that discussions would take place with the new service provider regarding the possible creation of satellite hubs to complement the main information and advice centres at the Barking Learning Centre and Dagenham Library. The Cabinet Member also advised on the intention to directly award a six-month contract commencing 1 October 2019 to the existing provider, the Citizens Advice Bureau, to allow sufficient time to fully develop the new specification.

Cabinet **resolved** to:

- (i) Agree the procurement of a contract for a strategic partner to provide a

Generic Advice and Enhanced Welfare Rights Service commencing 1 April 2020, in accordance with the strategy set out in the report;

- (ii) Approve the direct award of a six-month contract commencing 1 October 2019 to the current service provider, the Citizen's Advice Bureau; and
- (iii) Authorise the Director of People and Resilience, in consultation with Cabinet Member for Social Care and Health Integration, the Director of Law and Governance and the Chief Operating Officer, to conduct the procurement and award and enter into the contract(s) and all other necessary or ancillary agreements including activating extension provisions within the contract with the successful bidder, in accordance with the strategy set out in the report.

110. Development of Land at 482-528 Rainham Road South, Dagenham

The Cabinet Member for Regeneration and Social Housing introduced a report on proposals associated with the potential redevelopment of land at 482 - 528 Rainham Road South, Dagenham, to provide circa 64 homes on the 0.56 hectare site.

The site currently comprised 24 homes (one or two-bedroom flats within three, four-storey buildings), occupied by 13 leaseholders and 11 Council tenants. Initial feasibility work undertaken by Be First had identified the site as being under-utilised and suitable as a high-quality housing redevelopment given its location close to Dagenham East tube station and other regeneration activities in the immediate area, as well as the substantial investment that would be required to bring the current stock up to Decent Homes standards. The Cabinet Member stressed, however, that while there were a range of perceived benefits associated with the redevelopment plans, the Council was very mindful of the anxiety that could be caused to the current residents as a consequence of the plans. With that in mind, only 'in principle' approval was being sought from Cabinet at this stage and, subject to that approval, a comprehensive consultation exercise would be rolled out. Those consultation plans would include building on the preliminary briefings given to Eastbrook ward councillors, who had voiced their concerns at the potential displacement of the current residents, and one-to-one engagement with the residents of the three buildings.

The Cabinet Member explained that the proposed tenure mix of the preferred option would include 29 shared ownership units, 15 Affordable Rent units and 20 London Affordable Rent (LAR) units. The properties would be managed via the B&D Reside structure, meaning that they would be exempt from Right to Buy. On that point, the Cabinet Member clarified that the Council had lost approximately 2/3rds of its housing stock since the Right to Buy legislation was introduced by the Conservative Government in the 1980's and only circa 17,000 Council properties remained in the Borough.

It was noted that the current Council tenants would have priority, under Right to Return provisions, to return to the new LAR units at comparable rent levels and the Cabinet Member also advised that officers were looking into the possibility of the leaseholder tenants being able to return into the new shared ownership units. The Cabinet Member also referred to the projected costs and legal issues associated

with the project should it go forward, including the serving of Initial Demolition Notices and the potential use by the Council of its Compulsory Purchase Order powers in respect of the leasehold properties.

Several Cabinet Members spoke in support of the proposals, citing the increase in social housing provision at affordable rent levels and the 'place shaping' vision for the benefit of the wider community. It was also suggested that the Council's Estate Renewal Programme 2015 - 2021 should be updated sooner than scheduled in order to properly reflect the latest redevelopment and regeneration options for the Borough.

Cabinet **resolved** to:

- (i) Approve in principle the proposed redevelopment of the site incorporating 482-528 Rainham Road South, as shown edged red in the plan attached at Appendix 1 to the report, subject to consideration of the outcomes of consultation with affected residents.
- (ii) Approve consultation with affected tenants and leasehold interests in respect of 482-528 Rainham Road South pursuant to Section 105(1) of the Housing Act 1985 in respect of the proposed redevelopment (Option 3) and potential demolition of the premises and delegate approval of the details of any consultation to the Director of Inclusive Growth and/or a delegate on his behalf, in consultation with the Director of Law and Governance
- (iii) Agree the service of an Initial Demolition Notices on all secure tenants at the affected properties at the appropriate time, having regard to the outcomes of consultation, in order to suspend the requirement for the Council to complete Right to Buy applications for as long as the notices remain in force and delegate the approval and timing of final notices to the Director of Inclusive Growth, in consultation with the Director of Law and Governance;
- (iv) Agree in principle that, subject to the grant of an acceptable planning permission and receipt of satisfactory construction tender prices, the project be financed and held within the residential asset class of the Investment and Acquisition Strategy;
- (v) Agree in principle the inclusion of the project in the Council's Capital Programme in the total sum of £20,479,000, subject to the securing of planning permission and procurement of a contractor in accordance with the project outputs and budget;
- (vi) Agree in principle the Funding Strategy in section 3.7 of the report, including borrowing up to £13,738,000 within the General Fund from the Public Works Loan Board, to finance the development and ownership of the affordable rent homes via a loan agreement made between the Council and any suitable vehicle that the new units may be held in (e.g. a new B&D Reside Registered Provider or other vehicle); and
- (vii) Approve in principle the appropriation and accounting for its value of the land, as shown edged red in the plan at Appendix 1 to the report, under

Section 122 of the Local Government Act 1972 from the Housing Revenue Account to the General Fund.

111. Development of Land at Rectory Road, Dagenham

Further to Minute 112 (9 March 2016), the Cabinet Member for Regeneration and Social Housing introduced a report on proposals associated with the potential redevelopment of the former Royal British Legion (RBL) site in Rectory Road, Dagenham, and the adjacent housing block of 1-18 Jervis Court to provide circa 56 homes and 468m² of community space on a 0.34 hectare site.

The Cabinet Member explained that while the project had several similarities to the Rainham Road South scheme discussed earlier in the meeting, the 18 properties at Jervis Court, occupied by 4 leaseholders and 14 Council tenants, were in a good condition. Therefore, the benefits of including Jervis Court in the redevelopment project were primarily linked to the additional affordable homes and wider community benefits that could be achieved, as the redevelopment of the RBL site on its own would only achieve up to 18 additional units alongside the 18 units already at Jervis Court, with no community space provision.

The proposed tenure mix of the preferred option would include 35 Affordable Rent units and 21 London Affordable Rent (LAR) units. As with the Rainham Road South project, the properties would be managed via the B&D Reside structure and the current Council tenants would have priority to return to the new LAR units, should they wish to do so.

The Cabinet Member confirmed that should the Cabinet give 'in principle' approval, the full programme of consultation with affected residents and Village ward councillors would commence. On that issue, Councillor Mullane referred to the concerns already expressed by the Village ward councillors regarding the potential displacement of the current residents and suggested that, as a general principle, redevelopment plans for an area should be discussed with ward councillors much earlier in the process. Councillor Mullane also stressed the need to learn the lessons from the redevelopment of The Leys estate, where consultation with residents and ward councillors was lacking in some areas.

Cabinet resolved to:

- (i) Approve in principle the proposed redevelopment of the former Royal British Legion site and Jervis Court (Option 3 in paragraph 2.2 of the report), as shown edged red in the plan at Appendix 1 to the report, subject to consideration of the outcomes of consultation with affected residents;
- (ii) Approve consultation with affected tenants and leasehold interests in respect of 1-18 Jervis Court pursuant to Section 105(1) of the Housing Act 1985 in respect of the proposed redevelopment (Option 3) and potential demolition of the premises and delegate approval of the details of any consultation to the Director of Inclusive Growth and/or a delegate on his behalf, in consultation with the Director of Law and Governance;
- (iii) Agree the service of Initial Demolition Notices on all secure tenants at the affected properties at the appropriate time having regard to the outcomes

consultation, in order to suspend the requirement for the Council to complete Right to Buy applications for as long as the notices remain in force and delegate approval and timing of final notices to the Director of Inclusive Growth, in consultation with the Director of Law and Governance;

- (iv) Agree in principle that, subject to the grant of an acceptable planning permission and receipt of satisfactory construction tender prices, the project be financed and held within the residential asset class of the Investment and Acquisition Strategy;
- (v) Agree in principle the inclusion of the project in the Council's Capital Programme in the total sum of £19,700,000, subject to securing planning permission and procurement of a contractor in accordance with the project outputs and budget;
- (vi) Agree in principle the Funding Strategy set out in section 3.5 of the report, including borrowing up to £13,402,000 within the General Fund from the Public Works Loan Board, to finance the development and ownership of the affordable rent homes via a loan agreement made between the Council and any suitable vehicle that the new units may be held in (e.g. a new B&D Reside Registered Provider or other vehicle); and
- (vii) Approve in principle the appropriation of the land, as shown edged red in the plan at Appendix 2 to the report, under Section 122 of the Local Government Act 1972 from the Housing Revenue Account to the General Fund.

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CABINET**21 May 2019**

Title: Controlled Parking Zone Programme – Update and Funding	
Report of the Cabinet Member for Enforcement and Community Safety	
Open Report:	For Decision
Wards Affected: All	Key Decision: Yes
Report Author: Daniel Connelly – Traffic and Parking Officer	Contact Details: Tel: 020 227 2465 E-mail: daniel.connelly@lbbd.gov.uk
Accountable Director: Andy Opie, Operational Director, Enforcement and Community Safety	
Accountable Strategic Leadership Director: Fiona Taylor, Director of Law and Governance	
Summary	
<p>The borough faces growing challenges in terms of traffic flow, congestion, safety and air pollution caused by moving traffic and parked vehicles. If these challenges are not addressed now, they will impact on future generations of residents, businesses, drivers and other road users.</p> <p>By Minute 19(x) (17 July 2018) and Minute 25 (18 September 2018), the Cabinet agreed proposals for a three-year, phased review of controlled parking zones (CPZs) across the Borough, as well as the arrangements for consultation and the decision-making process. The introduction of the CPZ project aims to achieve the following benefits;</p> <ul style="list-style-type: none"> • Improved safety and congestion – this project will address road safety and traffic related issues caused by inconsiderate parking, particularly around schools and other community hubs where vulnerable children and adults are regularly attending. CPZ will provide locations where it is safe and accessible to park resulting in improved safety and traffic flow. • Improved access for the emergency services which otherwise may be compromised by inconsiderate parking. • Greater air quality through the reduction of vehicle pollution resulting in improved health benefits for residents and visitors within the borough. <p>Furthermore, the Ultra Low Emission Zone (ULEZ) was introduced in central London on 8 April 2019. Motorists looking to park and ride into London are likely to choose outer London Boroughs, such as Barking and Dagenham, to park. Protective measures therefore need to be put in place, such as CPZs particularly around our transport hubs, schools and roads with access issues, supported by increased enforcement.</p>	

This report seeks approval for additional capital funding of £2.66million to enable the delivery of the Controlled Parking Zone (CPZ) programme for the period 2019/20 and 2020/21.

The report also proposes changes to the Council's Domestic Vehicle Footway Crossover Policy (the "Dropped Kerb Policy") in relation to CPZ areas. This includes clarifying that applications received prior to or during consultation on a new CPZ proposal shall be charged at the standard installation rate, while applications received after a Traffic Management Order (TMO) has been made shall include full cost recovery of amending a published TMO.

It is also proposed that, in the light of stakeholder feedback on the initial stage of the CPZ programme, the decision-making criteria approved under Minute 25 (18 September 2018) be revised and streamlined.

Recommendation(s)

The Cabinet is recommended to:

- (i) Agree the roll-out of the Controlled Parking Zone project at an estimated total cost of £3.523m as detailed in the report, to be funded initially by borrowing and on the basis that the funding, plus interest costs, shall be recovered by the income raised from the project in the initial years;
- (ii) Agree the carry forward of the remaining capital allocation of £260,000 from 2018/19 to the 2019/20 Capital Programme and the reprofiling of the current allocation (totalling £860,000) to the current financial year;
- (iii) Agree additional capital funding of £901,600 for 2019/20 and £1,761,600 for 2020/21;
- (iv) Delegate authority to the Director of Law and Governance, in consultation with the Cabinet Member for Enforcement and Community Safety and the Cabinet Member for Regeneration and Social Housing, to amend the Council's Domestic Vehicle Footway Crossover Policy based on the principles set out in section 2.4 of the report, to ensure consistency with the new CPZ arrangements; and
- (v) Agree to rescind the scoring matrix element of the decision-making criteria approved by the Cabinet under Minute 25 (18 September 2018), to be replaced by the arrangements detailed in paragraph 2.5.4 of the report.

Reason(s)

These benefits help to achieve the aspirations outlined within the Council's Parking Strategy to provide a safer, fairer, consistent and a more transparent parking service.

1. Introduction and Background

- 1.1 By Minute 19(x) (17 July 2018), the Cabinet approved arrangements for a three-year, phased review of CPZs across the Borough, aimed at improving safety,

congestion and air quality as well as providing a safer, fairer, consistent and a more transparent parking service in line with the Council's Parking Strategy.

1.2 Phases 1 and 2 of the CPZ project focus on:

- i) The proposed expansion of existing CPZ schemes, primarily located around the borough's train stations, into 16 new areas (A – P); and
- ii) The introduction of 20 new school specific zones located around 51 of the borough's schools.

1.3 The proposed phasing of the project is at Appendix 1 and a map showing the proposed new CPZ areas is at Appendix 5.

1.4 A further report to Cabinet on 18 September 2018 (Minute 25) set out the process for consulting on and implementing CPZ's, including a scoring criteria to guide the decision-making process following consultation. This decision criteria is based on three key elements;

1. Identified Need – This includes factors such as;
 - a. The need to improve air quality and reduce vehicular pollution which in turn improves the health of the borough residents and visitors.
 - b. Road Safety – Inconsiderate parking can lead to dangerous traffic situation and conflict with pedestrians, particularly around schools and other community hubs where vulnerable children and adults are regularly attending.
 - c. Congestion and emergency services related access issues. The London Fire brigade are particularly vocal about roads where access is difficult.
2. Ward councillor feedback.
3. Resident feedback.

1.5 The process of implementing CPZ comprises of the following stages: design, ward councillor consultation, public consultation, decision-making and onsite installation.

1.6 At the meeting on 13 October 2015 (Minute 56), the Cabinet approved a Domestic Vehicle Footway Crossover Policy (commonly known as and hereafter referred to as the "Dropped Kerb Policy") which included arrangements for dealing with requests for dropped kerbs within CPZ areas. The specific provisions within that policy are as follows:

"The Council may refuse crossover requests where the resulting loss of public on-street parking would adversely affect the operation of the CPZ or other parking schemes. All crossover applications within a CPZ or affecting a designated parking bay will therefore be referred to the Group Manager for Parking Services so that the impact can be evaluated and a decision made whether the application can be allowed.

In particular, crossovers should not be permitted where they would result in the loss of more than one space in residents' parking bays in a CPZ.

Where approved, a crossover that affects a designated on-street parking bay will require changes to the traffic management order (TMO). In the case of domestic applications, the cost of altering the road markings will be met by the applicant. Ideally, the crossover should not be implemented until the TMO process has been completed. However, in view of time taken, the borough's Traffic Manager may

agree to the crossover being constructed and the road markings changed in advance of the TMO being amended. However, the applicant must be made aware that there could be objections to amending the TMO which, if not resolved, could mean that the crossover would have to be removed and the road markings reinstated. This risk must be explicitly accepted by the applicant so that there is no risk that the Council is liable for compensation.

To reduce costs associated with amending a TMO, the Council will wait until a number of applications are received before applying for amendment. In the case of applications for crossovers to commercial premises, or where access arrangements are changed as part of a redevelopment, the full cost of amending both the TMO and road markings will be charged to the applicant(s)."

2. Proposal and Issues

2.1 Phase 1 (Expansion) - Design, Consult and Installation of expansion phase (areas A – P) of the CPZ project

- 2.1.1 Following the Cabinet approvals in July and September 2018 referred to above, officers commenced Phase 1A which focused on expanding two existing zones into four new areas (zones A – D). This forms part of the HW zone and BEC Zones located near to Heathway and Becontree train station areas within Alibon, Eastbury, Goresbrook, Parsloes, River and Thames wards. Ward councillor consultation commenced on 3 October 2018 and closed on 19 October. Public consultation with affected residents and businesses commenced on 22 October and closed on 23 November.
- 2.1.2 Upon completion of consultation, the agreed CPZ criteria was applied and an outcome report for each area A – D was presented to the Director of Law and Governance and the Cabinet Member for Enforcement and Community Safety. The report detailed the identified needs of the area, ward councillor and resident feedback and the decision was taken to proceed. Prior to the commencement of works, the relevant ward councillors were invited to attend two outcome meetings held during February 2019 where the case for progressing the schemes was explained.
- 2.1.3 The onsite installation works for areas A – D commenced on 1 April 2019 and the new CPZs are due to go live on 1 July 2019.
- 2.1.4 Following a detailed assessment of the works and costs associated with implementing areas A – D, officers have been able to accurately forecast the necessary capital funding required to fully implement Phase 1 of the project. The projected capital costs associated with the design, consultation, making of Traffic Management Order (TMO's) and onsite installation works are shown below.
- a) Design – This will be carried out by the existing in-house resource with no additional capital cost and comprises site visits to determine the design of the scheme, such as the location of parking bays, restrictions and signage. This will then be made into a formal design plan ready for consultation. **Capital funding requirement - £0k.**
 - b) Consultation – This includes writing to all affected residents, business owners and establishment within the zone, notifying them of the proposal and making

them aware of the Traffic Management Order (statutory objection) process. This stage of the process also includes resolving objections, collating consultation responses and reporting on consultation outcomes, to fully inform the decision-making process. **Capital funding requirement - £34k.**

- c) Traffic Management Order (TMO's) – These are documents which provide the legal backing for the enforcement of the parking scheme under the relevant legislation. The Council is required by law to provide a 21 period for anyone to provide objection or comment regarding the scheme proposal. The majority of costs will be incurred in engaging external expertise to draft legal documentation including Notice of Intent, Notice of Marking and the TMO itself. The Council is also legally required to advertise the scheme within the London Gazette and a local newspaper (the Barking & Dagenham Post) so advertising costs also form part of this process. **Capital funding requirement - £120k.**
- d) Installation of scheme on site – Once the decision has been made to introduce the scheme and the TMO process fully completed, the Council's appointed contractor, Marlborough Surfacing Ltd, is engaged to physically install the scheme on site as per the design requirements. This process includes the installation of road markings and the erection of posts and signs. **Capital funding requirement - £1.6m.**

2.1.5 The combined costs of Phase 1 are shown in the table below and a contingency of 20% has been added to the total capital requirement to mitigate against any unforeseen costs.

Phase 1 (Expansion)

Stage	Projected Cost (£'000s)
Design	0
Consultation	34
Traffic Management Order	120
Installation	1,600
Estimated total cost for (phase 1) A – P	1,754
Including Contingency @ 20%	2,104

2.2 Phase 2 (Schools) - Design, Consult and Installation of school's phase (areas S1 – S20) of the CPZ Project

2.2.1 This phase of the project concentrates on the introduction of CPZs around schools. As with Phase 1 above, an assessment of design, consultation, TMO's and onsite installation works has been carried out and the costings are shown in the table at paragraph 2.2.3.

2.2.2 There is a need for additional staffing resources to support this phase of the project in particular and to reduce the need for additional consultancy support (it is also envisaged that the additional resource would provide support for other initiatives within the Parking Service). It is proposed, therefore, to engage the services of a Parking Engineer and an additional Consultation and Engagement Officer on two-year fixed term contracts. The total cost of these appointments over the two-year period (inclusive of on-costs) is estimated at £240,000, although it should be noted

that these fixed-term appointments are predicted to avoid circa £105k of otherwise necessary consultancy support.

- 2.2.3 The costs associated with Phase 2 are shown in the table below and again a contingency of 20% has been added to the total capital requirement.

Phase 2 (Schools)

Stage	Projected Cost (£'000s)
Design	Nil
Consultation	32
Traffic Management Order	110
Installation	800
Additional Staffing Resource	240
Estimated total cost for (phase 2) Schools S1 – S20	1,182
Including Contingency @ 20%	1,418

2.3 Capital Budget Requirement

- 2.3.1 The combined costs of Phases 1 and 2 (including contingency) is £3.523m.

- 2.3.2 Provision for CPZ schemes currently exists within the Capital Programme as follows:

Year	Budget (£'000s)
2018/19 (unspent)	260
2019/20	300
2020/21	300
Total budget available	860

- 2.3.3 It is proposed that these sums are merged into the 2019/20 Capital Programme to fund the works already underway at areas A – D and to progress other schemes that are due to start in the current financial year.

- 2.3.3 However, to meet the full, combined cost of Phases 1 and 2 and based on the timetable at Appendix 1, an additional allocation of £901,600 is required for 2019/20 and a further £1,761,600 for 2020/21. A detailed breakdown of the capital costs is set out at Appendix 2.

- 2.3.4 In support of this request, attached at Appendix 3 is an assessment of the cashflow payback while Appendix 4 gives a cashflow forecast. It is predicted that it will take a period of 4-5 years to recoup the capital investment, although this is based on a number of rather prudent assumptions and, when other factors are taken into account such as potential income from Penalty Charge Notices (PCNs) in the new CPZ areas, it is possible that the capital investment will be recouped earlier than projected.

- 2.3.5 Once the capital outlay has been recouped, any surplus income achieved through this scheme will be reinvested into Parking Services to ensure efficient enforcement and compliance across the Borough.

2.4 Impact on Dropped Kerb Policy

- 2.4.1 As referred to in paragraph 1.6 above, the Council's Dropped Kerb Policy includes specific provisions relating to CPZ areas.
- 2.4.2 While most of those provisions will continue to apply, it is important that this policy is reviewed to ensure that the expansion of CPZ areas across the Borough remains fair and transparent. For example, the current 'normal' charge of a dropped kerb for residents in an area not covered by a CPZ is approx. £1,600 (circa. £500 for application and administration fees and circa £1,100 for installation costs). However, once a Traffic Management Order is in place the fee payable for a dropped kerb could potentially double due to the added costs associated with the Council having to consult on and implement a revised TMO (including publishing the relevant notices in local newspapers).
- 2.4.3 It is intended, therefore, that as part of the CPZ consultation arrangements the information sent to residents shall clearly state that an additional charge (above the normal fees) would be payable for applications for a dropped kerb received after a TMO is in place. Any successful application made prior to the publication of a TMO would be charged at the 'normal' rate.
- 2.4.4 In order for the necessary changes to the Dropped Kerb Policy to be properly worked up and as the next stage of the CPZ roll-out programme is due to commence in June 2019, it is proposed that delegated authority be given to the Director of Law and Governance, in consultation with the Cabinet Member for Enforcement and Community Safety and the Cabinet Member for Regeneration and Social Housing, to agree the necessary amendments to the Dropped Kerb Policy, to ensure consistency with the new CPZ arrangements.

2.5 Amendment to CPZ Decision-Making Process

- 2.5.1 The arrangements agreed under the "Controlled Parking Zone (CPZ) – Consultation and Decision-Making Process" report to Cabinet on 18 September 2018 included the application of a scoring matrix in the determination of whether or not a scheme had sufficient support / merit to progress. The scoring matrix considers three factors: identified need, level of resident support and ward councillor support. Depending on how each factor is met a score of -1, 0, +1 or +2 is applied. Where a proposal is high scoring (+4 to +6) the scheme would be implemented. If a low score is achieved (-4 to 0) the scheme would not be introduced. In the scenario where a score of +1 to +3 is achieved, the final decision would rest with the Director of Governance and Law in consultation with the Cabinet Member.
- 2.5.2 Following the initial round of consultation on areas A – D and having listened to stakeholder feedback, it is felt appropriate to review the criteria and streamline the decision-making process.
- 2.5.3 It is now recommended that the scoring element of the criteria will no longer be applied although the key factors (identified need, resident support and ward councillor support) will continue to be an essential part of the decision-making criteria. As well as those factors, it is recognised that there may be occasions that concerns related to parking restrictions are so severe that the case for implementing a scheme can be justified irrespective of the outcome of the

consultation. Such a situation would be, for example, where there are serious safety concerns or congestion is so severe that it is endangering the lives of pedestrians or other road users. This is especially relevant when concerns are raised by the emergency services.

2.5.4 It is proposed, therefore, that the primary decision-making responsibility rest with the relevant Service Director (currently the Operational Director, Enforcement and Community Safety). For those instances where the recommendation is based on other factors such as serious safety concerns, severe congestion and/or the concerns of the emergency services, the matter will be referred to the Director of Law and Governance for a second-tier review and final determination, in consultation with the relevant Cabinet Member.

3. Options Appraisal

3.1 Consideration has been given to use an external consultant rather than an additional in-house resource, but it's been identified the Council will 105K when using additional in-house resource. Also, further benefits can be gained from additional in-house resource such as assistance with other parking schemes, enquiry management and footway parking policy.

4. Consultation

4.1 Consultation has been undertaken for the initial 4 CPZ areas (A – D) which are currently being installed onsite. This included consultation with affected ward members, portfolio lead and the general public i.e. residents, business owners, emergency services and other establishments. This process will continue to be followed for the remainder of this project.

4.2 The proposals in this report were considered and endorsed by the following boards/groups;

- Leadership Action Group at its meeting on Tuesday 9 April
- Capital Asset Board at its meeting on Wednesday 10 April
- Corporate Strategy Group at its meeting on Thursday 18 April
- Corporate Performance Group at its meeting on Thursday 25 April

5. Financial Implications

Implications completed by: Katherine Heffernan, Group Manager, Service Finance

5.1 This report is seeking recommendation for an additional funding requirement of £2.663m to rollout the Controlled Parking Zone (CPZ) programme. The programme will cost approximately £3.523m over the period 2019/20 to 2020/21. A value for money options appraisal exercise was carried out and by using an additional resource and an inhouse support member of staff, this will result in a saving of £106k as illustrated in Appendix 2. Currently, there is a residual balance on the approved capital programme of £860k which will go towards funding this programme.

5.2 The estimated income streams from residents parking permits assumes a prudent take up rate of 50% in Year 1 rising to 90% by Year 7. The income profile takes into

account the number of properties on the roads within the zones (A-P) at an average permit price of £45 per permit per annum. Appendix 4 shows the income streams profiled for the years 1-7.

- 5.3 The cashflow forecast for the years incorporate income from residents permits, visitors permits, school permits and pay by phone against the initial outlay of £3.523m. After applying a present value factor of 3% to reflect the cost of borrowing, the discounted cashflows show a positive net position after year 4. This means the programme is projected to pay back the initial capital outlay between years 4-5.

6. Legal Implications

Implications completed by: Dr Paul Feild, Senior Lawyer

- 6.1 The power to create Controlled Parking Zones is set out in section 45 of the Road Traffic Regulation Act 1984 (RTRA). The revenue generated by charges for on-street and off-street parking is subject to the requirement that it be placed within a ring-fenced account, operating in accordance with section 55 of the Road Traffic Regulation Act 1984.
- 6.2 The power to charge and the purposes for which the money may be used has been tested in the courts. They have determined that the power is not to be used as a source of generating revenue, instead the charging regime ought to seek to be self-financing including covering earlier deficits and when a surplus is generated the purpose to which it may be allocated is set out in statute. That does not mean that finances should be on a knife-edge as it is quite lawful to be prudent and to budget for a surplus to allow for unforeseen expenses, shortfalls in other years, and payment of capital charges/debts.
- 6.3 With these considerations in mind any new strategy and charging regime will inevitably take time to settle down. As a result, following a periodic review there need to be additional fine-tuning as the financial picture emerges to ensure both viability and compliance with statutory obligations.

7. Other Implications

7.1 Risk Implications

Risk associated with not continuing with the programme and not achieving required capital

- 7.1.1 With the introduction of the expansion areas A – D, if we don't consider restricting further areas residents and other permit users will experience displacement parking whereby those motorists who choose not to purchase a permit will park outside of the zone impacting upon resident ability to park near their homes. In addition to this any parking stress that was currently being experienced will not be addressed and will increase.
- 7.1.2 The expansion of the Ultra Low Emissions Zone across inner London and up to our neighbouring London Borough of Newham will potentially have a sizeable impact on parking pressure, traffic congestion, air quality and road safety within the borough.

Without restricting parking local residents will find it increasingly difficult to park within their local areas

- 7.1.3 We will not achieve one of the key ambitions of the parking strategy which is to provide consistent and fair parking within the borough as some areas will be controlled and some will not.

Potential risk associated with income and project timetable

- 7.1.4 The commencement of consultation for phase 2 (S1 - S20), with S1-S5 currently scheduled for June, is based on the appointment of additional in-house resource including a Parking Engineer and Consultation Officer. Delays in appointing this additional resource directly impacts on the delivery of this phase and estimated income periods. In order to meet these timescales, the additional officers should be appointed by Summer 2019.

Scheme installation costs

- 7.1.5 Implementation costs for all phases are estimated based on an original quote obtained from the Council's approved term contractor for planned highway maintenance and improvement schemes Marlborough Surfacing Ltd for areas A - D (400K), based on geographical size of the proposed areas. However accurate estimates cannot be determined for each area until detailed designs are carried out to identify the number/type of signs, meterage of restrictions and number of posts required. Its expected variation will apply and it's worth noting onsite scheme installation represents around 70% of the associated cost of this project.

Consultation and Implementation of Decision-Making Process

- 7.1.6 The consultation process is estimated at 3 to 4 months for each of the main stages. However, depending on the level of objection raised throughout this statutory process we can experience delays extending the estimated timescales by several months as we are required to resolve all objection before proceeding to installation of the scheme onsite.
- 7.1.7 The changes to the decision-making criteria and streamlining of the process, as described in paragraphs 2.5.3 and 2.5.4, will help to reduce the risk of essential schemes not progressing beyond consultation stage. Some schemes may experience delays during the decision-making process meaning permit income may not be realised or may be delayed. Should a scheme progress to installation there are also issues potential delays associated with this stage of the process, most notably weather issues i.e. heavy rain/snow – Winter installs are particularly prone to inclement weather delaying or even preventing installation of road marking onsite.

Caveats associated with permit income and assumptions

- 7.1.8 There are factors which may affect permit uptake including but not limited to:
- Level of car ownership or multiple ownership within the zoned area
 - Type of car ownership (permit prices based on Co2 emissions)
 - Number of dropped kerbs within the area and access to "off street" parking

- Motorist behaviour changes such as parking displacement, shift to electric vehicles (permits currently free for first two vehicles)
- Change in Councils parking fees and charges

7.2 **Contractual Issues** - The OJEU threshold for services is likely to be exceeded with the additional spend associated with this project and, therefore, a framework or tender process is needed for this spend to be legally compliant. The Council has already commissioned Marlborough as its term contractor for this type of work so no further procurement activity is needed if they are used for this project.

7.3 **Staffing Issues** – The report proposes the employment of two additional officers on a fixed term basis.

7.4 **Safeguarding Adults and Children** - The introduction of CPZ will help to safeguard children attending school through the reduction of vehicular traffic via:

- Improved road safety with a reduction in motorist and pedestrian conflict. I.e. less vehicles travelling along the road or looking to park in a congested street reduces the risk of child collision outside school and on the way to school
- Improved air quality due to reduction in Co2 emissions from vehicles
- Improved health benefits as children and parents are encouraged to consider healthier and more sustainable transport options including walking and cycling.

7.5 **Health Issues** -The introduction of CPZ's will help reduce the amount of vehicles travelling within our borough looking to park, which in turn will reduce pollution caused by exhaust fumes and improve road safety and congestion by formalising where it is safe and considerate to park, as well as potentially reducing the number of road traffic related accidents due to reduction in conflict between motorists and pedestrians. This is particularly prominent within school locations and this CPZ programme directly and positively impacts upon 46 schools. Underpinning the health issues raised is the introduction of the Ultra Low Emission Zone (ULEZ) being introduced by Transport for London. In 2021 the ULEZ will be expanded to inner London in 2021 which will mean vehicles that do not meet the minimum required emission standards will have to pay a charge to enter Newham and other ULEZ areas. This could mean that some drivers will try to park their vehicles in the borough to avoid paying the charges associated with entering the zone, causing additional parking stress for our local residents. It will increase traffic congestion and harm air quality and safety. The introduction of this CPZ programme will protect residents, businesses and other key stakeholders in the borough such as schools, health centres, parks and green spaces etc... by restricting these drivers from trying to avoid the ULEZ charge and parking in the borough.

7.6 **Crime and Disorder Issues** - Helps to reduce conflict between motorists and pedestrians as parking is formalised and identifies where it is safe and considerate to park.

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

Appendix 1 – CPZ programme timetable

Appendix 2 – CPZ Capital Cost

Appendix 3 – Cash Inflows
Appendix 4 – Cashflow Forecast
Appendix 5 – Borough CPZ Overview Plan

Appendix 1 - CPZ Project Programme Timetable - Phase 1 (Expansion) and 2 (Schools)

Proposed CPZ Area/Zone	Wards Included	Phase 1 (Stage)	Est. Commence of consultation	Est. End of consultation	Est. Commence of installation onsite	Est. Commence issuance of permits	Est. Completion of Installation onsite	Estimated scheme go live
A	Parsloes and Alibon	Phase 1A	Oct-18	Dec-19	Apr-19	Jun-19	Jun-19	Jul-19
B	Eastbury, Goresbrook and Thames	Phase 1A	Oct-18	Dec-19	Apr-19	Jun-19	Jun-19	Jul-19
C	River and Goresbrook	Phase 1A	Oct-18	Dec-19	Apr-19	Jun-19	Jun-19	Jul-19
D	Goresbrook	Phase 1A	Oct-18	Dec-19	Apr-19	Jun-19	Jun-19	Jul-19
E&S1	Thames and Heath	Phase 1B and 2A	Jun-19	Aug-19	Nov-19	Dec-19	Jan-20	Feb-20
F&S2	Alibon and Mayesbrook	Phase 1B and 2A	Jun-19	Aug-19	Nov-19	Dec-19	Jan-20	Feb-20
G&S3	Longbridge and Becontree	Phase 1B and 2A	Jun-19	Aug-19	Nov-19	Dec-19	Jan-20	Feb-20
H and S4/S5	Mayesbrook, Valence, Becontree and Whalebone	Phase 1B and 2A	Jun-19	Aug-19	Nov-19	Dec-19	Jan-20	Feb-20
I and S6	Village and Mayesbrook	Phase 1C and 2B	Jan-20	Mar-20	Apr-20	Jun-20	Jun-20	Jul-20
J and S7	Longbridge and Parsloes	Phase 1C and 2B	Jan-20	Mar-20	Apr-20	Jun-20	Jun-20	Jul-20
K and S8	Eastbury and Heath	Phase 1C and 2B	Jan-20	Mar-20	Apr-20	Jun-20	Jun-20	Jul-20
L and S9/10	River and Chadwell Heath	Phase 1C and 2B	Jan-20	Mar-20	Apr-20	Jun-20	Jun-20	Jul-20
M and S11	Village and Whalebone	Phase 1D and 2C	Jun-20	Aug-20	Nov-20	Dec-20	Jan-21	Feb-21
N and S12	Eastbrook and Chadwell Heath	Phase 1D and 2C	Jun-20	Aug-20	Nov-20	Dec-20	Jan-21	Feb-21
O and S13	Village and Valence	Phase 1D and 2C	Jun-20	Aug-20	Nov-20	Dec-20	Jan-21	Feb-21
P and S14/15	Thames, Heath and Eastbrook	Phase 1D and 2C	Jun-20	Aug-20	Nov-20	Dec-20	Jan-21	Feb-21
S16	Becontree	Phase 2D	Jan-21	Mar-21	Apr-21	Jun-21	Jun-21	Jul-21
S17	Valence	Phase 2D	Jan-21	Mar-21	Apr-21	Jun-21	Jun-21	Jul-21
S18	Heath	Phase 2D	Jan-21	Mar-21	Apr-21	Jun-21	Jun-21	Jul-21
S19	Eastbrook	Phase 2D	Jan-21	Mar-21	Apr-21	Jun-21	Jun-21	Jul-21
S20	Eastbrook	Phase 2D	Jan-21	Mar-21	Apr-21	Jun-21	Jun-21	Jul-21

Please note potential delays to the project detailed overleaf

Potential Delays associated with the programme

Design and Consultation of Phase 2 (Schools S1 - S20)

The commencement of consultation for phase 2 (S1 - S20), with S1 -S5, currently scheduled for June is based on the appointment of additional in-house resource including a Parking Engineer and Consultation Officer. Delays in appointing this additional resource directly impacts on the delivery of this phase and estimated income periods. In order to meet these timescales, the additional officers need to be appointed by April 2019.

Other delays associated with Consultation

The consultation process is estimated to take 3 to 4 months for each quarter. However, depending on the level of objection raised throughout this statutory process we can experience delays extending the estimated timescales by several months as we are legally required to resolve all objections before proceeding to installation phase. As the implementation of CPZ's is based on a cabinet approved scoring criteria linked to residents and councillor support and identified need it's possible that some schemes do not progress beyond consultation stage and some schemes may experience delays during the decision-making process.

Delays Associated with Implementation Process

Should a scheme progress to installation there are also potential delays associated with this stage of the process, most notably weather issues i.e. heavy rain/snow – Winter installs are particularly prone to inclement weather delaying or even preventing installation of road marking onsite.

Appendix 2 - CPZ Capital Costs

	Base Cost for expansion zones (A-P)	Schools Zone (20) using Project Centre	Schools Zone with additional resource & inhouse support	Total	Profile of Capital Expenditure (Base Cost Plus Inhouse Support)	
	A	B	C	D	(A + C)	(A + C)
Phase 1 installation					19/20	20/21
CPZ Design and Site work	£	£	£	£	£	£
Site Surveys		108,000				
CPZ Design		74,000				
Sign Design and Lining Schedule		40,000				
Bill of Quantities		18,000				
Additional officers x 2 (2yr FT)		<u>240,000</u>	240,000	240,000	120,000	120,000
Consultation Stage						
Printing	20,000		£20,000		20,000	20,000
Delivery	<u>14,000</u>		<u>£12,000</u>		<u>13,000</u>	<u>13,000</u>
	34,000		£32,000	66,000	33,000	33,000
Consultation document preparation		20,000				
Back Office support (Enquiry Management)		35,000				
Printing		20,000				
Delivery		12,000				
Analysis and Report		<u>33,000</u>				
		120,000				
Traffic Management Order						
TMO Map Scheduling	60,000					
Article Drafting	30,000					
Notice Drafting	<u>30,000</u>					
	120,000		110,000	230,000	115,000	115,000
Traffic Management Order						
TMO Map Scheduling		50,000				
Article Drafting		20,000				
Notice Drafting		20,000				
Notice Erection		10,000				
Notice Removal		<u>10,000</u>				
		110,000				
Implementation (Note 1)	1,600,000	800,000	800,000	2,400,000	1,200,000	1,200,000
Grand Total	1,754,000	1,270,000	1,182,000	2,936,000	1,468,000	1,468,000
Add 20% contingency	350,800	254,000	236,400	587,200	293,600	293,600
Total estimated costs	2,104,800	1,524,000	1,418,400	3,523,200	1,761,600	1,761,600
Total Costs		3,628,800	3,523,200			
Preferred option (B plus D) - Cost Savings			-105,600			
Less: Capital Programme (approved) (Note 2)					-860,000	0
Capital Programme requested					901,600	1,761,600

The costs include the Base Cost plus the option of using inhouse resources

Note 1

Implementation costs include the purchasing, storing, delivering to site and installing onsite 2,112 parking posts, 2132 parking

implementation costs include the purchasing, storing, delivering to site and installing of 2,112 parking posts, 4192 parking signs, installing road marking including parking bays and yellow line restrictions across 124 roads based on a 12 week period

Note 2

Currently, the approved capital programme is as follows:

18/19	£260,000
19/20	£300,000
20/21	£300,000

The service is requesting for the capital programme to be brought forward to 2019/20 to offset projected spend

Note 3

The profile of the capital programme (above) is the first costs will be paid over in June '19 followed by 25% instalments over the period Dec '19, June '20 and Dec '20 as reflected in the planned capital programme above

Appendix 3 - Cashflow Payback

Cashflow forecast	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7
Income	370,266	774,557	833,096	911,775	1,011,528	1,097,237	1,207,538
School permit income (commence in Dec '19)	15,219	54,790	59,356	63,921	68,487	73,053	82,185
Visitor's permits - 4 hours	1,618	1,618	1,618	1,618	1,618	1,618	1,618
Visitor's permits - daily	5,174	5,174	5,174	5,174	5,174	5,174	5,174
Total Income	392,277	836,139	899,244	982,489	1,086,808	1,177,083	1,296,515
Expenditure	-3,523,200						
Net Cashflow	-3,130,923	836,139	899,244	982,489	1,086,808	1,177,083	1,296,515
Cumulative NCF	-3,130,923	-2,294,784	-1,395,539	-413,050	673,757	1,850,840	3,147,355
Present Value Factor @ 3%	0.9709	0.9426	0.9151	0.8885	0.8626	0.8375	0.8131
Discounted CF (DCF)	-3,039,731	788,141	822,936	872,929	937,490	985,788	1,054,185
Cumulative DCF	-3,039,731	-2,251,590	-1,428,654	-555,725	381,765	1,367,553	2,421,739

Discounted Payback period: 4.64 years

Fees and charges	
Visitor Session- 4 Hours	£1.55
Visitor Session- 1 day	£2.80

Schools permit income is based geographical by size to A-D zone and the number of properties within this zone

Notes:

1. For simplicity, all the capital costs are included in Yr 1
2. Pay by phone income has been factored in at a 50% increase year on year

Discounted Payback Period = A + B/C

Formula explained:

A = Last period with a negative discounted cumulative cashflow

B = Absolute value of discounted cumulative cashflow at the end of Period A

C = Discounted cashflow during the period after A

Appendix 4 Cashflow Forecast

	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7
	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Estimated Income Stream from Parking Permits							
Take up rate	50%	60%	65%	70%	75%	80%	90%
Zones A-D (commence in June '19)	182,633	219,159	237,422	255,686	273,949	292,212	328,739
Zones E-H (commence in Dec '19)	182,633	182,633	219,159	237,422	255,686	273,949	292,212
Zones I-L (commence in June '20)		182,633	182,633	219,159	237,422	255,686	273,949
Zones M-P (commence in Dec '20)		182,633	182,633	182,633	219,159	237,422	255,686
Pay by phone	5,000	7,500	11,250	16,875	25,313	37,969	56,953
Total permit income	370,266	774,557	833,096	911,775	1,011,528	1,097,237	1,207,538
School permit income (commence in Dec '19)	15,219	54,790	59,356	63,921	68,487	73,053	82,185
Visitor's permits - 4 hours	1,618	1,618	1,618	1,618	1,618	1,618	1,618
Visitor's permits - daily	5,174	5,174	5,174	5,174	5,174	5,174	5,174
Total Income	392,277	836,139	899,244	982,489	1,086,808	1,177,083	1,296,515
Note: Inflationary increases have not factored in the above calculations and neither have changes in the fees and charges structure							

Fees and charges	
Average Residents Permit price*	£45.00
Visitor Session- 4 Hours	£1.55
Visitor Session- 1 day	£2.80


*Average Permit price of £45 is based on the average across the most frequently issued permit bandings which are bands 3 (£36) 4 (£45) and 5 (£51) as identified within the fees and charges report


Schools permit income is based geographical by size to A-D zone and the number of properties within this zone

LEGEND

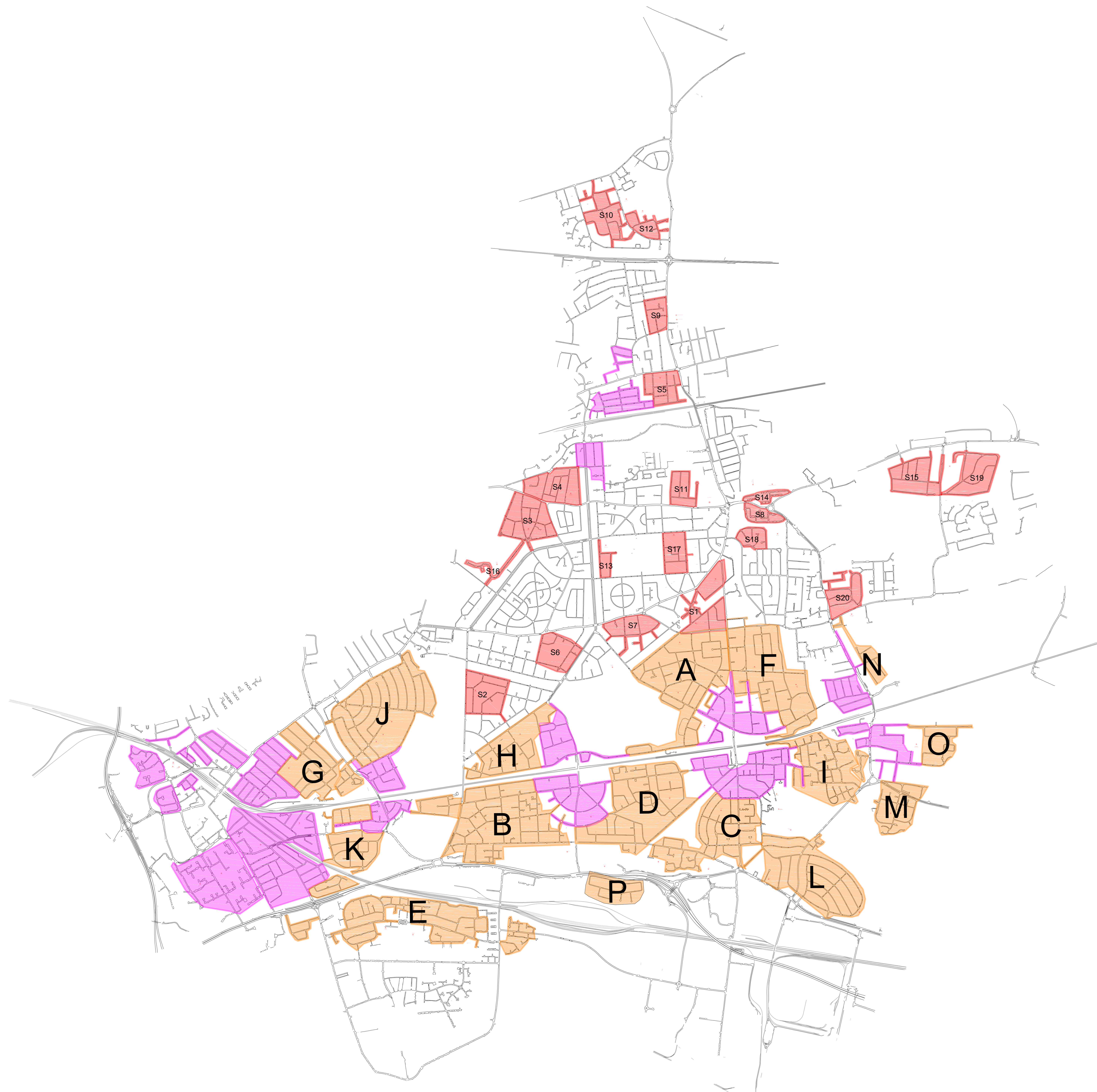
CPZ Boundary Key

 Existing CPZ boundary

Phase 1
 Phase 1 expansion boundary (A - P)

Phase 2
 Schools CPZ Boundary (S1 - S20)

 School



T. Brooks
 Head of Parking Enforcement

The London Borough of Barking and Dagenham
 Town Hall, Barking
 Essex, IG11 7LU
 Telephone : 020 8215 3000

Scheme
Borough Controlled Parking Scheme

Title
**Appendix 5
 Borough Overview Plan**

Drawn	DC	Checked
Scale	N.T.S	Date

Job No.	XXXXXX	Drawing No.	REV. A
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CABINET

21 May 2019

Title: Enforcement Service Fees and Charges Review	
Report of the Cabinet Member for Enforcement and Community Safety	
Open Report	For Decision
Wards Affected: All	Key Decision: No
Report Author: Andy Opie, Operational Director, Enforcement & Community Safety	Contact Details: Tel: 0208 227 3590 E-mail: andy.opie@lbbd.gov.uk
Accountable Director: Andy Opie, Operational Director, Enforcement & Community Safety	
Accountable Strategic Leadership Director: Fiona Taylor, Director of Law and Governance	
Summary	
<p>The Council's Enforcement and Community Safety Service is responsible for tackling a wide range of issues that affect the community that primarily relate to crime and anti-social behaviour (ASB). From enforcement intervention, the service is able to recover income from activities including the issuing of fixed penalty notices (FPN) and charging for certain services such as licences and permits.</p> <p>Following recent service developments and an assessment of processes within the Enforcement and Community Safety division, a review of the current charges for FPNs was undertaken. Stemming from that review, it is proposed to increase the fees for offences related to fly tipping, litter and commercial waste to act as a further deterrent. The report also includes proposals relating to charging for food safety re-inspections, the licensing of Houses in Multiple Occupation (HMOs), other licensing activities and the introduction of a school staff parking permit. This paper sets out the rationale for the review and recommends what changes should be made.</p>	
Recommendation(s)	
The Cabinet is recommended to:	
<ul style="list-style-type: none"> (i) Agree to increase the FPN fee for littering offences (including littering from vehicles) from £75 to £150 with no early repayment discount; (ii) Agree to increase the FPN fee for fly-tipping offences from £150 to £400 with no early repayment discount; (iii) Agree to increase the FPN fee for commercial waste receptacle offences from £100 to £110; 	

- (iv) Agree to introduce a new charge for food premises re-inspections of £240;
- (v) Agree the amendment of various licensing fees, including those for mandatory HMOs, as set out at Appendix 1 to the report; and
- (vi) Agree the introduction of a new School Staff parking permit, set at the same rate as the LBBS staff permit, to enable school staff to park in a controlled parking zone area.

Reason(s)

The proposals are part of the Council's wider agenda and supports the four priorities for the borough:

- A new kind of council
- Empowering people
- Inclusive growth
- Citizenship and participation

1. Introduction and Background

- 1.1 The Council's Enforcement and Community Safety service is responsible for tackling a wide range of issues that affect the community, with a considerable focus on crime and ASB.
- 1.2 From enforcement intervention, the Council is able to recover income from activities including the issuing of fixed penalty notices and charging for certain services such as licences and permits. All of this income is used to recover the costs that the council spends on dealing with offenders and keeping the borough safe.
- 1.3 The Cabinet annually considers the fees and charges for Council services. The fees and charges schedule for 2019 was approved by the Cabinet on 13 November 2018 (Minute 54). The proposals in this report represent amendments / additions to that schedule.

2. Proposal and Issues

Fixed Penalty Notice changes

- 2.1 The Council has the ability to issue Fixed Penalty Notices (FPNs) to offenders for a variety of offences. Being able to issue FPNs is a vital tool as it negates the need in most cases to carry out a costly and slow prosecution of a company or individual and allows the Council to deal with a matter promptly and efficiently. This strategy has been very successful for LBBD with around 150 FPNs being issued every month.
- 2.2 The service is keen to use the full breadth of their enforcement powers and use this tool to regulate and enforce against non compliance. There are many different offences where an FPN can be issued. In general, the Government set the tariffs for FPNs and the amount that can be charged varies widely between different offences. In addition, some of these tariffs have a range set which enable councils to choose what amount they want to charge for particular offences. A review of the

current charges for FPNs in LBBDD has been undertaken and there are opportunities to increase the fees for three offences related to fly tipping, litter and commercial waste.

- 2.3 LBBDD is committed to maintaining a clean and safe environment for the benefit of everyone in the borough. The presence of dumped waste detracts from the image of the area, can be a potential health and safety issue and contributes to perceptions and fear of crime. The council believes that enforcement is a key component to improve local environmental quality and that having stricter penalties will act as deterrent to would be offenders. It is therefore being recommended that, where possible, the FPN tariffs for fly tipping and littering offences are increased to the maximum amount allowed by Government. There are three particular offences that this relates to:
1. Increase the FPN fee for littering offences (including littering from vehicles) from £75 to £150 with no early repayment discount
 2. Increase the FPN fee for fly tipping offences from £150 to £400 with no early repayment discount
 3. Increase the FPN fee for commercial waste receptacle offences from £100 to £110
- 2.4 For two of these offences council's can include early repayment discounts to act as an incentive for offenders to pay quickly. It can be argued that the higher the tariff the more of a deterrent it will be to would be offenders. It also enables the council to recover more money from FPNs to offset its costs. Current payment rates for FPNs are high (at around 70%) and are followed up with prosecutions for offenders that do not discharge liability through this route. It is therefore recommended that no early repayment discount is offered and that all FPN tariffs for environmental offences are set at the maximum amount.

Food Safety recharge for reinspection

- 2.5 The Council inspects food premises using the Food Standard Agency's (FSA) National scheme for rating the hygiene of premises known as the Food Hygiene Rating Scheme (FHRS). The Food Rating Scheme is a key tool in improving food safety within the borough. Premises are inspected and rated to ensure they are compliant with food safety legislation.
- 2.6 Ratings are published on the national database (<http://ratings.food.gov.uk/>). At the same time the premise is risk rated and the date for the next inspection is determined. The frequency of official controls ranges from 6 months for the highest risk business to every 3 years for the lowest risk business.
- 2.7 At the inspection the business is given a report detailing measures required for improvement. They are subsequently sent their risk rating (and sticker) with a letter explaining the process of applying for a re-rating visit. The business must submit sufficient information with its request to allow the inspector to assess if there has been an improvement to hygiene and safety. The business can explain what it has achieved towards the measures identified in the report.
- 2.8 Currently the FSA brand standard specifies that only one re-rating inspection can be requested between statutory inspections, and there is a 3-month standstill period

following a statutory inspection. Requests are accepted in that period, but we cannot carry out an inspection until the standstill period has elapsed. This was designed to ensure that the business can demonstrate sustained improvement following the statutory inspection. Once the application has been accepted and the standstill period has passed the Council has three months to complete the inspection. This allows the re-inspection to be fitted around the other proactive work of staff. At the re-rating inspection we are required to assess the premises in accordance with the Food Law Code of Practice and the rating can go up or down or stay the same. This service is currently provided at no cost.

- 2.9 Local Authorities are able to apply a charge for re inspecting and re-rating the premises. It is recommended that a charge is introduced in order that the council starts to recover costs associated with managing unhygienic and unsafe food premises in the borough.
- 2.10 The Regulatory Services team has undertaken benchmarking where this has already been implemented and reviewed Food Standards Agency guidance. The team have also calculated the approximate costs of undertaking a re-inspection and are recommending a fee of £240. Based on an estimate of at least 20 re-inspections a year, additional income of £4,800 would be generated.
- 2.11 The change to the rules would have the following effect:
- The business requests a re-rating visit in the usual way.
 - The three-month stand still period will no longer apply.
 - If there is sufficient information to demonstrate that a re-rating may be justifiable, the application is accepted, and the business will be contacted to arrange payment. Once payment is received, the Council has three months to complete the inspection.
 - There will be no specified limit to the number of re-rating inspection applications a business can make under the FHRS between statutory inspections as long as a business satisfies the application requirements.

Changes to licence fees

- 2.12 it was necessary to carry out a review of the services offered to licensed premises across the Borough to ensure the Council was recovering the cost for both processing applications and carrying out any enforcement or licensing activity in support of the Council's priorities.
- 2.13 A Supreme Court ruling regarding Sex Shop licensing fees (Hemming v Westminster City Council) determined that in order to comply with both UK law and the EU Directive, Councils would need to split the total cost of licensing fees into two parts:
- Part A - the true cost of processing the license application. This would include the administrative function and consideration and
 - Part B function - the cost applied for operating the licensing regime.
- 2.14 This case had implications for all local authorities in that to be compliant with the law licensing fees must be related to the actual running cost of the licensing service and not as a source of income generation or by high charges as a barrier to entry.

- 2.15 Appendix 1 provides a breakdown of current fees and charges for 2018/19 and the proposed Part A and B fees to be implemented from June 2019. Following a review of the licensing fees, the report also provides information where licensing fees have been reviewed. It also highlights the increase in associated fees through inflation (3.2% per annum) which will increase following adoption of the recommendations in this report.

Mandatory House in Multiple Occupation (HMO)

- 2.16 A Mandatory HMO is defined as a large HMO consisting of 5 or more people, forming 2 or more unrelated households, sharing facilities. The number of floors is now irrelevant to the definition of a HMO.
- 2.17 Mandatory licensing of large HMO's as defined above was introduced in 2006 and it has been a legal requirement for HMO's of this nature to be licensed by the Local Authority.
- 2.18 In April 2018, Government extended the definition of an HMO and this report seeks approval to impose the fees and charges in respect of licensing these types of properties and in respect of the new mandatory licensing conditions that the local authority will impose relating to the management, use and occupation of a licensed HMO.
- 2.19 Additionally, as set out in 2.13, following a Court of appeal ruling in 2013 (Hemming v Westminster City Council) the Local Authority had to review their fees and charges in order to comply with charging the correct licensing fees for licensable services. The mandatory HMO license fees have therefore been structured into Part A and Part B fees to comply with this court ruling. The current and proposed fees are set out in Appendix 1.

School staff parking permit

- 2.20 In September 2018 a report was approved by Cabinet on changes to the criteria for implementing Controlled Parking Zones (CPZ). Since then a programme to rollout CPZs across the borough has been designed with Phase 1 programmed to go live on 1 July 2019.
- 2.21 During the planning of the CPZ programme the impact on schools has been reviewed. CPZs near schools are considered to be an important part of the programme given the significant issues with dangerous and anti-social parking that are regularly being experienced. However, the implementation of CPZs will place restrictions on staff being able to park close to their school and may therefore have a detrimental effect on the day to day running of it. The impact is likely to include the ability to travel to and fro school effectively, staff morale and the recruitment and retention of staff. It is therefore recommended that a 'school parking permit' be introduced to enable school staff to park in CPZs.
- 2.22 There are currently a range of different permits that are available for residents, businesses and council staff. Changes to the permit scheme, including introducing measures to improve air quality such as a diesel surcharge were approved at cabinet in July 2018. Having considered all of the existing permits the conclusion is that school staff are an exceptional case and require a new permit to be introduced.

- 2.23 The schools in LBBD are excellent and we want to ensure we are doing everything that we can to ensure they continue to operate well. School staff provide an essential public service so they should be able to access parking permits at a discounted rate when compared to other permits. The proposal is to implement a specific permit for schools that is charged at the same rate as the existing LBBD staff permit.
- 2.24 Council staff are encouraged to use cleaner and more sustainable transport options as part of their commitment to improving the environment and reducing traffic congestion in the borough. However, for many staff access to a car is an essential part of carrying out their role. School staff are in exactly the same position. Council staff can currently purchase an annual permit for £347 or £29 per month (2019/20 rate). The recommendation is therefore for school staff to be able to access a permit for the zone that they are working in at the same rate as Council staff.

3. Options Appraisal

- 3.1 Three options have been considered with regards to the FPN increases. The first is 'No change', which has been discounted because the council is not recovering as much income as it could to cover the costs of enforcing offences in the borough, which is having a negative effect on other council services. The second is 'increase by a lower amount including early repayment options', which has been discounted partly because it means that the council will not recover all of the costs it could but also because it is believed that it will not have a sufficient deterrent effect. The third option, which is what is being recommended is to 'increase to the maximum' as this will have the maximum deterrent effect and enable more cost recovery, which will help protect other council services.
- 3.2 The other recommendations have been calculated based on the amount of time that it takes council officers to undertake the various activities involved in the process of inspecting or issuing licences and permits. No other options have been considered as the council only wishes to recover its costs in relation to these activities.

4. Consultation

- 4.1 Consultation has been undertaken with staff to review current activity and to understand the impact these processes are having on capacity and budgets. Proposals have then been developed and discussed with the relevant cabinet member. The proposals in this report were considered and endorsed by the Corporate Performance Group at its meeting on 28th March 2019.

5. Financial Implications

Implications completed by: Katherine Heffernan, Group Manager for Service Finance

- 5.1 This report proposes increases to the level of certain FPN fees, introduces a new charge for food premises re-inspections, introduces a new parking permit for school staff, and amends licencing fees to comply with recent case law.

- 5.2 The increases in FPN fees will bring charges in line with the statutory maximum as follows: for littering an increase from £75 to £150, for fly tipping from £150 to £400 and for commercial waste receptacle offences from £100 to £110. Assuming that the number of offences remains at the same level, the additional income generated is estimated at £64,000 pa. However, this does not take into account the deterrent effect of increasing fines or any other measures that might lead to a reduction in these offences.
- 5.3 A new charge of £240 for food premises re-inspections is proposed. It is anticipated that there will be approximately 20 re-inspections per year, which will generate income of £4,800.
- 5.4 The proposals introduce a new permit for school staff parking in a CPZ. The proposed cost is £347 for an annual permit or £29 per month.
- 5.5 Licence fees have been split into two parts : Part A which is set to cover the cost of processing the application, and Part B, which is set to cover the cost of operating the licencing regime. Appendix 1 sets out the current fees and the new fees which it is proposed to introduce from June 2019.
- 5.6 The fees for mandatory HMOs have been restructured to reflect new mandatory licencing conditions and also to provide a Part A and Part B split. The current income from HMO licencing fees over the five year licence period is £62,700 from 58 licences. Estimated additional income resulting from the proposed fee restructure has been estimated at £16,000 over the 5 year licence period, assuming that all applications are successful, and Part B is payable, and that the number of HMOs is unchanged at 58. This income will be applied to cover the cost of the scheme.

6. Legal Implications

Implications completed by: Dr Paul Feild, Senior Lawyer

- 6.1 As explained in the text of this report the fixed penal regimes are subject to Government Guidance and there is a discretion to fixing the fees up to a specified fee cap. Clearly a view can be taken as to whether a discount applies or not and it maybe that a way forward is to monitor if the availability of the discount has an impact on prompt payment and review in due course whether the change is effective in practice.
- 6.2 The power to charge for CPZ parking permits and the purposes for which the money may be used is set out in the Road Traffic Regulation Act 1984. This aspect has been tested in the courts. They have determined that the power is not to be used as a source of generating revenue, instead the charging regime ought to seek to be self financing including covering earlier deficits and when a surplus is generated the purpose to which it may be allocated is set out too in statute. That does not mean that finances should be on a knife-edge as it is quite lawful to be prudent to budget for a surplus to allow for unforeseen expenses, shortfalls in other years, and payment of capital charges/debts.
- 6.3 As such controls may have the potential to impact on people's mobility and health outcomes it is important that the changes are evaluated in terms of effect on

vulnerable groups to ensure that any access issues and human rights are properly considered. In relation to the impact on different groups, it should be noted that the Equality Act 2010 provides that a public authority must in the exercise of its functions have due regard to the need to eliminate discrimination and to advance equality of opportunity between persons who do and those who do not share a relevant 'protected characteristic'. This means an assessment needs to be carried out of the impact and a decision taken in the light of such information. For example, people with mobility challenges should not be put at a disadvantage by changes in the regime without proper consideration.

7. Other Implications

- 7.1 **Risk Management** – In order to implement the recommendations effectively it is proposed that staff training will be put in place where required, communications will be developed to ensure the public are aware of the changes, the council's website will be updated and specific engagement with schools will take place to ensure they are clear about the implications.
- 7.2 **Staffing Issues** – There will be no change to practice but staff will need to be aware of changes to fees and fee structures so training and awareness raising will need to be undertaken
- 7.3 **Corporate Policy and Equality Impact** – Attached at Appendix 2 is a copy of the Equality Impact Assessment Screening Tool. The changes proposed will have a financial impact on offenders of certain environmental offences, owners of unhygienic food premises, people wishing to apply for certain licences and some school staff working in controlled parking zones. However, no protected group will be disproportionately affected. As a result, a full EIA is not required. The recommendations are designed to improve safety and the local environment so the negative effect experienced by a few will be outweighed by the positive impact on the community as a whole.
- 7.4 **Health Issues** – These proposals will have a positive effect on health. The proposals are designed to improve safety and the environment, including the regulation of unhygienic food premises and preventing the illegal deposit of rubbish on our streets.
- 7.5 **Crime and Disorder Issues** – The council's Enforcement and Community Safety service block are responsible for tackling a wide range of issues that affect the community that primarily relate to crime and ASB. These proposals will help prevent offences from taking place through acting as a deterrent, they will help improve regulation of certain activities and will enable the council to recover more of its costs, meaning that capacity can be re-invested into other crime reduction activities

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

Appendix 1 - Licensing fees and charges 2019/20

Appendix 2 - Equality Impact Assessment Screening Tool

Appendix 1

Licensing Fees and Charges 2019/20

	Current Charge (from 1 January 2019)	Proposed 2019/20 Charge			Rationale for fee change from 2018/19
		Net (£)	VAT (£)	Gross (£)	
Special Treatment License Fees					
Laser and Intense Pulsed Light (IPL) treatments (Category 1)					
Part A (New Licence)	549.00 (not currently split)	549.00	0.00	549.00	Part A – This is the cost of processing the application Part B - On the successful application, a further fee is imposed to cover the cost of running and enforcing the licensing regime
Part B (New Licence)		150.00	0.00	150.00	
Part A (Renewal Licence)	549.00 (not currently split)	549.00	0.00	549.00	
Part B (Renewal Licence)		150.00	0.00	150.00	
Variation to Part A & Part B	£84.00	120.00	0.00	120.00	
<i>Variation - change of practitioner and any special treatments additional to those on the current license. There is an additional fee payable at the renewal stage and throughout the licence duration. The fee from moving from a lower category to a higher category will incur a fee variation between the categories</i>					
High Risk Skin Piercing Treatments (Category 2)*					
Part A (New Licence)	392.00 (not currently split)	392.00	0.00	392.00	As above
Part B (New Licence)		150.00	0.00	150.00	
Part A (Renewal Licence)	392.00 (not currently split)	392.00	0.00	392.00	
Part B (Renewal Licence)		150.00	0.00	150.00	
Variation to Part A & Part B	84.00	120.00	0.00	120.00	
<i>*Tattooing, body piercing, micro-dermal anchor, acupuncture, electrolysis, semi-permanent makeup, micro-pigmentation, tattoo removal (chemical) Microblading</i>					
Medium Risk Massage, Manicure, Pedicure, Vapour, Bath, Light and Electric treatments (Category 3)					
Part A (New Licence)	275.00 (not currently split)	275.00	0.00	275.00	As above
Part B (New Licence)		150.00	0.00	150.00	
Part A (Renewal Licence)	275.00 (not currently split)	275.00	0.00	275.00	
Part B (Renewal Licence)		150.00	0.00	150.00	
Variation to Part A & Part B	84.00	120.00	0.00	120.00	
<i>Includes massage, facials, manicure, pedicure, artificial nails, fish pedicure, spray tanning, sauna, jacuzzi, flotation tanks and sunbed (UV light) treatments</i>					

Appendix 1

Licensing Fees and Charges 2019/20

Low Risk Cosmetic Piercing Treatments (Category 4)					
Part A (New Licence)	117.50	117.50	0.00	117.50	As above
Part B (New Licence)	(not currently split)	90.00	0.00	90.00	
Part A (Renewal Licence)	117.50	117.50	0.00	117.50	
Part B (Renewal Licence)	(not currently split)	90.00	0.00	90.00	
Variation to Part A & Part B	84.00	90.00	0.00	90.00	
<i>Includes ear and nose piercing (lobe and nostril only and excludes septum)</i>					
<i>Where there is a transfer to a different license holder a transfer fee will apply (£150). However, if there are a number of changes this is deemed a new license and the relevant license fee applies</i>					
Licence - New Sex Shop Licence - Part A (Application fee)	3,820.00	2,502.00	0	2,502.00	Splitting the fees to reflect processing and enforcement of the licence
Licence - New Sex Shop Licence - Part B (Licence fee)	(not currently split)	1,500.00	0	1,500.00	
Licences - Sex Shop Licence Renewal - Part A	2,729.00	1,500.00	0.00	1,500.00	Splitting the fees to reflect processing and enforcement of the licence
Licences - Sex Shop Licence Renewal - Part B	(not currently split)	1,229.12	0.00	1,229.12	
Licences - Safety at sports ground Act - fees charged on officer time spent processing application (incl. Explosives)	200.00	Fees to be determined on a case by case basis on application			
Scrap metal Site Licence - New (Part A)	459.00	340.00	0.00	340.00	To reflect processing cost recovery
Scrap metal Site Licence New (Part B)	(not currently split)	170.00	0.00	170.00	
Scrap metal Site Licence - Renewal (Part A)	454.00	340.00	0.00	340.00	To reflect processing cost recovery
Scrap metal Site Licence - Renewal (Part B)	(not currently split)	170.00	0.00	170.00	
Scrap metal Collectors Licence - New (Part A)	273.00	170.00	0.00	170.00	To reflect processing cost recovery
Scrap metal Collectors Licence - New (Part B)	(not currently split)	140.00	0.00	140.00	
Scrap metal Collectors Licence - Renewal (Part A)	268.00	170.00	0.00	170.00	To reflect processing cost recovery
Scrap metal Collectors Licence - Renewal (Part B)	(not currently split)	140.00	0.00	140.00	
Buy With Confidence - Application	135.00	375.00	75.00	450.00	New fee structure reflects full cost recovery
Buy With Confidence - Renewal	135.00	250.00	50.00	300.00	
Registration of Small Society Lottery (new registration)	60.00	40.00	0.00	40.00	Statutory set fees

Appendix 1

Licensing Fees and Charges 2019/20

Registration of Small Society Lottery (annual registration)	60.00	20.00	0.00	20.00	
Food Safety - Re-inspection Fee	New Charge	240.00	0.00	240.00	New Fee

Current Mandatory HMO Licensing Fees

For each application for a 5 year licence	Up to 5 habitable rooms	6 to 9 habitable rooms	10 to 14 habitable rooms	15 to 19 habitable rooms	20 or more habitable rooms
Application fee- Part A	£956	£1200	£1300	£1500	£1650
Fee for assistance with application (including form completion)	£161.50 + £7.50 per room	£171.50 + £7.50 per room	£182 + £7.50 per room	£192 + £7.50 per room	£202 + £7.50 per room

Proposed Mandatory HMO Licensing Fees

For each application for a 5 year licence	Up to 5 habitable rooms	6 to 9 habitable rooms	10 to 14 habitable rooms	15 to 19 habitable rooms	20 or more habitable rooms
Application fee- Part A	£1000	£1000	£1000	£1000	£1000
Part B Payment	£300	£400	£500	£600	£700
Fee for assistance with application (including form completion)	£161.50 + £7.50 per room	£171.50 + £7.50 per room	£182 + £7.50 per room	£192 + £7.50 per room	£202 + £7.50 per room

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Equality Impact Assessment Screening Tool

Equality Impact Assessments help the Council to comply with its public sector duty under the Equality Act 2010 to have due regard to equality implications. EIAs also help services to be customer focussed, leading to improved service delivery and customer satisfaction.

The Council understands that whilst its equalities duty applies to all services, it is going to be more relevant to some decisions than others. We need to ensure that the detail of Equality Impact Assessments (EIAs) are proportionate to the impact of decisions on the equality duty, and that in some cases a full EIA is not necessary.

This tool assists services in determining whether plans and decisions will require a full EIA. It should be used on all new policies, projects, functions, staff restructuring, major development or planning applications, or when revising them.

Full guidance on the Council's duties and EIAs and the full EIA template is available at [Equality Impact Assessments](#).

Proposal/Project/Policy Title	Enforcement Fees and Charges Review
Service Area	Enforcement and Community Safety
Officer completing the EIA Screening Tool	Andy Opie, Director of Enforcement and Community Safety
Head of Service	N/A
Date	16/04/2019
Brief Summary of the Proposal/Project/Policy Include main aims, proposed outcomes, recommendations/decisions sought.	The council's Enforcement and Community Safety service block are responsible for tackling a wide range of issues that affect the community that primarily relate to crime and ASB. From enforcement intervention, the service is able to recover income from activities including the issuing of fixed penalty notices and charging for certain services such as licences and permits. Following recent service developments and a review of processes within the Enforcement and Community Safety division opportunities have been identified to either introduce new charges or increase existing ones. The proposed changes are as follows: (i) Increase the FPN fee for littering offences (including littering from vehicles) from £75 to £150 with no early repayment discount; (ii) Increase the FPN fee for fly tipping offences from £150 to £400 with no early repayment discount; (iii) Increase the FPN fee for commercial waste receptacle offences from £100 to £110; (iv) Introduce a new charge for food premises re-inspections

	of £240 where standards can be improved; (v) Amend various licensing fees in order to comply with recent case law (Hemmings) High Court decision; and (vi) Introduce a new school staff parking permit to enable them to park in the controlled parking zones that are currently being implemented throughout the borough.	
Protected characteristic	Impact	Description
Age	Positive impact (L)	These amendments will directly affect people who are caught offending, own a food business, wish to apply for a licence or are a member of school staff in a controlled parking zone in that they will now have to pay increased amounts. However, these are designed to improve safety and the environment so will have a positive effect on the general population.
Disability	Positive impact (L)	As above
Gender re-assignment	Positive impact (L)	As above
Marriage and civil partnership	Positive impact (L)	As above
Pregnancy and maternity	Positive impact (L)	As above
Race	Positive impact (L)	As above
Religion	Positive impact (L)	As above
Sex	Positive impact (L)	As above
Sexual orientation	Positive impact (L)	As above
How visible is this service/policy/project/proposal to the general public?	Medium visibility to the general public (M)	
What is the potential risk to the Council's reputation? Consider the following impacts – legal, financial, political, media, public perception etc	Medium risk to reputation (M)	

If your answers are mostly H and/or M = **Full EIA to be completed**

If after completing the EIA screening process you determine that a full EIA is not relevant for this service/function/policy/project you must provide explanation and evidence below.

I do not believe that a full EIA is required. The changes proposed will have a financial impact on offenders of certain environmental offences, owners of unhygienic food premises, people wishing to apply for certain licences and some school staff working in controlled parking zones. However, no protected group will be disproportionately affected. The recommendations are designed to improve safety and the local environment so the negative effect experienced by a few will be outweighed by the positive impact on the community as a whole.

Please submit the form to CE-strategy@lbbd.gov.uk and include the above explanation as part of the equalities comments on any subsequent related report.

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CABINET

21 May 2019

Title: 'No one left behind: we all belong' - A Cohesion and Integration Strategy for Barking and Dagenham	
Report of the Cabinet Member for Community Leadership and Engagement	
Open Report	For Decision
Wards Affected: All	Key Decision: No
Report Author: Geraud de Ville de Goyet, Community Policy Officer, Participation and Engagement Team	Contact Details: monica.needs@lbbd.gov.uk 0208 227 2936
Accountable Strategic Leadership Director: Tom Hook, Director, Policy and Participation	
<p>Summary</p> <p>In 2017, the 3000 residents involved in the Borough Manifesto set out a clear vision for our community in a time of profound change: to make Barking and Dagenham a friendly and welcoming borough with strong community spirit. This ambition recognises that, as people come to the borough from a wide range of backgrounds, bringing an even richer mix of personal stories, we must continue to nurture the spirit of belonging that has always defined our community, and talk with pride about the values that define our borough and that have made it – we believe - the greatest borough in London.</p> <p>Our borough and the context within which the Council operates has changed radically over the last decade and will continue to change for the foreseeable future. The population of the borough is larger and more transient than ever before. Overall population figures show a 25% increase between 2001 and 2016. Over the past five years, our borough has attracted nearly 11,000 more residents than have left over the same period.</p> <p>Barking and Dagenham is also growing much more diverse. The borough has had the fifth largest growth in residents born outside the UK and Ireland between 2001 and 2011, compared with other local authorities in England and Wales. Evidence shows that Barking and Dagenham is one of the fastest changing boroughs in the country when it comes to the proportion of the population that is non-white British.</p> <p>Undoubtedly, these changes come as a challenge for certain parts of our population. Surveys carried out since 2008 have systematically ranked LBBDD below the national average on questions related to community cohesion in the borough. The 2018 Resident's Survey found that just about 7 in 10 (73%) residents agree that their local area is a place where people from different backgrounds get on well together. This is significantly lower, by 16 percentage points, compared to the national average (89%).</p> <p>There is a difference of perception between people who have moved in the borough recently, who tend to be more open to diversity, and those who have been settled here for several generations, who feel more affected by the change brought about in their community. We know that this lack of cohesion is not the sole result of the erosion of traditional communities, but may also arise from important and persistent levels of</p>	

deprivation.

Recognising this challenge, the Council has set itself on a course to create the conditions, partnerships and services that support improvements in the lives of our residents, ensuring everyone has opportunities to succeed and thrive. Importantly, the vision for no-one left behind also means harnessing the borough's potential as London's growth opportunity to deliver growth that is inclusive and benefits all our residents.

This report sets out the Council's new Cohesion and Integration Strategy for the borough, in line with the vision set out in the Borough Manifesto for 2037. At the heart of this vision is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, sexual orientation and gender, and to ensure that no-one is left behind.

Integration, for us, means *the process of developing equality, participation and belonging to achieve cohesion in a community*. This suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.

This vision will be delivered through three main themes, and associated priorities:

1. Relationships and culture
 - Priority 1: To increase the opportunities for people from different backgrounds to meet and interact
 - Priority 2: To celebrate our culture, heritage and cultural diversity
2. Inclusion and participation
 - Priority 3: To help all residents integrate in our community
 - Priority 4: To listen better
3. Equality of opportunities
 - Priority 5: To create new and better jobs accessible to all and ensure a fair distribution of the benefits of regeneration

There is an emerging broader context within which this strategy is located and in which it provides one of the essential building blocks. This strategy sits, together with the VCSE strategy adopted on 18 February 2019, in the Council's new approach to participation and engagement, with clear interdependencies to the inclusive growth and prevention, independence and resilience strategies. The action plan is emerging and will be strengthened in the next year to align with the Theory of Change and the 3 overarching strategies, as cohesion and integration are cross-cutting.

In addition the strategy builds on our commitment to change the relationship between the citizen and the state, to empower individuals and the community to take greater control over their own lives, and the shaping of their own neighbourhood, and to enable greater participation.

In the following months, we will be working towards formalising our approach further through the adoption of a Faith Policy, a Green Spaces policy, and a VCSE assets policy.

Recommendation(s)

The Cabinet is recommended to:

- (i) Approve the “No one left behind: we all belong - A Cohesion and Integration Strategy for Barking and Dagenham”, as set out at Appendix 1 to the report; and
- (ii) Note the proposed approach to cohesion, including the socio-cultural, political and economic themes, and associated priorities and actions.

Reason(s)

Cabinet should agree these recommendations to develop the council’s approach to cohesion and integration in line with the shared long-term, resident-led vision for the borough, as set out in the Borough Manifesto and the emerging theory of change around participation and engagement, inclusive growth, and prevention, independence and resilience, to ensure that no-one is left behind.

1. Context

- 1.1 Barking and Dagenham has been on a significant journey. Connected to the sea via the Thames river, and formerly an industrial hotbed of the car industry, this has always been a borough of change. Working people from near and far came to the borough to improve their lives and to build a better future for themselves and their family. In the 20th century, these were families from the old East End, moving from Bow to the Becontree. In recent times, these movements have shifted and become more diverse, reaching further across the globe. Links extend from Europe as far as China and Africa. Our place and people are now richly connected to the rest of the world.
- 1.2 Our history is one of incredible developments, of new wealth and opportunities, as well as of rapid industrial decline. But despite uncertainty, our community spirit remains, pushing back against those who would seek to divide us, and sticking up for the values that we hold dear. Our community has always fought for equality and fairness. These values drove 187 sewing machinists to walk out of the Ford Car Plant in Dagenham in 1968, to ask for equal pay for men and women. This incredible act of courage was instrumental in achieving the 1970’s Equal Pay Rights Act.
- 1.3 Today, the population of the borough is larger and more transient than ever before. As people come to the borough from a wide range of backgrounds, bringing an even richer mix of personal stories, we must keep the spirit of belonging alive, and talk with pride about the values that define our borough.
- 1.4 Overall population figures show a 25% increase between 2001 and 2016. Over the past five years, our borough has attracted nearly 11,000 more residents than have left over the same period. In Abbey and Thames ward, the population increased by 33% and 36% respectively between 2011 and 2018. Population growth is also projected to continue and reach an estimated 290,000 people by 2050.
- 1.5 Barking and Dagenham is also growing much more diverse. The borough has had the fifth largest growth in residents born outside the UK and Ireland between 2001 and 2011, compared with other local authorities in England and Wales. The diversity of our community has increased by over 30%. Today, there are as many as 72 different non-English languages being spoken in households across the borough.

Evidence shows that Barking and Dagenham is one of the fastest changing boroughs in the country when it comes to the proportion of the population that is non-white British. This diversification is however not uniform. There are areas of very high diversity closer to inner London – and areas of much lower diversity further out.

- 1.6 Surveys carried out since 2008 have systematically ranked LBBD below the national average on questions related to community cohesion in the borough. The 2018 Resident's Survey found that just about 7 in 10 (73%) residents agree that their local area is a place where people from different backgrounds get on well together. This is significantly lower, by 17 percentage points, compared to the national average (89%). Overall, 1 in 7 residents have no intention of staying in the borough.
- 1.7 There is a difference of perception between people who have moved in the borough recently, who tend to be more open to diversity, and those who have been settled here for several generations, who feel more affected by the change brought about.
- 1.8 Conversations with residents suggest that this lack of cohesion is not the sole result of the erosion of traditional communities but may also arise from important and persistent levels of deprivation. For some communities, migration is perceived as directly responsible for the growing difficulty to access affordable housing and for the inability of younger generations to be able to set up home near where their parents live. There is a perception that resources – or services – are distributed to the advantage of specific sections of the community.
- 1.9 Furthermore, anti-social behaviour is more likely to be reported in areas with a high(er) proportion of churn and private rented properties. In a context of economic uncertainty and unsatisfactory outcomes for established communities, this can create or reinforce the perception of a migrant population that will not integrate with the rest of the community, and that does not have pride in the borough or the place they live in.
- 1.10 Core to developing a cohesion and integration approach is the understanding both within and across the Council that policy decisions and actions taken by officers and others impact on this perception on a daily basis. Practical examples include:
 - Faith organisations in shop venues
 - Fly tipping not being removed promptly
 - Low level tensions outside schools
 - Community Facebook page
- 1.11 Significant steps have been taken in the last few years to address some of the challenges. These include: the development of the Good neighbour guide; the Private Rented Property Licensing scheme; improved social media communications; the adoption of a parks strategy that seeks to reinvigorate our open spaces; improved street cleaning; the Summer of Festivals; the Connected Communities programme; Borough and Me; projects like Every One Every Day; research around the changing nature of faith in the borough and the religious planning policy etc.
- 1.12 It is worth noting that this strategy follows the publication, in March 2018, of the Mayor's strategy for social integration, which focuses on relationships, participation, equality and evidence, as well as MHCLG's Integrated Communities Action Plan in February 2019.

2. Engagement, consultation and co-production

- 2.1 The development of this strategy has undergone several phases. The starting point was the Borough Manifesto consultation, which involved over 3000 residents who identified community cohesion as a key priority and aspiration for the future. We have carried out an extensive review of the academic and policy literature to provide a snapshot on what is being done around cohesion internationally, nationally and in other localities. We have then engaged in a listening exercise locally, during the Summer of Festivals and through a series of world-café style events, e.g. The Big Conversation and focus groups with residents, using pictures of places and situations in the borough as triggers for conversation. These exercises have sought to enable residents to tell us about how they feel living in Barking and Dagenham, what are the borough's challenges and opportunities, but also what people's aspirations are as individuals and as a community. Beyond talking about cohesion, these dialogues have also served as vehicles for cohesion themselves, bringing people together in meaningful exchanges.
- 2.2 Furthermore, in line with the new direction taken by the Council, around the theory of change and the three key strands of Participation and Engagement, Inclusive Growth and Prevention, Independence and Resilience, we have also embedded the principle of co-production within the developments of the strategy itself, e.g. through co-design workshops with partners and residents.
- 2.3 The consultation, engagement and co-production exercises have included the following:
- Engagement as part of a consultation to design the Good Neighbour Guide during the Summer of Festivals of 2017
 - Sep-Dec 2017: One to one conversations with VCS organisations (BDCVS, CAB, BDSWA, Digilab, Lifeline, Studio3Arts, Integrated youth Services (LBBD))
 - Nov 2017-Feb 2018: Two Big Conversation events involving over 100 residents from Barking and Dagenham
 - Jan-May 2018: Six focus groups with residents, in partnership with local organisations (Gascoigne Children's Centre, Young Carers of Barking and Dagenham, Osbourne Partnership, Gascoigne Primary School, Chadwell Heath Tenants and Residents Association). A total of 93 residents, including adults and children, participated
 - 13 Jun 2018: Workshop at the Barking and Dagenham Delivery Partnership
 - August 2018: Feedback to all participants on progress to date, lessons learnt and invitation to September co-production sessions
 - Sep 2018: Co-production sessions (x2) featuring 13 participants from the voluntary and community sector, and residents
- 2.4 Lastly, having drawn together the strands of engagement and co-production, a final public consultation on the draft strategy took place in the period between 5 February and 11 March 2019, providing over 50 additional responses on the Council's portal, and a lot of social media engagement (Facebook and Twitter). Most respondents to the questionnaire were aged between 25 and 74, with nearly 65% women. Over 80% identified with the white British ethnic group with only two respondent indicating they were from a non-white background. A majority indicated being Christian (55%) or

without religion (30%) and straight (86%). Nearly 22% of respondents indicated having a disability.

- 2.5 All of the above contributions and responses were taken into account in finalising the strategy's vision and themes.

3 Consultation results

- 3.1 Improving cleanliness in the street, street maintenance, front garden tidiness, having more plants, trees, flowers etc. are seen as the most effective way to increase cohesion by respondents. This is not a surprise in itself but does suggest that more efforts should be targeted on these issues if we are to improve cohesion. Other ideas include reducing crime and anti-social behaviour, having more street parties and events, and improving housing.
- 3.2 Respondents feel that community spirit would be strengthened by increasing activities that bring people together as well as through supporting community groups and volunteering. Several respondents also indicated the need for more affordable and accessible community spaces. This response suggests strong support for initiatives like Every One Every Day (EOED).
- 3.3 In terms of challenges affecting cohesion and integration respondents tended to blame 'multiculturalism' or people living parallel lives and not engaging with each other. Racism, stigma and prejudice were also seen as drivers of division, as were bad manners, lack of education and lack of pride. Rapid change and the pressure on services as well as the poor knowledge of English were also seen as challenges.
- 3.4 About 57% of respondents indicated agreeing with Theme 1: Relationships and culture, 56% agreed with Theme 2: Inclusion and participation and 60% agreed with Theme 3: Equality of opportunities. These percentages are relatively low but this may be due to the lack of granularity in each of these questions and the focus on themes rather than practical actions.
- 3.5 67% of respondents agreed with Priority 1. To increase the opportunities for people from different backgrounds to meet and interact. Some expressed concerns over the role of faith organisations.
- 3.6 69% agreed with Priority 2. To celebrate our culture, heritage and cultural diversity. Many (10) emphasised the need to put more emphasis on British culture.
- 3.7 78% agreed with Priority 3. To help all residents integrate in our community. Many emphasised the need for more support for established communities and pointed to a lack of proposed actions in this regard.
- 3.8 83% agreed with Priority 4. To listen better. Several comments focused on the difficulty to contact the Council, and on their experience with council staff, and some welcomed the proposed staff trainings.
- 3.9 82% agreed with Priority 5. To create new and better jobs accessible to all and ensure a fair distribution of the benefits of regeneration. Some indicated their concerns on the way regeneration is being done, requesting more community

participation and the need to ensure that these did not lead to more overcrowding and competition over services.

3.10 Where possible these comments have been taken on board. This includes new actions related to the environment, loneliness and actions to mitigate the impact of transient communities on more established resident communities.

3.11 It is proposed to publicise a formal response to the consultation, indicating how it modified the strategy and to publicise this response on the Council's website and social media channels.

4. Vision and strategy themes

4.1 Our ambition for cohesion and integration in the years 2019 - 2024 is to set the foundation for achieving the vision set out in the Borough Manifesto for 2037, that is '*to make Barking and Dagenham a friendly and welcoming borough with strong community spirit*'. At the heart of this vision is the need to reinforce the links that keep people together, across ethnicities, opinions and beliefs, culture, age, sexual orientation and gender, and to ensure that no one is left behind. It is worth noting that the cross-cutting nature of cohesion means that this strategy will likely affect other priorities of the Borough Manifesto, in terms of improving the environment, safety, employment and health and wellbeing.

4.2 Evidence suggests that cohesion between individuals and groups increases when people have opportunities to meet and engage with other people in a meaningful way. Meaningful interactions enable people to learn about each other's lives, backgrounds and cultures, to develop empathy and trust, and to grow their sense of belonging to the community. Therefore we are creating an environment where people can participate and build strong relationships with one another in a friendly borough.

4.3 Recognising the importance of building shared values and celebrating our cultural diversity, our approach also recognises the role of inclusion and participation, as well as equality of opportunities on cohesion and integration. For instance, areas where there are lack of opportunities and high inequality also tend to be hotspots for fly-tipping and other antisocial behaviour, which have a negative impact on cohesion in the borough. In this context, a joint approach is needed, which builds on the relationships between the socio-cultural, political and economic dimensions of cohesion (Figure 1).

4.4 In this context, we define integration as *the process of developing equality, participation and belonging to achieve cohesion in a community*. This definition suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.

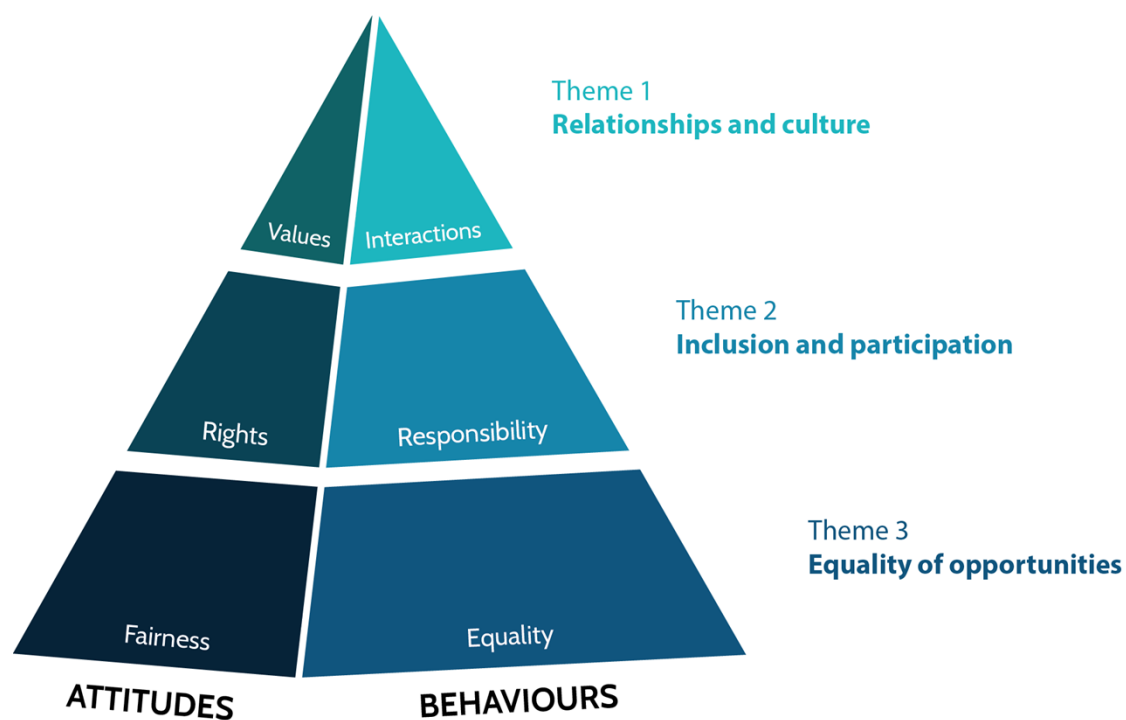


Figure 1 - Approach to cohesion and integration in Barking and Dagenham

4.5 Our approach highlights the relationships between the socio-cultural, political and economic dimensions of cohesion. The top layer focuses on the socio-cultural dimension and places an emphasis on relationships and culture. The middle layer focuses on the political dimension, and the importance of inclusion and participation. The foundational layer, at the bottom, focuses on the economic dimension, and the concepts of fairness and equality.

4.6 This isn't a strategy that tries to do everything; its primary focus is on the top two layers (relationships and culture, inclusion and participation). But it does suggest that what happens in the equality dimension - whether we succeed in our approach and manage to leave no one behind - will have implications on integration and ultimately cohesion in the borough. That is why this strategy needs to be informed by and in turn help shape what is done in our approach to inclusive growth.

4.7 The strategy proposes five priorities, each of which has a specific action plan. However, this is not a static document. Many actions are currently ongoing and, as our borough keeps changing in the years ahead and new challenges and opportunities develop, more actions will be added to support the development of a strong community spirit where it is needed most.

5. Theme 1: Relationships and Culture

5.1 Fundamentally, the council's cohesion and integration strategy aims to cultivate a sense of belonging in our community by encouraging harmonious interaction among people and groups with plural, varied and dynamic cultural identities. This will be done by focusing on the following two priorities:

- Priority 1: to increase the opportunities for people from different backgrounds to meet and interact

- Priority 2: to celebrate our culture, heritage and cultural diversity

- 5.2 To achieve this, the Council is enabling a new relationship with residents, as facilitator. In addition, it has launched a number of initiatives and events, e.g. Summer of Festivals, Every One Every Day, and aims to build on existing structures and initiatives happening in the borough. This means working with residents, partners, including statutory and non-statutory institutions and bodies, schools, voluntary and community organisations, faith organisations and businesses to create more opportunities for people from different backgrounds to interact and to increase mutual understanding and respect.
- 5.3 Culture has a social value. It can support many different kinds of learning at all ages both informal and formal and is a vital aspect of the education of all young people in formal education. It can support social networks and create social cohesion, help people to be healthier and more socially and physically active and encourage people to take care of places and take ownership.
- 5.4 The plans for the Becontree, which will see the co-production with residents of a ten-year plan to renew and restore the Becontree estate to coincide with its 100th anniversary in 2021, is a great opportunity to support local people to lead and collaborate on culture and shaping neighbourhoods in the Borough. Furthermore, the Council has stated its ambition to commission culture events across all services and sectors in order to build a reputation as a Borough that really explores the social value of culture for all.
- 5.5 In addition, the Heritage Strategy highlights the rich history of the borough, celebrating this and setting out a set of measures, in line with Ambition 2020 and the Growth Commission, to ensure the better promotion of heritage culture in the borough and to ensure the physical and intellectual history of place is conserved. Our heritage is a precious asset which makes an important contribution to people's quality of life, their sense of identity and to a successful and sustainable economy.
- 5.6 Other important initiatives include the Cultural Education Partnership, Creative Barking and Dagenham and the Cultural Connectors, and Pen to Print. The Cohesion and Integration strategy will build on these initiatives and focus on the way new stories can be added to the rich texture of place locally.

6. Theme 2: Inclusion and Participation

- 6.1 Being a member of our community comes with certain responsibilities towards our friends, family, neighbours and our environment to be proud stewards of the place we call home, and to be part of the changes we want to see in our borough. The Council has launched a number of initiatives to support this vision. This includes the Parks and Open Spaces strategy, the Good Neighbour Guide, as well as recycling campaigns.
- 6.2 Civic pride in the place and in the community is the shared value that guides us together as one community, with all its cultural diversity. Everything that we do, in how we treat one another and our borough– from our parks to our streets and our homes should show this value. This will be done by focusing on the following priorities:
- Priority 3: to help all residents integrate in our community

- Priority 4: to listen better

- 6.3 Civic pride is rooted in our tradition of openness and respect for people's individuality, esteem, pride and self-expression. Everyone is welcome in Barking and Dagenham and we want everyone to be given a chance to succeed, and to become a full and active member in our community. This means helping residents integrate in our community, and know their rights and responsibilities, including the right to grow and thrive and to find help and support when need arises. This also means encouraging behaviours that contribute positively to our community and help us make Barking and Dagenham the greatest borough in London.
- 6.4 As a Local Authority, we want to ensure that the integration of all residents in our community takes the best possible course. This includes new residents, who are moving to our community as well as residents who are born and bred in Barking and Dagenham, and who struggle in the face of adversity, deprivation and loneliness. But we can't do this alone, we need to work hand in hand with partners, voluntary and community groups and businesses, as well as residents to make this process both inclusive and participatory.
- 6.5 As a Council, we also need to become better at listening to the community. Over the past couple of years, the Council has dramatically improved its approach to communication, moving from a broadcasting model to one that makes use of the possibilities offered by social media platforms, such as Facebook and Twitter, and increasingly, one which favours online citizen participation and engagement. But listening is not the sole responsibility of the Council. If we are to succeed in our ambition to make Barking and Dagenham a friendly and welcoming borough, we all need to listen more to each other, and to engage in respectful dialogue, even when we disagree with each other. This includes admitting when we are wrong.

7. Theme 3: Equality of opportunities

- 7.1 In its Equality and Diversity Strategy for 2017-2021, the Council has adopted a vision to create a place where people understand, respect and celebrate each other's differences. A place where tolerance, understanding and a sense of responsibility can grow and all people can enjoy full equality and fulfil their potential. Part of the efforts to achieve this vision include improving outcomes for all and ensuring that no one is left behind.
- 7.2 Recent developments point to the huge progress we have made over the past couple of years when it comes to the physical regeneration of the Borough. We are actively demonstrating that Barking and Dagenham is 'London's Growth Opportunity' by delivering ground breaking developments, attracting major investment into new homes, industry, and infrastructure. This growth has the potential to bring tremendous benefits to the borough and to its residents, generating 20,000 new skilled jobs over the next 20 years.
- 7.3 Regeneration is about so much more than bricks and mortar. It is about hearts and minds, it is about people. We need to use regeneration plans to shape great places and support strong communities, making Barking and Dagenham a great place to live, work and visit; and renewing the borough for the 21st century. We know that without empowered and involved residents and communities, our approach to

regeneration could equally translate into growing inequality, social exclusion and division.

- 7.4 We now need to link these developments to the aspirations of our residents set out in the Borough Manifesto to ensure that no one is left behind. That is why our approach to inclusive growth – and the forthcoming inclusive growth strategy - is absolutely driven by the idea of fairness and equality of opportunity.
- Priority 5: to create new and better jobs accessible to all and ensure a fair distribution of the benefits of regeneration across the borough
- 7.5 The Equality Impact Assessment – attached as Appendix 2 – looks at specific actions that the strategy will propose to support people with protected characteristics.

8. Financial Implications

Implications completed by: Geetha Blood, Group Accountant, Housing and Environment

- 8.1 There are no direct financial implications arising from this report.

9. Legal Implications

Implications completed by: Dr. Paul Feild Senior Governance Lawyer

- 9.1 The Council's has the power to carry out the work to construct a cohesion and and integration strategy for the borough and identify and implement actions to any of the options which emerge to progress the strategy as it has been given a general power of competence under section 1 of the Localism Act 2011. This provides the Council with the power to do anything that individuals generally may do. Section 1(5) of the Localism Act provides that the general power of competence under section 1 is not limited by the existence of any other power of the authority which (to any extent) overlaps with the general power of competence. The use of the power in section 1 of the Localism Act 2011 is, akin to the use of any other powers, subject to Wednesbury reasonableness constraints and must be used for a proper purpose.
- 9.2 Whilst the general power of competence in section 1 of the Localism Act 2011 provides sufficient power for the Council to participate in the transaction and enter into the relevant project documents further support is available under Section 111 of the Local Government Act 1972 which enables the Council to do anything which is calculated to facilitate, or is conducive to or incidental to, the discharge of any of its functions, whether or not involving expenditure, borrowing or lending money, or the acquisition or disposal of any rights or property.
- 9.3 Furthermore the Council is bound to a statutory duty under the Equality Act 2010 to take into account in its activities what the impact will be on different groups. The Equality Act 2010 provides that a public authority must in the exercise of its functions have due regard to the need to eliminate discrimination and to advance equality of opportunity between persons who do and those who do not share a relevant 'protected characteristic'. This means assessments need to be carried out of the impact of application of potential strategies and so the final decision of adoption of an approach needs to be taken in the light of such information.

10. Other Implications

- 10.1 **Public Health Issues** - The Joint Health and Wellbeing Strategy 2019-2023 focuses on three priority themes and sets out six outcomes to be achieved by 2023, which will help to achieve the longer term aims detailed in the Borough Manifesto and reduce health inequalities across the life-course. One of the three themes of the Strategy which have the largest potential to impact health is theme 3 *Building Resilience including prevention and self-management*. This strategy supports the delivery of the outcomes cited in the Joint Health & Wellbeing Strategy, as studies have regarded social cohesion and integration as an important determinants of population health. Relationships are important for physical health and psychosocial well-being. High levels of social support can positively influence health outcomes through behavioral and psychological pathways. For example, social support may help people stick to healthier diets and reduce emotional stress. Both of these pathways can affect biological functioning in the cardiovascular, neuroendocrine, and immune systems. Social support can therefore both directly benefit people and indirectly buffer them from risk factors that might otherwise damage health.
- 10.2 **Contractual Issues** - In the event that any procurement aspects arise from the consultations, then this would need to be carried out in line with the Councils Contract Rules, and if the spend denotes, it may have to comply with EU Legislation.

Public Background Papers Used in the Preparation of the Report: None

List of Appendices:

Appendix 1: Draft Cohesion and Integration strategy

Appendix 2: Community and Equality Impact Assessment

No one left behind: we all belong.

A cohesion and integration strategy for
Barking and Dagenham

Draft– May 2019

Vision

Our ambition for cohesion and integration in the years 2019 - 2024 is to lay the foundation ‘to make Barking and Dagenham a friendly and welcoming borough with strong community spirit’ – the vision set out in the Borough Manifesto for 2037. At the heart of this vision is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, sexual orientation and gender, and to ensure that no one is left behind.

Integration, for us, means *the process of developing equality, participation and belonging to achieve cohesion in a community*. This suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.

No one left behind: We all belong.
A cohesion and integration strategy for Barking and Dagenham

Priority 1
Increase the opportunities for people from different background to meet and interact

Priority 2
Celebrate our culture, heritage and cultural diversity

Priority 3
Help all residents integrate in our community

Priority 4
Listen better

Priority 5
Create new and better jobs accessible to all and ensure a fair distribution of the benefits of regeneration across the borough

Theme 1: Relationships and Culture
Cohesion and integration does not mean everybody doing the same thing, thinking the same, dressing the same, or eating the same food. Nor does it only fall on one specific group of people.
No matter our background, we all have a part to play to make Barking and Dagenham a friendly and inclusive borough.

Theme 2: Inclusion and Participation
Being a member of our community comes with certain responsibilities, i.e. towards our friends, family, neighbours and our environment, and to be proud stewards of the place we call home.
We want everyone to be given a chance to succeed, and to become a full and active member in our community.

Theme 3: Equality of Opportunities
Regeneration is about so much more than bricks and mortar. It is about hearts and minds, it is about people. We need to use regeneration to shape great places and support strong communities.
Our approach to inclusive growth is absolutely driven by the idea of fairness and equality of opportunity.

VISION: WE ALL BELONG
Reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, sexual orientation and gender, and to ensure that no one is left behind

Foreword

My Story by Cllr Saima Ashraf, Cabinet Member for Community Leadership & Engagement

When I moved to the UK from France, 15 years ago, I did not know any English. I had initially followed my ex-husband here and after just a few days, my three daughters and I were placed into a homeless unit hostel in Barking. At the time, I was going through domestic violence and the police were quite involved.

I didn't know about the system, the country or people. The language barrier was huge and I felt helpless at times. The hostel manager insisted that I should put my daughters in school, but I was reluctant. I felt isolated and did not want to go out.

I finally accepted for fear that social services might take my children away from me, and I began venturing outside. One day, as I walked back from school, I saw a note outside a charity shop asking for volunteers. I applied and joined the shop as a floor assistant where I worked for nine months. Although I wasn't paid, this job really helped me build my confidence in engaging with people and feeling less scared.

After staying in the hostel for a while I moved to a council flat. My life was finally starting to turn. I got a divorce and decided I would do whatever it took to sustain my family. I did not want to be dependent anymore, I wanted to work.

I joined the Metropolitan Police and volunteered there for two and half years. During those years, I very much grew as a person, improved my English and started learning about the laws and the country. I got into the habit of helping my African neighbours to translate documents, so I later decided to pursue an interpretation diploma. I also met the Member of Parliament for Barking and Dagenham, who helped me with some of my domestic issues as well as casework from my neighbours. I really wanted to give back and started to attend coffee mornings with her, doing leafletting and helping where I could.

I enjoyed seeing all the activism that she was doing, especially against the BNP and that made me want to join the Labour party. After joining in 2006, I campaigned for a few years with her and stood in the local election in 2010 for the first time. I loved being a Councillor. So, I ran again and successfully got re-elected in 2014 and 2018 and appointed as Deputy Leader.

Today, I feel like I belong to a place, a family, a community in Barking and Dagenham. I cherish my multiple identities and the blend of cultures that makes me the person I am, but I also feel extremely grateful to call this place home. When my eldest daughter did her first year as a paramedic at Becontree ambulance station, I was the proudest mum I could be: this was her giving back to the community!

Looking back, I have a hard time recognising the person I was when I first arrived in Barking and Dagenham, but I do recognise the journey I took, and all the people that helped me along the way. Each and every one of them, in their own way, has made me the person I am today. They made me feel like I belonged here, and for that, I will always be grateful.

This isn't just my story, but the story of many people who have moved in our borough, through hardship and good fortune, and who now call this place home. And I believe it is our responsibility, as a community, to look after each other. We all have a part to play and make sure that no one is left behind.

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1. Introduction

Barking and Dagenham has been on a significant journey. Connected to the sea via the Thames river, and formerly an industrial hotbed of the car industry, this has always been a borough of change. Working people from near and far came to the borough to improve their lives and to build a better future for themselves and their family. In the 20th century, these were families from the old East End, moving from Bow to the Becontree. In recent times, these movements have shifted and become more diverse, reaching further across the globe (Appendix 1). Links extend from Europe as far as China and Africa. Our place and people are now richly connected to the rest of the world.

Our history is one of incredible developments, of new wealth and opportunities, as well as of rapid industrial decline. But despite uncertainty, our community spirit remains, pushing back against those who would seek to divide us, and sticking up for the values that we hold dear. Our community has always fought for equality and fairness. These values drove 187 sewing machinists to walk out of the Ford Car Plant in Dagenham in 1968, to ask for equal pay for men and women. This incredible act of courage was instrumental in achieving the 1970's Equal Pay Rights Act.

Today, as more people come to the borough from a wide range of backgrounds, bringing an even richer mix of personal stories, we must keep the spirit of belonging alive, and talk with pride about the values that define our borough.

Cohesion and integration, in Barking and Dagenham, does not mean everybody doing the same thing, thinking the same, dressing the same, eating the same. Nor does it only fall on one specific group of people. No matter what our background is, we all have a part to play to make Barking and Dagenham a friendly and inclusive borough (figure 1).

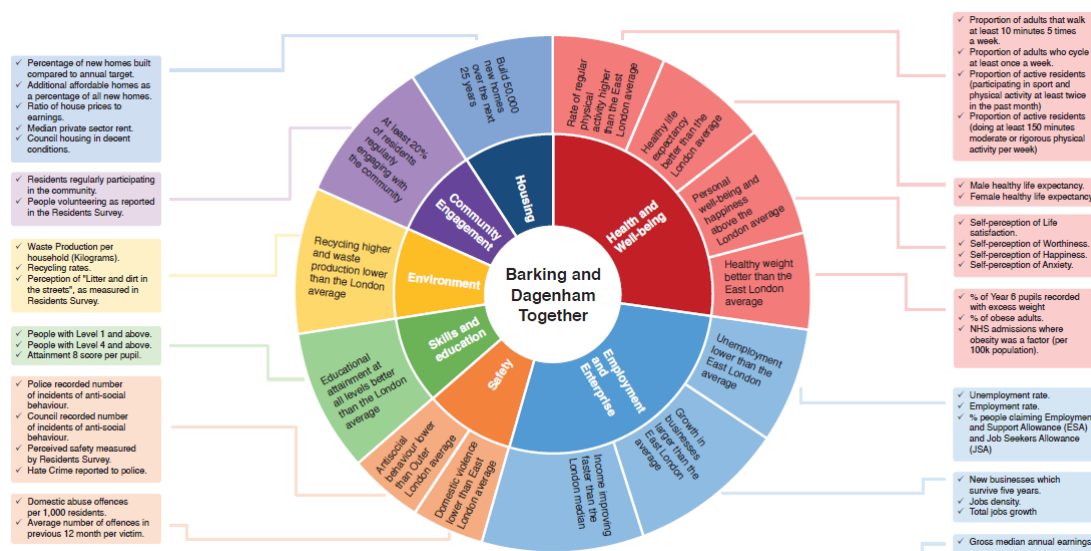


Figure 1 - Borough Manifesto goals and outcomes

This demands more listening from all of us. More shared experiences. More play. More laughter. To put a stop to loneliness. And hate. And indifference to one another. Because, regardless of our origins, ethnicity, religion or sexual orientation, we all came to belong, and we all aspire to lead happy and fulfilling lives for ourselves and our families.

2. The Case for Cohesion and Integration

2.1 Our diversity and changing identities

Our borough and the context within which the Council operates has changed radically over the last decade and will continue to change for the foreseeable future. The population of the borough is larger and more transient than ever before. Overall population figures show a 25% increase between 2001 and 2016. Over the past five years, our borough has attracted nearly 11,000 more residents than have left over the same period. In Abbey and Thames ward, the population increased by 33% and 36% respectively between 2011 and 2018. Population growth is also projected to continue and reach an estimated 290,000 people by 2050.

Barking and Dagenham is also growing much more diverse. The borough has had the fifth largest growth in residents born outside the UK and Ireland between 2001 and 2011, compared with other local authorities in England and Wales. The diversity of our community has increased by over 30%. Today, there are as many as 72 different non-English languages being spoken in households across the borough. Evidence shows that Barking and Dagenham is one of the fastest changing boroughs in the country when it comes to the proportion of the population that is non-white British (Appendix 1). This diversification is however not uniform across the borough. Whilst there are pockets of very high diversity closer to inner London, other areas bordering with Havering are less diverse.

There are many reasons why people choose to move to Barking and Dagenham, from the affordability of homes to the borough's attractive environment for entrepreneurs and artists. Newcomers who have chosen to make Barking and Dagenham their home contribute to our borough in many ways, bringing economic and cultural benefits, as well as enriching our communities and our shared way of life. But the pace of population growth also brings new challenges and can add more pressure on both housing availability and access to services.

2.2 Neighbourhood deprivation and housing challenges

These are challenging times for many residents, with sustained austerity, coupled with population changes, rising demand, government policy changes and, for too many years, stubbornly poor outcomes across a number of key wellbeing indicators, which in a nutshell means their quality of life is not improving. Our unacceptably high levels of domestic abuse, for instance, have severe long-lasting and wide-ranging social, health and economic impacts in Barking and Dagenham. Substance misuse, joblessness and poor housing conditions can all be among the root causes.

Many residents, old and new, find it increasingly difficult to find decent homes for themselves and their families. The borough has seen the largest proportional increase in the private rented sector compared with the rest of London. In the past 15 years, the number of homes rented privately has grown from 5% to about 25% of total housing stock. At the same time, LBB's affordable housing stock has almost been halved through the Government's Right to Buy scheme. Currently, several thousand households are on the housing register. In response to this, the Council has launched an ambitious plan to develop 50,000 new homes by 2037, aided by 'Be First' our council-owned housing development and regeneration company.

Evidence demonstrates that many people moving to the borough privately rent their homes. In the worst cases, socially and economically vulnerable newcomers can find themselves exposed to rogue

landlords and poor housing conditions. This is particularly true for those who are in low paid, and more insecure work; who depend on immigration status, which can take a long time to resolve; those who do not have the right to rent or work, and or are legally prevented from having a UK bank account; and those unfamiliar with the legal rights of tenants and the responsibilities of landlords. All these factors can be further worsened by language barriers.

Poorly maintained and overcrowded homes are not only unacceptable for those renting them, they also have a wider impact on the community. Where these properties exist, people move on quickly (Appendix 1), anti-social behaviour tends to be higher, and the ingredients that make strong communities tend to be missing.

Therefore, it is essential that this sector provides good quality housing, which is maintained well, not overcrowded, and doesn't financially exploit people. But as we build new homes, we mustn't ignore the plea of our most established communities either, those born and bred in Barking and Dagenham who are still awaiting the positive effects of regeneration and economic growth, and who live in ageing or decaying homes. Looking after all residents faced with situations of deprivation is the only way to ensure that no one is left behind.

2.3 Why we need a cohesion and integration strategy

Despite the borough's diversity, many of us spend little time with people from other walks of life. This problem is not specific to Barking and Dagenham. According to The Challenge, this lack of connectedness affects us all, whatever our background. It magnifies divisions and contributes to problems, such as the rise in extremism and the disillusion among sections of society (The Challenge, 2018).

Isolation and division make it more difficult for us to understand other people, and more difficult to connect with the community and to stop prejudice. Surveys carried out since 2008 have ranked LBBDD below the national average on questions related to community cohesion in the borough. The 2018 Resident's Survey found that 27% residents disagree that their local area is a place where people from different backgrounds get on well together, compared with a national average of 11% (2017). Overall, 1 in 7 residents have no intention of staying in the borough which means they feel less invested in their community and the people and place around them.

There is a difference of perception between residents who have moved to the borough recently, who tend to be more open to diversity, and those who have been settled here for several generations, who feel more affected by the change brought about. For some residents, newcomers are perceived as directly responsible for their growing difficulty to access affordable housing and for their children's inability to set up home near where they live. There is a perception that resources – or services – are distributed to the advantage of specific people in our community. Whilst this is not true in practice, we cannot be blind to the underlying, socio-economic causes which enable such perceptions to take root in our communities.

Crime and anti-social behaviour are more likely to be reported in more deprived areas, where there is a high proportion of poorly maintained and overcrowded private rented properties. In a context of economic uncertainty and unsatisfactory outcomes for established communities, this can create or reinforce the perception of a migrant population that will not integrate with the rest of the community, and that does not have pride in the borough or the place they live in.

We know that perception plays a major role in how people feel in B&D. Whilst crime is a serious issue in our borough, the perception of crime and its association with certain ethnic groups has more impact on people's behaviours than actual, personally-experienced violence, which is fortunately rarer. Perception needs to be taken seriously as it can create self-fulfilling prophecies, where people avoid contact with others, and this, in itself, creates greater divides and isolation.

Significant steps have been taken in the last few years to address some of these challenges. In 2014, the Council adopted a 5-year, Private Rented Property Licensing ('PRPL') scheme – to run alongside a statutory scheme for the mandatory licensing of houses in multiple occupation ('HMOs') – which meant private landlords had to take more responsibility for their properties and their tenants. The PRPL aims to address a number of challenges associated with the PRS, including crime and anti-social behaviour. The scheme has led to us taking more legal action against rogue landlords with an increase in the number of cases from 11% to 31% between 2014 and 2017.

A particular highlight of the last four years has been our efforts to connect and reconnect with residents and actively listen to all parts of our community. In the last two years we engaged with an unprecedented 6,000 residents, through consultation and engagement work to find out what they care about and what they want for the borough.

3,000 of our residents came together to produce the Borough Manifesto, a vision for the future of the Borough which forms the top-level strategy for the Council and partners, to deliver the aspirations of our residents. They have also come together to develop the Good Neighbour Guide, a shared understanding of what being a resident means in Barking and Dagenham. Meanwhile, The BAD Youth Forum continues to give children and young people a voice and influence over decision-making.

More recently, the Council has worked with VCSE organisations on a wide range of engagement activities across the community including 'Big Conversation' events and focus groups, 'Human Library', and the first community cohesion hackathon, 'Belief in Barking and Dagenham'. These are a small part of an array of initiatives aimed at giving residents a say in their borough, and at improving cohesion.

3. Vision and Priorities

3.1 Vision

Our ambition for cohesion and integration in the years 2019 - 2024 is to lay the foundation '*to make Barking and Dagenham a friendly and welcoming borough with strong community spirit*' – the vision set out in the Borough Manifesto for 2037. At the heart of this vision is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, sexual orientation and gender, and to ensure that no one is left behind. We all have a part to play.

Integration, for us, means *the process of developing equality, participation and belonging to achieve cohesion in a community*. This suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.

Recognising the importance of building shared values and celebrating our cultural diversity, our approach also recognises the role of inclusion and participation, as well as equality of opportunities on cohesion and integration. For instance, areas where there are lack of opportunities and high inequality also tend to be hotspots for fly-tipping and other antisocial behaviour, which have a negative impact on cohesion in the borough. In this context, a joint approach is needed, which builds on the relationships between the socio-cultural, political and economic dimensions of cohesion (Figure 1).

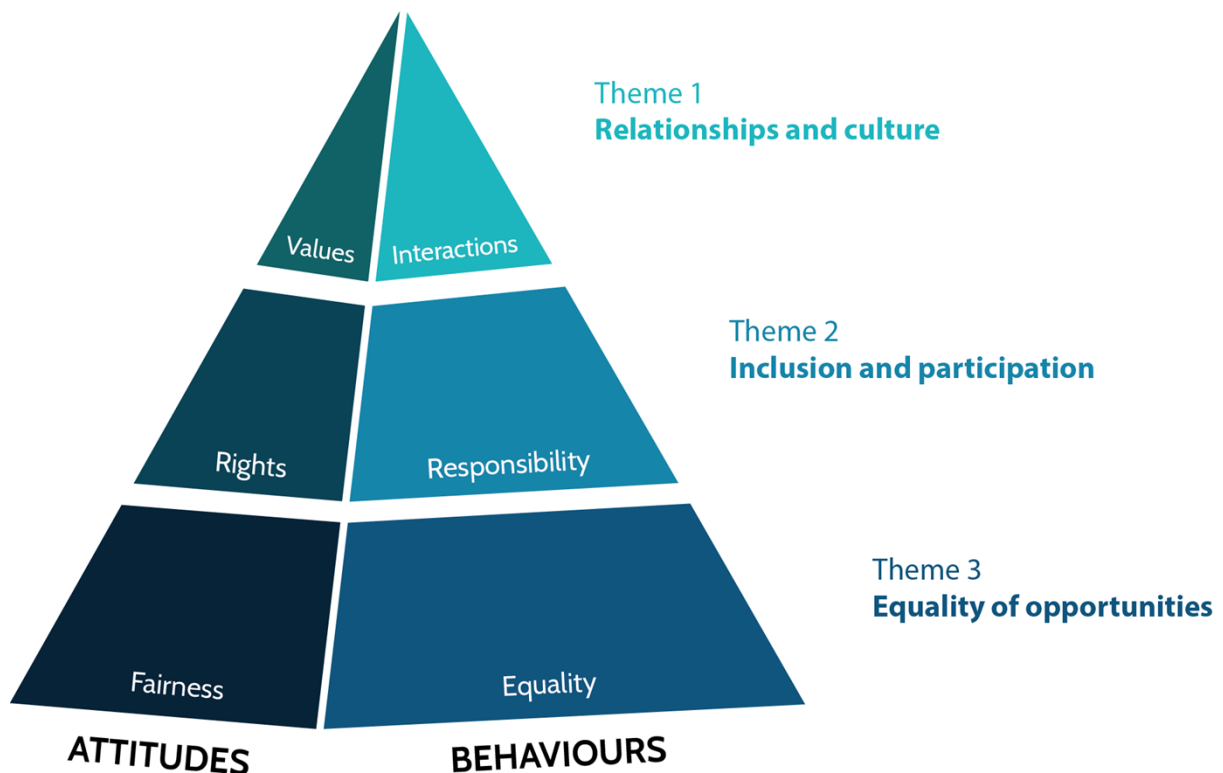


Figure 1 - Cohesion and integration approach in Barking and Dagenham

This isn't a strategy that tries to do everything; its primary focus is on the top two layers (relationships and culture, inclusion and participation). But it does suggest that what happens in the equality dimension - whether we succeed in our approach and manage to leave no one behind - will have implications on integration and ultimately cohesion in the borough. That is why this strategy needs to be informed by and in turn help shape what is done in our approach to inclusive growth.

The strategy proposes five priorities, each of which has a specific action plan. However, this is not a static document. Many actions are currently ongoing and, as our borough keeps changing in the years ahead and new challenges and opportunities develop, more actions will be added to support the development of a strong community spirit where it is needed most.

3.2 Theme 1: Relationships and culture

Fundamentally, the council's Cohesion and Integration strategy aims to inspire a sense of belonging in our community by encouraging people and groups to interact more, whatever their background, faith or cultural identity. This will be done by focusing on the following two priorities:

- **Priority 1: to increase the opportunities for people from different backgrounds to meet and interact**
- **Priority 2: to celebrate our culture, heritage and cultural diversity**

Priority 1: to increase the opportunities for people from different background to meet and interact

Evidence suggests that cohesion between individuals and groups increases when people have opportunities to meet and engage with each other in a meaningful way. Meaningful interactions enable people to learn about each other’s lives, backgrounds, cultures and faith, to develop empathy and trust, and to grow their sense of belonging to the community. This is why we need to increase the opportunities for people from different backgrounds to meet and interact.

To achieve this, the Council has launched a number of well-attended initiatives and events, e.g. Summer of Festivals, Every One Every Day, and further aims to build on and amplify existing structures and initiatives happening in the borough. This means working with partners, including statutory and non-statutory institutions and bodies, schools, voluntary and community organisations, faith organisations and businesses to create these opportunities for people to interact and for increasing mutual understanding and respect.

OVERARCHING PROGRAMMES	LEAD TEAM	DELIVERY DATE
Work with Barking and Dagenham Faith Forum to support interfaith activity and engagement	Participation and Engagement	Ongoing
Continue to promote events favouring interactions between residents (e.g. Summer of festivals, VCS initiatives)	Communications and Policy; Leisure, Parks and Heritage	Ongoing
Continue to support practical participation initiatives, e.g. Every One Every Day, as a way to bring people together	Participation and Engagement	Ongoing
Strengthen the voluntary, community and social enterprise (VCSE) sector in line with the ambition laid out in the VCSE strategy	All services	Ongoing
Work with partners to better harness the potential of sports to build tolerance, cohesion and integration	Community Solutions; Participation and Engagement; Leisure, Parks and Heritage	Ongoing
KEY AND ONGOING ACTIONS	LEAD TEAM	DELIVERY DATE
Use festivals as a vehicle to engage with the	All services	Ongoing

community		
Produce a Faith Policy for the borough	Participation and Engagement	July 2019
Continue to use volunteering as a way to build relationships between people	Participation and Engagement; Leisure, Parks and Heritage; with the social infrastructure support partner	Ongoing
Develop a Sports and Physical activity strategy that supports cohesion in the borough	Leisure, Parks and Heritage	September 2019

Priority 2: to celebrate our culture, heritage and cultural diversity

Culture has a social value. It can support learning and is a vital aspect of the education of all young people in formal education. It can support social networks and create social cohesion, help people to be healthier and more socially and physically active and encourage people to take care of places and take ownership.

The Council has stated its ambition to commission culture across all services and sectors in order to build our reputation as a borough that really explores the social value of culture for all. We should continue to be ground-breaking in how we support local people to lead and collaborate on culture in the Borough. Flag raising ceremonies outside the Town Hall and the celebration of St George's day are also important ways to celebrate diversity in this regard.

The Heritage Strategy highlights the rich history of the borough and sets out measures to ensure the promotion of our heritage and that the physical and intellectual history of place is conserved. Our heritage is a precious asset which makes an important contribution to people's quality of life, their sense of identity and to a successful and sustainable economy.

Other important cultural initiatives include Creative Barking and Dagenham and the Cultural Connectors, Pen to Print, and the Cultural Education Partnerships (CEP). CEP was established in 2013-14 as one of three pilots formed by Arts Council England to enable young people to participate, shape and take pride in creative and cultural opportunities in the borough. The CEP is built on three priorities to support youth cultural leadership, celebrating achievements, and to help young people access jobs in the cultural sector.

The Cohesion and Integration strategy aims to build on these initiatives and focus on the way new stories can be added to the rich texture of place locally.

OVERARCHING PROGRAMMES	LEAD TEAM	DELIVERY DATE
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Work with initiatives like the Cultural Education Partnership to enable young people to participate, shape and take pride in creative and cultural opportunities and making their voice heard	Leisure, Parks and Heritage, Culture	Ongoing
Use heritage assets to encourage interactions between people and increase pride in the borough, e.g. Valence Museum and the Local Studies Archive, Eastbury Manor House	Leisure, Parks and Heritage; Culture	Ongoing
Build on the cultural strategy to continue to support culture and creativity as a means of bringing people together	Leisure, Parks and Heritage; Culture	Ongoing
KEY AND ONGOING ACTIONS	LEAD TEAM	DELIVERY DATE
Continue to encourage flag raising ceremonies to reflect and celebrate diversity in our borough	Leader's office; Communications and Policy	Ongoing
Support arts and culture in the public realm	Leisure, Parks and Heritage; Culture	Ongoing
Continuing to support local arts and culture organisations, e.g. through asset transfer, and to increase the offer across the borough	Leisure, Parks and Heritage; Culture	Ongoing
Celebrate St George's Day as part of the wider cultural programme of events	Communications and Policy; Culture	Ongoing
Support youth arts projects around cohesion in the borough	Participation and Engagement; Engagement and Opportunity; Leisure, Parks and Heritage; Culture	Fall/Winter 2019

3.3 Theme 2: Inclusion and civic participation

Being a member of our community comes with certain responsibilities, i.e. towards our friends, family, neighbours and our environment to be proud stewards of the place we call home, and to be part of the changes we want to see in our borough. The Council has launched a number of initiatives to support this vision. This includes the Parks and Open Spaces strategy, the Good Neighbour Guide, as well as recycling campaigns.

Civic pride in the place and in the community is a fundamental value that guides us together as one community, with all its cultural diversity. We want to share this value with everyone that comes to live or work here. We want it to show in everything that we do, in how we treat one another and our borough– from our parks to our streets and our homes. This will be done by focusing on the following two priorities:

- **Priority 3: To help all residents integrate in our community**
- **Priority 4: To listen better**

Priority 3: To help all residents to integrate in our community

We want everyone to be given a chance to succeed, and to become a full and active member in our community. This means helping residents integrate in our community, and know their rights and responsibilities, including the right to grow and thrive and to find help and support when need arises. This also means encouraging behaviours that contribute positively to our community and help us make Barking and Dagenham the greatest borough in London.

As a community, we have a responsibility to ensure that the integration of all residents in our community takes the best possible course. This includes new residents, who are moving to our community as well as residents who are born and bred in Barking and Dagenham, and who struggle in the face of adversity, deprivation and loneliness. We can't do this alone, we need to work hand in hand with partners, local organisations and businesses, as well as established residents to make this process both inclusive and participatory.

OVERARCHING PROGRAMMES	LEAD TEAM	DELIVERY DATE
Work with partners to mitigate the impact of rogue landlords on marginalised families and individuals	Regulatory Services	Ongoing
Better use of data to help identify and predict needs cohesion issues and/or risks for the protection of people's rights	Insights and Innovation	Ongoing
Explore what 'no one left behind' means in the context of a highly changing population	Participation and Engagement	March 2020
KEY AND ONGOING ACTIONS	LEAD TEAM	DELIVERY DATE
Launch <i>This Is Me</i> – a campaign to celebrate people's individual stories about what makes them who they are	Communications and Policy	Autumn 2019
Create a Wall of Fame (#ThisIsMe) to promote residents that support cohesion in the borough	Communications and Policy	Autumn 2019

Explore how citizenship ceremonies can be improved, building on our participation to the Mayor of London Pilot	Participation and Engagement; Registration and Citizenship Services	Spring 2020
Commission a group of students to produce a version of this cohesion and integration strategy for youth and distributed it in schools across the borough	Culture; Leisure, Parks and Heritage	Subject to funding
Continue to implement and expand the Votes for Schools programme to promote dialogue and understanding around PSHE and Citizenship	BD School Improvement Partnership	September 2019
Coproduce the implementation of the Good Neighbour Guide with the community, and link with the schools programmes on citizenship	Transformation; Participation and Engagement; Communications and Policy	Winter 2019
Encourage more volunteering to support residents experiencing social isolation and social anxiety	Culture; Leisure, Parks and Heritage	Ongoing
Work with the voluntary, community and social enterprise sector to deliver better advice to migrants	All services	Ongoing
Reinstate the Hate Incident Panel and work with partners towards an agreed approach to tackling hate crime in the borough, with reference to the LGBT+ action plan	Community Safety	Ongoing
Support residents to access appropriate English language and vocational skills and qualifications.	Adult College; Community Solutions	Ongoing
Increase the support offer for migrants in hostels (e.g. trainings, Creative English...)	Community Solutions	Ongoing
Work with the voluntary sector, day services and people with a learning disability to increase social opportunities in the evening and weekends	All services	Ongoing
Explore the possibility of running Cultural Cafes in collaboration with partners	Culture; Leisure, Parks and Heritage	Spring 2020

Work with internal and external partners and landlords to co-produce welcome options for new residents (e.g. settling in visit, Welcome Pack, neighbourhood guides)

All services

Subject to funding

Priority 4: To listen better

Too often social media channels serve to amplify negative and pessimistic voices, and miss out on the incredible personal stories and acts of many residents who selflessly give to their community. We can't let pessimism dictate our vision, our sense of community and our lives. If we are to succeed in our ambition, we have to listen to each other more, and to engage in respectful dialogue, even when we disagree with each other.

As a local authority, we also need to become really good at listening to the community. Over the past couple of years, the Council has significantly improved its approach to communication, moving from a broadcasting approach to one that makes more use of the conversational possibilities offered by social media platforms, such as Facebook and Twitter, and increasingly, one which favours resident participation and engagement. We now need to embed this new approach across council services, and to ensure that when residents take the time to talk to us we follow up and respond in a timely manner, and in a way that makes sense to them.

In order to spread this new relationship with residents across the borough we must build the social infrastructure that facilitates residents to connect with one another, engage with the Council and participate in the community on their own terms and in their own way. The introduction of a *Citizens Alliance Network* will enable the Council to play its role as connector and facilitator within the community. An important focus will be to reach out to the residents that do not usually engage and enable residents to be more involved in the decisions on related issues impacting on their neighbourhood.

Many residents care deeply for their neighbourhood, and quite rightfully, refuse to accept seeing litter pile up on street corners, and abandoned mattresses in alley ways. As a community, we must do better in changing our behaviour to make this borough cleaner and greener. This includes reducing the quantity of litter produced, recycling more, and aiming towards an improved bin collection service to make Barking and Dagenham a friendly and welcoming place. We all need to take pride in our community.

OVERARCHING PROGRAMMES	LEAD TEAM	DELIVERY DATE
Deploy the new Citizens Alliance Network engagement platform to enable renewed dialogue between residents and the Council, with a particular focus on residents that do not usually engage	Communications and Policy, Participation and Engagement	Spring 2019
Design a training strategy and delivery plan to increase staff's understanding of issues that affect cohesion in the borough and how these can be better addressed	Human Resources; Participation and Engagement; Public Realm	Summer 2019

Co-produce a story of the borough with residents	Inclusive Growth	Ongoing
Bring together professionals and residents to discuss challenges of crime and safety and what can be done in partnership to support long term and positive change	Community Safety	Ongoing
KEY AND ONGOING ACTIONS	LEAD TEAM	DELIVERY DATE
Devise a process to render public consultations more transparent by publishing the Council's response	Participation and Engagement, Communications and Policy	Winter 2019
Amplify marginalised voices across the borough, share stories, and design and implement local cohesion interventions	Participation and Engagement	Ongoing
Adopt a targeted approach to corporate communication to better deliver the Council's messages	Communications and Policy	Autumn 2019
Improve collaboration between national providers and local VCSE actors in tackling complex issues through commissioning, e.g. domestic violence	All commissioning services	Ongoing
Support behaviour change initiatives to reduce the amount of litter produced	Participation and Engagement; Insight and Innovation; Public Realm, Communications and Policy	Ongoing
Work with Waste Services and Landlord Services Officers to continue to improve bin collection services	My Place	Ongoing
Where possible, use customer complains as opportunities for engagement and the search for coproduced solutions	My Place	Ongoing
Reinstate the Tension Monitoring Meetings	Community Safety	Ongoing
Roll out Trauma Informed trainings to provide delegates with the confidence to understand the	Community Safety	Ongoing

3.4 Theme 3: Equality of opportunities

In its Equality and Diversity Strategy for 2017-2021, the Council has adopted a vision to create a place where people understand, respect and celebrate each other's differences. A place where tolerance, understanding and a sense of responsibility can grow and all people can enjoy full equality and fulfil their potential. Part of the efforts to achieve this vision include improving outcomes for all and ensuring that no one is left behind.

Recent developments point to the huge progress we have made over the past couple of years when it comes to the physical regeneration of the Borough. We are actively demonstrating that Barking and Dagenham is 'London's Growth Opportunity' by delivering ground breaking developments, attracting major investment into new homes, industry, and infrastructure, and linking these to the aspirations of our residents set out in the Borough Manifesto. These developments include:

- A new film studio in Dagenham East rivalling Pinewood – bringing jobs and investment as well as a huge boost to London's creative industries and film and TV production in the UK;
- London's first Youth Zone, a state-of-the-art youth facility providing year-round youth services for 250 young people every day, with ongoing funding from the private and voluntary sectors;
- A £70 million deal agreed for new railway line to Barking Riverside;
- £350 million committed to modernise council housing;
- New cultural quarter at the Roding Riverside with the new Boathouse;
- A raising of the higher education offer in the borough with the attraction of Coventry University to Dagenham Civic Centre;
- The construction of 50,000 new homes by 2037.

Regeneration is about so much more than bricks and mortar. It is about hearts and minds, it is about people. We need to make sure that regeneration plans continue to shape great places and support strong communities, making Barking and Dagenham a great place to live, work and visit; and renewing the borough for the 21st century. We know that without empowered and involved communities, our approach to regeneration could equally translate into growing inequality, social exclusion and division.

We need to link these developments to the aspirations of our residents set out in the Borough Manifesto to ensure that no one is left behind. That is why we are developing an Inclusive Growth strategy to complement our work on cohesion. This strategy will organise and coordinate all inclusive activity in the Borough. It will also describe our unique approach to inclusive growth that prioritises the people of Barking and Dagenham alongside the physical regeneration of the place. At root, a coherent and effective approach must attend to three key dimensions: the material, the social and the democratic. In other words, it must make people financially better off, in particular those on low to middle incomes; it must improve people's well-being and quality of life, through good public services, social infrastructure and a sense of community; and it must increase people's sense of agency and control over their life, through mechanisms that give people a stake and say in the changes taking place around them.

In addition, we will work with local residents to develop a long-term plan for the future of the Becontree estate, to coincide with its 100th anniversary in 2021. Combined with celebrations to mark the history of the estate and the people who have lived there, this plan will look at improvements to public realm, street scape, walking and cycling routes, housing conditions, parks and open spaces, as well as opportunities to reduce the estate’s carbon footprint and to generate renewable sources of energy. This plan will be designed and delivered with local residents, so that development and behaviour seek to recapture some of the bonds of responsibility, civic pride and neighbourliness on which the social fabric of the estate was originally built.

Priority 5: To create new and better jobs accessible to all and ensure a fair distribution of the benefits of regeneration across the borough

OVERARCHING PROGRAMMES	LEAD TEAM	DELIVERY DATE
Build cohesion into the inclusive growth strategy	Inclusive Growth	Late 2019
Develop a long-term plan for the future of the Becontree estate, involving local residents, to coincide with its centenary	Inclusive Growth	2021
Build citizen participation into regeneration (work with Be First)	Inclusive Growth	Ongoing
KEY AND ONGOING ACTIONS	LEAD TEAM	DELIVERY DATE
Further utilise community locations and increase stakeholder integration to maximise job training opportunities in the more isolated and under-presented areas of the borough	Community Solutions	Ongoing
Use volunteering as a gateway to increasing qualifications and employment outcomes	Community Solutions	Ongoing
Support the development of sustainable modern and creative industries in the borough (film studio, data centre...)	Inclusive Growth	Ongoing
Expand the lifelong learning offer to raise people’s aspirations and incomes	Inclusive Growth	Ongoing
Communicate aspirational journeys through the Borough and Me campaign	Communications and Policy; Inclusive Growth	Ongoing

Bring people together to deliberate on and allocate the spending of money from developers' contribution to community initiatives	Participation and Engagement	Ongoing
Raise awareness on the Apprenticeship Levy as an opportunity for cohesion and integration	Human Resources; Communications and Policy	Spring 2019
Develop systems to create a collaborative employment offers across Community Solutions	Community Solutions	September 2019
Encourage the Council and partners to consider how buildings and public spaces can best be used to build community cohesion	Participation and Engagement, Inclusive Growth	June 2020
Ensure that the social value policy features a strong cohesion component	Procurement; Participation and Engagement; Insight and Innovation; Inclusive Growth	Autumn 2019
Develop an asset policy that includes community facilities	Participation and Engagement	Autumn 2019

4. How will we know if we are successful?

As discussed in this strategy, cohesion in the borough can be affected by decisions taken in many areas, from the way we build our homes to the behaviours that people choose to adopt in their community. Some aspects of this strategy are designed to achieve direct outcomes relating to these priorities (such as improved English language competency). As such, they can be easily measured. Other cohesion needs are about things that cannot be easily measured – empathy, understanding, trust and acceptance. These emotions are shaped by many factors, which may or may not be in the control of the Council.

We will continue to work with residents to monitor general cohesion across the borough whilst exploring ways to deepen our understanding of local cohesion issues through a better use of data and the mobilisation of the Citizens Alliance Network. We will also monitor the implementation plan annually and report progress to partners. In doing so, our approach to measuring success will take into consideration the need to evolve and to adapt to changing circumstances. Importantly, we will seek to work collectively and to strengthen relationships with all who can help bring this change about and help us make Barking and Dagenham the friendly and welcoming borough that we all want to see, and where no one is left behind.

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Appendix 1 – Facts and Figures

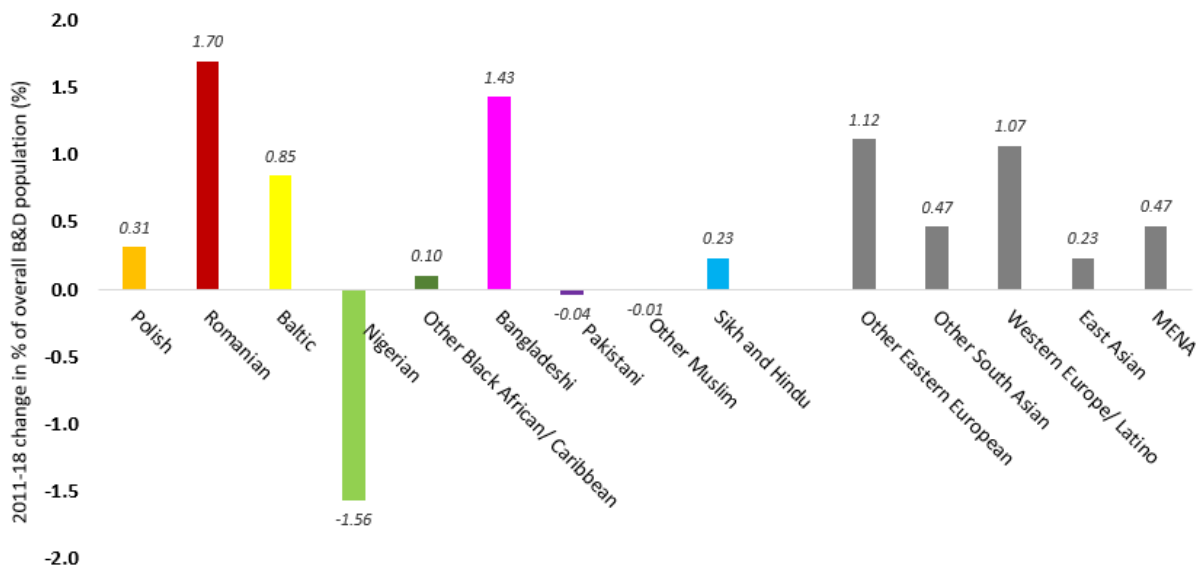


Figure 2 - Proportion of the borough made up by different groups (Source: Campaign Company)

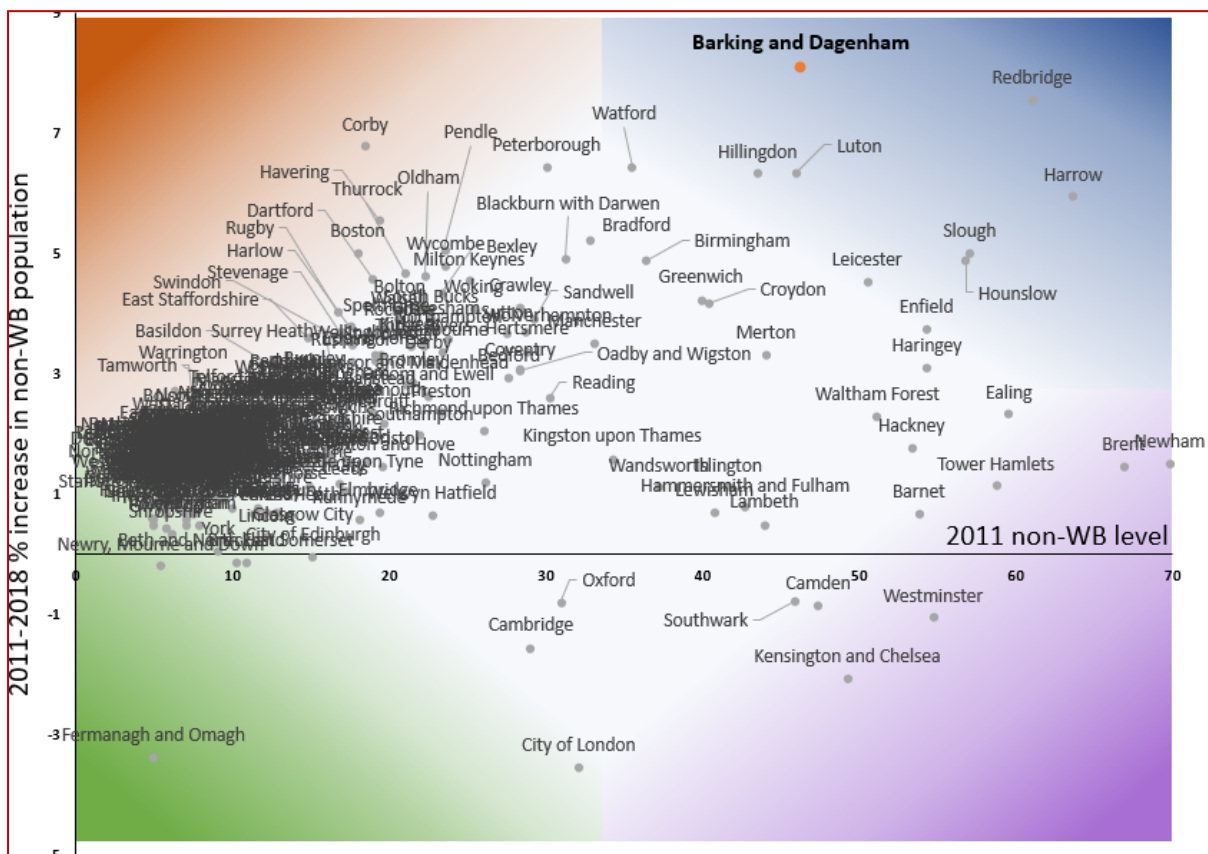


Figure 3 - Chart of UK authorities, non-White British level versus change (Source: Campaign Company)

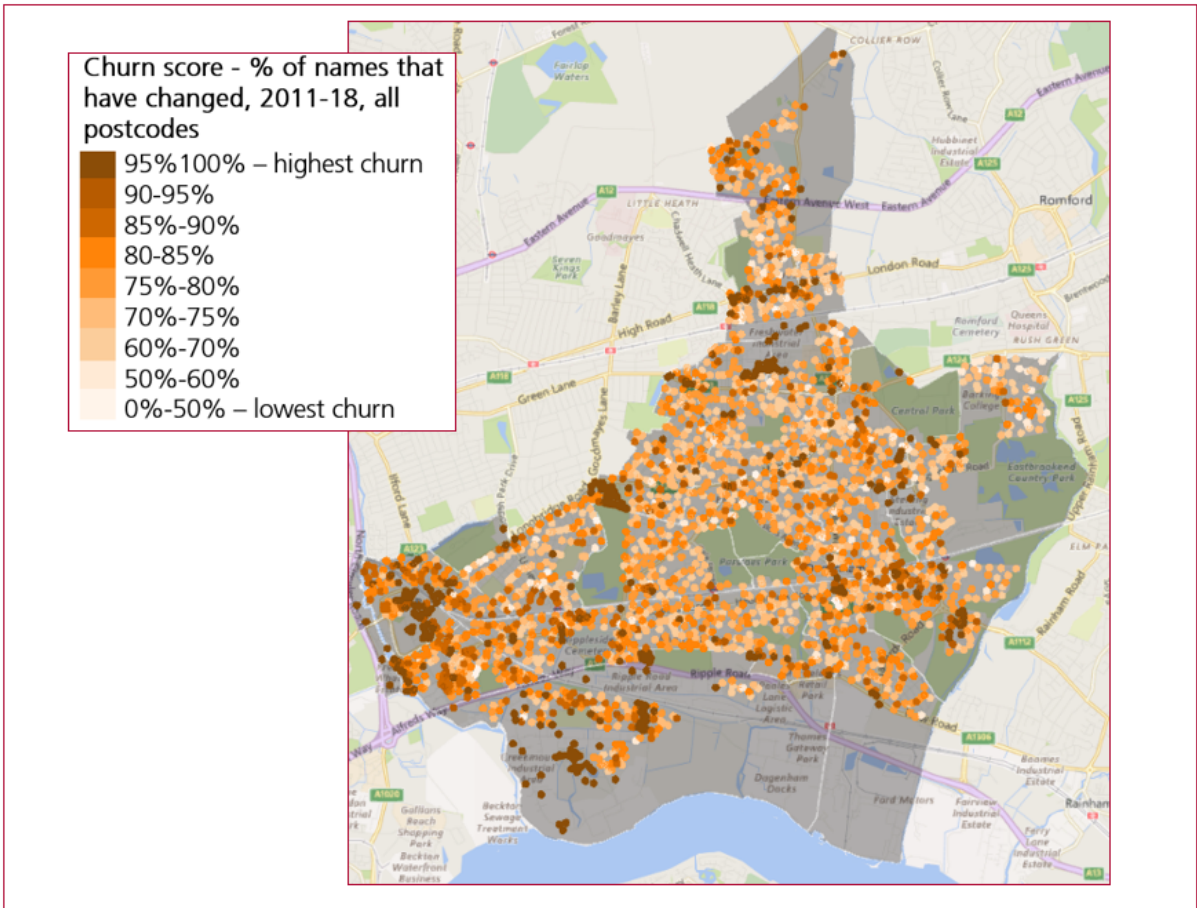


Figure 4 - Level of churn by postcode (Source: Campaign Company)

Appendix 2 - Strategic Framework

There are several initiatives and activities that sit within the Council's remit which impact on cohesion in Barking and Dagenham. Some of these are being developed in parallel to this strategy (e.g. the Partnerships and Participation Strategy, the Faith Policy, the Loneliness Strategy). Existing frameworks include:

<p>Equality and Diversity Strategy</p>	<p>The Equality and Diversity Strategy sets out a number of measures to ensure the nine protected characteristics, and additional issues of poverty inequalities are taken account in council decision making. This includes ensuring that physical regeneration supports employment and skills outcomes through planning obligations; ensuring regeneration works with local communities to ensure proposed developments preserve or enhance local social, historical, cultural, environmental, and economic characteristics; supporting social entrepreneurs in the borough to set up and grow where they can contribute to equalities outcomes, and ensuring commissioning reflects the needs of service users. This strategy will support these objectives through encouraging meaningful interactions between people from different backgrounds, as well as through supporting increased equality of opportunity in the borough.</p>
<p>Prevention: a local framework</p>	<p>The prevention framework recognises that life events may impact very differently on each individual, and that some communities and individuals may have different levels of capabilities to sustain their wellbeing. It therefore sets out a flexible, diverse response to individual need setting out a borough wide approach to prevention. By creating more cohesive communities, this strategy helps support a community owned approach to prevention that act as an additional safety net for individuals who are affected by life events.</p>
<p>Children's Care and Support Market Position Statement and the Adults' Care and Support Market Position Statement 2019.</p>	<p>The market position statements for Adults and Children promote greater market diversity in the health and social care landscape. As age is such an important index of integration, finding ways to promote greater intergenerational integration is important.</p>
<p>Culture Everywhere</p>	<p>The culture everywhere framework recognises that much of the strength of our community is borne from its diversity. It identifies that culture has a social value, as well as intrinsic value in shaping ideas and ways of seeing. It recognises the continued importance of participatory projects to improving cultural participation and development and sets out that new cultural activity should be led by residents, building confidence and expertise. It highlights the need to build capacity of cultural organisations in the borough, often part of the social sector, with a focus on collaboration partnerships, and information sharing. The Cohesion and Integration Strategy identifies the role of culture, heritage and cultural</p>

	diversity as a key priority with associated action.
Commissioning for better outcomes framework	This framework sets out several principles for commissioned services. It places using evidence of what works and measuring outcomes; taking a whole system approach (in partnership with communities, businesses and residents); taking a person centred approach; co-producing with communities; and developing the marketplace. The framework can be used to ensure that Cohesion and Integration are considered within procurement processes, and the Cohesion and Integration Strategy will provide a template to guide what good outcomes look like in this space.
Growth Commission and Stocktake	A team of independent experts were commissioned to review our ambition to be London’s growth opportunity and make recommendations how to maximise the contribution of the Borough to the London economy; generating growth in Barking and Dagenham in a way that benefits all residents. A stocktake of the situation, two years on, suggests focusing on three themes, i.e. articulated around people as beneficiaries, and the structural conditions (environment) that influence their wellbeing. A third theme is concerned with participation as a way to increase transparency in the inclusive growth agenda, as well as to enable a sense of ownership, i.e. to enable people to get involved in decision-making.
Borough Manifesto	The Borough Manifesto is a collaborative, place-based, resident-led vision of the future of Barking and Dagenham. It is a set of aspirations and targets, jointly owned by public, private, community and voluntary sector organisations, setting out how the Borough should move forward over the next 20 years. It is therefore a steer for all local partners who, like us, are determined to make Barking and Dagenham a friendly and welcoming borough with strong community spirit . The Borough Manifesto suggests the need to support the community to celebrate our history and heritage, through events and activities; to tackle extremism and hate crime wherever it occurs; and to help different groups within our community to come together and integrate, understanding that diversity is a strength and we can all learn from one another. This strategy outlines how we will work towards the Borough Manifesto ambition over the next five years.
Transformation programmes	Ambition 2020 was the Council’s wholesale transformation plan to create a sustainable organisation that can live within its means; tackle the challenges the borough faces; respond to the Growth Commission findings and deliver the Council’s vision. Ambition 2020 triggered significant re-configurations of services and functions through several transformation programmes which have moved into implementation. Managing change and transitioning to new service delivery models will require a continued, learning based approach which puts participation

	and engagement, people and resilience, and inclusive growth at its core.
Community Solutions	A flagship transformation programme is Community Solutions. The purpose of this new service will be early resolution and problem-solving to help residents to become more self-sufficient and resilient. It will tackle the multiple needs of households in a joined-up way and at an early stage. It will comprise multi-disciplinary and multi-agency teams that will collaborate closely with the voluntary and community sector and others to deliver early intervention and preventative support and help build community cohesion across the borough.
Equalities events and Summer of Festivals	The Council uses its events programme to build community cohesion and bring different groups through community and cultural events. Within this programme are a series of VCSE related events including LGBT History Month, Black History Month, and Women’s Empowerment Month. The Council also facilitates community-led ‘donate a flag’ event to celebrate different groups and cultures within the borough.
Health and Wellbeing Strategy	Worklessness is an important cohesion issue. There is strong evidence that shows that for most of the population, being in ‘good’ work is better for residents’ mental and physical health, than being out of work. The income from work also allows residents to meet their basic needs and withstand financial shocks. Within the borough, 6.9% of working age people are unemployed, higher than the London average of 5.7%. We also know that 32% of working people who live in the borough are paid below the London living wage. 15% of residents are estimated to be in elementary occupations, compared to the London average of 9%.
Housing Service Anti-Social Behaviour Policy (Neighbour Nuisance)	This policy, and the accompanying strategy promote listening to residents to improve community outcomes, particularly cohesion. By addressing some of the behaviours which can drive division within communities and setting out which behaviours are unacceptable, this policy provides a baseline for behavioural change in support of cohesion outcomes.
Community Safety Plan (2014-2017)	The Community Safety Plan outlines ways in which the Community Safety Partnership can address crime and anti-social behaviour; domestic violence and sexual violence; gang and youth violence; reoffending and substance misuse; hate crime. It does this through integrated offender

	management; integrated victim management; and building confidence in reporting, via the Safety Partnership Board; Community Safety Partnership Sub- groups; and Local Policies and Strategies.
Customer Access Strategy: Delivering Excellent Customer Services	This strategy creates a vision for the customer experience of Barking and Dagenham. It aspires to more innovative and efficient services which are more accessible and continue to deliver improved user ratings. As we realise that sense of fairness often relates to the quality of customer experience of public services this strategy has a core relationship to delivering cohesion.
Barking Town Centre Strategy 2014/2018	Barking Town Centre is one of five growth hubs which will help to deliver a wide range of new jobs, housing across the borough and make a significant impact to the Council's vision because of its high accessibility to Central London; offer as a cultural hub for the borough and more widely. The Strategy sets out how Barking's potential can be realised to deliver jobs, homes, a wide range of uses which attract visitors and fulfil residents needs with a strong identity and sense of place.
Heritage Strategy 2016-2020	The heritage strategy highlights the rich history of the borough, celebrating this and setting out a set of measures, in line with Ambition 2020 and the Growth Commission, to ensure the better promotion of heritage culture in the borough to ensure the physical and intellectual history of place is conserved. This marries with the Cohesion and Integration Strategy, which focuses on the way new stories can be added to the rich texture of place locally.
Homelessness Strategy 2016-2021	As fairness is at the heart of cohesion, so is an effective homelessness strategy. Homelessness can result from domestic violence, addiction, debt, worklessness, poor health and wellbeing and sometimes through no fault of their own. This leads to isolation and a disconnection from pathways to essential support which help identify and break a downward cycle. The Homelessness Strategy identifies mechanisms to prevent this.

In addition, it links to several national and regional strategies, policies and reports, including:

- The Home Office's Counter-Extremism Strategy, which set out the government's strategy to counter extremism in all its forms. The Strategy seeks to improve our understanding of the causes and impacts of extremism and do more to: (1) counter the extremist ideology; (2) build a partnership with all those opposed to extremism; (3) disrupt extremists, and; (4) build more cohesive communities.
- The Ministry of Housing, Communities and Local Government's Controlling Migration Fund (CMF) provides support to those areas experiencing pressure from migration. The Fund is available until 2020 and focuses on responding to issues caused by high migration into

localities as identified by local authorities with the aim of delivering benefits to the established resident population. The fund has two parts: an envelope of £100m to ease pressure on local services and an enforcement part worth £40m to direct enforcement action against people who are in the UK illegally in order to reduce the pressure on local areas.

- The All Party Parliamentary Group on Social Integration which, since August 2016, brings together Parliamentarians from all political parties with an interest in the issue. Its mission is to drive forward a cross-party conversation on policy solutions to break down barriers to integration and create opportunities for people from all walks of life to build bonds of trust. In August 2017, the Group published an inquiry on the integration of immigrants into British society and the UK economy, formulating 56 policy recommendations under 4 main headlines: (1) Designing a regionally-led immigration system; (2) Adopting a strategic and proactive approach to the integration of immigrants; (3) Promoting and reforming British citizenship, and; (4) Building a Britain in which everyone can speak English.
- In March 2018, the Mayor's strategy for social integration titled 'All of Us' was published. This strategy focuses on relationships, participation, equality and evidence.
- The publication, in September 2018 of the final report of the National Conversation on Immigration by British Future and HOPE not hate. This is the biggest-ever consultation on immigration and integration.
- In March 2018, the Ministry for Housing, Communities and Local Government (MHCLG) published an 'Integrated Communities Strategy Green Paper' in which the government outlines its vision for increasing cohesion and key policy proposals, and invited comments. The response to this consultation was published in February 2019 and an Action Plan was subsequently issued.
- In March 2019, the Local Government Association issued a guide on how to build cohesive communities. This guide mentions several initiatives that are taking place in Barking and Dagenham, including the Connected Communities programme, Creative Barking and Dagenham, DagFest, and Votes for Schools.

Appendix 3 - Equality and Diversity

Potential impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will benefits be enhanced and negative impacts minimised or eliminated?
Local communities in general	X			The strategy aims to generate a more equal distribution of the benefits of regeneration in the borough, and create more opportunities for people from different backgrounds, age, faith, ethnicity to meet and interact. This will benefit all communities	These benefits will be enhanced by embedding the cohesion priorities across council services and upcoming strategies, e.g. in the inclusive growth strategy, sport strategy
Age	X				A number of actions are aimed at supporting young people, including youth arts projects, the development of a sports and physical activity strategy, Votes for Schools, as well as the proposal to commission a group of students to produce a youth-friendly version of the cohesion strategy and distribute it in schools in the borough.
Disability	X				Activities proposed by Every One Every Day are scattered across the borough, ensuring that elderly people, as well as people with reduced mobility are able to attend and link up with others.
Gender reassignment		X			
Marriage and civil partnership		X			
Pregnancy and maternity		X			
Race (including Gypsies, Roma and Travellers)	X			The strategy aims to generate a more equal distribution of the benefits of regeneration in the borough, and create many	Specific actions are aimed at migrant populations, including immigration advice, English language support, as well as an increase in the support for migrants in hostels
Religion or belief	X				These benefits are enhanced through the current engagement with faith communities and the ongoing development of a Faith Policy for the

				more opportunities for people from different backgrounds, age, faith, ethnicity to meet and interact. This will benefit all communities	borough
Sex	X				
Sexual orientation	X				
Any community issues identified for this location?		X			

Appendix 4 - Engagement, Consultation and Co-production

The development of this strategy has undergone several phases. The starting point was the Borough Manifesto consultation, which involved over 3000 residents who identified community cohesion as a key priority and aspiration for the future. Following this, we carried out an extensive review of the academic and policy literature to provide a snapshot on what is being done around cohesion nationally and in other localities. We have then engaged in a listening exercise locally, during the Summer of Festivals and through a series of world-café style events, e.g. The Big Conversation and focus groups with residents, using pictures of places and situations in the borough as triggers for conversation. These exercises have sought to open the floor to residents to tell us about how they feel living in Barking and Dagenham, what are the borough's challenges and opportunities, but also what people's aspirations are as individuals and as a community. Beyond talking about cohesion, these dialogues have also served as vehicles for cohesion themselves, bringing people together in meaningful exchanges.

We have embedded the principle of co-production within the development of the strategy itself, e.g. through co-design workshops with partners and residents.

The consultation, engagement and co-production have included the following:

- Engagement as part of a consultation to design the Good Neighbour Guide during the Summer of Festivals of 2017
- Sep-Dec 2017: One to one conversations with VCS organisations (BDCVS, CAB, BDSWA, Digilab, Lifeline, Studio3Arts, Integrated youth Services (LBBD))
- Nov 2017 – Mar 2018: Two Big Conversation events involving over 100 residents from Barking and Dagenham
- Jan-May 2018: 6 focus groups with residents, in partnership with local organisations (Gascoigne Children's Centre, Young Carers of Barking and Dagenham, Osbourne Partnership, Gascoigne Primary School, Chadwell Heath Tenants and Residents Association). A total of 93 residents, including adults and children, participated.
- 13 Jun 2018: Workshop at the Barking and Dagenham Delivery Partnership
- August 2018: Feedback to all participants on progress to date, lessons learnt and invitation to September co-production sessions
- Sep 2018: Co-production sessions (x2) featuring 13 participants from the voluntary and community sector, and residents.

Lastly, the public was consulted on the draft strategy in the period between 5 February and 11 March 2019, providing over 50 responses on the Council's portal, and a lot of social media engagement (Facebook and Twitter). These responses were taken into account in finalising the strategy's vision and themes.

Community and Equality Impact Assessment

As an authority we have made a commitment to apply a systematic screening process to both new policy development or changes to services.

This is to determine whether the proposals are likely to have a significant impact on different groups within our community.

This process has been developed, together with **full guidance** to support officers in meeting our duties under the:

- Equality Act 2010.
- The Best Value Guidance
- The Public Services (Social Value) 2012 Act

As well as supporting you to look at whether there is, or will be, a significant impact, the guidance will also consider ways in which you might mitigate this in the future.

About the service or policy development

Name of service or policy	We All Belong. A Cohesion and Integration Strategy for Barking and Dagenham
Lead Officer	Geraud de Ville de Goyet
Contact Details	

Why is this service or policy development/review needed?
<p>Our ambition for cohesion and integration in the years 2019 - 2024 is to lay the foundation ‘to make Barking and Dagenham a friendly and welcoming borough with strong community spirit’ – the vision set out in the Borough Manifesto for 2037. At the heart of this vision is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, and gender, and to ensure that no one is left behind.</p> <p>Integration, for us, means <i>the process of developing equality, participation and belonging to achieve cohesion in a community</i>. This suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.</p> <p>Background and current context</p> <p>The sheer scale and pace of the demographic change which has taken place within Barking and Dagenham over recent decades have put unprecedented pressure on our established resident communities. Over the past 5 years, migration has resulted in nearly 11,000 more residents arriving in the borough than leaving during the same period. Overall population figures show an increase from 163,944 residents in 2001 to 210,711 in 2017 (ONS mid-year estimate). Population growth is also projected to continue, with forecasts for the borough as high as 290,417 by the 2050 horizon.</p> <p>The impact of migration is also visible in the changing housing landscape. The borough has seen the largest proportional increase in the private rented sector (PRS) between 2001 and 2017 – from 3,363 units in 2001 (5% of total stock) to 18,209 units in March 2017 (24% of total stock), compared with the rest of London. This represents an overall increase of 415%. Incidentally, over half of LBBD housing stock has been lost through the Right to Buy scheme (from 40,000 properties in 1980 to 17,500 in 2017). Currently, several thousands households are on the housing register and NHS GP registration data shows that over 70% of international migrants move into private rented accommodation, as well as over 50% of internal migrants.</p> <p>These migrants tend to be more socially and economically vulnerable, and regularly find themselves exposed to rogue landlords and poor housing conditions. Internal figures suggest that there has been an increase in the number of cases of non-compliance against landlords from 11% to 31% between the second quarter of 2014 and the third quarter of 2017. This situation is often intensified due to the lack of knowledge of these migrant communities about how to improve their situation, language barriers and, in certain cases, the fear of coming forward to engage with services.</p>

Why is this service or policy development/review needed?

In this fast-changing context, it becomes ever more important to increase community cohesion and integration. Many of us spend little time with people from other walks of life. Isolation and division make it more difficult for us to understand other people, and more difficult to connect with the community and to stop prejudice against people from different ethnicity, faith, age or sexual orientation. According to *The Challenge*, this lack of connectedness affects us all, whatever our backgrounds. It magnifies divisions and contributes to problems, such as the rise in extremism and the disillusion among sections of society (*The Challenge*, 2018).

The 2017 Resident's Survey found that just about 7 in 10 (73%) residents agree that their local area is a place where people from different backgrounds get on well together. This is significantly lower, by 17 percentage points, compared to the national average (89%). Overall, 1 in 7 residents have no intention of staying in the borough. Surveys carried out since 2008 have systematically ranked LBBD below the national average on questions related to community cohesion in the borough.

There is a difference of perception between people who have moved into the borough recently, who tend to be more open to diversity and willing/able to adapt to the impact of migration, and those who have been settled here for several generations, who feel more affected by the change brought about by the arrival of new residents. Established residents, particularly the White British Ethnic group, are less likely to be satisfied with their local area as a place to live than in other parts of England (*Overall 64% compared to 83% nationally*).

A study by The Campaign Company found a predominance of Settler preoccupations: traditionalism, social conservatism, fear of threats. People had a siege mentality -relying on familiar, informal and ultra-localised channels. For these residents, changing communities and diversification can be associated with a feeling of losing their identity. Newcomers are perceived as directly responsible for the growing difficulty to access affordable housing and for their children's inability to set up home near where they live. There is a perception that resources – or services – are distributed to the advantage of specific people in our community. The negative impacts of a transient population, increased lettings and overcrowding on neighbourhood and communities is fuelling a sentiment of unfairness and prejudice towards newer communities which, ultimately, is a threat to equality.

1. Community impact (this can be used to assess impact on staff although a cumulative impact should be considered).

What impacts will this service or policy development have on communities? Look at what you know? What does your research tell you?

Consider:

- National and local data sets
- Complaints
- Consultation and service monitoring information
- Voluntary and Community Organisations
- The Equality Act places a specific duty on people with 'protected characteristics'. The table below details these groups and helps you to consider the impact on these groups.

Demographics

This strategy outlines the Council's ambition and commitment to equality and diversity, and to counteract some of the negative impacts of fast population change by challenging prejudice among residents, increasing the opportunities for them to meet and interact, increasing cross-cultural exchanges, ensuring that everyone is offered a chance to integrate, and increasing equality of opportunities for all.

Barking and Dagenham has had the fifth largest growth in residents born outside the UK and Ireland between 2001 and 2011 (333.66 percent), compared with other local authorities in England and Wales. Evidence suggests that outward migration is also significant. Between 2013 and 2015, approximately 33,000 new residents came to the borough, and roughly 30,000 left, meaning that the 'turnover' was almost a quarter of the borough's population. The 2011 census recorded a population of 49.5 percent White British ethnicity in the borough, compared with 80.9% a decade earlier (2001 figure). The largest non-white British ethnicities were Black (20 percent), Asian (15.9 percent) and White Other (7.8 percent). 72 different non-English languages were recorded in the 2011 census as the main language in the household. In addition, the borough has the largest percentage of residents aged under 16 years in London and the UK.

The 2011 census also points to the highest percentage of African Christians of any local authority in England and Wales (12.29 percent) and the seventh highest population of African Christians in England and Wales (22,842). The Muslim population in the borough has increased from 4.4% of the population in 2001 to over 13.9% in 2011, representing a 257% growth in a decade. The London Church census 2012 (Brierley, 2015) identifies 79 Christian places of worship in Barking and Dagenham. This includes 23 known Pentecostal churches alone, which represents a 77% growth since 2005, the fifth highest such growth rate for London boroughs.

Other figures on protected characteristics groups include:

Age	The borough has the highest population percentage of 0-19 year olds in the country at 31%. The over 60 population accounts for one
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	of the smallest percentages of population in England and Wales (Source: Census 2011).
Disability	Approximately 9,100 people are claiming disability allowance (Source: Department of Work and Pensions, 2016).
Gender	51.5 % of the borough's residents are female, and 49.6% are male (Source: Census 2011).
Gender reassignment	We estimate that there may be approximately 40 people in the borough who have or who will undergo gender reassignment (Source: Gender Identity Research and Education Society advice).
Pregnancy and maternity status	Teenage pregnancy rates are significantly higher than average. The rate of teenage conceptions in 2014 was 32.4 per 1000 population of females aged 15-17. This was the second highest rate in London (Source: ONS).
Marriage and civil partnership	41.9% of the population aged 16 and above are married, 38.8% are single and never married, and 0.2% are in a same-sex civil partnership (Source: Census 2011).
Sexual orientation	Between 10,000 – 14,000 people in Barking and Dagenham are lesbian, gay and bisexual (Source: Stonewall estimates).

Diversity is an asset and a strength, but it also brings challenges. As a commissioner and provider of public services the Council must keep up-to-date with demographic changes and adapt our approach to meet the needs and expectations of our residents. We must value diversity and understand that residents are individuals. As such we must evolve how we plan and deliver services that are inclusive, accessible, outcomes focussed, and where appropriate, personalised.

Overall the launch of the Cohesion and Integration strategy should make an impact on reducing barriers for communities, supporting confidence enabling access to services and advancing equality of opportunity for all LBBD residents.

Potential impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will benefits be enhanced and negative impacts minimised or eliminated?
Local communities in general	X			The strategy aims to generate a more equal distribution of the benefits of regeneration in the borough, and create more opportunities for people from different backgrounds, age, faith,	These benefits will be enhanced by embedding the cohesion priorities across council services and upcoming strategies, e.g. in the inclusive growth strategy, sport strategy
Age	X				A number of actions are aimed at supporting young people, including youth arts projects, the development of a sports and physical activity strategy, as well as the proposal to commission a group of students to produce a youth-friendly version of the cohesion strategy and distribute it in schools in the borough.
Disability	X				

				ethnicity to meet and interact. This will benefit all communities	Activities proposed through sport, culture, volunteering opportunities and Every One Every Day across the borough, ensuring that elderly people, as well as people are able to attend, engage and link up with others.
Gender reassignment		X			
Marriage and civil partnership		X			
Pregnancy and maternity		X			
Race (including Gypsies, Roma and Travellers)	X			The strategy aims to generate a more equal distribution of the benefits of regeneration in the borough, and create many more opportunities for people from different backgrounds, age, faith, ethnicity to meet and interact. This will benefit all communities	Specific actions are aimed at migrant populations, including immigration advice, English language support, as well as an increase in the support for migrants in hostels
Religion or belief	X				These benefits are enhanced through the current engagement with faith communities and the ongoing development of a Faith Policy for the borough
Sex	X				
Sexual orientation	X				
Any community issues identified for this location?		X			

2. Consultation.

Provide details of what steps you have taken or plan to take to consult the whole community or specific groups affected by the service or policy development e.g. on-line consultation, focus groups, consultation with representative groups?

The development of this strategy has undergone several phases. We have carried out an extensive review of the academic and policy literature to provide a snapshot on what is being done around cohesion nationally and in other localities. We have then engaged in a listening exercise locally, through a series of world-café style events, e.g. The Big Conversation and focus groups with residents, using pictures of places and situations in the borough as triggers for conversation. These exercises have sought to open the floor to residents to tell us about how they feel living in Barking and Dagenham, what are the borough's challenges and opportunities, but also what people's aspirations are as individuals and as a community. Beyond talking about cohesion, these dialogues have also served as vehicles for cohesion themselves, bringing people together in meaningful exchanges.

Third, we have embedded the principle of co-production within the developments of the strategy itself, e.g. through co-design workshops with partners and residents, as well as with council services.

The consultation, engagement and co-production have included the following:

- Sep-Dec 2017: One to one conversations with VCS organisations (BDCVS, CAB, BDSWA, Digilab, Lifeline, Studio3Arts, Integrated youth Services (LBBD))
- Jan-May 2018: 6 focus groups with residents, in partnership with local organisations (Gascoigne Children's Centre, Young Carers of Barking and Dagenham, Osbourne Partnership, Gascoigne Primary School, Chadwell Heath Tenants and Residents Association)
- May-Jun 2018: Workshop with Community Solutions and engagement with other services as part of the Council's response to MHCLG's Integrated Communities Strategy Green Paper.
- 12 June 2018: Presentation of progress at Core Directors Meeting
- 13 Jun 2018: Workshop at the Barking and Dagenham Delivery Partnership
- August 2018: Feedback to all participants on progress to date, lessons learnt and invitation to September co-production sessions
- Aug-Sep 2018: Conversations with Disability Service, Adults and Children Care and Support, Children's Social Care
- Sep 2018: Co-production sessions (x2) with panels of participants
- February 2019: Presentation of the draft strategy at Commission Watch

In addition, a number of conversations and workshops have been held in January 2019 with services to assess how best they can support the cohesion and integration agenda moving forward. This includes senior officers from Enforcement, Public Realm, Healthy Lifestyles, Inclusive Growth, ComSol, Social Care, Community Safety, Culture, Heritage and Events, Comms, Workforce and CCTV as there are a number of initiatives that inform and operationalise the strategy.

Lastly, the public was consulted on the draft strategy in the period between 5 February and 11 March 2019, providing over 50 responses on the Council's portal, and a lot of social media engagement (Facebook and Twitter). These responses were taken into account in finalising the strategy's vision and themes.

3. Monitoring and Review

<p>How will you review community and equality impact once the service or policy has been implemented? <i>These actions should be developed using the information gathered in Section 1 and 2 and should be picked up in your departmental/service business plans.</i></p>		
Action	By when?	By who?
Review of the Community and Equality Impact Assessment	April 2020	Policy Officer Communities
Strategy impact evaluation	Yearly	Participation and Engagement Team
Final evaluation	March 2024	Participation and Engagement Team

4. Next steps

It is important the information gathered is used to inform any Council reports that are presented to Cabinet or appropriate committees. This will allow Members to be furnished with all the facts in relation to the impact their decisions will have on different equality groups and the community as a whole.

Take some time to précis your findings below. This can then be added to your report template for sign off by the Strategy Team at the consultation stage of the report cycle.

<p>Implications/ Customer Impact</p> <p>The vision of <i>no-one left behind</i> promoted by Barking and Dagenham Council has informed the three priorities on which our transformation efforts have been based, i.e.:</p> <ul style="list-style-type: none"> • To fulfil our growth potential by driving and shaping inclusive regeneration • To deliver a new kind of council focused on enabling independence and empowering people • To foster a new relationship with residents based on a citizenship rooted in civic pride, active participation and social responsibility. <p>In 2016-2017, building on the ambition to foster a new relationship with residents, we have engaged with partners and over 3000 residents to deliver a clear, and long-term vision for the borough, known as the Borough Manifesto. This, in turn, has informed our Corporate Plan (2018-2022), which focuses on ensuring that we set ourselves on the right track to deliver these long term ambitions.</p> <p>As part of these efforts, the Council is looking to adopt a new Cohesion and Integration</p>
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Strategy for the borough, in line with the vision set out in the Borough Manifesto for 2037, that is *'to make Barking and Dagenham a friendly and welcoming borough with strong community spirit'*. At the heart of this vision is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age and gender, and to ensure that no one is left behind.

In this context, we define integration as *the process of developing equality, participation and belonging to achieve cohesion in a community*. This definition suggests that cohesion is not a fixed state of affairs and needs constant nurturing through integration, particularly in a rapidly changing and diversifying community like Barking and Dagenham.

The themes of focus for this strategy are:

1. Relationships and culture
2. Inclusion and participation
3. Equality of opportunities

In this regard, the implementation of this strategy will contribute to the Council's Equality and Diversity outcomes

5. Sign off

The information contained in this template should be authorised by the relevant project sponsor or Divisional Director who will be responsible for the accuracy of the information now provided and delivery of actions detailed.

Name	Role (e.g. project sponsor, head of service)	Date
Monica Needs	Head of Participation and Engagement	14 March 2019

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CABINET**21 May 2019**

Title: Procurement of Print and Postage Services	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Decision
Wards Affected: None	Key Decision: No
Report Author: Nick Coldicott, Programme Manager	Contact Details: Tel: 0208 227 3476 E-mail: nick.coldicott@lbbd.gov.uk
Accountable Director: Robert Overall, Director of My Place	
Accountable Strategic Leadership Director: Claire Symonds, Chief Operating Officer	
<p>Summary:</p> <p>The Council has a statutory duty to secure value for money in the purchase of all its supplies and services. The Council's Transformation programme has identified the area of print and postage as one where there is potential to reduce cost, and at the same time rationalise and increase quality of service provision.</p>	
<p>Recommendation(s)</p> <p>The Cabinet is recommended to:</p> <p>(i) Agree that the Council proceeds with the procurement of print and postage services in accordance with the strategy set out in the report, namely that the services are procured via an existing framework(s) covering:</p> <ul style="list-style-type: none"> • General printing and postage requirements • Multi-Functional Devices (MFDs) • Specialist printing <p>(ii) Authorise the Chief Operating Officer to dispose of any relevant print and post assets and equipment (including MFDs) which may be deemed surplus to requirements once a supplier(s) has been sourced; and</p> <p>(iii) Delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services and the Director of Law and Governance, to conduct the procurement and award and enter into the contract(s) and all other necessary or ancillary agreements with the successful bidder, in accordance with the strategy set out in the report.</p>	

Reason(s)

Through successful implementation of the proposed strategy there is potential to reduce cost and at the same time increase quality of service provision. This proposal also supports the Council in achieving its priorities:

- A New Kind of Council
- Empowering People
- Inclusive Growth
- Citizenship and Participation

1. Introduction and Background

- 1.1 The printing environment in the Council is complex, with multiple frameworks and contracts being utilised for ordering printing/ post/ design services. As a result, there are multiple routes for ordering printing, creating a poorly understood, costly and confusing printing environment. Print is often linked to outgoing mail where the printed material has to be mailed out so in some instances these services are viewed as one holistic service. In the years 2016/17 and 2017/18 the Council spent a total of £1,825,847 on printing (including Multifunctional Devices, also known as MFDs), postage and printing supplies from 74 separate suppliers.
- 1.2 The Internal Print Shop currently supplies a number of the Council's print requirements ranging from Parking Charge Notices and forms to large internal print jobs. It is not able to meet all print requirements and service departments have independently negotiated a variety of contracts with other suppliers. All Print Shop products can be delivered through the market or can be replaced with alternative options, such as digitisation and there is pressure on the internal Print Shop to move from its current location as well as pressures on the department to reduce costs. This is creating an increasing challenge to its viability. A simple market test carried out in 2017 with three local suppliers showed the Internal Print Shop to be uncompetitive across all products in the cost comparison. From initial market testing external providers also provide access to better print and mail technology.
- 1.3 As well as the local market testing to assess the internal Print Shop competitiveness, a market sounding exercise was carried out with three organisations to determine the level of interest and appetite in providing a holistic print and postage solution for the council. The results were that there is significant interest and capability.
- 1.4 An Outline Business case has been completed and the findings were that the internal Print Shop is not competitive and there is potential to reduce the cost of print and postage expenditure of the Council. Through the Market Sounding exercise carried out, a number of organisations have expressed an interest in providing a holistic print, postage and Multi-functional Device (MFD) solution for the Council.

2. Proposed Procurement Strategy

- 2.1 The recommended option is to procure print and postage services via an existing single or multi-lot framework. As much of the Council's printing requirements is met by a multitude of external suppliers, this strategy will enable the Council to

rationalise its disparate printing arrangements to provide a clear route to source print services in a compliant and cost-effective way. The main services being procured would be:

- Standard print requirements for all Council departments (e.g. large print jobs, booklets, mail merges, invitations, labels, cards, packs, reports, newsletters, agendas, statements, certificates)
- Legal services case paper printing
- Democratic Services member packs
- Multi-functional Devices
- Associated postage for those services both outgoing and incoming.
- Specialist printing for services such as Communications and Policy, Parking, Electoral Registration, Revenues and Benefits, pay slips, pensions statements and cheques.

2.2 Estimated Contract Value, including the value of any uplift or extension period

2.2.1 The value of the contract is likely to be circa £5m - £15m over the contract period. This is based on the current spend on print and postage in the Council and includes the Revenues and Benefits printing and postage which Elevate are purchasing externally but which would be delivered in-house once Elevate services return during 2020.

2.3 Duration of the contract, including any options for extension

2.3.1 The framework offers terms of 3+2 years and 5+5 years. The optimum term will be determined through the tender process.

2.4 Is the contract subject to (a) the (EU) Public Contracts Regulations 2015 or (b) Concession Contracts Regulations 2016? If Yes to (a) and contract is for services, are the services for social, health, education or other services subject to the Light Touch Regime?

2.4.1 Yes, but the use of an open and accessible framework mitigates the need to advertise. However an award notice will be required to be published on Contracts Finder.

2.5 Recommended procurement procedure and reasons for the recommendation

2.5.1 This recommended procurement procedure will be to conduct a mini competition through an open and compliant Framework.

2.5.2 The use of a pre-procured framework will reduce the internal cost to procure and will reduce the time required to assess potential providers for background quality checks, as a base criteria of access has already been conducted by the framework owner. In addition, the use of a pre-procured framework will reduce the time required to conduct the procurement process.

2.5.3 The preferred framework for the purposes of this report is the NHS Clinical and Digital Information Systems (CDIS).

2.6 The contract delivery methodology and documentation to be adopted

2.6.1 The key milestones and timescales for the exercise are:

Deliverable	Timescale
Procurement Board Report	18 February 2019
Cabinet Report	22 May 2019
Successful extensions of contracts that need to be renewed during tender process	April 2019
Draft Tender specification	May 2019
Conduct Procurement exercise	June – July 2019
Award new contract	August 2019
Mobilisation and implementation	August – October 2019
Successful transfer of print and post to new provider/s	November 2019

2.7 Outcomes, savings and efficiencies expected as a consequence of awarding the proposed contract

2.7.1 Financial savings are expected come from reducing the unit cost of print jobs. Market testing analysis using the current volumes of printing would indicate a potential saving of between 26% and 64% (circa £200k-£500k per annum excluding implementation costs). This figure will be calculated more precisely once a suitable framework (or frameworks) has been in place for at least a year but our initial market testing has shown this range of savings is potentially available. In practice the savings will be realised by reducing service blocks' printing and postage budgets. The mechanism for effecting this budget reduction is to be proposed by Finance.

2.7.2 Work on capturing customer requirements has been progressing over the last month. The next step will be validation of the customer requirements before a detailed functional specification is developed. Currently there is no proposal to change any of the existing requirements to ensure the transition from existing to new arrangements is as smooth and seamless as possible. Sufficient time has been allowed to allow for proper planning, transitioning and mobilisation of new arrangements.

2.7.3 An audit of the existing MFD fleet (numbers, locations and usage levels) has just been undertaken by the current supplier. This will inform any decisions relating to numbers and locations of MFDs to be deployed in the future. Clearly, this will need to be considered in conjunction with the Council's asset management strategy and rationalisation of its property assets.

2.8 Criteria against which the tenderers are to be selected and contract is to be awarded

2.8.1 The evaluation criteria range is likely to be:

- Quality 70% / Price 30% split across the required Lots

2.8.2 A final ratio will be determined once the specification is fully developed.

2.9 **How will the procurement address and implement the Council's Social Value policies?**

2.9.1 The council plans to approach competition positively, taking full account of the opportunities for innovation and genuine partnerships which are available from working with others in the public, private and voluntary sectors.

2.9.2 It is important to maintain sustainable procurement, by engaging with local and regional suppliers to promote the local economy and taking account of the social and environmental impact of spending decisions. Opportunities will be made available to local suppliers where possible.

2.9.3 The contract terms and conditions will be those as set by the NHS in the formulation of the framework and its call off documents.

3. **Options Appraisal**

3.1 **Option 1 - Open Market Tender**

3.1.1 Rejected. The timeline involved in instigating a 2-stage open tender process would not fit with wider arrangements such as the current MFD contract.

3.2 **Option 2 – Spot purchase**

3.2.1 Rejected. Given the size of the organisation this option does not offer the economies of scale the Council should be attracting by including the range of services outlined and will ultimately be more expensive than other options. Under disaggregation rules this could lead to procurement activities which are not in line the Council's procurement rules and EU procurement regulations.

3.3 **Option 3 – Retain Print Shop**

3.3.1 Rejected. The Print Shop cannot provide all print and postage requirements of the Council and already sources external print support for some print work. Furthermore, it has been established through market testing that the Council can achieve better value in the external market.

3.4 **Option 4 – Source a print and postage solution via an existing framework**

3.4.1 This is the recommended option. The Council is looking to rationalise the number of print and post suppliers in order to deliver better economies of scale and therefore a more economical print and post solution. Sourcing a print and post solution from an existing framework, or series of frameworks depending on specific printing requirements will mean that the Council will not need to conduct a large procurement exercise and can take advantage of framework terms. The proposed solution could comprise of:

- a) a single provider from one framework
- b) a single provider who is procured from a number of frameworks (assuming they are listed on all frameworks and are successful)
- c) multiple providers from different lots within a single framework
- d) or multiple providers from a number of frameworks.

4. Waiver

4.1 Not required.

5. Consultation

5.1 The Business Case has been approved by Core Programme Board and agreed with Corporate Services Group (CGS). Consultation has taken place with the Corporate Director of My Place and the Portfolio Holder.

5.2 The proposals in this report were considered and endorsed by the Procurement Board at its meeting on 18 February 2019.

6. Corporate Procurement

Implications completed by: Euan Beales, Head of Procurement

6.1 The goods and services set out in this report form a complex procurement, and the framework(s) accessible to the Council, have the capabilities to provide for such complex provisions.

6.2 The evaluation criteria has been recommended as 70% quality and 30% price, subject to further review once the specification has been fully developed. Due to the technical nature and the scale of the service, providing the specification adequately captures volumes and specialist requirements this mix seems to be appropriate to deliver a quality and cost-effective service. Further consideration to the ratio ought to be given once this is in place.

6.3 It should be noted that the savings expectations should be viewed as a guide and not used for any financial forecasting as the services being required fluctuate on a regular basis, which in turn means the value can increase or decrease and would not be fixed over the contract term.

6.4 Based on this report, I do not see any reason not to endorse the recommendations made.

7. Financial Implications

Implications completed by: Katherine Heffernan, Group Manager, Service Finance

7.1 The financial benefits of using a new framework for procuring Print and Postage services will enable the council to realise part of its savings targets for the Core Services Transformation programme.

7.2 Implementation of a new framework are expected to bring reduced unit costs for the Council in meeting its print and postage requirements. The total saving is estimated to be at least £0.2m initially based on current levels of print and post activity. The costs relating to the procurement exercise will not be significant when set against the per annum savings (circa £200k). These costs and/or any Gainshare payable will be met by the savings from the exercise.

7.3 As part of its ongoing modernisation the Council should be looking to reduce the level of printing it undertakes. It will be important that the contract is flexible enough to allow this.

8. Legal Implications

Implications completed by: Kayleigh Eaton, Senior Contracts and Procurement Solicitor, Law & Governance

8.1 This report is seeking approval to proceed with a procurement for the provision of Print and Postal Services and states that the preferred framework is the NHS Clinical and Digital Information Systems (CDIS).

8.2 This report states that the total value of the procurement over the contract period will be over £500k, which is in excess of the EU threshold for service contracts and therefore requires competitive tendering via the Official Journal of the European Union (OJEU). The Public Contracts Regulations 2015 (the Regulations) permit contracting authorities to call off valid frameworks in order to procure goods, services and works, as required. In compliance with the principles of the Regulations this procurement process has to be transparent, non-discriminatory and fair.

8.3 The requirements for competitive tendering, as contained within the Council's Contracts Rules are met as Rule 5.1 (a) advises that it is not necessary for officers to embark upon a separate procurement exercise when using a Framework Agreement providing the Framework being used has been properly procured in accordance with the law and the call-off is made in line with the Framework terms and conditions.

8.4 The use of the NHS framework should satisfy the above requirements as the Council is permitted to call off from the framework, which has been set up following a compliant OJEU process for the benefit of various bodies, including local authorities, and is valid until 7th December 2020.

8.5 Contract Rule 28.8 of the Council's Contract Rules requires that all procurements of contracts above £500,000 in value must be submitted to Cabinet for approval. In line with Contract Rule 50.15, Cabinet can indicate whether it is content for the Chief Officer to award the contracts following the procurement process with the approval of Corporate Finance.

8.5 The Law and Governance Team will be on hand to assist and advise as necessary throughout this procurement process.

9. Other Implications

9.1 Risk and Risk Management

Risks	Mitigations
Failure to properly identify full printing and post specifications.	Give additional time and project support to specifications identification

Failure to identify a suitable provider	Maintain existing arrangement or revert to framework Market Sounding exercise which has already identified interested providers
Poor integration of appointed print service	Detailed planning ahead of implementation to identify key risks and mitigate them. Maintain existing arrangement or revert to framework
Impact on key services such as Elections and Legal services through transition to a single provider	All precautions must be taken to ensure that Election materials are available. Build in to any specification requirement that specialist printing needs to be catered for via sub-contracting where appropriate
Reduced print charges lead to services increasing print expenditure	Measures to recuperate savings from services. Behaviour change and channel shift projects

- 9.2 **TUPE, other staffing and trade union implications** - It is anticipated that the closure of the Print Shop will impact three members of staff currently working within the service. If the work currently provided by the Print Shop is undertaken by one provider, there is a strong likelihood that TUPE would apply and the TUPE process including consultation will have to take place. If TUPE does not apply, then consultation in respect of redundancy, incorporating redeployment will be necessary. The time required for either process can be accommodated in the timescale set out in 2.6 above.
- 9.3 **Corporate Policy and Equality Impact** - The proposed changes to the provision of print and postage services supports the Council's priority to build a well-run organisation, as set out in the Corporate Plan 2018-2022. This priority includes delivering savings to ensure financial sustainability and being relentlessly reliable in the services we provide. These proposals aim to reduce costs and deliver a quality, cost-effective print and postage service. There are no direct equality impacts as a result of the proposed changes. This will be reviewed if any equality issues are identified through the procurement process.
- 9.4 **Property / Asset Issues** - Disposal of any relevant print and post assets and equipment (including MFDs) to be determined once a supplier has been sourced.

Public Background Papers Used in the Preparation of the Report: None

List of Appendices: None

CABINET**21 May 2019**

Title: Contract for Provision of Liquid Fuel	
Report of the Cabinet Member for Public Realm	
Open Report	For Decision
Wards Affected: All	Key Decision: No
Report Author: John Russell, Head of Fleet Management, My Place	Contact Details: Tel: 020 0208 227 2171 E-mail: john.russell@lbbd.gov.uk
Accountable Director: Robert Overall, Director My Place	
Accountable Strategic Leadership Director: Claire Symonds, Chief Operating Officer	
Summary	
<p>This report presents proposals for the procurement of new contracts for the provision of liquid fuel for the LBBD Transport Fleet, as the current contracts expire on 30 September 2019. Following a detailed assessment of options, it is proposed to procure via the EU compliant Crown Commercial Services (CCS) Framework Agreement RM3801 in accordance with the strategy set out in this report.</p>	
Recommendation(s)	
<p>The Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Agree that the Council proceeds with the procurement of contracts for the provision of liquid fuel in accordance with the strategy set out in the report; and (ii) Delegate authority to the Director of My Place, in consultation with the Cabinet Member for Public Realm and the Director of Law and Governance, to conduct the procurement and award the contract(s) to the successful bidder(s). 	
Reason(s)	
<p>In order to maintain LBBD's requirement to ensure the ongoing provision of liquid fuel, this report seeks approval to appoint a liquid fuel supplier/s via a Framework agreement compliant with EU procurement Regulations.</p>	

1. Introduction and Background

- 1.1 The Council operates a wide range of vehicles, machinery and plant that requires liquid fuel to operate. At present all liquid fuel is procured via a Framework agreement to take advantage of economies of scale and ensure best value. Fuel is

stored in tanks at both Frizlands Depot, Dagenham and Creek Road Depot, Barking.

1.2 There are currently 3 contracts in place for the following products:

- Watson Petroleum – White Diesel
- Birlem Ltd – Red Diesel
- Certas Energy UK Ltd – Unleaded Petrol

1.3 All the contracts expire on 30 September 2019.

2. Proposal and Issues

2.1 Outline specification of the works, goods or services being procured

2.1.1 Liquid fuel for all LBBB's vehicles, machinery and plant that requires it to operate.

2.2 Estimated Contract Value, including the value of any uplift or extension period

2.2.1 £4 million over 4 years

2.3 Duration of the contract, including any options for extension

2.3.1 Four years in total based on CCS's annual renegotiation with the suppliers to ensure best value.

2.3.2 As CCS will be carrying out a mini competition each year to ensure suppliers pricing remains competitive it means LBBB may be entering into a contract for each of the different fuel types with a different supplier every year.

2.4 Recommended procurement procedure and reasons for the recommendation

2.4.1 Due to the standardised nature of the product there are a range of Frameworks available. The Crown Commercial Services (CCS) Framework RM3801 has been identified as a good fit for LBBB's requirements based on contract terms and past experience. Use of a Framework contract will allow LBBB to take advantage of low prices generated through economies of scale. Best value reviewed as part of the CCS Framework onboarding.

2.5 The contract delivery methodology and documentation to be adopted

2.5.1 The Framework terms and conditions will be utilised.

2.6 Outcomes, savings and efficiencies expected as a consequence of awarding the proposed contract

2.6.1 The Council has chosen this method of delivery of utilising its own fuelling stations to obtain the best value and service possible. Other schemes running on fuel cards at local fuel stations creates administration issues and possible delays in supply.

2.7 **Criteria against which the tenderers are to be selected and contract is to be awarded**

2.7.1 Will be determined by the Framework owner CCS.

2.8 **How the procurement will address and implement the Council's Social Value policies**

2.8.1 With contracts in place to provide fuel to all vehicles enables LBBB to service the borough without interruption.

3. **Options Appraisal**

3.1 The alternative options considered were:

3.1.1 **Do nothing. Rejected.** Liquid fuel is essential in delivering front line operations. The current contracts all expire on 30th September 2019 and alternative arrangements have to be put in place.

3.1.2 **Let a bespoke LBBB contract. Rejected.** LBBB's spend on liquid fuel is in scope of EU procurement Regulations which would require a full EU compliant tendering exercise which would require significant officer resource and would take time to carry out. LBBB's fuel use, although significant cannot compete with economies of scale that existing framework contracts offer. The bespoke approach does not deliver best value to LBBB. Using an existing framework will save officer resources and deliver greater value for money.

3.1.3 **Reconfigure service to use a Commercial Fuel Card system. Rejected.** A Fuel Card system does not offer LBBB adequate resilience in the event of fuel shortages. The current bunkered fuel system is integral to local and pan London contingency plans. The local area has minimum fuelling stations with adequate access for HGV's. Over height vehicles such as dustcarts will have limited fuelling stations. Bunkered fuel stores allow LBBB to purchase additional stocks when prices are low, fuel cards would not offer the same opportunity. In addition, fuel cards would be tied to local petrol stations, however no stations in the area offer red diesel.

4. **Consultation**

4.1 The Director of My Place and the Cabinet Member for Public Realm were consulted on this report in April 2019.

4.2 The proposals in this report were considered and endorsed by the Procurement Board at its meeting on 15 April 2019.

5. **Financial Implications**

Implications completed by: Katherine Heffernan, Group Manager, Service Finance

5.1 The provision of liquid fuel to the council's fleet is managed by the Fleet Service team in Public Realm. Each department is charged based on actual use.

- 5.2 The proposed award is estimated at up to £4m over the next 4 years which is in line with current costs. Actual cost will be dependent on the level of usage and will be funded from individual service revenue budgets both in the General Fund and the HRA.
- 5.3 A review and replacement of the council's fleet is currently in progress which will see a move towards more fuel-efficient vehicles and is expected to bring further reductions to the current spend levels.
- 5.4 The contract will be subject to gainshare on the same basis and baselines as the current contract (Elevate 20%: LBB 80%).

6. Legal Implications

Implications completed by: Kayleigh Eaton, Senior Contracts and Procurement Solicitor

- 6.1 This report is seeking approval to award a contract for the provision of liquid fuel for the Council's Transport Fleet through a CCS framework. This report is also seeking approval to delegate authority to the Corporate Director for Public Realm to conduct the procurement and award the contract/s to the successful bidder/s in accordance with the strategy set out in this report.
- 6.2 The value of the contract is estimated to be £4 million over 4 years and is therefore in excess of the EU threshold for supplies and service contracts meaning that there is a legal requirement to competitively tender the contract in the Official Journal of the European Union (OJEU). The Public Contracts Regulations 2015 (the Regulations) permit contracting authorities to call off valid frameworks in order to procure goods, services, works, as required. In compliance with the principles of the Regulations the call-off process must be transparent, non-discriminatory and fair.
- 6.3 The requirements for competitive tendering, as contained within the Council's Contracts Rules, are met as Rule 5.1 (a) advises that it is not necessary for officers to embark upon a separate procurement exercise when using a Framework Agreement providing the Framework being used has been properly procured in accordance with the law and the call-off is made in line with the Framework terms and conditions.
- 6.4 The use of the CCS Framework will satisfy the above requirements as the Council is permitted to call off from the framework, which has been set up following a compliant OJEU process for all local authorities in the country and commenced on 24 July 2017 for a period of 2 years with an option to extend for 1+1 years. The report author should ensure that the relevant framework extension options are utilised to ensure that when the Council calls-off from this framework it does so within a valid period.
- 6.5 In line with Contract Rule 50.15, Cabinet can indicate whether it is content for the Chief Officer to award the contracts following the procurement process.
- 6.6 As the value of the Contract exceeds £100,000, in line with rule 52.2 of the Contract Rules, the Contract will require sealing. Legal Services will be on hand to assist in any queries which may arise and also assist in the sealing of the Contract documents.

7. Other Implications

7.1 Risk Management – Identified risk and subsequent mitigation strategies identified during the completion of this recommendation are as follows:

- Poor supplier performance including unacceptable delivery times. Poor supplier performance will be mitigated by ensuring the contractor delivers services in line with Key Performance Indicators within the Framework.
- Ensuring value for money over the term of the contract. The contract will be let by CCS annually, CCS will carry out a mini competition each year to ensure suppliers pricing remains competitive.
- Poor Quality Products. The supplier is required to deliver fuel that conforms to industry mandated specifications. Failure to deliver products that meet the required standard will be dealt with within the mechanisms contained within the contract. Ultimately the contract contains the mechanism to terminate the contract for poor supplier performance.
- Reduction in volume of products required. There is a possibility that due to the use of greener vehicle fuelling methods that the volume of traditional liquid fuel required may reduce. The contract is a call-off contract and LBBB are not tied into any minimum order level. Should volumes reduce significantly fuel prices have the potential to increase slightly, however the contract is renewed annually and at that point should the revised cost be prohibitive then an options appraisal would have to be carried out.

7.2 Contractual Issues – The Crown Commercial Services (CCS) Framework terms and conditions will be used.

7.3 Corporate Policy and Equality Impact - With contracts in place to provide fuel for the entire fleet, encompassing vehicle road fleet and various plant machinery, which is used by a wide array of services within the borough, this contract minimalises the interruption to the supply of fuel which assists in the building of a well-run organisation and ensures relentlessly reliable services across all demographics of the Council.

Public Background Papers Used in the Preparation of the Report: None

List of appendices: None

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CABINET**21 May 2019**

Title: Contract for Short Term / Spot Hire Vehicle Arrangements	
Report of the Cabinet Member for Public Realm	
Open Report	For Decision
Wards Affected: None	Key Decision: No
Report Author: John Russell, Head of Fleet Management, My Place	Contact Details: Tel: 0208 227 2171 E-mail: jrussell@lbbd.gov.uk
Accountable Director: Robert Overall, Director My Place	
Accountable Strategic Leadership Director: Claire Symonds, Chief Operating Officer	
Summary	
<p>This report presents proposals for the procurement of all short term / spot hire vehicle requirements through the EU compliant Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via The Procurement Partnership Limited (TPPL).</p>	
Recommendation(s)	
<p>The Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Agree that the Council proceeds with the procurement of various short term / spot hire of vehicles contracts in accordance with the strategy set out in the report; and (ii) Delegate authority to the Director of My Place, in consultation with the Cabinet Member for Public Realm and the Director of Law and Governance, to carry out the procurements and award the contract(s) to the successful bidder(s). 	
Reason(s)	
<p>In order to maintain LBBD's requirement to ensure continuity and delivery of services this report seeks approval to utilise a Framework compliant with EU procurement Regulations to carry out all its spot / short term hire of various vehicles.</p>	

1. Introduction and Background

- 1.1 Historically, Fleet Services receive many last-minute / urgent requests for various vehicles due to changes across LBBD i.e. additional refuse vehicles required due to seasonal fluctuations in service, short term strategy plans by other services.
- 1.2 Complying with LBBD's governance requirements to obtain approval can take months where all of the requests received by Fleet Services are required /requested/needed to be in place within days of the request being received.

1.3 LBBB needs to be able to fulfil these requirements without having to write individual strategy reports in every case when there is an urgent requirement for fleet vehicles. Writing individual reports is time consuming and causes unnecessary delay in service delivery. The recommended route to market ensures that an order can be placed for the short-term hire of vehicles within a short period of time. This will ensure continued service delivery and compliance of LBBB's Contracts Rules and the EU Procurement Regulations.

2. Proposal and Issues

2.1 Outline specification of the works, goods or services being procured

2.1.1 Short-term / spot hire of various vehicles which includes refuse vehicles, coaches, mini buses, van's, tipper's etc.

2.2 Estimated Contract Value, including the value of any uplift or extension period

2.2.1 Up to £2 million from June 2019 until June 2021 when the Framework expires.

2.3 Duration of the contract, including any options for extension

2.3.1 Each short term / spot hire vehicle requirement will not exceed 12 months. Any requirements for vehicles longer than this period will be procured in accordance with LBBB's Contracts Rules.

2.4 Recommended procurement procedure and reasons for the recommendation

2.4.1 To utilise the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via The Procurement Partnership Limited (TPPL) for all short term / spot hire vehicle requirements.

2.4.2 TPPL have over 690 organisations as members, of which LBBB is one. TPPL carry out EU compliant tenders for a range a vehicle's required by the public sector to create a list of Frameworks. Members can access these Frameworks as well as having access to a range of OJEU tendered frameworks TPPL created with leading public sector organisations.

2.4.3 The CSKL Vehicle Rental Framework consists of the following Lots:

- Lot 1: Hire of Passenger Cars
- Lot 2: Hire of Light Commercial Vehicles (LCVs) up to 3.5t
- Lot 3: Hire of Medium Commercial Vehicles (MCVs) 3.5t up to 12.5t
- Lot 4: Hire of Welfare Buses 5 seat up to 72 seat
- Lot 5: Hire of Sweepers up to 18.5t
- Lot 6: Hire of Heavy Goods Vehicles (HGVs) up to 44t

2.4.4 The Framework is designed to operate through an online pricing and booking platform which all suppliers on the Framework are required to integrate with and upload pricing to, to enable TPPL members to access competitive, compliant pricing from a wide range of suppliers on a wide range of vehicles. Vehicle hire bookings can be completed through the online platform.

2.4.5 The Framework expires in June 2021 which allows LBBD time to consider its longer-term strategy. This option was considered due to ability to be able to carry out a further competition quickly and compliantly and because of the large number of varied suppliers, some of which whose services are currently being utilised by LBBD.

2.5 **The contract delivery methodology and documentation to be adopted**

2.5.1 The Framework terms and conditions will be utilised.

2.6 **Outcomes, savings and efficiencies expected as a consequence of awarding the proposed contract**

2.6.1 By utilising the Framework we are looking to match or improve on the prices we are charged from our current suppliers in a compliant route to market. This will result in saving officers time by not continually preparing reports.

2.7 **Criteria against which the tenderers are to be selected and contract is to be awarded**

2.7.1 Price and vehicle availability. The evaluation price / quality split will be determined for each requirement and in accordance with the Framework terms.

3. **Options Appraisal**

3.1 The alternative options considered were:

3.1.1 **Do nothing – Rejected:** There is a requirement for vehicles to be spot hired urgently by Fleet services. LBBD has to fulfil these urgent and unplanned requirements without having to write individual strategy reports in every case as this is time consuming and causes unnecessary delay in service delivery. Fleet services are issued with numerous last-minute requests for spot (short-term) hire of various vehicles for various reasons so additional short-term hire of vehicles are required whilst a longer-term strategy is being sought. A large number of requests for vehicles (vehicle dependent £100 pw to £1000 pw) can easily push us into a non-compliant spend forcing the need for reports to be drafted and go through internal governance processes which can be time consuming.

3.1.2 **ESPO Framework no. 271 (Vehicle Hire – Self Drive) – Rejected:** This provides a flexible and simple solution for self-drive hires of vehicles such as LCVS, passenger transport and specialists vehicles such as refuse collection vehicles and sweepers on a short to medium basis. The Framework can be used by public sector bodies and offers options for further competition and bespoke solutions. The Framework commenced on 19th April 2016 and expires 31st March 2019 with an option to extend until 31st March 2020. This option was rejected as it does not have the large number of suppliers and there is only just over a year left on the Framework even with the optional extended period.

4. Consultation

- 4.1 The Director of My Place and Cabinet Member for Public Realm were consulted on this report in April 2019.
- 4.2 The proposals in this report were considered and endorsed by the Procurement Board at its meeting on 15 April 2019.

5. Financial Implications

Implications completed by: Katherine Heffernan, Group Manager, Service Finance

- 5.1 The Fleet Service team in Public Realm manage the contracting of short-term vehicle hire on behalf of services across the council. Each department is charged based on actual use.
- 5.2 The report seeks approval to contract for short-term vehicle hire through Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via TPPL for from June 2019 to June 2021.
- 5.3 Estimated spend over the two-year term is estimated to be up to £2m. This will be funded from individual service budgets based on their requirements for spot hire.
- 5.4 A review and replacement of the council's fleet is currently in progress. This will ensure old and less reliable fleet are replaced and see services have the required number of vehicles. The outcome of this will be a reduced reliance on short-term/spot hire to cover breakdowns and saving on repairs and maintenance costs.

6. Legal Implications

Implications completed by: Kayleigh Eaton, Senior Contracts and Procurement Solicitor, Law & Governance

- 6.1 This report is seeking approval to use the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via TPPL for all short term / spot hire vehicle requirements.
- 6.2 This report states that the total value of the procurement will be up to a maximum of £2 million over a period of 2 years, which is in excess of the EU threshold for supplies and service contracts meaning that there is a legal requirement to competitively tender the contract in the Official Journal of the European Union (OJEU). The Public Contracts Regulations 2015 (the Regulations) permit contracting authorities to call off valid frameworks in order to procure goods, services, works, as required. In compliance with the principles of the Regulations this procurement process has to be transparent, non-discriminatory and fair. It is noted that this framework has been procured in compliance with the Regulations and permits access to all Local Authorities in the UK.
- 6.3 The requirements for competitive tendering, as contained within the Council's Contracts Rules, are met as Rule 5.1 (a) advises that it is not necessary for officers to embark upon a separate procurement exercise when using a Framework Agreement providing the Framework being used has been properly procured in

accordance with the law and the call-off is made in line with the Framework terms and conditions.

- 6.4 The report author and responsible directorate are advised to keep Legal Services fully informed; Legal Services will be on hand to assist in reviewing and completing any call off terms and sealing the contract.

7. Other Implications

- 7.1 **Risk Management** - A delay in delivery of vehicle requirements would cause a delay to services with a possible risk to reputation. Having a compliant route to market also reduces the risk of uncompliant spend of LBBD's finances.
- 7.2 **Contractual Issues** – The Commercial Services Kent Limited (CSKL) Vehicle Rental Framework terms and conditions will be used.
- 7.3 **Corporate Policy and Equality Impact** - With contracts in place to provide fuel for the entire fleet, encompassing vehicle road fleet and various plant machinery, which is used by a wide array of services within the borough, this contract minimalises the interruption to the supply of fuel which assists in the building of a well-run organisation and ensures relentlessly reliable services across all demographics of the Council.

Public Background Papers Used in the Preparation of the Report: None

List of appendices: None

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CABINET**21 May 2019**

Title: Be First Business Plan 2019 - 2024	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report with Exempt Appendices (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972)	For Decision
Wards Affected: All	Key Decision: Yes
Report Author: Hilary Morris, Commercial Lead	Contact Details: Tel: 020 8227 3017 E-mail: hilary.morris@lbbd.gov.uk
Accountable Strategic Director: Claire Symonds, Chief Operating Officer	
<p>Summary</p> <p>This report seeks Cabinet approval of the Business Plan for Be First in line with the requirements of their Shareholder Agreement. This Business Plan has been scrutinised by the Shareholder Panel, the advisory body created to monitor and to report to Cabinet on the performance of Companies that Council has a shareholding interest in.</p> <p>The creation of Be First was an integral part of Barking and Dagenham's New Kind of Council transformation programme. Launched in 2016 this programme has seen a radical re-shaping of services of which commercialisation and income generation via the creation of new independent commercial companies was a key strand. Be First, as well as the other commercial companies have been designed to facilitate a sustainable financial position for the Council as well as improve service delivery and outcomes for the residents of the Borough.</p> <p>This Business Plan highlights that performance during the first year of trading has been positive, that relationships both internal and external to the Council have been strengthened and that Be First has made a positive impact on the regeneration aspirations of the Borough.</p> <p>The positive impact can be seen in the improved trading position as illustrated by;</p> <ul style="list-style-type: none"> • An improved financial position with Be First projecting to be £2.85m better off than forecasted in the 2018-2023 Business Plan • An improvement in the forecasted number of new homes being built during the plan period with Be First now forecasting to deliver from 2,208 in the 17/18 plan to 3,088 over the new 5 year plan period (2019-2024) • Be First forecasting to deliver £49m return to the Council over the next 5 years. <p>The substantive Business Plan contained within the appendix which is in the exempt section of the agenda as it contains commercially confidential information (relevant</p>	

legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information

Recommendation(s)

The Cabinet is recommended to:

- (i) Approve the Be First 5 Year Business Plan (2019-2024) at Appendix A to the report; and
- (ii) Approve Be First entering into any procurement related agreement or commitment required to enable the delivery of the Business Plan in accordance with its Company scheme of delegation subject to:
 - a). compliance with relevant procurement regulation
 - b). compliance with relevant procurement law
 - c). Be First's compliance with its own scheme of delegation
 - d). Compliance with state aid rules, and
 - e). Any other relevant approvals by the Council which may be relevant or required for the specific project

Reason(s)

To assist the Council in achieving its Inclusive Growth priorities. This proposal is in line with Recommendation 8 of the independent Growth Commission's report published in February 2016 and is therefore aligned to both the 'Growing the Borough' and 'Well run organisation' objectives.

1. Introduction and Background

- 1.1 In line with their Shareholder Agreement Be First are required to annually review their 5 Year rolling Business Plan which can be found in Appendix A and is attached for Cabinet approval as outlined in the recommendations.
- 1.2 This paper requests approval for the activities described in the plan but recognises that some activities such as specific investment and development activity proposals will require subsequent approvals in line with the Council's Constitution or the exercise of delegated powers which were set out in the recommendations contained within the first Be First Business Plan (2018-2023) (minute 100, 19th February 2018 refers)
- 1.3 This report highlights the key objectives to be delivered and the period by which the returns, either financial or social are expected with the detail behind the assumptions being shown in the exempt Appendix.
- 1.4 The Business Plan has been approved by the Be First Board.
- 1.5 The Business Plan been reviewed and revised following Shareholder Panel scrutiny in February and April 2019.

2. **Business Plan Summary**

- 2.1 This new 5-year Business Plan (2019-2024) highlights there have been positive financial and strategic developments in the past year, with the company forecasting to generate a surplus in 18/19 instead of the £2.8m deficit forecasted in the 2018-23 Business Plan.
- 2.2 The surplus has been created predominantly from progress being made by Be First in delivering the Council's Investment and Acquisition programme. This surplus has been generated by Be First reviewing schemes to increase the number of new homes that can be delivered as well as bringing forward the number of development schemes being worked on to bring the development of new homes forward. 29 out of the 41 schemes Be First inherited from the Council are now actively being brought to delivery which is 8 more than originally expected.
- 2.3 The Business Plan focuses on Be First's objective to deliver more new homes and forecasts an increased being built up to 2024 with 3,088 new Council funded homes expected to be built during the next 5 years. The majority of these new homes will be affordable including all of the 112 units to be completed in 2019.
- 2.4 The Plan outlines that Be First have delivered 132 new homes in 17/18 with 118 being moved to later years in order to deliver more overall units on those sites. Expected completion of these 118 new homes is now due between 2019/2021.
- 2.5 Be First have outlined in the Plan an ambitious programme for 19/20 which will see 12 new development schemes commence construction. These schemes, which all have start on site dates in 19/20 will deliver 1,233 new homes which is over a third of the new homes expected to be delivered over the next 5 years.
- 2.6 Be First anticipate that 6,814 units will be delivered by the private sector over to generate a total number of new homes (Council/Be First and external developers) over the next five years of 9,770. Be First will be appointing to a role specifically to track the development progress of the private sector led units to ensure more accurate forecasting of progress and completions and therefore Net New Homes Bonus income
- 2.7 Be First forecasts to deliver a total return to the Council of £49m over the plan period. This figure is driven by a £27m operational surplus from delivering core services such as planning, regeneration and building control as well as fees derived from development and construction management services provided to the Council as well as external clients. A further £19m is expected to be achieved from the New Homes Bonus with only £2m being driven by commercial development activity. As a result, Be First is forecasting to be on track to deliver the £10.3 net financial contribution to the Council by 2021.
- 2.8 Be First anticipate that £777m of development funding will be required to deliver the Council funded pipeline of development activity which is an additional £148m than outlined in the 17/18 plan. This additional sum is required primarily due to the increased number of units being delivered over the plan period.
- 2.9 Cabinet has already approved funding additional to this sum for Be First to deliver loan book deals for three regeneration schemes which are Abbey Sports Centre,

Vicarage Fields, and London Road. Be First have indicated that other speculative investment and development schemes could be considered which would be additional to this. All new development and investment proposals will require Investment Panel approval of the detailed viability appraisal as well as Cabinet approval before any funding is approved.

- 2.10 Be First also intend to make a social contribution to the Borough, for instance by employing 5 apprentices during the Business Plan period as well as developing a sustainable local employment programme. This programme would see developers being required to employ 25% of people working on their schemes to be local residents. Be First will be requiring developers to supply an 'Employment, Skills and Suppliers Plan' to set out how they will deliver on this objective.
- 2.11 Be First will deliver its regenerating and place-shaping agenda by using its resources and commercial expertise to drive further transformation, making it a more attractive and thriving place to live, work and play. It will achieve this by:
- Cherishing local history, using it to inform high quality, safe and locally distinctive design.
 - Promoting well connected, accessible places with an emphasis on active travel and public transport
 - Enhancing the boroughs natural environment and encourage sustainability through planning and development
 - Celebrating the boroughs vibrant and diverse community, empowering and enabling residents and workers.
 - Encouraging innovative, high quality design that optimises site potential
- 2.12 Be First recognise that good community engagement can add value by improving community cohesion, developing skills and generating community activity. Be First are committed to getting this right by:
- Embedding the commitment to high quality community engagement through the organisation
 - Working with the Council to agree principles to be adopted for estate renewal schemes
 - Agreeing community engagement plans for each project on a scheme by scheme basis
 - Appointing a full-time engagement co-ordinator.

3. **Consultation**

3.1 The Business Plan has undergone the following consultations:

- Approved by the Be First Board in February 2019
- Endorsed subject to agreed revisions by Corporate Strategy Group on the 17th January 19
- Endorsed by the Shareholder Panel subject to agreed revisions on 29th April 2019

4. Financial Implications

Implications completed by: David Dickinson, Investment Fund Manager

4.1 Be First Financial Return to the Council

4.1.1 The Be First Business Plan (BFBP) outlines an ambitious programme of development and regeneration of the Council. The BFBP shows that Be First will generate target surplus of £5.6m for 2019/20 and £10.8m for 2020/21. Further financial details are contained in the Appendix A.

4.1.2 The business plan demonstrates Be First is well placed and able to deliver the strategic ambitions the Council has set out which are captured in the MTFS, approved February 2019. The Business Plan confirms Be First's ability to deliver its target of £10.3m to the Council each year from 2021 onwards. The target includes additional new homes bonus which in 2020/21 is planned to be £1.3m due from the expected growth in supply of new homes within the borough.

Table A - the target net position of Be First over a 6-year period:

Plan Comparisons	18/19	19/20	20/21	21/22	22/23	23/24	Total
18/19 Plan	528	5,622	10,835	11,070	10,710	10,328	49,093

4.1.3 Development and Construction income which delivers part of the surplus is driven predominantly by fees from the Councils Investment Programme projects. The Council is responsible for funding the Investment Programme and therefore this income is reliant on the Council providing funding. It is essential that this is factored into Be First's future strategy as there will be a limit to the level of funding the Council can provide.

4.1.4 A large driver of the increase in Development and construction income is bringing forward a number of schemes that were originally scheduled for later on in the Business Plan. This acceleration, although welcome, does raise issues around capacity both for Be First to manage each of the schemes and also for the Council to fund the schemes. An increase in the Council's interest budget has not been agreed and it is unlikely that there will be sufficient revenue budget to fund an increase. It is therefore essential for Be First to work closely with the Council to ensure that the schemes acceleration is affordable, both in terms of funding but also in terms of Be First achieving their £10.3m target.

4.1.5 A concern within the BFBP is the delay in a number of the schemes that were due to be completed, as outlined below.

Land rear of 134 Becontree Avenue	19/20	20/21
Limbourne Avenue	18/19	20/21
Stour Road 90	18/19 and 19/20	22/23
Weighbridge	18/19	19/20
Wivenhoe Container	18/19	19/20
Sacred Heart	18/19 and 19/20	20/21

4.1.6 The impact of these delays means that the income to the Council from Reside is delayed. In addition, the costs for these schemes remains within the development stage rather than being repaid, both in terms of interest and debt repayment, as an operational scheme.

4.1.7 The Be First business plan is based on data as at 30 September 2018 and this predates the Greater London Authority: Building Council Homes for Londoners Programme Allocations grant of £25.3m the Council was awarded in October 2018. In addition, it does not take into account revisions and movements within a number of investments that have taken place as planning and architect designs change some of the investments.

4.2 **Loan Facility**

4.2.1 A loan facility agreement of up to £3.5m working capital up to the point where Be First is self-financing was agreed in September, with a further £0.7m made available from February 2018 which took the total working capital loan to Be First to £4.2m. This loan will not be repayable until Be First are fully self-financing with the first repayment no earlier than 31st March 2020.

4.3 **Be First Contribution to the Investment Strategy**

4.3.1 Be First will help to accelerate the delivery of the Council-led development schemes which will be integral to the Council's ability to achieve its £5.1m investment strategy returns by 2020/21. The £5.1 investment return is in addition to Be First's target return of £10.3m and is predominantly generated when each scheme is operational and managed within Reside.

4.4 **BFBP Funding Requirements**

4.4.1 The Be First report outlines a significant increase in net development costs of £148m. This will require a significant increase in borrowing by the Council to fund this. The delays in some of the schemes becoming operational will also have a negative impact on the borrowing costs as income from the schemes will be delayed.

4.4.2 Each £100m of additional borrowing will require an interest budget of £3.25m based on borrowing costs of 3.25% and this will be a cost per year until schemes become operational. Based on the net development costs provided this will require approximately £5m of funding by the Council to fund this increased cost.

4.4.3 The £777.41m comprises most of the schemes agreed in the Acquisitions and Investment Strategy (AIS) but excludes some of the large schemes that have already been built, such as Abbey Road 2, Gascoigne East Regeneration and the Street Purchases schemes. The size of the borrowing is significant and careful treasury management is required to manage the interest cost of carry during the construction phase.

4.4.4 In addition, Members should be aware that the interest budget does not include provision for any additional borrowing requirements and is based on schemes becoming operational according to the BFBP dates. Slippage in schemes becoming

operational will impact the ability to fund future schemes and may require schemes to be delayed until funding is available to support the borrowing costs.

- 4.4.5 New proposals for funding put forward by Be First will need to be either self-financing or a replacement of any schemes that are currently budgeted for but potentially are not progressed with or are delayed. It is important to outline that the Council does not have unlimited borrowing powers and each scheme proposed will need to provide a return and fit within the funding budget.
- 4.4.6 It is therefore essential that Be First work closely with the Capital and Investments section to ensure that future investment proposals fit within the current funding available.
- 4.4.7 In addition to working closely with the Capital and Investments section, there needs to be close working between the Council, Be First, Reside and My Place to ensure that appropriate schemes are built, at the right time and within agreed budgets, to ensure that the Council's plans are met within agreed timescale but that are also Value for Money.

4.5 **Risks**

- 4.5.1 There are a number of risks that have the potential to impact on Be First financial performance including risks attached to capital programme delivery; supply chain costs; and, general economic performance and activity including the potential impact of Brexit. These are assessed as part of the business plan and mitigations and monitoring arrangements in place. Corporate risks are monitored through the Shareholder Panel.
- 4.5.2 Given the scale and timing of the borrowing, the interest rate risk (i.e. the risk that interest rates will be higher than currently forecast) will be significant. An interest rate margin has been included to produce the interest budget but there is still the risk that borrowing rates could increase to higher than the 4.5% top assumption in year 5.
- 4.6. In considering the BFBP, it is incumbent on the Council to ensure the activity of Be First is strategically aligned with the Council and Reside priorities to deliver long term outcomes for the borough. These include understanding the quality of schemes as well as the delivery of financial returns. To do this the Council has put in place governance arrangements through the Investment Panel and associated gateway processes.

5. **Legal Implications**

Implications completed by: Suzan Yildiz, Deputy Head of Legal and Paul Feild, Senior Governance Lawyer

- 5.1 Cabinet is requested to approve the Business Plan for Be First, for the five-year period 2019-2024. The Council is a 100% shareholder of Be First, which was set up by the Council to accelerate delivery of regeneration in the area. The relationship between the Council and Be First is regulated through a shareholder agreement dated 29 September 2017, albeit this is not a legal requirement. Shareholder agreements make provision to ensure accountability to the Shareholder and form

part of both the governance of the companies and the contractual documents setting out the course of business, accounting for dividends, and reserved activities over which only the shareholder has control. Via its shareholder controls (exercised through Cabinet and Shareholder Panel) the Council can set the strategic direction for Be First and monitor its performance of the companies. It is a condition of the agreement that an update on the business plan is presented to the Council on an annual basis, albeit the Business Plan for Be First is prepared for a rolling five year period.

Relevant Statutory Powers

- 5.2 The Council has a number of relevant powers regarding its establishment of trading companies, borrowing and investment activities. Section 1 of the Localism Act 2011, the general power of competence (“GPC”) empowers local authorities to do anything that an individual can lawfully do provided that the activity is not expressly prohibited by other legislation. Activities authorised by the GPC can include investment, trading or charging decisions which may be undertaken through commercial (corporate) vehicles with the primary aim of benefiting the authority, its financial management, its area or its local communities. The power is wide and provided that the specific activity is not expressly restricted or proscribed by other legislative provisions, it will be within the parameters of the GPC power.
- 5.3 Section 4 of the Localism Act 2011 adds a proviso that if the GPC power is exercised for an activity which may be deemed ‘for a commercial purpose’ that is more than incidental to other functions or purposes of the Council, such activity must do so through a company. Therefore, there may be circumstances where commercial activity carried out by the Council’s companies may necessitate that a company limited by shares is utilised and may require further approvals by Cabinet whether the projects have been identified in the proposed Business Plans or not.
- 5.4 Section 12 of the Local Government Act 2003 (“Power to Invest”) enables a local authority to invest for any purpose relevant to its functions under any enactment, or for the purposes of the prudent management of its financial affairs. Consequently, borrowing to invest primarily or only for profit would not be deemed directly relevant to fulfilling the authority’s functions and will not, therefore, be authorised under this power. However, investment in development, land or property with a view to promoting regeneration will fall within the power to invest.
- 5.5 Section 1 of the Local Government Act 2003 (“Power to Borrow”) provides local authorities with the power to borrow for any purpose relevant to their functions under any enactment or for the purpose of the prudent management of its financial affairs. The Power to Borrow has similar constraints to the investment power under the 2003 Act. Borrowing primarily to achieve a return is unlikely to be deemed connected to the functions of the Council or to be prudent financial management. Caution should be exercised in making decisions to ensure that any investments or loans financed with borrowing further the functions of the Council and are consistent with the prudent management of the Council’s financial affairs and associated prudential guidance. In instances, where there may be commercial reasons for borrowing or investment further scrutiny and approval by Cabinet will be necessary as to whether the proposed activity is within the powers to invest and borrow, the CIPFA Prudential Code and relevant statutory guidance will be necessary (among other matters).

Other Legal and Commercial Considerations

- 5.6 The Council's fiduciary duties can be summarised as the Council acting as a trustee in respect of taxes collected and public sector income on behalf of its rate and tax payers. The Council in effect holds money but does not own it; it spends money on behalf of its business rates and council tax payers.
- 5.7 In making approving the business plan, Cabinet should consider the risks and benefits of approving the recommendations, i.e. whether a prudent investor, shareholder or borrower would undertake the activity or risks proposed; whether the Council will achieve an appropriate outcomes and return for the risk it is taking, and that the risks and potential costs involved in approving the planned business activity have been appropriately mitigated in the event of the company (or any subsidiaries) becoming insolvent and/or defaulting on outstanding loan(s). It should be borne in mind that in instances where loan book activity references in the report and business plans is funded by PWLB borrowing, a default by the borrower/s (whether the Council's entities or other third parties) could leave the Council exposed to repaying loans and interest notwithstanding default by its borrowers. The Chief Operating Officer should also consider these risks in approving the terms of any relevant legal agreements.

Funding and Borrowing

- 5.8 Section 15 of the Local Government Act 2003 requires that the Council have regard to statutory guidance in relation to exercising its borrowing and investment powers. The relevant Statutory Guidance on Local Government Investments (3rd Edition, issued on 1 April 2018). In accordance with the Guidance (paragraphs 33 and 34), A local authority may choose to make loans to local enterprises, local charities, wholly owned companies and joint ventures as part of a wider strategy for local economic growth even though those loans may not all be seen as prudent if adopting a narrow definition of prioritising security and liquidity provided that the overall Investment Strategy demonstrates that:
- The total financial exposure to such loans is proportionate;
 - An expected 'credit loss model' has been adopted to measure the credit risk of the overall loan portfolio;
 - Appropriate credit controls are in place to recover overdue re-payments; and
 - The Council has formally agreed the total level of loans by type and the total loan book is within self-assessed limits.
- 5.9 It is noted that matters associated with credit / risk management and borrowing / lending activity are expected to be addressed in the next iteration of the Council's Investment Strategy.
- 5.10 Appraisal and consideration will need to be given to the mechanisms and entities through which specific developments (whether referenced in the Business Plans or not) are to be delivered or how assets are to be held in future. Individual schemes and projects will have potential implications under the Public Contracts Regulations 2015 and state aid rules, which will need to be complied with by the Council or the company undertaking such activity for the Council. The Council should put in place appropriate assurance protocols for checks and balances to ensure that its

companies are compliant.

Procurement Implications

- 5.11 Be First's business arrangements are structured to ensure that it can provide services to the Council without being subject to the compliance with the European procurement rules, embodied in the UK's Public Contract Regulations 2015 (PCR), by virtue of the 'Teckal' exemption set out in Regulation 12 of the PCR. CIPFA advise that compliance requires a local authority (the Council) must control all the shares in a company (Be First), and also exercise effective control over the company's affairs in a manner similar to its own directorates, and finally that there is no direct private capital participation. Regulation 12 (3) of the PCR sets out the meaning of "control" as exercising a *"decisive influence over both strategic objectives and significant decisions of the controlled legal person."*
- 5.12 To benefit from the Teckal exemption, the PCR require that at least 80% of Be First's business turnover must be for its public sector owners. Be First is able to undertake 20% trading with third parties in a manner which is still compliant with its 'Teckal' arrangements with the Council. The turnover is calculated based on three years of turnover – therefore allows for some smoothing over these years. It must be borne in mind that as a Teckal company Be First is an emanation of a public body, therefore, a contracting authority. As the financial position to date demonstrates, Be First primarily act as development / construction manager for contracts in respect of which the Council is employer. Therefore, in procuring works, services or other supplies from third parties, the company must tender in a manner compliant with procurement legislation. Whilst the Council has and is delegating to Be First procurement of contracts which facilitate the delivery of the Business Plan, it should be noted that as the parent body and often contracting party, the Council would also bear the risk of any non-compliance. Therefore, it is recommended that the Council in its shareholder capacity should undertake appropriate assurance measures from time to time to ensure overall compliance with procurement law and good practice by Be First.

State Aid Implications

- 5.13 As a public body, the Council cannot provide state resources or other forms of support on a selective basis to any organisations or undertaking in a manner that could potentially distort competition and trade in the European Union. This principle is binding in law on the Council and is applicable for all three companies featured in this report. This means that the Business Plans must be compliant in design and execution. The Council is aware of its duty not to breach state aid law and in this regard, will continue to monitor and seek reassurance from the companies that their activities and support from the Council (including its terms, finance rate and security offered) satisfies the Market Economy Investor Principle and any loans and facilities are state aid compliant. Legal due diligence will be carried out to confirm this to the Chief Operating Officer before entering into any agreements or permitting draw-downs.

Governance Implications

- 5.14 The approval of the Be First business plan is reserved to the Council as shareholder under the Shareholder Agreement. This is an executive function exercised by the

Cabinet on behalf of the Council as shareholder.

5.15 Under Part 3, Chapter 1, paragraph 1.2 of the Council's Constitution, the Cabinet can in turn delegate its functions to an officer or authorise the officer to take decisions in respect of specific schemes forming part of the Business Plan, subject to established parameters, such as the need to consult other officers or Cabinet Members prior to making a final decision. It is noted that the Chief Operating Officer has such delegations (e.g. in respect of investment decisions) under the Constitution or expressly given by Cabinet on specific plans or schemes.

6. **Other Implications**

6.1 **Contractual Issues** - Development of a Business Plan is a contractual commitment for all of the Companies and is designed to set the framework by which the strategic direction of each Company is considered and approved or endorsed by the Council as either a major or minor Shareholder

6.2 **Staffing Issues** – To deliver the plan Be First may be required to employ more staff.

6.3 **Corporate Policy and Customer Impact** – The outcomes noted within the Business Plan are expected to have a positive impact on residents, by supporting the Council's aim to become self-sustainable as well as improving service outcomes and creating great places to live and work for residents and children.

6.4 **Health Issues** - The proposed Business Plan will have a positive impact on the local community, particularly in relation to the provision of more new accommodation and more local employment,

6.5 **Property / Asset Issues** – Most of the new homes will sit within the Reside portfolio.

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

- Appendix A: Be First Business Plan (2019-2024) [exempt document]

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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