

Notice of Meeting

CABINET

Tuesday, 18 January 2022 - 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 Elizabeth Kangethe, Cllr Margaret Mullane and Cllr Maureen Worby

Date of publication: 10 January 2022

Claire Symonds
Chief Executive

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Please note that this meeting will be webcast and members of the press and public are encouraged to view the proceedings via this method due to COVID-19 restrictions. Those wishing to attend the meeting in person must provide evidence of a negative Lateral Flow Test on arrival and wear a face mask at all times, including while seated in the public gallery on the second floor of the Town Hall. To view the webcast click [here](#) and select the relevant meeting (the weblink will be available at least 24-hours before the meeting).

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 14 December 2021 (Pages 3 - 7)

4. Revenue Budget Monitoring 2021/22 (Period 8, November 2021) (Pages 9 - 35)

5. Corporate Plan 2020-22 - Quarters 1 and 2 2021/22 Performance Reporting (Pages 37 - 105)

6. **LBBB Statement of Licensing Policy 2022-2027 (Pages 107 - 193)**
7. **East London Joint Resources and Waste Strategy 2027-2057 Update (Pages 195 - 259)**
8. **Electric Vehicle Charge-Points Pilot Scheme (Pages 261 - 274)**
9. **Review of the Council's Procurement Governance Arrangements (Pages 275 - 283)**
10. **Council Tax Support Scheme 2022/23 (Pages 285 - 302)**
11. **Contract for Short Term / Spot Hire Vehicle Requirements (Pages 303 - 309)**
12. **Calculation and Setting of Council Tax Base 2022/23 (Pages 311 - 318)**
13. **Confirmation of Article 4 Direction - Permitted Development Rights Allowing Upwards Extensions to Certain Buildings (Pages 319 - 335)**
14. **Amendments to the Funding Agreement for Be First Developments (Muller) Limited and Resolution to Dispose of the Muller Dairy Site on Shareholders Terms (Pages 337 - 356)**

Appendices 2 and 3 to the report are exempt from publication as they contain commercially confidential information and legal professional privileged information which is exempt from publication under paragraphs 3 and 5 respectively of Part 1, Schedule 12A of the Local Government Act 1972 (as amended)).

15. **Any other public items which the Chair decides are urgent**
16. **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/observe Council meetings such as the Cabinet, except where business is confidential or certain other sensitive information is to be discussed. Item 14 above includes appendices which are exempt from publication, as described. ***There are no other such items at the time of preparing this agenda.***

17. **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

Participation and Engagement

- To collaboratively build the foundations, platforms and networks that enable greater participation by:
 - Building capacity in and with the social sector to improve cross-sector collaboration
 - Developing opportunities to meaningfully participate across the Borough to improve individual agency and social networks
 - Facilitating democratic participation to create a more engaged, trusted and responsive democracy
- To design relational practices into the Council's activity and to focus that activity on the root causes of poverty and deprivation by:
 - Embedding our participatory principles across the Council's activity
 - Focusing our participatory activity on some of the root causes of poverty

Prevention, Independence and Resilience

- Working together with partners to deliver improved outcomes for children, families and adults
- Providing safe, innovative, strength-based and sustainable practice in all preventative and statutory services
- Every child gets the best start in life
- All children can attend and achieve in inclusive, good quality local schools
- More young people are supported to achieve success in adulthood through higher, further education and access to employment
- More children and young people in care find permanent, safe and stable homes
- All care leavers can access a good, enhanced local offer that meets their health, education, housing and employment needs
- Young people and vulnerable adults are safeguarded in the context of their families, peers, schools and communities

- Our children, young people, and their communities' benefit from a whole systems approach to tackling the impact of knife crime
- Zero tolerance to domestic abuse drives local action that tackles underlying causes, challenges perpetrators and empowers survivors
- All residents with a disability can access from birth, transition to, and in adulthood support that is seamless, personalised and enables them to thrive and contribute to their communities. Families with children who have Special Educational Needs or Disabilities (SEND) can access a good local offer in their communities that enables them independence and to live their lives to the full
- Children, young people and adults can better access social, emotional and mental wellbeing support - including loneliness reduction - in their communities
- All vulnerable adults are supported to access good quality, sustainable care that enables safety, independence, choice and control
- All vulnerable older people can access timely, purposeful integrated care in their communities that helps keep them safe and independent for longer, and in their own homes
- Effective use of public health interventions to reduce health inequalities

Inclusive Growth

- Homes: For local people and other working Londoners
- Jobs: A thriving and inclusive local economy
- Places: Aspirational and resilient places
- Environment: Becoming the green capital of the capital

Well Run Organisation

- Delivers value for money for the taxpayer
- Employs capable and values-driven staff, demonstrating excellent people management
- Enables democratic participation, works relationally and is transparent
- Puts the customer at the heart of what it does
- Is equipped and has the capability to deliver its vision

MINUTES OF CABINET

Tuesday, 14 December 2021
(7:00 - 8:08 pm)

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

Apologies: Cllr Saima Ashraf and Cllr Elizabeth Kangethe

59. Declaration of Members' Interests

There were no declarations of interest.

60. Minutes (16 November 2021)

The minutes of the meeting held on 16 November 2021 were confirmed as correct.

61. Revenue Budget Monitoring 2021/22 (Period 7, October 2021) and Quarter 2 Capital Programme Update

The Cabinet Member for Finance, Performance and Core Services presented a report on the Council's revenue budget monitoring position for the 2021/22 financial year as at 31 October 2021 (period 7) and the capital budget position for quarter 2.

The Council's General Fund revenue budget for 2021/22 was £173.614m and the forecast outturn position at the end of October projected a net overspend of £9.299m, which represented an improvement of £0.85m compared to the previous month. It was noted that the specific Budget Support reserve of £11.433m would cover that overspend without requiring a drawdown from the main £17m General Fund reserve. The Cabinet Member stressed, however, the importance of continuing to reduce areas of overspend and identify mitigating measures and new opportunities that would improve the overall position, particularly in view of the difficulties that would be faced in future years.

The adjusted Capital Programme for 2021/22 was £432.043m, consisting of £82.46m for the General Fund, £306.37m under the Investment and Acquisition Strategy and £43.22m for the Housing Revenue Account (HRA). The Cabinet Member advised that expenditure at the end of the second quarter was £129.46m and the end of year forecast position was £366.54m, representing forecast slippage of £65.5m which, in the main, would be reprofiled into future years. The report also set out a number of proposed adjustments to the Capital Programme to reflect the current status of several projects across service areas.

The Cabinet Member referred to the range of issues that were impacting on the Council's finances and the failure of the Government to properly recognise those pressures. Cabinet Members considered the challenges being faced at the moment and measures that the local community could do to help reduce costs, such as minimising waste over the Christmas holiday period.

Cabinet **resolved** to:

- (i) Note the projected revenue outturn forecast for the 2021/22 financial year as set out in sections 2 and 3 and Appendix A of the report;
- (ii) Note the update on savings and commercial income, as set out in section 4 of the report;
- (iii) Approve the revised Capital Programme for 2021/22 of £432.043m, incorporating the adjustments set out in section 5 of the report; and
- (iv) Note the Q2 capital expenditure and forecast spend for the year as set out in sections 6 and 7 and Appendix B to the report.

62. Budget Strategy 2022/23 to 2025/26

Further to Minute 23 (13 July 2021), the Cabinet Member for Finance, Performance and Core Services presented a report on the updated position regarding the Council's Medium Term Financial Strategy (MTFS) and the proposed Budget Strategy for 2022/23 and beyond.

The Cabinet Member explained that the Council continued to face significant financial challenges despite the prudent approach that it had taken in recent years. The Government's three-year spending review in October had raised hopes of a three-year Local Government Finance Settlement which would help councils to plan ahead with a degree of certainty; however, it was becoming much more likely that only a one-year settlement would again be announced by Government in the coming days.

The COVID-19 pandemic continued to impact on current and future spending plans and the lack of a commitment from the Government to support councils with those extra costs and pressures meant that Barking and Dagenham faced a cumulative budget gap of £36.3m by 2025/26. The Cabinet Member commented that there remained a great deal of uncertainty regarding the Government's 'Levelling Up' agenda and other funding reforms and he highlighted the New Homes Bonus as an example, quoting the Finance Director's assessment in the report that the potential removal of the New Homes Bonus without replacement "could have a catastrophic detrimental effect on the MTFS as it is a key element of the Be First business plan target and underpins our efforts to regenerate the Borough".

The Cabinet Member referred to the proposed savings and growth proposals for 2022/23, which had recently been considered by the Overview and Scrutiny Committee, and the proposals to consult with the local community on the budget preparations and a planned 3% increase to Council Tax for 2022/23. He also drew attention to the Government's increase of 1.25% to National Insurance contributions, which would impact the Council as an employer as well as local residents directly through their wages, and the lack of proper funding to cover local government pay awards.

Cabinet **resolved** to:

- (i) Note the continued commitment to delivering the savings proposed in the MTFS reports approved by Assembly in February 2017 and updated in subsequent years;
- (ii) Note the new proposed savings and growth proposals put forward for 2022/23 onwards, as set out in Appendix 1 to the report, prior to inclusion in the Budget Report in Spring 2022;
- (iii) Agree the proposed consultation process for the budget, as set out in section 9 of the report; and
- (iv) Agree to consult Borough residents and taxpayers on the levying of a 2% General Council Tax increase and a 1% Social Care Precept to support the Borough's most vulnerable residents, subject to these thresholds being confirmed.

63. Dedicated Schools Budget and School Funding Formula 2022/23

The Cabinet Member for Educational Attainment and School Improvement presented a report on the Dedicated Schools Budget and Schools Funding Formula for 2022/23, which included an update on the Government's plans to move to a National Funding Formula (NFF) from 2023/24 onwards.

The Cabinet Member opened by thanking the Borough's family of schools for their ongoing efforts in the most challenging of circumstances and to Council officers for their work. With regard to the Government's NFF proposals, it was noted that they would ultimately result in allocations being set in accordance with a fixed formula and distributed directly to schools, without any input from the local authority or adjustment for specific local circumstances. Furthermore, the NFF would see a shift of funding from primaries to secondaries and result in London schools being treated less favourably over time, as well as a gradual eradication of funding to cover the support services provided to schools by local authorities.

The Cabinet Member referred to the provisional allocations for 2022/23 across the four funding areas of the Schools block (the main allocation to schools), the Central block (central costs for core Local Authority education services), the High Needs block (additional costs for Special Educational Needs pupils) and the Early Years block (childcare and pre-school services). The overall allocation for 2022/23 was £321.054m compared to £312.403m in 2021/22, with several areas suffering a real term cut especially in the main Schools block. The High Needs block was to receive a 10.1% increase in 2022/23 to £46.861m, although it was noted that there had been many years of underfunding in that area and the Borough's schools were reporting a large increase in demand that was likely to lead to an overspend in the current financial year. With that in mind, the Cabinet Member together with Dame Margaret Hodge MP and the Cabinet Member and Champion for Disabled People had recently written to the Secretary of State for Education calling for a solution to the crisis in funding for children with complex needs which had been exacerbated by the pandemic.

The Cabinet Member outlined the main principles underlying the allocations for 2022/23 and confirmed that the proposals had been consulted on and approved by

the Schools Forum and local schools.

Cabinet **resolved** to:

- (i) Note the update on the latest Education Funding Changes and, in particular, the move towards a fixed National Funding Formula;
- (ii) Note the indicative allocation of Dedicated Schools Grant for 2022/23 as set out in section 3 of the report;
- (iii) Approve the 2022/23 strategy for the Schools Block as set out in section 4 of the report;
- (iv) Approve, subject to consultation with schools and (vi) below, the proposed principles for the design of the Local Schools Funding Formula as set out in section 4 of the report;
- (v) Note the allocated funding and strategy for the High Needs Block as set out in section 5 of the report;
- (vi) Note the allocated funding and strategy for the Central Services Block as set out in section 6 of the report; and
- (vii) Delegate authority to the Strategic Director, Children and Adults, in consultation with the Finance Director, Schools Forum and the Cabinet Member for Educational Attainment and School Improvement, to approve the final 2022/23 school funding formula for submission to the Education and Schools Funding Agency.

64. Debt Management Performance 2021/22 (Quarter 2)

The Cabinet Member for Finance, Performance and Core Services introduced the performance report covering the second quarter of the 2021/22 financial year in respect of the Council's debt management functions.

The Cabinet Member referred to the ongoing impact of COVID-19 on the finances of many local residents, with over 32,000 now claiming Universal Credit (UC) compared to less than 14,000 when the outbreak began. Residents' difficulties had been compounded by the Government's decision to cease the £20 per week additional UC payment from early October 2021 and the Cabinet Member suggested that the number of UC claimants would increase further in the third quarter with the ending of the national furlough scheme.

With regard to collection rates, the Cabinet Member welcomed the general increase in revenues received in the current financial year compared to the last, which he felt was testament to residents' resilience as well as the Council's proactive intervention and support measures such as the Homes and Money Hub, which offered a range of support and advice to those in financial difficulty. Reference was also made to the Council's future proposals relating to the establishment of a Community Banking Service and a Credit Union.

Cabinet Members commented on the unacceptable position that the Government

was forcing on residents with its unfair policies that impacted most on deprived areas such as Barking and Dagenham and questioned the Government's 'Levelling Up' agenda which appeared to be to the significant detriment of deprived areas in London.

Cabinet **resolved** to note the performance of the debt management function carried out by the Council's Revenues service, including the improvement of collection rates and the continued recovery techniques applied to reduce the impact of the COVID-19 pandemic.

65. Disposal of Land - Wedderburn Road, Barking

The Cabinet Member for Finance, Performance and Core Services introduced a joint report on the proposed terms of the sale of Council-owned land at Wedderburn Road, Barking, deemed surplus to the Council's requirements, to facilitate a private development of 12 flats at the location.

The Cabinet Member advised that the terms of disposal had been independently assessed in line with Royal Institution of Chartered Surveyors guidelines and that the development by Broom Consultants Limited, who owned the adjoining site at 2A Cranborne Road, had received planning approval in December 2020.

Cabinet **resolved** to:

- (i) Approve the sale of the Council-owned land at Wedderburn Road, Barking, as shown edged red in the site plan at Appendix 1b to the report, to Broom Consultants Ltd on the terms set out in Appendix 2 to the report;
- (ii) Delegate authority to the Strategic Director, My Place, in consultation with the Strategic Director, Law and Governance and the Cabinet Member for Finance, Performance and Core Services, to agree the final terms and contract documentation to fully implement the sale of the site; and
- (iii) Authorise the Strategic Director, Law and Governance, or an authorised delegate on her behalf, to execute all the legal agreements, contracts, and other documents on behalf of the Council.

66. Chris Naylor, Chief Executive

The Leader placed on record the Council's appreciation to Chris Naylor, Chief Executive, who was leaving the Council on 15th December to take up an exciting new opportunity in the private sector.

The Leader referred to the significant achievements since Mr Naylor had joined as Chief Executive over seven years ago, which had seen the Council rise from relative obscurity to being regarded as one of the leaders within local government. Members gave Mr Naylor a round of applause and extended their very best wishes to him for the future.

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CABINET

18 January 2022

Title: Revenue Budget Monitoring 2021/22 (Period 8, November 2021)	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Information
Wards Affected: None	Key Decision: No
Report Author: Katherine Heffernan and Philippa Farrell, Heads of Service Finance	Contact Details: E-mail: Katherine.heffernan@lbbd.gov.uk Philippa.farrell@lbbd.gov.uk
Accountable Director: Philip Gregory, Finance Director	
Accountable Strategic Leadership Director: Claire Symonds, Interim Chief Executive and Managing Director	
<p>Summary</p> <p>This report sets out the Councils budget monitoring position for 2021/22 as at the end of November 2021, highlighting key risks and opportunities and the forecast position.</p> <p>The Council's General Fund budget for 2021/22 is £173.614m. At this stage of the financial year there is still significant uncertainty in the forecast position due to continued financial risks arising from the Covid epidemic. The current forecast outturn position is £182.167m which would be an overspend of £8.553m or £7.408m once income is taken into account. This is an improvement in the position by £1.843m compared to last month. This can be managed by use of the budget support reserve which was £11.433m at the end of the previous financial year however this will deplete the reserve increasing the risk in future years. The position will continue to be closely monitored and in-year remedial actions may need to be put in place if the overspend starts to increase again.</p>	
<p>Recommendation(s)</p> <p>Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Note the projected revenue outturn forecast for the 2021/22 financial year as set out in sections 2 and 3 and Appendix A of the report; and (ii) Note the update on savings and commercial income, as set out in section 4 of the report. 	
<p>Reason(s)</p> <p>As a matter of good financial practice, the Cabinet should be informed about the Council's financial risks, spending performance and budgetary position. This will assist in holding</p>	

officers to account and inform further financial decisions and support the objective of achieving Value for Money as part of the Well Run Organisation.

1. Introduction and Background

- 1.1 This is the fifth budget monitoring report to Cabinet for the 2021/22 financial year. The financial outturn for the previous financial year was a net underspend after transfers to and from reserves of £1.951m (subject to finalisation of the external audit). This was the net result of a large overspend of £26.13m offset by additional in year grant income from the Government of £28.02m. The grant income was provided to meet the financial challenges to Local Government from the Covid pandemic and the lockdown/other measures taken to contain it. The overspend was driven by a range of factors including underlying demographic pressures, additional costs and demands arising from Covid and delays in making savings and income.
- 1.2 There has been a net £17.817m of growth added to the budget for 2021/22 as part of the Council's budget setting process in February 2021 in order to meet the then known pressures especially those in Care and Support. This was funded from Council tax increases, commercial returns and government grants including special grants to meet additional Covid related costs in the first quarter of the year.
- 1.3 Despite the growth this year has a high level of financial risk including the continuing impact of the Covid pandemic and its aftermath, the potential impacts of Brexit, the long-standing pressures that impact across the Local Government sector and the high levels of deprivation and disadvantage that already existed for residents of the borough.
- 1.4 As part of our ongoing improvement programme a more streamlined budget monitoring process has been introduced. This has resulted in some changes to the format of the budget monitoring report. This report is now a high-level summary with key information and action points with more detailed being contained within the appendices.

2. Overall Financial Position

- 2.1 The 2021/22 budget was approved by the Cabinet in February and is £173.613m – a net increase of £17.817m from last year. Growth funding was supplied for Care and Support (to meet demographic and cost pressures), Community Solutions (for Homelessness, Temporary Accommodation and the Creation of a Customer Experience Team), Inclusive Growth (Economic Development Team), Legal and Finance (Counter Fraud), Participation and Engagement and Council-wide (Staff Pay award and non-staff inflation) It also includes £8.201m of savings plans – most of which were brought forward from previous years.
- 2.2 As the table below shows the expenditure forecast is £182.167m. This is a prudent estimate and work is continuing to manage the forecast overspend down. However, if the final outturn is in line with this forecast it would result in an overspend of £7.408m. This level of overspend can be fully met from the budget support reserve without the need for recourse to the General Fund which will remain at £17m. However, this would reduce the Council's ability to absorb further financial risks or support new investment in transformation in future years.

- 2.3 A proportion of the additional pressures are driven by the Covid epidemic - however as time has passed some of the additional costs have now become the “new normal” and it is becoming increasingly hard to draw a sharp distinction between covid costs and business as usual. Additional government support has been provided for the first quarter of the year and this has already been built into the forecasts.

Table 1.	NET FULL YEAR BUDGET	FULL YEAR FORECAST	VARIANCE
COMMUNITY SOLUTIONS	24,775	26,259	1,484
CORPORATE MANAGEMENT	4,417	1,854	(2,563)
INCLUSIVE GROWTH	1,342	1,958	616
LAW AND GOVERNANCE	(1,304)	(1,466)	(162)
MY PLACE	16,589	18,098	1,510
PEOPLE AND RESILIENCE	124,179	128,832	4,653
STRATEGY & CULTURE	3,617	6,632	3,015
TOTAL EXPENDITURE	173,614	182,167	8,553
FUNDING	(173,614)	(174,758)	(1,144)
TOTAL NET POSITION	-	7,408	7,408

3. Key Variances

- 3.1 This section provides a high-level summary of the main variances. There has been an overall £1.843m downward movement in the overall expenditure forecast compared to the previous month. More detail on all Council services is given in Appendix A.
- 3.2 **Community Solutions.** This service is facing a range of different financial risks and pressures including demand and cost pressures that may be partly covid driven in Homelessness, NRPf and the contact centre, additional costs from Digitalisation and the Innovate IT system and the loss of some external grant funding. In response a range of mitigation actions have already been put in place and the service continues to work on new grant bids to replace lost funding and long-term strategies to manage homelessness. A new grant received this month has resulted in a downwards movement in forecast of £0.9m.
- 3.3 **Corporate Management.** There is a forecast underspend of £2.5m in central expenses from provisions and corporate contingencies. This effectively serves as a buffer against service overspends. It should be noted that this is a much lower figure than in previous years as more funding has been moved into service department budgets. There is also an underspend on the ELWA levy budget.
- 3.4 **Inclusive Growth** There is an overspend in this area from income shortfalls - £394k for historic grants no longer being received which needs to be corrected in the MTFs and £175k from the Film Unit where income generation is still being adversely affected by the impact of Covid.
- 3.5 **Law and Governance.** Following the introduction of new CPZs and increased activity as the lockdown has eased there has been an increase in Parking income.

This can be volatile and will be monitored throughout the year. Currently it is assumed to be transferred to the Parking Account reserve.

- 3.6 **My Place.** There are long standing pressures in this service in both Homes and Assets and Public Realm including staffing and agency costs (which have been exacerbated by Covid and the self-isolation rules), transport costs and income from the HRA and commercial rents. The service is undertaking an in-depth review of its operating model to identify its true funding needs and where there is scope for cost reductions.
- 3.7 **People and Resilience.** There has been a very substantial increase in the Children's Care and Support caseload in the past year which is thought to be linked to Covid and lockdown. In addition, the number of children requiring residential care placements and the cost of that provision has also risen. In addition, there are similar pressures in Disabilities for Children with Disabilities. There is also a short-term increase in the Equipment and Adaptations budget as the service works through a backlog built up during the lockdown period when access to homes of vulnerable people was restricted for their protection. One-off funding has been received from the CCG contributing to the reduction in overspend by £0.833m compared to last month.
- 3.8 **Strategy and Culture.** The main pressure in this area is the loss of the Leisure concession income and financial support to the provider directly linked to Covid. In addition, there are income shortfalls across heritage and leisure and historic pressures in the ICT budget. The forecast has worsened this month as it is now assumed that the income contribution from Central Park re-landscaping will not be received this financial year.

4. **Savings and Commercial Income**

- 4.1 There is a savings target of £8.210m for 2021/22 – of which £2.641m are new savings approved in the MTFS, £5.033m are unachieved A2020 brought forward from the previous year(s) and £0.536m are Transformation programme savings in Care and Support. £4.799m of these savings depend on efficiencies and cost reductions and £3.411m are based on new or increased income. £5.278m of the Council's total commercial income saving has also been included in the tables as this is the incremental increase expected.
- 4.2 Currently around £6.5m of these savings are regarded as high or medium risk. High risk savings include the contact centre restructure, savings on the Foyer lease arrangements and £2.2m relating to debt and income improvements. The Central Parks re-landscaping income is now not expected to be delivered this year.
- 4.3 The budget also includes a target of £12.4m in returns from the Council's subsidiary companies – part of which is also reflected in the savings tables. At present there is good confidence that this can be met through dividends paid by Be First for the financial years 2019/20 and 2020/21. (Dividends are paid in arrears following the audit of the accounts and may be delayed in times of uncertainty.) There is no dividend expected from BDTP.

5. Financial Implications

Implications completed by: Katherine Heffernan, Head of Service Finance

- 5.1 This report is one of a series of regular updates to Cabinet about the Council's financial position.

6. Legal Implications

Implications completed by: Dr Paul Feild, Senior Standards and Governance Lawyer

- 6.1 Local authorities are required by law to set a balanced budget for each financial year. During the year, there is an ongoing responsibility to monitor spending and ensure the finances continue to be sound. This does mean as a legal requirement there must be frequent reviews of spending and obligation trends so that timely intervention can be made ensuring the annual budgeting targets are met.
- 6.2 Nevertheless, the unique situation of Covid 19 presents the prospect of the need to purchase additional supplies and services with heavy competition for the same resources together with logistic challenges which is causing scarcity and rising costs. Still, value for money and the legal duties to achieve best value still apply. There is also the issue of the Councils existing suppliers and service providers also facing issues of pressure on supply chains and staffing matters of availability. As a result, these pressures will inevitably create extra costs which will have to be paid to ensure statutory services and care standards for the vulnerable are maintained. We must continue careful tracking of these costs and the reasoning for procurement choices to facilitate grounds for seeking Covid 19 support funds.

7 Other Implications

- 7.1 **Risk Management** – Regular monitoring and reporting of the Council's budget position is a key management action to reduce the financial risks of the organisation.
- 7.2 **Corporate Policy and Equality Impact** – regular monitoring is part of the Council's Well Run Organisation strategy and is a key contributor to the achievement of Value for Money.

Public Background Papers used in preparation of this report

- The Council's MTFs and budget setting report, Assembly 3rd March 2021
<https://modgov.lbbd.gov.uk/Internet/documents/s144013/Budget%20Framework%202021-22%20Report.pdf>

List of appendices:

- **Appendix A:** Revenue Budget Monitoring Pack (Period 8)

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London Borough of Barking and Dagenham Budget Monitor: Period 8

Content Links

[Overall Summary](#)

[Community Solutions](#)

[Corporate Management](#)

[Inclusive Growth](#)

[Law and Governance](#)

[My Place](#)

[People and Resilience](#)

[Strategy and Culture](#)

[Savings and Income](#)

[Companies](#)

one borough; one community; no one left behind

**Barking &
Dagenham**

London Borough of Barking and Dagenham Budget Monitor: Period 8

Table 1.	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month		
COMMUNITY SOLUTIONS	17,934,548	6,840,150	27,569,198	2,794,500	(1,311,000)		1,483,500	(900,000)	—	
CORPORATE MANAGEMENT	3,075,140	1,342,250	1,853,971	(2,563,419)			(2,563,419)	(46,517)	⬇️	
INCLUSIVE GROWTH	322,991	1,018,760	2,083,611	741,860	(126,096)		615,764	(21,498)	✓	
LAW AND GOVERNANCE	1,359,100	(2,663,360)	1,533,571	2,837,831		(3,000,000)	(162,169)		✓	
MY PLACE	9,391,640	7,196,870	18,148,813	1,560,303	(50,000)		1,510,303	(56,000)	✓	
PEOPLE AND RESILIENCE	99,835,601	24,343,420	129,161,109	4,982,088	(328,740)		4,653,348	(833,495)	✓	
STRATEGY & CULTURE	8,978,030	(5,361,190)	7,268,035	3,651,195	(635,903)		3,015,292	14,431	—	
TOTAL EXPENDITURE	140,897,050	32,716,900	187,618,308	14,004,358	(2,451,739)		8,552,619	(1,843,079)	✓	
FUNDING	(140,897,050)	(32,716,900)	(174,758,408)	(1,144,458)			(1,144,458)		✓	
TOTAL NET POSITION	0	0	12,859,900	12,859,900	(2,451,739)		0	7,408,161	(1,843,079)	✓

Summary: The NET position has improved to a £7.4m overspend. This is the result of a £8.5m Overspend against total expenditure , 5% of Budget and favourable variance against funding of £1.144k. There have been improvements in Community Solutions and Care and Support.

Key Risks and Opportunities:

- Children's and Disability - Although there has been a positive movement in the overspend this period there are still large financial pressures in Care and Support arising from additional demand. Increases in the numbers of Children requiring social care intervention is leading to staffing pressures and increases in the cost of care and numbers of children with the most complex needs requiring residential/specialist care is leading to an overspend on placements. Disabilities is also showing a significant overspend and remains an area of risk with Home to School travel and CWD LAC residential placements increasing in number and cost. Adult's is increasingly unable to produce an underspend to mitigate the overspends in Care and Support due to rising Mental Health costs.
- Community Solutions - There are a range of pressures in Community Solutions arising from additional demand and the loss of grant. There are still several opportunities in this area that are being pursued to bring the overspend down. A new grant received this month has resulted in a downwards movement.
- Strategy and Culture remain 84% over budget. This is driven largely because of covid impacts on income. It has also been assumed up until now that the soil importation income target would be met. This has now been removed. Heritage income remains a risk in this area.
- We are now holding fewer central budgets following the write off savings and distribution of some contingencies. This should improve the service position but means there is much less of a buffer than in previous years.

Community Solutions: Period 8

Forecast Position: £27.6m (overspend of £1.484m, 5.9% variance)

Table 2.

COMMUNITY SOLUTIONS	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
0 SUPPORT AND COLLECTIONS	1,936,697	4,603,920	7,790,617	1,250,000	(225,000)		1,025,000	
0 COMMUNITY SOLUTIONS	9,303,837	762,310	10,488,647	422,500	(180,000)		242,500	(900,000)
0 COMMUNITY PARTICIPATION AND PREVENTION	6,694,014	1,473,920	9,289,934	1,122,000	(906,000)		216,000	
TOTAL NET POSITION	17,934,548	6,840,150	27,569,198	2,794,500	(1,311,000)	0	1,483,500	(900,000)

Key Drivers of the Position:

The total overspend for the Department is **£4.4m.**

This has been reduced by (£2.9m) mitigations.

The reported overspend of **£1.484m** is caused by the following:

This excludes COVID related costs charged to COMF.

- Reallocation of cost to one-off RSI Winter Grant -£900k
- Income target for Brocklebank & Foyer have not been removed, the buildings have been decommissioned. £775k
- Works & Skills Loss of grant £400k
- Comsol gap (includes £250k income target) £318k
- Pressure of TA (Voids & demand led) £250k
- Pressure of NRPF £216k
- Digitalisation £180k
- Contribution to Innovate system which was unbudgeted £155k
- CC & Careline (historic budget gap) £59k
- R&B Contact Centre (pressure of Agency cost after mitigations) £31k

Total Variance **£1.484m**

The loss of grant are due to combination of reduced amounts previously confirmed by grant providers , unsuccessful bids and ceased grants within Works & Skills.

Agency costs are due to increased demand and dealing with backlog of cases at contact centre.

Mitigation Table (Mitigations are included in the forecast):

In Year Mitigation	Amount	RAG Rating
Coroners court - One Year Lease (from July)	112,500	Green
RSI funding SO1 posts	42,000	Green
Homelessness growth for 21/22	260,000	Green
Homelessness growth for 21/22	280,000	Green
Gatefiled Final Payment	53,000	Green
new burdens grant for Bus Rate	229,000	Green
Social Care funding 2 posts PO2 & Scale 5	96,000	Amber
2x Scale 5 - Frontline post	66,000	Amber
Invest to Save (from Growth)	100,000	Amber
GLA collection grant	250,000	Amber
Concessionary Fares	350,000	Amber
Reallocation of cost to Grant (RSI)	900,000	Amber
Brocklebank Rent	58,000	Red
Transformation or CSR	100,000	Red
Total Potential Savings	2,896,500	

Community Solutions: Period 8 Risk and Opportunities

Forecast Position: £27.6m (overspend of £1.484m, 5.9% variance)

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- Although Brocklebank has been decommissioned, there are ancillary costs being charged to the cost centre which may have an aggregate impact on the budget. We are investigating what these costs relates to.
- There are inherent risk associated with expected grants for Works & Skills, as there are possibility of the bids not being approved.
- Contributions towards additional costs associated with Community Banking worth £100k may not materialise.
- We are not able to identify Impacts which may arise from the Afghanistan Support Scheme. However, we do expect financial implications to arise.
- It is assumed COVID-19 related costs c£1.5m will be funded from COMF and other COVID Grants.
- The Ethical Collection Service Fee Income may be impacted due to delay in Parking data.
- The Customer Services invoice c£700k to BDMS for 2020/21 is still outstanding due to cashflow issues. A further invoice will be issued in 2021/22. This relates to the Housing Repairs Service.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- Possible recharge of **£300k** to BDMS for additional duties at Contact centre will have a positive impact on the forecast
- Works & Skills have put forward grant bids worth circa **£245k**, if successful will reduce the overspend forecast
- A **£250k** gatekeeping buffer has been set-aside for Temporary accommodation due to Voids and demand, if unused will reduce the forecast.
- An amount of **£775k** is earmarked to be funded from Treasury relating to decommissioning of Brocklebank and development of Foyer.

Community Solutions: Period 8

Forecast Position: £27.6m (overspend of £1.484m, 5.9% variance)

		Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves
COMMUNITY SOLUTIONS								
SUPPORT AND COLLECTIONS	Support Services	(1,784,300)	3,310,220	2,550,920	1,025,000			1,025,000
	REVENUE SERVICES	(455,120)	1,293,700	1,063,580	225,000	(225,000)		
COMMUNITY SOLUTIONS	DIRECTOR OF COMMUNITY SOLUTIONS	128,550	276,700	(21,750)	(427,000)			(427,000)
	WORKS & SKILLS	394,260	903,860	1,878,120	580,000	(180,000)		400,000
	CUSTOMER CONTACT	7,854,242	(460,050)	7,663,692	269,500			269,500
COMMUNITY PARTICIPATION AND PREVENTION	PARTICIPATION AND ENGAGEMENT	1,160,980	107,380	2,174,360	906,000	(906,000)		
	TRIAGE SERVICES	2,497,044	174,000	2,887,044	216,000			216,000
TOTAL NET POSITION		9,795,656	5,605,810	18,195,966	2,794,500	(1,311,000)	0	1,483,500

Page 19

The overspend is due to 3 main lifecycles:

Support & Collections: £1.025m (Decommissioning of Brocklebank £525k, development of Foyer £250k, TA voids and demand £250k)

Community Solutions: (£0.427m) (relates to reallocation of general fund expenditure to one-off RSI Winter grant (£900k), Comsol historic gap £318k, cost of Innovate (one-off) £155k, W&S loss of grants £400k, digitalisation costs for Intranet re-design and strategy £180k and customer contact caseload agency costs (one-off) £31k & historic budget gap £59k). The Contact Centre is working on automation and efficiencies currently with a view to realise cost reductions by mid October 2022. This should bring the service back in line within budget.

Community Participation & Prevention: £216k (NRPF is a statutory function which has seen a 65% increase in demand compared to 2020/21)

Corporate Management: Period 8

Forecast Position: £1.85m (underspend of £2.56m, 60% underspend variance)

Table 3.

CORPORATE MANAGEMENT	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
STRATEGIC LEADERSHIP	458,660	(746,620)	(320,147)	(32,187)			(32,187)	(58,742)
FINANCE	2,863,330	(537,890)	2,152,946	(172,494)			(172,494)	12,225
IAS	(4,418,610)	11,720	(4,356,890)	50,000			50,000	
CENTRAL EXPENSES	4,171,760	2,615,040	4,378,062	(2,408,738)			(2,408,738)	
TOTAL NET POSITION	3,075,140	1,342,250	1,853,971	(2,563,419)	0	0	(2,563,419)	(46,517)

- There is an underspend of £2.5m in Corporate Management. There is a much smaller underspend in central expenses than in previous years as several provisions have been released into service budgets including the £2m for write off of non achieved savings. This provides much less of a buffer against service overspends.
- The recent one off £50 bonus payment to staff has been funded from this budget
- There is also an underspend of £0.9m against the ELWA levy budget reflecting the latest agreement with the authority.
- The movement has been driven by recruitment for budgeted posts.

Mitigation Table

NONE required in this area

Corporate Management: Period 8 Risk and Opportunities

Forecast Position: £1.97m (underspend of £2.4m, 55% variance)

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- A £2m budget provision has been made for the 21/22 pay award i.e., approx. a 2% uplift. If a higher award is made this will cause a budget pressure (either here or dispersed among services.)
- Debt management improvement savings have reduced the budget available for providing against bad debt. The forecast currently assumes a provision in line with last year may be required which would be an overspend of £1m. If the position worsens then further provision would be required.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- Currently the forecast assumes full spend against a number of contingency budgets including the central redundancy pot and insurance. If these are not required, then this will contribute further underspends the Council position.
- In addition to the reduced in year ELWA contribution some previous funding has been returned to the member authorities. This is not included in the forecast.

Inclusive Growth: Period 8

Forecast Position: £1.979m (overspend of £0. 637m, 47% overspend variance)

Table 4.

INCLUSIVE GROWTH	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
COMMERCIAL	(220,819)	(216,700)	(230,694)	206,825			206,825	(104,598)
INCLUSIVE GROWTH	543,810	1,235,460	2,209,707	430,437			430,437	66,165
TOTAL NET POSITION	322,991	1,018,760	1,979,013	637,262	0	0	637,262	(38,433)

Key Drivers of the Position (Summary)

The £637k variance is caused by:

- An income target for Inclusive Growth of £394k which will not be met. This target was set several years ago on the basis of grant income which is no longer received. The only income received by IG is the CIL admin fee which is minimal.
- A shortfall of £175k on Film Unit income. The target is unachievable given the reduction in filming locations.
- £36k unfunded Added Years Compensatory costs

Mitigation Table: There are no mitigations within the forecast.

Opportunities: (These are NOT in the forecast)

- The forecast is based on gross income of £591,000 for the Film Unit and is based on known income to date. The level of income is anticipated to increase as the year progresses. However, it's unlikely that the net income target of £243,000 will be met, as the opportunity to generate income has been impacted by the reduction in filming locations, and the income target is unachievable.

Law and Governance: Period 8

Forecast Position: Underspend of £162k after transfer of estimated £3m parking surplus to reserves

Table 5.

LAW AND GOVERNANCE	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
WORKFORCE CHANGE / HR	2,132,460	(1,762,520)	406,540	36,600			36,600	
LAW & ASSURANCE	3,821,380	(1,935,890)	1,910,703	25,213			25,213	
ENFORCEMENT	(4,846,530)	1,293,500	(820,212)	2,732,818		(3,000,000)	(267,182)	
LEADERS OFFICE	251,790	(258,450)	36,540	43,200			43,200	
TOTAL NET POSITION	1,359,100	(2,663,360)	1,533,571	2,837,831	0	(3,000,000)	(162,169)	0

Page 23

Key Drivers of the Position (Summary):

Following WFB approval the Director of Law and Governance and PA salary costs have been recharged across LGHR. This will require services to work to contain these costs (£244k).

Parking income is forecast to over-achieve by £3m. PCN income to November has averaged £868k per month. It is anticipated that monthly income will fall between now and year end as some cameras will be out of use, but overall annual income including permits is forecast to be approx. £14.8m. The excess income will be taken to the Parking reserve at year end.

Mitigation Table:

There are vacancies across Enforcement resulting in budget savings which mitigate overspends elsewhere within the Directorate.

Law and Governance: Period 8 Risk and Opportunities

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- The Private Sector Property Licensing (PRPL) scheme has a challenging income target across five years and so there is a long term risk that it might not generate sufficient net income to meet the income target of £1.924m. This is not currently assessed as high risk but must be monitored.
- Parking income is volatile and depends on driver behaviour and compliance. There is a risk that the income forecast will not be met. Performance will be closely monitored, and the forecast will be updated over the course of the year based on actuals.
- Private sector Housing Income target of 100k. There is a risk that this may not be achieved. Although significant penalty income of 314k has been raised, most of this remain unpaid. LBBD may need to apply to the court to progress recovery of invoices raised.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- There are significant staff vacancies currently being recruited to following major reorganisation. The level of underspend may vary depending on the success of the recruitment campaign.
- Barking Market Income: The current income level is influenced by post COVID activities. The monthly income can increase or decrease in future. An extra day was added based on a return to pre COVID levels, this is not being achieved yet and it depends on how COVID impact develops.

My Place: Period 8

Forecast Position: £18.209m (overspend of £1.570m, 8.6% variance)

Table 6.

MY PLACE	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
MY PLACE	(396,200)	7,784,670	8,515,133	1,126,663	(50,000)		1,076,663	(56,000)
PUBLIC REALM	9,787,840	(587,800)	9,693,680	493,640			493,640	
TOTAL NET POSITION	9,391,640	7,196,870	18,208,813	1,620,303	(50,000)	0	1,570,303	(56,000)

Key Drivers of the Position (Summary):

- My Place:
 - a. £1.3m adverse variance due mainly to the recharge of expenditure to the HRA being below budget. The expenditure is being incurred, but was identified as non-HRA after the 2021/22 budget was set.
 - b. (£0.2m) mitigation within Property Assets.
- Public Realm:
 - a. Operations - £1.0m adverse variance related to excess expenditure on transport (£868k) and agency staff (£226k).
 - b. The above line is offset partly by Parks and Environments (£400k) due to above budget income recharges for Ground Maintenance and Arboriculture, Compliance (£169k) having favourable income forecasts, mainly on pest control.

Mitigation Table: Only minor mitigations currently in place around holding vacancies where possible for this financial year.

The underlying cause of the HRA recharge budget issue is being investigated to help determine appropriate steps for 2022/23 Budget Setting.

My Place: Period 8 Risk and Opportunities

Forecast Position: £18.209m (overspend of £1.570m, 8.6% variance)

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- £130k: Commercial Rental Income due fell in 2020/21 by £170k compared to budget. The service lead is reviewing the current leases.
- £130k: Dispersed Working Saving (Roycraft House) £312k - the original projected timeline of the closure date has slipped. £70k already in Outturn but risk of further slippage if indicated milestones (e.g. start date of new lease arrangement are delayed). This is a one off risk for 2021/22.
- Unquantifiable Risks:
 1. Energy Budget uncertainty not only due to global market but also the delays in actuals coming through and new contract prices engaging from October.
 2. BDMS Corporate Repairs and Maintenance costs have yet to be provided by our partner company for 2021/22. This generates both a possible risk that they could be higher than forecast or conversely, an opportunity if reactive works are limited.
 3. Arboriculture planned works relies on one FTE, therefore it is a recognised point of failure. This could impact forecast income recharges in Parks & Environments.
 4. An external consultant has been commissioned to carry out a Compliance Review that may have wider financial implications for My Place (and the HRA).
 5. It has been identified that Target Rent calculations used to set new lets since 2018/19 have been incorrect. There is a risk to the GF relating to potential benefit paybacks and/or penalty fees. Working Group established to address situation.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- (£100k) There is an opportunity that forecast Agency expenditure will reduce due to the easing of restrictions. Particularly around the changing requirements on self-isolation if you come into contact with an individual with C-19.
- Unquantifiable – Transport, with investment in new fleet in recent years, it can be expected that some further reduction in transport expenditure should be realisable from less hire, leasing and breakdowns. This has started to show in the forecast.

People and Resilience: Period 8

Forecast Position: £129m (overspend of £4.9m, 4.9% variance)

PEOPLE AND RESILIENCE	Controllable	Non-Controllable	Full Year Forecast	Variance	Transfer (from)		Variance inc.	Movement from
	BUDGET FY	BUDGET FY			reserve	Transfer to reserve	Reserves	last month
DISABILITIES CARE AND SUPPORT	28,314,597	2,376,440	33,112,474	2,421,437			2,421,437	(240,000)
ADULT'S CARE & SUPPORT	19,000,720	3,076,900	21,627,620	(450,000)			(450,000)	(450,000)
COMMISSIONING - CARE AND SUPPORT	11,425,014	965,320	12,475,751	85,417			85,417	(200,060)
PUBLIC HEALTH	(559,250)	63,000	144,884	641,134	(328,740)		312,394	56,564
CHILDREN'S CARE & SUPPORT	38,078,960	1,216,300	41,382,360	2,087,100			2,087,100	
EDUCATION, YOUTH & CHILDCARE	3,575,560	16,645,460	20,418,020	197,000			197,000	
TOTAL NET POSITION	99,835,601	24,343,420	129,161,109	4,982,088	(328,740)	0	4,653,348	(833,496)

Key Drivers of the Position (Summary):

- Disabilities Service:**
 - CWD LAC Disaggregation –is responsible for most of the pressure mainly due to the high-cost residential placements. The average weekly cost being £4,600 .
 - Home to school transport continues to carry an overspend due to the increasing demand for transport and the complexities of our children.
- Adults Care and Support**
 - ACS now reporting a £450k underspend due to £320k of one off CCG winter Pressures funding and £110k of workforce capacity grant funding mitigating existing spends within the service.
- Commissioning Care and Support**
 - Early Help Service has transferred over to Commissioning, bringing with it a pressure of £450k, this is due to a shortage of staff which need immediate short-term coverage.
 - A significant portion of this overspend is being mitigated by one-off in year measures such as BCF funding and underspends across other areas of the service, leaving only a small pressure of £85k.
- Public Health**
 - £312k overspend within PH solely on the Coroners and Mortuary service. This is our share of the overall service overspend which is demand led and is a shared service utilised by us and 4 other neighbouring boroughs.
- Children's Care & Support:**
 - The overall budget pressure sits within Corporate Parenting, in particular Residential placement costs which has seen a substantial increase over the past year due to a lack of suitable affordable placements, which has been exasperated because of COVID.
- Education, Youth & Childcare:**
 - £197k relates to unachievable income budgets due to historical corporate budget adjustments

In Year Mitigations:	Amount	RAG
CCS Commissioning Led Cost Reduction Initiatives 21/22		
Joint CCG Funding over and above budget	£226,000	
Care Leaver Transitions into Accomodation and Care step downs	£278,000	
Retrospective Residential Price Reductions	£82,000	
CCS Operations Led Cost Reduction Initiatives 21/22		
Reductions of Supplies and Services Spend (e.g venue hire)	£110,200	
Disabilities Service		
COMF Grant for HTST COVID Measures	£276,400	
Adults Care and Support		
One-Off CCG Winter Pressures Funding	£320,000	
Workforce Capacity Grant	£110,000	
Commissioning		
One-Off BCF Contrintion	£175,000	

People and Resilience: Period 8 Risk and Opportunities

Forecast Position: £129m (overspend of £4.9m, 4.9% variance)

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- D2A CCG Funding to cease – Nursing placement rates inflated due to COVID Discharges which will be difficult to bring back down to LBBB rates in the short term, this additional cost currently being covered by CCG funding which is due to end in September.
- The outcome of the Norfolk judgement is still a significant risk factor, the cost to the service is currently unknown but it is likely to be very significant if the legal case goes against us.
- Early Help service TOM has yet to be finalised, it is expected that the cost of the service will significantly rise once this is complete as the service is currently significantly understaffed.
- Loss of funding such as the BCF in the future is a significant risk for Commissioning as it generally funds annual contract uplifts.
- The Sexual Health service commissioned by Public Health is a demand led service, although there is no data to support a significant increase in demand, if such a scenario was to occur this could cause the service to overspend.
- The cost of coroners' inquest is a significant risk for Public Health. This cost is shared between five London Boroughs, the periodic increases of which is beyond LBBB's control.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- The use of Care Technology is the biggest opportunity care and support has to exploit, currently going through a tendering process, this is not expected to bring about any cost's reductions/avoidance this financial year, but the hope is that we should see these benefits in the coming years.
- There is potential the forecast within the Disabilities Service can be reduced with the allocation of the workforce capacity fund which has yet to be finalised.
- The successful step down on any LAC in a high-cost placement will help reduce overall costs. The service conducts regular panel meetings to assess suitability of the children to be moved into less expensive settings whilst not compromising on the quality of care.
- There is scope to meet one off, non-recurrent costs of the Targeted Early Help service review from transformation funding. This will mitigate the current budget pressure in Children's Care and Support Commissioning.

Strategy and Culture: Period 8

Forecast Position: £7.3m net expenditure; overspend £3m; 83% adverse variance

Table 8.

STRATEGY & CULTURE	Controllable BUDGET FY	Non-Controllable BUDGET FY	Full Year Forecast	Variance	Transfer (from) reserve	Transfer to reserve	Variance inc. Reserves	Movement from last month
CULTURE & RECREATION	(83,350)	1,041,190	4,015,684	3,057,844	(555,903)		2,501,941	(40,885)
CHIEF INFORMATION OFFICER	7,160,730	(5,596,210)	2,050,520	486,000			486,000	
STRATEGY & PROGRAMMES	1,347,240	(312,290)	1,131,663	96,713	(80,000)		16,713	55,378
COMMUNICATIONS	553,410	(493,880)	70,168	10,638			10,638	(62)
TOTAL NET POSITION	8,978,030	(5,361,190)	7,268,035	3,651,195	(635,903)	0	3,015,292	14,431

Culture and Recreation: Forecast overspend of £2.5m

Leisure overspend of £2m due to loss of concession income of £1.312k and the provision of a support package to Everyone Active of up to £878k, offset by Leisure Recovery grant of £515k.

Parks overspend of £739k mainly due to slippage in income from soil importation scheme.

Heritage overspend of £170k due to income under-recovery and overspend on NNDR. As Eastbury Manor remains closed the income target should still be considered to be at risk.

Chief Information Officer: Forecast overspend of £486,000

Loss of Income from traded entities £313k. 10% increase in licences due to 250 new users.

IT equipment couriering £79k.

Reduced income from schools due to replacement of VoIP by 8*8 telephony £45k.

There was a 5% vacancy factor applied to the salaries budget on transfer from Elevate which is not being met.

Strategy and Culture: Period 8 Risk and Opportunities

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- Heritage income remains a risk. The exposure should be limited to £300k.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- The NNDR bills for Eastbury Manor and Valence House have been appealed and, if successful, may result in a refund of up to £200k.
- There may be some soil importation income in 2021/22, as works have commenced.
- Income from Digital Advertising is set to increase. There are currently 33 small format advertising units for which the minimum guaranteed rental income is £5000 per unit plus a 35% share of income above the guaranteed sum. New units will be coming on-stream throughout the year and will generate additional income. There will be two large format sites in place before year end which will generate £10k each pa. The budget monitor does not currently include any income surplus over and above the income target of £158k.

HRA: Period 8

Forecast Position: £249,000 overspend

PERIOD 7 VARIANCE	REPORT LEVEL	2021/22 PERIOD 8			
		BUDGET	FORECAST	VARIANCE	CHANGE
		£'000	£'000	£'000	£'000
(£1,652)	SUPERVISION & MANAGEMENT	44,514	42,880	(£1,634)	£18
(£211)	REPAIRS & MAINTENANCE	18,564	18,353	(£211)	£0
£333	RENTS, RATES ETC	423	755	£333	£0
£0	INTEREST PAYABLE	10,742	10,742	£0	£0
£0	DEPRECIATION	16,879	16,879	£0	£0
£0	DISREPAIR PROVISION	0	0	£0	£0
(£1,309)	BAD DEBT PROVISION	3,309	2,000	(£1,309)	£0
£0	CDC RECHARGE	685	685	£0	£0
(£2,840)	TOTAL EXPENDITURE	95,116	92,294	(£2,822)	£18
(£636)	CHARGES FOR SERVICES & FACILITIES	(£20,581)	(£21,496)	(£915)	(£279)
£2,692	DWELLING RENTS	(£86,882)	(£84,190)	£2,692	£0
£13	NON-DWELLING RENTS	(£770)	(£757)	£13	£0
£0	INTEREST & INVESTMENT INCOME	(£50)	(£50)	£0	£0
£2,069	TOTAL INCOME	(£108,283)	(£106,493)	£1,790	(£279)
£1,281	TRANSFER TO HRA RESERVE	£ -	1,281	£1,281	£0
0	TRANSFER TO MRR	13,167	13,167	£ -	£ -
£510		£0	£249	£249	(£261)

Key Drivers of the Position (Summary):

- Supervision & Management: **(£1.634m)**

(£1.293m) of underspend on internal recharges which is predominantly due to the My Place Recharge reduction compared to budget. (£287,000) on utilities, (£54,000) on security of premises budget not required this year.

- Bad Debt Provision: **(£1.309m)**

The budget has been prudently set at £3.309m for several years and has always been required at some level each year to bolster the existing provision. Last year the additional provision rose by 50%. However, it is not normally the case that the whole budget is required.

A BDP Review has been undertaken and based on a flat run rate, a £2.0m figure maybe required (compared to £1.2m in 2020/21). Therefore, the forecast has been reduced to match this.

- Dwelling Rents: **£2.692m**

£1.5m relates to void rates higher than both budget and last years Outturn. £900,000 relating to the Target Rent Rate issue, £399,000 Street Purchases which is in part also linked to void rates. £644,000 on service charges, adjusted for the Leaseholder Reserve movement £1.281m, where water and sewerage recovery is lower than budgeted in part due to RTB sales and excess voids.

- Charges for Services & Facilities/Transfer to HRA Reserve: **£366,000**

The Transfer to HRA Reserve line relates to the estimated Leaseholder Reserve Contribution for future planned Major Repairs, therefore, it has a relationship with the Charges for Services & Facilities income line.

The pressure relates to lower than budgeted income for water and sewerage recovery in part due to RTB sales and excess voids linked to the decant programme.

HRA: Period 8 Risk and Opportunities

Forecast Position: £249,000 Overspend

Risks: (These are risks that are NOT in the forecast that we are monitoring)

- Unquantified: Energy Budget uncertainty not only due to global market but also the delays in actuals coming through and new contract prices engaging from October.
- An audit of compliance checks (gas, electricity, fire safety etc) is currently under way. Should this identify any areas of weakness or non compliance this will require immediate remedy.

Opportunities: (These are opportunities that are NOT in the forecast that we are monitoring)

- **£250k:** The Bad Debt Provision budget is set at £3.309m and has historically not been fully required at year end.
- Unquantified: Should the Capital Programme forecast for HRA Stock Investment fall by more than £3m, this will create an underspend on the HRA Forecast as less in year funds will be required. It may also reduce interest payable charges slightly due to reduced borrowing requirement. In addition, some schemes in the Programme attract Leaseholder funding which would be used instead of HRA funding where appropriate consultation was undertaken.

In Year Savings: Period 8

2021/22 Savings, Income Targets and Dividends

Savings

High Risk	811,000	20%
Medium Risk	2,671,147	66%
Low Risk	440,000	11%
Delivered	127,000	3%
Total	4,049,147	100%

Income

High Risk	2,351,000	57%
Medium Risk	625,000	15%
Low Risk	442,027	11%
Delivered	143,000	3%
Deferred	600,000	14%
Total	4,161,027	100%

Dividend

Low Risk	5,128,330	100%
Total	5,128,330	100%

For the purposes of reporting savings , additional income targets and dividends are set out separately.

Savings: 86% of savings are high to medium risk currently. In some instances where savings are not being achieved alternatives are being delivered in year as mitigations. Community solutions is a good example of this.

High Risk: The contact centre restructure savings remain high risk. Currently there are staff pressures in this area driven by demand. The Foyer is also not making the £250k saving identified. The CHC transition money within Disabilities is recorded now recorded as medium risk.

Medium Risk: At 66% this is the biggest segment of savings. £1m of this is the result of Elevate Exit savings being identified as at risk. c.£650k of savings from Children's Efficiencies are also recorded as medium risk the area is delivering significant mitigation but is overspent against budget. Community Solutions restructure saving is not being made, but in year mitigations are delivering against this savings target. The remainder is a timing delay in exiting Roycraft House, £300k and HR restructure resulting in the savings being unlikely to be recognised in full. £600k relating to Central Park landscaping has been deferred to next financial year and recognised as income not savings.

Income:

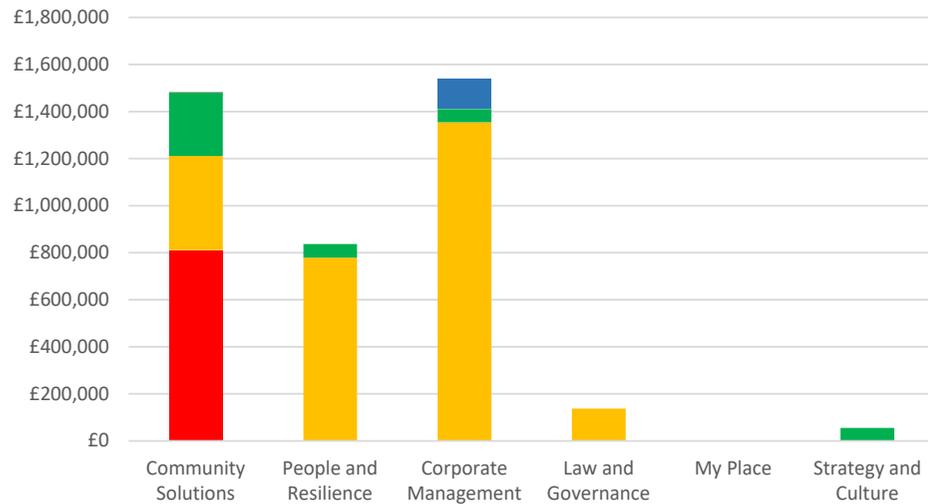
High Risk: £600k of CTSS, £614k of Central Core debt, £483k of Disabilities improvements, and £388k of improving debt collection income is recorded as high risk. Heritage income of £25k is also recorded as high risk.

Medium Risk:£400k of income generation in Adults social care. £145k in enforcement regulatory service income and £80k of Barking Market extra day income are identified as medium risk.

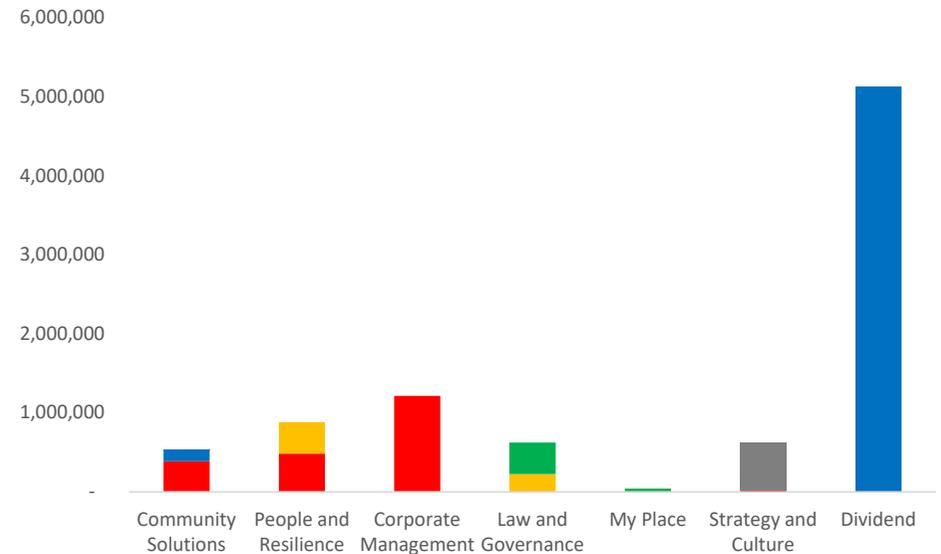
The biggest movement in this arena is dividends which are now low risk due to the expectation of Be First paying a £6m dividend.

In Year Savings: Period 8

2021/22 Savings: Risk Rated



2021/22 Additional Income targets



MTFS Savings/Income Position: 2021/22 to 2024/25

Across the MTFS c£16m in savings and income needs to be delivered. 75% of these proposals are to be delivered in 2021/22, c£13m, meaning that it is crucial that savings are delivered in this year. Of these 48% rated as high or medium risk. C£2.7m is to be made in 2022/23 and c£0.1k is due in 2023/24.

The savings to be made in 2022/23 are primarily made up of £1.1m from the children’s efficient TOM. This is currently high risk and a further £1.1m from Brocklebank within Disabilities, which is also high risk. £0.2m from CHC transitions in Disabilities which is also recorded as high risk.

Companies Position: Period 8

Dividend income remains high risk.

The Medium-Term Financial Plan outlined a target of £12.4 from Company Dividends. Included in the £12.4m are income targets of £4.3m for Be First and £0.9m for BDTP which were included in the savings and income target programme representing the incremental increases from the previous year.

At present we are forecasting the following for each company:

- BDTP – no dividend is forecast for this financial year with a significant risk over the next two years of the MTFP
- Be First – we are forecasting a £6m dividend payment for this year, post tax, this is the dividend for 2019/20 and 2020/21. The balance of the £10.2m return will be made up of commercial income and New Homes Bonus from current year activity.
- Reside – There will be a marginal dividend, this will not offset the pressures and we will not be certain on the position until closer to year end
- BD Energy – no income is forecasted in this financial year in line with budget

As of March 2021, included within the MTFP is income from dividends and investment activity from subsidiary companies. The income targets currently in the MTFS are shown in the table below:

£million	2020-21	2021-22	2022-23	2023-24	2024-25
Be First	4.733	10.390	10.895	10.707	10.707
BDTP	1.225	2.100	2.100	2.100	2.100
TOTAL INCOME TARGET	5.958	12.490	12.995	12.807	12.807

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CABINET

18 January 2022

Title: Corporate Plan 2020-22 – Q1 and Q2 2021/22 Performance Monitoring	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Decision
Wards Affected: None	Key Decision: No
Report Author: Richard Caton, Head of Performance and Programme Management Office	Contact Details E-mail: richard.caton@lbbd.gov.uk
Accountable Strategic Leadership Director: Claire Symonds, Interim Chief Executive and managing Director	
<p>Summary</p> <p>Assembly agreed the current Corporate Plan in May 2020 which was further updated and agreed in November 2020. The purpose of this report is to provide an overview of performance and delivery of that plan.</p> <p>This is the third report under the current performance regime. It summarises performance in quarters one and two of the 2021/2022 financial year and gives updates on the delivery of projects and programmes of strategic importance. Though the scope of the report is Q1 and Q2 of 2021/22, the information in this report reflects the position at the time of writing to give Cabinet a contemporary picture of performance and delivery.</p> <p>The performance framework which underpins the Corporate Plan is all encompassing, comprising 300+ metrics and 150+ deliverables to give an effective overview of all this information the document at Appendix 1 takes a thematic and narrative-led approach to reporting. For each sub-theme of the Corporate Plan a position statement has been produced to summarise performance and delivery. This is to give a holistic view of progress to outcomes at a strategic level and to highlight key performance improvements and challenges over that period.</p> <p>Cabinet receives reports of this kind at six-monthly intervals. The next report will be scheduled in July 2022 and will cover performance and delivery progress in quarters three and four of 2021/22. That report will mark the end of monitoring this iteration of the Corporate Plan and its performance framework. Monitoring of the Corporate Plan 2022/26 will begin in January 2023.</p>	
Recommendation(s)	
The Cabinet is recommended to:	
(i) Note the performance highlights and areas of improvement relating to quarters 1 and 2 of the 2021/22 financial year, as set out in Appendix 1 to the report; and	

- (ii) Agree any actions to address areas of concern.

Reason(s)

Regular monitoring of performance is a responsibility of Cabinet as set out in Part 2, Chapter 6 of the Council Constitution. This report demonstrates the Council's commitment to good governance and rigorous performance management and shows how we strive for best value and continuous improvement.

1. Introduction

- 1.1. The Corporate Plan sets the agenda for the Council for the remainder of this political administration up to Spring 2022 when the next local elections take place. The Corporate Plan is developed to bring urgency, focus and direction to all activities of the Council in pursuit of the long-term ambitions of the Borough Manifesto. The Corporate Plan is organised into four strategic themes reflecting the priorities of the Council, these are: Inclusive Growth; Participation and Engagement; Prevention, Independence and Resilience; and Well-Run Organisation.
- 1.2. A comprehensive performance framework underpins the Corporate Plan. The framework is a tool to drive continuous improvement and appraise progress to outcomes. There are two key elements to the performance framework which are brought together to give a holistic and strategic overview of performance and delivery.
- **Deliverables** are the projects, programmes, and initiatives that will develop and transform local public services and Barking and Dagenham as a place and community of people, enabling the Council, in collaboration with its partners, to achieve the outcomes/priorities of the Corporate Plan.
 - **Metrics** are a mix of contextual data, business intelligence, operational performance indicators and outcome measures that give an empirical, quantitative view of performance. This data is key to identifying where performance is behind targets and expectations and gives an objective view as to whether improvement activity and transformation is making a tangible impact. More practically, this data shows that LBBB services are meeting the needs of residents in the 'here and now' and directs attention to where improvement plans are needed for services or to tackle broader issues.
- 1.3. This approach to performance reporting, which more closely views performance management information alongside the status of programme delivery, paints a rich picture of the Council's operating context, achievements, and areas of risk/improvement.
- 1.4. Appendix 1 is a collection of position statements which give an overview of performance and delivery, summarising data from metrics and project/programme delivery progress to give a well-rounded view on overall progress to outcomes. The position statements for each sub-theme highlight:
- areas of good performance and achievement
 - areas where improvement is needed or where performance and delivery is behind expectations and targets

- areas of focus for the next six months signalling where priorities lie based on the current performance and delivery position, and reflecting the delivery milestones and commitments set out in the Corporate Plan.
- key risks

- 1.5. Although the Corporate Plan performance framework is very comprehensive it does not cover all performance. Several other important performance frameworks exist to review performance in specific areas and across partnership agendas. For example, health and wellbeing outcomes are monitored through the Health and Wellbeing Board, crime and disorder through the Community Safety Partnership, and safeguarding through the Safeguarding Boards for Adults and Children. There are also service specific performance frameworks which are used for performance management at an operational level between commissioners and operational leads, or in some cases external contractors. Importantly the Corporate Plan gives a summary of performance and delivery across all areas and is therefore the primary performance framework the organisation uses for performance management purposes.
- 1.6. A rigorous performance management process underpins the performance framework and ensures good governance and accountability. Performance information is scrutinised at all levels of the organisation with clear escalation paths to ensure performance and delivery issues are responded to effectively and efficiently. Target-setting and benchmarking is used (where appropriate) to set clear expectations about levels of performance. Monthly exception reporting to the Senior Leadership Team is in place to investigate and intervene in areas that are behind target/expectations. Similarly, programme delivery milestones are monitored closely with the same monthly exception reporting process. Performance and delivery reports are routinely reported to Cabinet portfolio holders in support of them discharging their executive remits. These reporting processes and governance structures ensure that the organisation is focussed on the right things at the right time, has an overview of all areas of performance and delivery, is driving continuous improvement, and is managing risks and issues effectively.
- 1.7. Cabinet receives this report twice a year. The next report will be scheduled for July 2022 and will cover Q3 and Q4 of the 2021/22 financial year.

2. Key performance and delivery highlights

2.1. Inclusive Growth

- 2.1.1. Considerable steps have been taken since September 2020 to achieve priorities around economic development, home building, and place shaping. Additional funding has been agreed with Homes England to allow the continued development of the business case for the tunnelling of the A13, to improve connectivity across the borough and provide land for new development. The Council has agreed a plan with Barking Riverside London to accelerate to delivery of a health and leisure hub at Barking Riverside, bringing together primary health services, community spaces and a leisure centre with pool under one roof. The leasing of Roycraft House to an affordable workspace provider will bring new business into the Town Centre and provide new public realm. Be First have started construction on two sites at Thames Road, providing a mix of new homes and commercial premises, while the industrial development will provide a stacked industrial scheme that is one of the first of its kind in London. The coming months will bring a continued focus on working with National

Rail and C2C to ensure the delivery of improvements to Barking Station and its surroundings. The successful delivery of the new jetty will see the arrival of Thames Clipper services from the Spring of 2022, providing a new and exciting transport link to Canary Wharf and Central London.

- 2.1.2. These big regeneration projects bring jobs and growth as well as a new identity and direction for the local economy which is evolving to build the creative, green and food sectors. There is a vibrant Business Forum and strengthened relationship with the Barking Enterprise Centre which has helped to support 76 local businesses through the pandemic and position them for future growth opportunities. A Film Sector Development Lead is in post and is working to develop branding, launch and delivery plans for the programme of employment, training, supply chain and community pathways to ensure residents and local businesses benefit from the new film studios.
- 2.1.3. There is a healthy pipeline of housing developments which bring vital affordable homes to the borough. Between 2018 and 2022, over 2,500 homes will have been built. Nearly 900 of these are due to be built between October 2021 and May 2022. In August 2021, the Council received an additional £171m of affordable housing grant, the largest allocation of any London borough. This grant will fund additional affordable homes that will start on site between 2022 and 2026. Specialist housing provision is being delivered too, with 187 wheelchair accessible homes due to be built by Be First by 2024 and new supported housing options for vulnerable people being provided through Reside.
- 2.1.4. Economic and employment support for residents who have been impacted by the pandemic has been a priority for services with Community Solutions. As of October 2021, the Job Shop has supported 355 residents into work this year. Since the Kickstart scheme launched in September 2020, the Council has secured over 300 Kickstart places for young people in the area, of which more than 150 have been filled.
- 2.1.5. An ethical and measured response to the rising levels of resident arrears as a result of Covid-19 is in place. Residents are clearing the Council Tax arrears that were accrued during the pandemic, with collection of historic Council Tax debt from previous years increasing by 88%. Work continues with tenants to help them clear rent arrears, with payment plans, budgeting advice, work and skills training, and guidance and assistance with applications for any further benefit entitlements. Businesses have been contacted to discuss repayment of any debt accrued as a result of the pandemic, and Business Rate collection is now 3% above the same time in 2020/21. In addition, exciting work is progressing to launch a community banking initiative which will bring affordable credit to residents who would otherwise be at the mercy of unscrupulous credit providers.
- 2.1.6. Barking and Dagenham has had the largest decrease in numbers in temporary accommodation in London since April 2018 (when the Homelessness Reduction Act came into effect). As of the end of October 2021, there were 1,408 households in temporary accommodation, compared to c.2,000 in Quarter 3 of 2017/18. Although slight increases are expected in November and December in line with seasonal trends, it is projected that total households will be under 1,400 by March 2022 – a direct result of the well-developed preventative approaches to support people with housing needs.
- 2.1.7. New and innovative ways of carrying out enforcement activity are being explored across all areas. A Barking Town Centre action plan and working group has been

established to develop long term solutions and improve safety and reduce crime and anti-social behaviour in that locality. A pilot has been launched, in September 2021, to identify unlicensed privately rented properties. This is showing early signs of success and identifying other housing related issues. Two new anti-social behaviour teams have been established; a new community safety enforcement team focussed on dealing with street-based issues, and a pilot to ensure that cases are better co-ordinated and victims receive a better service. Over the past six months performance has improved in a number of enforcement areas including the numbers of fixed penalty notices issued, numbers of zero-rated food premises, and £300k of fines have been issued to non-compliant landlords in the last year.

- 2.1.8. Keeping the borough clean and tidy is always a top priority for residents and our refuse and services are used by all residents. Bin collection performance has consistently exceeded the 99% collection target and where there have been service failures, those bins have been collected promptly, in the main. A recruitment programme took place over the Summer to boost capacity and resilience in refuse and waste services and workforce stability is leading to good and reliable performance. In April 2021, the Extended Recycling Scheme was launched. Residents are now able to recycle more items which will reduce waste and refuse going to landfill, as well as providing a simpler system for residents to follow, helping them recycle and contribute to a better environment.
- 2.1.9. The Council remains fully committed to green initiatives to avert climate crisis and improve the local ecology. Tree planting, electric vehicle infrastructure, and retrofitting of homes are all programmes which have moved forward in the past six months. The Cosy Homes programme has seen 1,002 energy efficiency measures installed in 855 homes, delivering £3.8m of expected lifetime bill savings for residents over the next 25 years. 71 Solar panel arrays have been installed in households of vulnerable residents, significantly cutting heating and power bills. Securing adequate investment to protect the borough's 28 Sites of Interest for Nature Conservation and improving air quality are high on the agenda for the next period. Plans are in place to work with external partners such as London Wildlife Trust (LWT), Thames Chase, Buglife, Citizen Zoo and others to devise the principles for an Ecological Recovery Plan.
- 2.1.10. Ensuring the local economy bounces back from the pandemic is the absolute priority for the next period as this has dependencies across nearly all the Inclusive Growth agenda because it affects the pace of regeneration and economic development. As the pandemic eases, we will begin to understand in full the affects lockdown has had on individuals' economic circumstances, especially now that Government support schemes have wound down. Demand for employment, housing, and financial support has started to increase and further demand is expected to come through in early 2022 as the impact of the withdrawal of those schemes materialises. Being prepared to help residents through this difficult period is imperative.

2.2. Prevention, Independence and Resilience

- 2.2.1. Managing vital care and support services for the most vulnerable residents in our community whilst the pandemic continues to be challenging and places ongoing strain on our care and support system. Demand for care and support across all age cohorts is up. For adults, between April and September 2021, the number of people in receipt of care and support services increased by 6%, from 2,694 to 2,953. For children, in 2020/2021 we received more than 13,000 initial contacts, of which 3,913 progressed to referrals. LBBD's social workers and all frontline care and support staff

have absorbed this demand well. Services have remained reliable and resilient, and practice standards have been maintained, though caseloads have risen.

- 2.2.2. In Adults Care and Support, there have been two important developments. Firstly, hospital discharge arrangements have been remodelled with new teams now in place. A newly created Community and Hospital Assessment Team will improve discharge pathways and assessments. We have also worked with Havering, Redbridge, the Hospital Trust and NELFT to establish a new unit to co-ordinate discharges within the hospital. The changes have focused on improving resident outcomes and experience, ensuring that residents stay as independent as possible and away from long-term care options. Secondly, through the BD_Collective, there are now several groups which bring together care and support staff and Voluntary, Community and Social Enterprise colleagues. This is part of a bigger programme to develop Community Hubs and Neighbourhood Networks putting practitioners and professionals in community-settings where they can better support residents and benefit from integration and co-location.
- 2.2.3. We continue our journey to improve our Ofsted inspection rating for Children's Care and Support which was most recently judged as 'requires improvement'. Addressing Ofsted's findings before the next inspection, likely in spring/summer 2022, is imperative and an extensive programme of improvement work has been underway for some time. The offer for care leavers has been strengthened. A dedicated Housing Officer is working jointly with Children's Services and young people to identify appropriate housing offers and care leavers can access our enhanced leaving care grant. There is also dedicated resource in the Job Shop to help care leavers find employment. The Early Help Service has faced difficulties and is an area where Ofsted will expect to see significant improvement and developments. The Early Help Programme has been mobilised during this reporting period and it is intended to have a new Target Operating Model in place for 2022/23.
- 2.2.4. In the Disability service, the Heathway Resource Centre is now open to children and families, offering stay and play, parenting and early help assessments. The Centre improves the local early help offer and management of risk. Work on the Autistic Spectrum Disorders diagnostic and pre/post diagnostic pathways has developed delivering a key objective of the SEND/Disability Improvement Plan.
- 2.2.5. The pandemic has taken its toll on the mental health of the population as seen through swells in demand for mental health services of all types. Demand for acute inpatient care rose by 36% showing the severity and increase in mental ill health. We do not anticipate a return to normal caseload levels until 2023/24 as services manage high caseloads, clear waiting lists and deal with new demand. Delayed diagnosis of dementia has seen people decline, and where early intervention opportunities were missed the need for nursing and residential care has grown putting pressure on placements.
- 2.2.6. Despite major disruption to education, the percentage of young people Not in Education Employment or Training has increased only very slightly to 3.7%, outperforming London and the rest of the country. There are still big challenges for school pupils of all ages to catch up on lost learning and development following two academic years of disruption and instability. The borough's schools have adapted and responded brilliantly to the challenges of the pandemic and are now working together through the School Improvement Partnership to ensure a good recovery and stable local education system while we manage through the remainder of the pandemic.

- 2.2.7. Following the report of the Domestic Abuse Commission early in 2021, a strategic review of local domestic abuse service provision has been carried out to tie together the Commission's recommendations with those of Ofsted and the Early Help audits. Tackling violence against women and girls is a main priority for the Community Safety Partnership and Children's Safeguarding Partnership. A new Domestic Abuse Commissioning Plan will look to bring cohesion and strategic direction to what was a 'patchwork' system.
- 2.2.8. Public Health has been supporting the local vaccination programme through which more than half of adults in the borough have had two doses of vaccine. Managing through the pandemic will remain a priority into the next period with new Covid-19 variants, NHS winter pressures and seasonal flu being the next challenges to contend with.
- 2.2.9. Finally, there has been considerable work with health partners to develop an Integrated Care System across the sub-region. Work on the detail of the place-based partnership arrangements will continue into 2022. This landmark partnership agreement will drive forward integration between health and social care and in the process transform services.

2.3. Participation and Engagement

- 2.3.1. Over the past six months the social and culture sectors in the Borough have continued to collaborate with each other, and with the Council, to support our residents.
- 2.3.2. The BD_Collective has gained traction over the past six months through its 'network of networks' – these include Food Banks, Reimagining Adult Social Care, Early Help for Families and the Youth Network. Partners are coming together regularly to discuss shared priorities in the above broad areas, with over 40 organisations regularly attending across the networks. This has led to the launch of a new shared programme of work, focused on Neighbourhood Networks, with the Council and the Sector coming together to begin to support and connect residents in five different areas of the Borough linking to our new community hubs coming early next year. The Council has activated a one-year extension option in the BD_Collective contract through to June 2023.
- 2.3.3. Barking and Dagenham Giving has also made significant progress. The Community Endowment Fund worth over £900,000 was transferred to them in October 2021 to manage and grow on behalf of the Social Sector. This in turn has seen BD Giving secure further funding worth over £300,000 which will see their capacity further increase.
- 2.3.4. The Faith Forum and faith communities play a vital role in supporting residents. Additional capacity building support for the Faith Forum and faith communities has been commissioned to further strengthen and coordinate this. The successful provider is Lifeline (Faith Action).
- 2.3.5. Significant work has been undertaken in the area of Community Assets, with extensive research and engagement carried out which can inform future action and strategy in this area. However, for progress to be made in this space, and for ongoing work around community halls and spaces to be made more efficient, commitment will be needed from across the organisation for any agreed future policies or action

plans. Guiding principles have been shaped and agreed setting the basis for this work.

- 2.3.6. In the past six months, participation has continued to take place wherever possible, with in-person participation gradually returning. The Culture Service has continued to run an ambitious programme of community engaged festivals, workshops and activities for residents of all ages and backgrounds. Focus has been on collaboration and partnership work with local people and organisations wherever possible, bringing arts and culture into the everyday lives of residents. Between July and December 2021, our community festivals have been attended by over 35,000 people, delivered in partnership with more than 75 local artists and community organisations.
- 2.3.7. New Town Culture, LBBD's pioneering programme to develop artistic activity as a core part of Social Care services, has continued to grow and forge new pathways throughout the pandemic. By bringing together creative and social work practitioners across Children's and Adult Social Care, New Town Culture has continued to thrive through the development of research, exhibitions, publications, tools, residencies and workshops. As of December 2021, more than 600 young people in Social Care have participated in dedicated clubs, workshops and activities, and over 100 social workers have been engaged to develop a practice framework and standards so that 'creative social work' is embedded in the Borough approach.
- 2.3.8. The Becontree Forever programme has seen thousands of students, families, young and elderly people taken part in initiatives commemorating 100 years of the Becontree Estate. Partnerships with both local and national cultural organisations saw an expansive programme of activity take place across the estate, laying a framework of participatory and collaborative activity on the ground that will continue into the future through initiatives like the Arts and Culture Hub at Valence Library and Becontree Broadcasting Station.
- 2.3.9. Evaluation of the Citizens Alliance Network (CAN) platform is ongoing. The lessons taken from this evaluation inform CAN's place in the 2022/26 strategic priorities. CAN will be activated across the Borough by the end of 2021/22. As part of this Neighbourhood Hubs have been developed on CAN to facilitate a more localised approach, with Members and the Social Sector engaged with for preview and input, with both sessions seeing the hubs well received. The CAN newsletter subscription has now exceeded 2,000.
- 2.3.10. For us to truly utilise the ability of CAN to connect and engage, a council-wide approach is required to help coordinate material changes with our residents, such as planning, implementation of CPZs, the introduction of our new Community Hubs. Therefore, corporate engagement remains a priority and a risk.
- 2.3.11. Every One Every Day shops were previously closed due to Covid-19, with operations either moved online to their 'Mighty Networks' platform or residents were able to participate in a covid safe way at the warehouse business programme, from their homes through the 'Tomorrow Today Streets' programme or online. Despite these efforts to move participation opportunities online, the impact of Covid-19 had a negative impact upon peer-to-peer participation levels in the borough. However, Every One Every Day has re-opened its participation spaces, running a reduced Autumn programme.
- 2.3.12. Progress has been made with Every One Every Day's collaborative business programme, through which 20 local young people were hired as part of the

Kickstarter programme, and which overall has seen over 400 residents involved in their collaborative business programme. The platform has increasingly sought to embed itself in the place, through new collaborative shops in the Heathway Shopping Centre and the launching of a collaborative coffee shop business at the Wilds Ecology Centre. Discussions are ongoing, both over future Council funding of the platform and with potential external funders, with significant external funding already having been secured.

- 2.3.13. The priority of the Building a Relational Council strategic theme has advanced in the past two years through different collaborative workstreams, including the New Town Culture programme, the Homes and Money Hub and the developing of a Customer Experience Strategy. There are also tools and mechanisms through which a relational council can be built and monitored, including the Engagement Champions programme, which launched at the end of September and already has over 40 people signed up to participate, the Digital Inclusion programme and regular development discussions with key internal stakeholders. The next stage is testing and agreeing an organisational approach to further building a relational council. However, no approach will succeed if the whole organisation is not bought into this priority and work of building a more relational council. Fundamentally, there is a clear sense of significant progress in this area in the past year. Through the work of the BD_Collective, BD CAN, BD Giving and other key partners, the Social Sector and council services are more connected and coordinated in their shared work to support residents. Dialogue and collaboration across cultural partners and investment in cultural infrastructure continues to grow across the borough. LBBDD is in a different space to where it has been before, with collaboration and partnerships now effective and utilised methods to deliver shared priorities. To make further progress however, it will require commitment from across the Council to cross-cutting spaces and workstreams such as the Citizens Alliance Network, Community Assets and Building a Relational Council. To advance this space, the Council, together with partners, will bring together a plan that encompasses different areas of joint focus such as those listed above, while setting out a shared ambition for the next 18 months.
- 2.3.14. There have been many achievements in our parks and open spaces. This year marks another successful year in the 2021 Green Flag Awards, with six local parks achieving the standard. LBBDD has also significantly improved its standings in the Good Parks for London Guide and was one of seven councils recognised in the report for significant improvement. The theme this year was 'Parks and Climate Change', and the Parsloes Park 'Forest of Thanks' was recognised and acknowledged by the judges. Eastbrookend Country Park was voted the number one 'best things to do in Dagenham' in Time Out Magazine. A review on the Parks and Open Spaces Strategy will be carried out to ensure that the priorities are still relevant given the pandemic and the increased focus on climate change.
- 2.3.15. A website for the Country Parks went live in October 2021. The new website and content will promote the Dagenham Corridor and encourage residents to venture outdoors and visit and enjoy the wonderful and exciting countryside on their doorstep.
- 2.3.16. A merger of Culture and Heritage Services will take place with the aim to be in place by April 2022 to broaden the Heritage Service's focus on the wider heritage of the borough. This will improve the connection and 'embeddedness' of the service in the wider developments in cultural and community programming.

2.4. Well Run Organisation

- 2.4.1. The Council continues to achieve excellence and drive improvement across the Core services and support functions on which all council service provision depends upon and benefits from.
- 2.4.2. There have been some big achievements in this reporting period, especially in relation to technology and how we have used it to improve resident experience. My B&D was launched in September 2021, facilitating residents to report issues or manage certain types of transaction through their account. We have also launched a Chat Bot feature on our website which is helping to resolve issues and deliver the right information to the user with minimal effort from them. Building on these developments, in 2022, a priority will be to re-design the Council's website to improve navigation and accessibility. More broadly, a new Information and Technology Strategy has been finalised which through its delivery will develop digital capability across all aspects of the Council, and we have strengthened the tools and systems we have in place for cyber security. The Oracle ERP replacement project, which is critical to how HR, Finance and Procurement operate, has been delayed. The new go-live date is 01 April 2022 and every effort will be made to prevent further delays.
- 2.4.3. The Council's financial situation remains an area of risk. For this financial year, there is a forecast overspend of roughly £10 million to be addressed. This means we will need to find ways to bridge that gap in the immediate term and develop savings programmes for future financial years. The next Medium Term Financial Strategy will be agreed by Assembly in March setting out the approach for setting a balanced budget beyond 2023.
- 2.4.4. HR has risen to the challenges of keeping the Council in operation during the pandemic. Various health and safety measures which were put in place at the start of the pandemic to protect staff and the public and been maintained and developed as required in light of new variants of the virus, and in response to Government directives and guidance. As a result, there has been minimal disruption to most council services. The dispersed working model has successfully rolled out enabling flexible and remote working (which was an absolute necessity during Covid-19 lockdowns) and makes best use of civic buildings, recasting how and what they are used for and by whom.
- 2.4.5. Having achieved Investors In People 'Gold' in February 2021, Platinum status is the next ambition. Several key organisational development programmes will advance our push for Platinum, including one focussed on being an inclusive employer with the highest standards and practices in leadership, talent management, and recruitment.
- 2.4.6. Performance in the Contact Centre remains a concern though some of the challenges are demand and event-led, therefore not always within our control. Overall satisfaction with the Contact Centre and call handling is very good, however, due to capacity and resourcing, at times we have not been able to maintain good standards in relation to percentage of calls being answered. Improvement plans are in place and will be delivered in the next six months. It is expected the targeted actions/interventions within these plans will lead to performance improvements.
- 2.4.7. Another area for improvement is how the Council responds with complaints. We consistently fail to meet targets in relation to promptness of response. Improvement plans have been introduced for the poorest performing services and monitoring activities have been strengthened to keep oversight of performance. As we seek to

become a more relational council it is important not to let the basics slip in terms of listening, responding, and giving residents effective routes of redress.

- 2.4.8. Meaningful communication and engagement with residents, as often as we can facilitate, helps to build and strengthen relationships with the community we serve and keep them involved in civic affairs so they can influence policy and decision-making. It also facilitates opportunities for residents to contribute to the discourse on important local issues such as enviro-crime or youth violence. Several campaigns have been launched within this reporting period to raise awareness and share information and engagement through One Borough Voice continues to grow and be used in creative ways on all sorts of subject matter. More than ever, local people can engage and connect with the Council and have their voices, individually or collectively, heard.

3. Consultation

- 3.1. Delivery of the Corporate Plan is closely monitored by Cabinet Members as part of the discharge of their executive functions, roles and responsibilities. Peer challenge and oversight is provided by the Cabinet Member for Finance, Performance and Core Services for added rigour and accountability.
- 3.2. The Cabinet collectively, and as individual portfolio holders, receive regular performance information in support of their executive remits; the purpose of this report is to bring transparency to the Council's performance and highlight areas where performance needs to improve based on latest data and the status of important projects and programmes. The report is therefore of interest to the local community for whom we must provide effective and efficient local services, and to the Council's Overview and Scrutiny Committee, which has a remit to scrutinise performance, as delegated by the Assembly.
- 3.3. In accordance with the Officer Scheme of Delegation¹, the Chief Executive has responsibility for the overall management of the authority, including performance monitoring. As part of the performance management framework and the robust governance which surrounds it, this report and the performance narratives therein have been consulted on with relevant officers in the Council with day-to-day operational and commissioning responsibilities to deliver the outcomes within the Corporate Plan.

4. Financial Implications

Implications completed by: Katherine Heffernan, Head of Service Finance

- 4.1. The Council's Corporate Plan works alongside the Council's Medium Term Financial Strategy (MTFS) as two key elements of the Council's planning process. The Council's financial context is increasingly challenging as a result of the legacy of austerity, the impact of the pandemic and the wider economic environment. The MTFS is being reviewed in the light of this and the pressures experienced by Council services as part of the budget setting process for 2022-23 which will be brought to Cabinet and Assembly for approval in February.

¹ [Council Constitution](#), Part 3, Chapter 1

- 4.2. In the current financial year the Corporate Plan is to be delivered through approved budgets and where new initiatives or remedial actions are proposed in response to delivery issues funding will need to be found from within existing resources.
- 4.3. Regular budget monitoring reports to Cabinet detail the financial risks, spending performance and budgetary position. The forecast outturn position as at month 7 (October) was an overspend on the General Fund of £9.3m
- 4.4. A specific theme of the Corporate Plan is concerned with ensuring value for money and good financial management and controls (see page 48 of Appendix 1)

5. Legal Implications

Implications completed by: Dr Paul Feild, Senior Governance & Standards Lawyer

- 5.1. As a report on performance updating the Cabinet on the 1st and 2nd quarters of 2021/22 there are no specific legal implications although the Covid 19 pandemic and changes in the way of life could not be predicted nor what its final effect will be going forward to 2022/23 on performance planning and delivery. The Local Government Act 1999 as amended by the Local Audit and Accountability Act 2014 together with supporting legislation, requires the Council to work to achieve continuous improvement and best value. This report reflects good practice in terms of corporate governance as it articulates progress to outcomes and assist in highlighting areas where improvements are needed. A corporate plan, its objectives and in time how the delivery measures up in terms of outcomes, are therefore one of the signifiers of a well-run local authority.
- 5.2. Furthermore, the Accounts and Audit (England) Regulations 2015 Regulations oblige the Council to produce an Annual Governance Statement for each accounting year evidencing how the Council has performed. This is to be done in accordance with proper public sector accounting practices. The CIPFA / Solace Delivering Good Governance in Local Government Framework 2016 guidance sets out the required practice and that includes a clear statement of the Councils purpose and intended outcomes. The Corporate Plan monitoring process thus plays a vital role in the legal duty to ensure sound governance of the Council.

6. Other Implications

6.1. Risk Management

The Council maintains a Corporate Risk Register that highlights the key strategic risks that may prevent the Council from achieving its stated objectives. These risks and mitigating actions are reviewed periodically by the Audit & Standards Committee. Risks relating to the delivery of projects and programmes within the Corporate Plan are monitored and managed through internal governance arrangements using recognised project/programme management practices and methodologies. There is proportionate reporting and escalation of issues and risks to the Senior Management Team, and to relevant Cabinet Members where appropriate. Project/programme governance and reporting is designed to identify risk at the earliest opportunity and to put in place effective risk management strategies.

Regular monitoring and analysis of performance data in the Single Performance Framework is in place to detect emerging performance issues and then put in place improvement plans. Metrics in the framework have targets which set benchmarks and standards for performance. Metrics which are behind target are reported by

exception to relevant stakeholders ensuring rigour and focus on continuous improvement.

6.2. Staffing issues

The Corporate Plan is the keystone of the Council's strategic framework. As such it guides all of what we do and sets the direction and goals for all services and staff. It is a key resource which drives strategic and business planning at all levels of the organisation. The objectives and priorities of the Corporate Plan inform individual employee appraisals ensuring day-to-day operations are working towards the long-term vision and goals for the borough. We call this the 'golden thread' as it brings alignment and connects strategic planning with operational delivery. Having a robust 'golden thread' is an important requirement as an accredited Investor in People organisation. More specifically, page 49 of Appendix 1 sets out progress and performance against goals to achieve excellence in people management, to ensure good workforce wellbeing, compliance with policy and procedure, and organisation development goals are being delivered.

6.3. Corporate Policy and Equality Impact

The Corporate Plan is the Council's medium-term plan to realise the vision of the Borough Manifesto. It sits at the heart of the organisation's strategic framework. This report seeks to give Cabinet an appraisal of delivery of that plan by bringing together recent performance information (up to end of quarter 2, 2021/22) from the metrics in the Single Performance Framework and latest positions on delivering key projects and programmes relevant to the sub-themes of the Corporate Plan.

An Equalities Impact Assessment (EIA) was completed as part of the development of the Corporate Plan. That EIA was submitted as part of the documentation when it was agreed by Assembly in May 2020, and further updated and agreed in November 2020. The EIA identifies examples of priorities and objectives within the Corporate Plan which improve outcomes for residents with protected characteristics and ways in which the Council aims to tackle structural inequalities.

The Corporate Plan Performance Framework does not directly provide performance information in relation to equalities, but other strategic resources such as the Joint Strategic Needs Assessment, Social Progress Index, and Borough Data Explorer contain important and up-to-date data sets relating to the profile and characteristics of the local population.

6.4. Safeguarding Adults and Children

A sub-theme of the Corporate Plan focuses on safeguarding residents. The Safeguarding Adults Board receives in-depth performance reporting, including data held by safeguarding partners, each quarter. The most recent Safeguarding Adults Board Annual Report 2020/21 (Assembly, November 2021) has key performance headlines showing LBBDD's safeguarding procedures and risk management are robust. A similar performance framework is in place for the Safeguarding Children Partnership which receives quarterly performance reports to its Performance and Intelligence Sub-group. The most recent Safeguarding Children Partnership Annual report was presented to Assembly in February 2021.

6.5. Health Issues

The new Corporate Plan is aligned to the Joint Health and Wellbeing Strategy 2019/2023. Several sub-themes across Prevention, Resilience and Independence appraise progress to improving health and wellbeing outcomes and addressing health inequalities. Focus is on several priorities which include looking at our services from an equality lens, focussing on early years development, achieving and maintaining healthy weight, mental health, prevention programmes including NHS Health Checks, Healthy Lifestyle services, cancer screening, and supporting residents to live well in older age. This year's Annual Public Health Report is a collaborative piece of work with partners focussed on inequalities.

Responsibility and accountability for improving the health of the population is shared across several partners at a local and sub-regional level. Performance and progress on outcomes is therefore monitored through the Health and Wellbeing Board (HWBB) and implemented via the Barking and Dagenham Partnership Delivery Board. The HWBB board is in the process of revisiting its performance monitoring framework with the intention of delivering an outcomes-based one.

6.6. Crime and Disorder Issues

Crime, perceptions of crime, and community safety are key concerns for residents, and these are reflected in the priorities of the Corporate Plan which aims to stop domestic abuse, challenge hate crime, enforce against and deter enviro-crimes, and to keep young people safe from knife crime and serious youth violence.

Strategic planning and performance monitoring of crime and community safety is managed through a multi-agency partnership, in this case the Community Safety Partnership. The Community Safety Partnership Plan 2019/2022, underpinned by the most recent Crime and Disorder Strategic Assessment, provides a framework through which intelligence and performance data and information is monitored. The most recent performance report was presented to the Community Safety Partnership in March 2021.

6.7. Property / Asset Issues

There are no direct impacts or issues in relation to the Council's properties and assets. A sub-theme within the Corporate Plan is concerned with good management of LBBB assets and the services/functions/responsibilities provided by My Place, with particular focus on the quality and stewardship of LBBB housing stock. Cabinet will find an overview of performance relating to that sub-theme on page 5 of Appendix 1.

Public Background Papers Used in the Preparation of the Report:

- [Corporate Plan 2020-22 \(Assembly, May 2020\)](#)
- [Reviewed Corporate Plan 2020-22 \(Cabinet, November 2020\)](#)
- [Corporate Plan 2020-22 - Quarter 1 and 2 2020/21 Performance Reporting \(Cabinet, January 2021\)](#)
- [Corporate Plan 2020-22 - Quarter 3 and 4 2020/21 Performance Reporting \(Cabinet, July 2021\)](#)

List of appendices:

- **Appendix 1:** Corporate Plan 2020/2022 Performance and Delivery Update

Barking & Dagenham

Corporate Plan 2020/2022 Performance and Delivery Update

01 April 2021 to 30 September 2021

This report covers financial quarters 1 and 2 of 2021/22 (April to September) but it has been written to give the most contemporary position as at the time of writing; it therefore reflects performance and delivery up to the end of December 2021

Contents

Inclusive Growth	4
Building new homes.....	4
Improving the quality and management of homes.....	5
Tackling Homelessness.....	6
Providing homes for vulnerable residents.....	7
Improving the quantity and quality of jobs in Barking and Dagenham.....	8
Supporting residents to access new opportunities in the borough	9
Safe and liveable neighbourhoods	10
Investing in physical and social infrastructure	13
Shaping aspirational places.....	14
A decarbonised, local energy system	15
Energy efficient homes and buildings	16
A green local environment.....	17
Money and Debt	18
Participation and Engagement.....	20
Building capacity in the social sector	20
Developing opportunities to meaningfully participate	23
Facilitating democratic participation.....	27
Designing relational practices into the Council's activity	29
Prevention, Independence and Resilience	30
Every child gets the best start in life and all children can attend and achieve in inclusive, good quality early years settings and local schools.....	30
More young people are supported to achieve success in adulthood through higher, further education and access to employment	34
More children and young people in care find permanent, safe, and stable homes	35
All care leavers can access a good, enhanced local offer that meets their health, education, housing, and employment needs.....	36
Young people and adults at risk are safeguarded in the context of their families, peers, schools, and communities and safeguarded from exploitation.....	37
Zero tolerance to domestic abuse drives local action that tackles underlying causes, challenges perpetrators, and empowers survivors	39
All residents with a disability can access from birth, transition to, and in adulthood that is seamless, personalised and enables them to thrive and contribute to their communities.....	40
Children, young people, and adults can better access social, emotional, and mental wellbeing support - including loneliness reduction - in their communities	42

All vulnerable adults and older people are supported to access safe, timely, good quality, sustainable care that enables independence, choice and control integrated and accessed in their communities, and keeps them in their own homes or close to home for longer	43
Tackling inequality in all aspects of our service delivery and within our communities jointly with partners and Public Health	46
Well Run Organisation	48
Delivers value for money for the taxpayer	48
Employs capable and values-driven staff, demonstrating excellent people management	49
Enables democratic participation, works relationally and is transparent	50
Puts the customer at the heart of what it does	52
Equipped with the tools, information and capability to deliver its vision	54

Inclusive Growth

Building new homes

Key performance and delivery messages:

- On the latest figures, over 2,500 affordable homes will have been completed in the borough between May 2018 and May 2022.
- This figure includes affordable homes built by all providers operating in the borough. LBBD/Be First is the largest builder of affordable homes in the borough, but residents will also benefit from a significant number of affordable homes built on Barking Riverside and those built by Housing Associations such as Clarion.
- Just over 1,600 have been completed between May 2018 and October 2021.
- Nearly 900 are therefore due to complete between October 2021 and May 2022 (so there is a risk that these numbers change if schemes are delayed).
- This includes homes completed at all sub-market tenures (e.g. social rent, intermediate rent and shared ownership).
- Based on data held by the Council, a reasonable estimate is that 80% of all the affordable homes went to local people.
- In August, the Council received an additional £171m of affordable housing grant, the largest allocation of any London borough. This grant will fund additional affordable homes that will start on site between 2022 and 2026.

Priorities for the next six months:

- A large number of new homes built by Be First are due to complete in the next six months. In total, nearly 400 new homes are scheduled to handover from Be First into management between January 2022 and May 2022. This includes:
 - 95 new affordable homes on the former Sebastian Court site, due to be fully complete by January 2022.
 - Over 200 new homes on the latest phase of the Gascoigne regeneration, due to complete in April 2022.
 - 169 new homes at the Crown House scheme in Barking Town Centre, due to complete in May 2022.

Key risks in the next six months:

- Construction delays owing to material and labour shortages, or difficulties in procuring from the supply chain. This could delay the completion of new homes.
- Risks relating to the sale of shared ownership homes in the current housing market.

Improving the quality and management of homes

Key performance and delivery messages:

- Responsive repair performance was significantly impacted by the number and type of repairs undertaken, which were restricted during the pandemic. In June 2021, Barking and Dagenham Management Services (BDMS)² initiated a backlog plan to target to reduce open repairs. Between June and October 2021 over 1000 open repairs were cleared from the backlog.
- Satisfaction with responsive repairs for council properties remains extremely low, at 47% in October 2021. The target is 87% satisfaction.
- The average void turnaround time for General Needs properties during October 2021 was 102.8 days. This is an increase of 19.5 days against the average figure in 2020/21.
- The stock investment spend for 2021/22 is now forecast to be £25m by the end of the financial year, against a budget of £35m. This means that the percentage of council properties that meet the Decent Homes Standard will remain below the target of 97%.
- The number of privately rented homes that are licensed has increased from under 10,000 in April 2021 to 11,617 in September 2021.

Priorities for the next six months:

- Joint work between My Place and BDMS on resident safety, with a focus on improving data and processes.
- My Place is working with BDMS to implement plans to improve performance in the repairs and maintenance service. The focus of this work is on disrepair cases, reducing complaints, responsive repairs and void works.
- The main cause of the delay in void turnarounds is due to the length taken for repair works to be carried out before the property is available for re-let. My Place are working with BDMS to reduce the time taken at each phase of the void process.
- Ensure stock investment programme delivery is optimised following the Covid-19 related delays.
- Support residents in rent arrears due to the impact of Covid-19.

Key risks in the next six months:

- Risk that performance continues to decline in the coming quarters, though improvement plans are being implemented within both BDMS and My Place to address the root causes of poor performance.
- Decent homes target for end of 2021/22 not met due to impact of delays to the stock investment programme in 2020.
- Risk to rent collection due to ongoing impact of Covid-19.

² Barking and Dagenham Management Services are responsible for the repair and maintenance of LBBD HRA assets.

Tackling Homelessness

Key performance and delivery messages:

- Total households in Temporary Accommodation (TA) are continuing to reduce, with 1,408 households in TA at end of October 2021. Although slight increases are expected in November and December in line with seasonal trends, it is projected that total households will be under 1400 by March 2022 - in line with target.
- The number of households in Private Sector Leased (PSL) Temporary Accommodation is at 974 as of end of October, a reduction of 112 PSL properties since March 2021 and on track to achieve budget savings.
- Homeless applications owed a full housing duty is at 5.5% of total approaches, showing the majority of approaches are resolved prior to this stage.
- The annual rough sleeper count found 3 people rough sleeping in the Borough, against a total of 10 in 2020 and 14 in 2019, evidencing a positive direction of travel against the strategic aim of ending rough sleeping.

Priorities for the next six months:

- Continue to reduce the number of households in Private Sector Leased Temporary Accommodation to reduce cost.
- Continue to use data and insight to find alternative housing options for households in temporary accommodation, keeping exits from TA at the high levels achieved to date and continue the downward trajectory of total number of households in TA.
- Continue to use prevention as the key method to prevent households entering TA and resolving their homelessness.
- Continue to deliver the rough sleeping plan developed for 2021/22.
- Develop the rough sleeping plan and associated Rough Sleeping Initiative Funding bid for 2022/23.

Key risks in the next six months:

- The reduction of Covid related welfare support and restrictions on evictions being lifted may result in increased homeless approaches. These risks are being mitigated by work to increase resident's financial stability as well as the preventative approach to homelessness.
- Potential risks of increased rough sleeping remain – while Brexit itself is not a key issue, issues around regularising immigration as a result of immigration issues such as criminal records or inability to provide evidence of identity can lead to loss and/or cancellation of benefits which can impact on housing status. This risk continues to be mitigated through work with the Home Office and to date see an increase in demand has not been seen (only notification of residents having benefits suspended due to Brexit).

Providing homes for vulnerable residents

Key performance and delivery messages:

- Panels set up to consider housing options for specific cases continue to identify improved housing solutions for vulnerable residents and avoid cost escalation. Examples of outcomes include:
 - Young person leaving care who required accommodation, in a placement costing £196 per week. The panel helped them move into a Reside property, with the council agreeing to pay the deposit. Cost to the council therefore reduced to zero, with the resident paying rent to Reside.
 - Two children who had been cleared to return to family home from care for a planned relocation – but parent could not move due to rent arrears. Panel facilitated clearing rent arrears to enable the move.
- 187 wheelchair accessible homes being built by Be First across all their new build schemes completing by 2024.
- Further extensions/adaptations of existing council properties approved.
- Plans for new bungalows are being progressed, as well as specialist housing co-designed with service users.

Priorities for the next six months:

- Carrying out a review of the work on housing for vulnerable people to agree priorities for 2022 onwards. This will include a focus on housing for older people.
- Letting of new wheelchair accessible homes on schemes being handed over.
- Bringing forward detailed proposals for specialist homes on small sites for approval.
- Carrying out works to extend and adapt existing council homes.
- Redevelopment of the Brocklebank site, to include new homes for people with Autistic Spectrum Disorder. The existing building is due to be demolished in early 2022.

Key risk in the next six months:

- Delays to building projects that will deliver new specialist homes.

Improving the quantity and quality of jobs in Barking and Dagenham

Key performance and delivery messages:

- The LBBD – Barking Enterprise Centre (BEC) Business Recovery Programme to mitigate COVID-related job losses in the retail, hospitality and leisure sector was supporting 76 local businesses as of the end of October 2021, with 12 more at initial diagnostic stage.
- A Film Sector Development Lead is in post and working to develop branding, launch and delivery plans for the programme of employment, training, supply chain and community pathways to ensure residents and local businesses benefit from the new film studios.
- A new Section 106 policy is being finalised to secure stronger construction and end-user phase employment, training and supply chain commitments from developers in the borough and compensation for non-compliance.
- A draft action plan to improve pay and standards in adult social care has been developed, with actions to improve recruitment, retention and career progression; develop the personal assistant workforce; launch a business support programme for the sector; and develop the funding and commissioning model to better support good quality jobs and services in adult homecare.
- A review of how to use the Council's commercial property portfolio to support economic development and increase income for the council has been conducted as part of work to develop a new economic development function to secure better jobs for residents.

Priorities for the next six months:

- Extend the BEC Business Recovery Programme to support businesses in other sectors that have been affected by COVID but haven't had access to grants and viable businesses being asked to relocate due to the Vicarage Fields development.
- Launch the Film Barking and Dagenham: Make It Here programme in January 2022 and develop the pathways to enable residents to access opportunities linked to the studios.
- Recruit a Food Sector Development Lead and Food Education Partnership Coordinator to deliver a food strategy linked to the City of London wholesale markets.
- Finalise, agree and launch the Care Sector Action Plan to support improvement in quality of jobs in the sector.
- Bring forward the business case for the proposed economic development function and new approach to the council's commercial property portfolio.
- Commission a review to identify how to grow the green economy in the borough.
- Work with My Place and the procurement team to pilot measures to increase the value of goods and services the council procures directly from local businesses.
- Work with the events team to deliver an in-person Business Forum event in line with national COVID guidelines.
- Improve signposting for businesses across the council and improve how different business-facing services across the council engage with and support businesses.
- Develop and launch a plan a plan to ensure the council's contracted service providers pay the London Living Wage.

Key risk in the next six months:

- New pandemic restrictions on the economy.
- Challenges engaging with care sector providers still very occupied with day-to-day workload related to long term impacts created by pandemic restrictions this year.

Supporting residents to access new opportunities in the borough

Key performance and delivery messages:

- In line with national trends, the end of the furlough scheme has not resulted in the widespread job losses that were feared – but LBBB has been left with one of the highest unemployment rates in the country (the latest figure for unemployment is a rate of 9.4%).
- The Job Shop achieved its strongest performance in 2019/20, with 1,251 residents supported into jobs. This reduced to 765 in 2020/21 due to Covid. As of October 2021, 355 residents have been supported into work this year (excluding S106 outcomes).
- Since the Kickstart scheme launched in September 2020, the council has secured over 300 Kickstart places for young people in the area across 50 employers, over 150 of which have been filled, with more vacancies still available. The scheme has been extended to March 2022 but closes to new employers in December.
- In the 2019/20 academic year the Adult College supported 1,147 unemployed residents into learning, with 829 in 2020/21 against a Covid-19 reduced target of 600. 684 have been recorded so far this year as of October 2021.

Priorities for the next six months:

- Drive up registration and employment outcomes again for residents as the economy recovers – including delivery of a successful Community Renewal Fund bid to support residents to access opportunities in the green economy.
- Achieve successful onward pathways for Kickstart employed young people beyond end of their placements, into work or training – and explore funding to develop a local scheme that meets the gap left by the end of the scheme in March 2022.
- Encourage more employers to set up apprenticeships for new entrants including by re-launching and promoting the Apprenticeship Levy Transfer Scheme in target sectors.
- Develop an innovative Social Value programme with BD Group, Community Solutions and Adult Care and Support services to create more supported training and work placements for people facing disadvantage in the labour market.
- Develop and launch a Youth Covenant with commitments to secure job and training opportunities for young people through our sector development activity.
- Launch a new specialist Innovation in Construction training centre at Barking Riverside and widen the Adult College curriculum to support entry into good jobs in growth sectors.

Key risks in the next six months:

- Potential for further pandemic restrictions in the economy, potentially leading to further job losses and economic uncertainty.
- Challenges supporting Kickstarters and long-term unemployed residents in the borough to move into sustainable employment, in a context of increased competition for jobs.
- Potential gaps in the Work and Skills team's funding if bids in the pipeline are not successful; the estimated budget gap based on secured funding is £433,000³.

Safe and liveable neighbourhoods

Key performance and delivery messages:

- A Barking Town Centre action plan and working group has been established to develop long term solutions and improve safety and reduce crime and anti-social behaviour (ASB) in this location
- Performance has improved in a number of enforcement areas including the numbers of Fixed Penalty Notices issued, numbers of zero-rated food premises and £300k of fines have been issued to landlords in the last year.
- A pilot started in September 2021 to identify unlicensed privately rented properties and is being successful in this and identifying other issues.
- Two new ASB teams have been established. One is a pilot to ensure that cases are better co-ordinated and victims receive a better service and a new community safety enforcement team has been rolled out that is focussed on dealing with street based issues such as begging and street drinking.
- The Controlled Parking Zone (CPZ) programme is progressing although it has been delayed and will not be completed until 2023. The third phase (of five) is well underway with six schemes implemented in Quarter 1 and Quarter 2.
- The Environmental Enforcement and Public Realm teams have been working closely to improve information sharing and joint work to tackle fly tipping and other environmental issues. ICT improvements, greater collaboration and resident engagement are being planned through 'Keeping the Streets Clean' work (detailed below).
- The number of reported fly-tipped cases in Quarter 1 and Quarter 2 was 1,302. During Quarter 1 the Keeping Our Streets Clean project started with the objective of addressing the issue of fly-tipping in the Borough.
 - This will be done by testing new approaches to prevent residents from fly tipping as well as testing new approaches to how services react to fly tips.

³ As at end of period 7 (October) financial monitoring.

- The project is set to run between June 2021 and January 2022 and will focus on encourage recycling, making it easier to dispose of bulky waste and improve reporting and clearing of fly-tips.
- The gross income from pest control, trade and green garden waste (GGW) for Quarter 1 and Quarter 2 was £3.21m, delivering a net surplus of £102k. However, GGW delivered a net deficit of £125k. As part of the latest setting of Fees and Charges⁴, a 2.5% increase to the subscription fee is effective from January 2022. The additional revenue will close this deficit.
- Phase one of the Cleaner Barking and Dagenham campaign is complete, and phase two of the campaign is currently ongoing. The Extended Recycling Scheme has been promoted, which launched in April 2021, and allows residents to recycle more items such as glass and mixed plastics in their recycling bins.
- In April 2021, Street Cleansing decided to look at alternative options to the Keep Britain Tidy (KBT) survey by utilising existing staff and the Geographic Information System (GIS) team. This work has helped design and build a bespoke ArcGIS123 App to benchmark, compare and receive more frequent and meaningful data. Hot Spots are being introduced based on worst areas and selected by the area operational teams.
 - This system has now been implemented and is currently being monitored to ensure it delivers the benefits of;
 - Reduced administrative duplication.
 - Development of a dynamic dashboard allowing for dynamic allocation of resource and identification of improvement areas.
 - Provide an internal audit capability that is built on open & honest evaluation of the day-to-day standards.
- Since 2020, a degree of workforce instability, both front-line and supervisory, has affected the reliability and resilience of Waste Services. A recruitment programme took place over the summer to address this. Despite these challenges, domestic, recycling, and GGW collections made on the scheduled day have consistently exceeded the target of 99% during Quarter 1 and Quarter 2.
- Service digitalisation to procure a back-office system and mobile “in-cab” technology for waste operations is in the process of going through procurement processes, for implementation for April 2022.

Priorities for the next six months:

- Deliver the Barking Town Centre Action Plan.
- Continue to rollout the CPZ programme with one scheme to rollout in December and three more in Quarter 4.

⁴ [Cabinet, 16 November 2021, minute 57](#)

- Evaluate the privately rented property licensing pilot (PRPL) and make a decision about the future resourcing of this work.
- Review resources delivering anti-social behaviour initiatives following the six-month pilot.
- Covid-19 continues to present a demanding environment for frontline services. These demands have risen as footfall around the borough has increased. The workload around ensuring a Covid-safe workplace and monitoring staff compliance places a continuing burden on frontline services. As we move through Autumn into Winter, the services need to remain vigilant around the possible effects from the Coronavirus and monitor if further measures are put in place.
- The campaign plan for the third phase of the Cleaner Barking and Dagenham Campaign is being developed with the Service Area and the Behavioural Science and Service Design Lead. The third campaign phase will focus on encouraging key behaviour changes we need our residents to do to help make our borough a cleaner and greener place. This phase will roll out between December 2021 and March 2022.
- Recruitment of waste operatives remains a priority going forward. The service has recruited into 15 of the 30 vacancies so far and continue to interview prospective candidates.
- The procurement of in-cab technology for the waste service is planned for Quarter 3 and Quarter 4, with the aim for implementation by April 2022.

Key risks in the next six months:

- Courts have largely been closed for enforcement cases so there has been a large backlog in prosecutions and thus a reduction in income although the team are now getting a steady stream of prosecutions through the system.
- Recruitment within Enforcement is a challenge meaning the service is carrying vacancies and is under strength in certain teams. A workforce development plan is in place.
- The main risk for frontline public realm services remains Covid-19, although measures were relaxed in July 2021, the new variant may result in a tightening of measures. Therefore, there remains a need to be vigilant and to focus on service continuity.
- Multiple agencies are now being used for frontline Public Realm staff but finding suitable people is slow and if the waste services are unable to recruit permanently to all vacant posts this may affect service continuity.

Investing in physical and social infrastructure

Key performance and delivery messages:

- A bid has been submitted to the first round of funding from the Levelling Up fund, focused on proposed improvements to access at Dagenham East station. The bid was unsuccessful, and feedback is awaiting from Central Government for the reasons as to why. Other options are being considered for bringing forward the proposals.
- The Council and Barking Riverside London (BRL) have agreed a plan to accelerate the delivery of a Health and Leisure Hub at Barking Riverside. The centre will bring together primary health services, community spaces with a leisure centre and pool together under one roof. The centre is expected to be open in 2024.
- Our draft Local Plan is now out for final round of consultation before it is submitted to the planning inspectorate early in 2022. The plan sets out in spatial terms how the council will facilitate the delivery of the new homes we need to provide, as well as setting out what infrastructure is needed to support it.
- Homes England agreed to provide some additional funding to allow the council to continue developing the business case for tunnelling the A13 to improve connectivity across the borough and provide land for new development.

Priorities for the next six months:

- Working with BRL to ensure the successful delivery of the new jetty (which the Council has part funded through CIL funding) that will see the arrival of Thames Clipper services to the borough from the Spring of 2022, providing a new transport link to Canary Wharf and Central London.
- Progressing work on preparing our bid for the second round of Levelling Up funding which is expected to launch in the Spring. This bid will focus on delivering transport improvements in Barking town centre.
- Working with National Rail and C2C to ensure the delivery of improvements to Barking station and surrounding public realm.

Key risks in the next six months:

- Rising costs of materials and labour is putting pressure on the delivery of construction projects which may lead to delays on progress with these schemes.

Shaping aspirational places

Key performance and delivery messages:

- Be First have started onsite on two sites at Thames Road which are the first steps in the wider transformation of the area. 12 Thames Road will provide a mix of new homes and commercial premises, while the Industrial development will provide a stacked industrial scheme that is one of the first of its kind in London.
- LBBD has agreed to lease Roycraft House in Barking Town Centre to an affordable workspace provider. This initiative will bring new businesses to the town centre and provide new public realm.
- Work has started on Barking Station improvements, including cleaning the façade of the station, clearing out vacant units and improving the public realm outside the station. These are the first step in the wider transformation of the station area.

Priorities for the next six months:

- Initial scoping work is underway to design the future of the Dagenham Heathway. A visit was hosted from the government's high street task force and initial engagement work with the community has been initiated.
- Working with Hackman to support them in opening the film studios at Welbeck Wharf, which is due to be operational by Spring 2022.
- Progressing the Compulsory Purchase Order (CPO) process which will enable phase one of the Vicarage Field redevelopment to commence. Phase one will see the delivery of new homes and improved retail units.
- Progressing with work on the development of the council's vision for the South of the borough, including working with Homes England on the business case for tunnelling the A13.

Key risk in the next six months:

- Delays to projects caused by increasing costs of construction.

A decarbonised, local energy system

Key performance and delivery messages:

- 71 solar panel arrays and Tank Genies were installed in the households of vulnerable residents under Green Homes Grant Phase 1A, significantly cutting heating and power bills with case studies used by the Department of Business, Energy & Industrial Strategy (BEIS). However, there was zero uptake of air source heat pumps as an alternative to gas for heating.
- Under Green Homes Grant Phase 1B, further solar PV units were beginning to be deployed.
- Works continued at pace to deliver the Barking Town Centre Strategic Heat Network and pipework has been laid across the town centre as part of the successful Heat Network Improvement Programme and Public Sector Decarbonisation Scheme (PSDS) funding.
- A suite of energy conservation and renewable energy measures across 20 of the Council's largest energy consuming buildings drawn up into investment grade proposals.

Priorities for the next six months:

- Completion of Green Homes Grant Phase 1B solar installs.
- Connection of the district heat network to Barking Town Hall, the Abbey Leisure Centre and Broadway Theatre to be completed and operational.
- Beginning of works delivering retrofit and renewables installs across the corporate estate and securing borrowing from the low-interest Mayor of London's Energy Efficiency Fund (MEEF).

Key risk in the next six months:

- There is a risk that BEIS could claw-back Green Homes Grant 1B and PSDS funding should the programmes not deliver on time, but this is looking unlikely as the district heat network construction is being delivered at pace and uptake of 1B grant has been much stronger than was found with 1A grant.
- That the decarbonisation of the corporate estate falters, due to lack of funding. The Government pulled 0% interest Salix grant-funding with one month's notice early this year which threatened the delivery of the programme. Initial conversations with MEEF have been more promising but package is subject to the approval of the Mayor and the Council's senior leadership.

Energy efficient homes and buildings

Key performance and delivery messages:

- Cosy Homes programme continues to be a flagship scheme winning an industry award for London's Best Large-scale Energy Efficiency Award 2021.
- 1,002 energy efficiency measures have been installed, across tenure, in 855 homes, delivering £3.8m of expected lifetime bill savings for residents over 25 years.
- The scheme has leveraged in more than £1m of Energy Company Obligation (ECO3) funding and is due to save 11,000 tonnes of carbon.
- Successfully awarded £3.4m of Green Homes Grant Phase 3 and Homes Upgrade Grant 1 funding for the delivery of external wall and underfloor insulation and solar PV across 340 vulnerable owner-occupied properties.
- Submission of a consortium bid for £7m for phase 2 of the deep retrofit programme and £500k for works on the Whiting Avenue estate in Barking through the Social Housing Decarbonisation Fund Wave 1 process.
- Procurement and contractor issues hindered early progress on the deep retrofit pilot on Becontree, resulting in a new contractor only just being appointed and concept designs completed.
- As described in the 'a decarbonised, local energy system' section the planned funding regime for works was abruptly closed leading to a pause on the investment grade proposals for corporate retrofit and further exploration of community municipal investments.

Priorities for the next six months:

- Continued roll-out of measures under the Cosy Homes programme, transition to ECO4 and delivery of grant-assisted retrofit programmes.
- Finishing designs, securing planning permission and completion of works on the delivery of 39 deep retrofit properties by June 2022.
- Beginning the process of devising a Stock Decarbonisation Programme for the Council's 17,500 homes.

Key risks in the next six months:

- Due to the unique nature of the deep retrofit scheme, delivery has been consistently challenged and that will not dissipate with potential issues arising over the properties themselves, tenant sign-up, planning consents and claw-back of grant by BEIS
- We are not successful in our recent Social Housing Decarbonisation Fund (SHDF) Wave 1 bids – this would require the Council to find more of its own funding for phase 2 works of the deep retrofit and Barking estate project or potentially pause the schemes

A green local environment

Key performance and delivery messages:

- The Project Centre report into 150 potential sites for EV charge-point deployment was completed and provided a useful benchmark for discussions with charge-point operators, however the planned Cabinet paper to go to market was paused due to concerns about the quality of offers and lack of a values-led approach from a majority of operators.
- A new Supplementary Planning Document is being drafted, following the approval of the latest iteration of the Draft Local Plan, to capture revised planning obligation contributions for air quality, green infrastructure and biodiversity.
- The Draft Cycling and Walking Strategy has been completed and adopted as an appendix to the Draft Local Plan and will be progressed as part of a new Cycling Steering Group.
- Progress on devising an action plan for funding enhancement works to our local Sites of Interest for Nature Conservation (SINCs) and the Tree Planting Action Plan has stalled due to time constraints and commitments for required external partners and general resourcing within the council and our £900k bid for the GLA's Future Neighbourhoods Fund, which was key to trialling an urban nature recovery network was unsuccessful.
- Successfully awarded monies from the Urban Challenge Fund and the Treescape Funds to deliver new almost 400 new trees on amenity greens across the borough and patches of street planting in the north of the borough. Members agreed to double tree canopy by 2040.

Priorities for the next six months:

- Seek Cabinet approval in January 2022 for the proposed deployment of 250 EV charge-points across our public realm over the next two years with a preferred charge-point operator.
- To work with external partners such as London Wildlife Trust (LWT), Thames Chase, Buglife, Citizen Zoo and others to devise the principles for an Ecological Recovery Plan for LBBD. This will seek to protect and enhance our Sites of Importance for Nature Conservation (SINCs), develops proposals for an Urban Nature Recovery Network, weaves in plans on the Becontree Estate to reimagine green spaces and supports our efforts to attract developer contributions for increasing biodiversity levels.
- 200 Standard⁵ trees are expected to be planted over the course of this tree-planting season with additional canopy being delivered under the conditions of the grant awarded.
- Consultant commissioned to help devise an air quality tariff base rate which is localised to the needs of Barking and Dagenham, which can be used to calculate developer's contributions to our Air Quality Action Fund.

⁵ Trees with a single, straight trunk, absent of lower branches for a minimum of the first 1.8 metres.

Key risk in the next six months:

- Funding for the development of an Ecological Recovery Plan is not forthcoming. Inclusive Growth are hopeful that project management costs recouped from current grant programmes can be used to fund the proposal.

Money and Debt

Key performance and delivery messages:

- Council Tax current year collection is 1.5% higher than the same time in 2020/21. Residents are clearing the arrears they accrued during the pandemic with the collection of debts in previous years increasing by 88%.
- Rent collection of general needs properties is 0.3% below collection rates in 2020/21. An additional £2.6m of arrears was created due to the pandemic in 2020/21 and work continues with tenants to help them clear those debts. This work includes payment plans, budgeting advice, work and skills training and guidance and assistance with applications for any further benefit entitlement. The pandemic has resulted in an increase in the number of tenants transitioning which has continued into 2021/22 and the delays in Universal Credit payments are resulting in tenants falling into arrears.
- Business Rates collection is now 3% above the same time in 2020/21. However, collection rates have not yet returned to the 2019/20 levels. Businesses have been contacted to discuss repayment of any debt accrued as a result of the pandemic. The Business Rates team has been working with businesses and is paying particular attention to agreeing repayment plans that do not place unnecessary risk upon the business and its continuation.
- Housing Benefit overpayments collection is 1.2% below 2020/21. However, the creation of overpayments has steadily declined since the introduction of universal credit. Many debts are collected via deductions from ongoing benefits. However, as debtors move to Universal Credit this method of collection is considerably less effective as the DWP have deprioritised deductions.
- Commercial rent collection is 5% above the same time in 2020/21. Whilst the pandemic impacted collection it has been possible to work with businesses to help them clear any arrears.
- Collection from Reside properties is 1.3% higher than in 20/21. Work continues with tenants to ensure that payment plans are in place to clear the arrears that accrued as a result of the pandemic.
- General income collection is 12% behind the same time in 20/21. However, backdated invoices to the NHS totalling £9m have been issued which have increased the debt. These invoices will be paid and will result in an increase in collection compared with 20/21.

Priorities for the next six months:

- Progression of debt recovery action against those wilfully refusing to make payment. The Becontree Collection Service (BCS) is currently engaging with residents using its ethically collection approach and will shortly be doing same for business rates debtors.
- Completion of a service wide review of recovery processes and their effectiveness. A full review of processes has been undertaken during the last few months. It has identified points in the process where it is possible to take a different approach to collection by using data from OneView.
- Completion of the Additional Reductions Grant scheme for businesses by March 2022. This is currently supporting a small number of businesses via way of grant, business advice and planning given by the BEC.
- Development of payment trend analysis to identify tenants transitioning from Housing Benefit to Universal Credit. This will allow for early contact with the tenants to assist them with payment plans and prevent arrears.

Key risks in the next six months:

- Tenants that transition to Universal Credit may fall further into arrears due to delays in payment by the DWP.
- Further restrictions as a result of new Covid variants will affect employment levels and business trading.
- Ending of the furlough scheme on 30 September 2021 may result in increased unemployment.

Participation and Engagement

Building capacity in the social sector

Key performance and delivery messages:

- An Endowment fund worth £906,595 has been transferred to BD Giving to own and manage on behalf of the social sector of Barking and Dagenham. Under their stewardship, the fund will grow and its proceeds will be distributed to community groups through participative funding processes. BD Giving has also secured £358,160 over four years from the National Lottery Community's Reaching Communities Fund. This has enabled BD Giving to grow their team which will contribute to building BD Giving's longer-term sustainability, help develop new services, and build their capacity to grow the Endowment.
- The Social Infrastructure Contract continues to be delivered by the BD_Collective with networks being established in the areas of: Reimagining Adults Social Care; Early Help for Families, Food Banks; and Young People. Partners now come together through these networks to explore practical solutions to issues, both in terms of how organisations work together and how residents get the support they need. A good example of this is the New Home Move Checklist, which via collaboration between community networks and council partners, has seen a comprehensive set of resources hosted in one place on the Council's website to make it easier for residents when moving home in the borough.
- Organisations now seek funding collaboratively, rather than in competition with one another. A good example of this, was a successful bid to the Holiday Activities Fund, done in partnership between Community Solutions and five different community groups. This saw funding accessed by different partners who could subsequently run fun, healthy summer activities as a result. Partners reflected at the BD_Collective's End of Year 2 event that significant progress has been made in developing connections and networks between organisations in the borough. The whole is greater than the sum of its parts, and this was exemplified by BD CAN where partners came together to rise to the challenge of Covid-19 and groups felt valued, trusted and listened to because they were genuinely involved in the design of the programme. One of the network members describes levels of trust as '*being the best in his memory*'. Building on this progress, a Neighbourhood Networks programme has launched, linked to Community Hubs with the BD_Collective playing a key co-ordinating role, with partners having a kick-off meeting in November 2021.
- Efforts to establish a shared volunteering platform for the Borough continue between the Council and the Social Sector, with organisations gradually signing up to the Better Impact platform. The volunteering response to Covid-19 was significant, with a rapid mobilisation of the Broadway Theatre Vaccination Centre, which had over 317 volunteers recruited and trained, and over 14,000 registered volunteering hours.
- The Faith Builds Community Policy has continued to be delivered; however, issues have been noted regarding the capacity of the local faith sector to come together on shared agendas. Lifeline have won a faith capacity building contract to lead on work over the next 18 months to support this policy and facilitate collaboration between faith groups.
- Internal engagement and research has been undertaken to inform the future approach and management of community assets. Guiding principles have been developed and

these will form the basis of any future policy and related actions. Any significant strategic documents in this area will however need buy-in and commitment from across the organisation if they are to succeed.

- Work has continued in the past six months with current community centres and halls, reviewing their leases and arrangements and taking action where necessary to better connect them in supporting their local community. Creating transparent and engaged processes to lease community spaces has informed the new approach being developed. Clear progress has been made with Heath Park and Sebastian Court in particular. This has taken up significant resource and will continue to do so until strategic, sustainable actions are agreed in the area of Community Assets.
- The Neighbourhood Fund - a participative funding process where residents make decisions on community groups apply for Neighbourhood Community Infrastructure funding - has continued to be delivered, with resident panel members awarding £113,764 of funding to 14 community groups in Round 6 of the process. This round saw a hybrid of in-person and online sessions, with panel members highlighting how much they enjoyed meeting and working together in person during this process. One panel member said: *'I have really learnt a lot about the Borough. I also enjoyed the Dragon's Den meeting yesterday and the presentation most organisations was dynamic. I will avail myself to support this Borough in different ways to move this community forward'*.

Priorities for the next six months:

- With the Social Infrastructure contract continuing to be delivered successfully by the BD_Collective, it has been proposed to take up the one-year extension option in the existing contract, to enable the BD_Collective to continue delivering the contract and further build on the progress outlined above until June 2023.
- Working closely with Social Sector partners, the overall approach to volunteering in the Borough will be considered in the next six months.
- The Participation and Engagement team will continue to work closely with BD Giving as they develop an approach to growing the Endowment Fund, with an officer actively taking part in sessions focused on designing the Endowment Fund investment policy. The team will also work closely with BD Giving as they seek to distribute the Endowment through participative funding processes shaped by residents.
- The Faith Capacity Building support will continue to be delivered by Lifeline, as outlined above. It will seek to ensure that the Faith Forum is further established as a strong, independent, robust organisation, where it can seek out independent opportunities to deliver, grow and build capacity amongst faith groups in the borough. This will involve delivering administrative and governance support, to build capacity that will remain after the funding has ended and see at least eleven faith forum meetings taking place per year, while also helping the forum to develop a comprehensive digital presence. It will also see the Forum supported with its leadership capacity to work with other organisations and individuals across LBBDD, connecting to local resilience and cohesion efforts and responding to local need, building a more connected Borough as a result.
- The BD_Collective will continue to co-ordinate the Neighbourhood Networks Programme which will build on the progress made by the BD_Collective and the developing Social Infrastructure in the past five years. This will explore how strong, vibrant and supportive neighbourhoods are developed, with residents at the core of the design. It builds on the network approach that has been developed over the last two years and will work closely

in partnership with the developing Community Hubs. This programme will run between November 2021 and March 2022. Following this, an end of pilot output will be provided which will include data and findings from each network. This should demonstrate and consolidate learning and impact and set out opportunities and recommendations to enable the ongoing sustainability of the network.

- Overarching strategic work will continue in the community assets space, with the aim to have Cabinet agree upon future actions, principles, required roles and responsibilities that that will provide capacity to deliver an implementation plan.

Key risk in the next six months:

- Local Lottery ticket sales continue to be a challenge, with sales consistent but proving difficult to stimulate beyond current levels in a challenging economic climate, and as such the ambitions for the Local Lottery scheme may not be fully met.
- The Endowment is unlikely to be grown to £2.5 million by Quarter 1 2022/23. This is due to the longer than expected time it took for the Endowment to be transferred to BD Giving, with there being delays in opening the required Charities Aid Foundation bank account.
- Lack of whole organisation buy-in for future community assets strategic agreements and actions continues to pose a major risk. Any future work on community assets will only be successful if all relevant council services are fully committed to the agreed approach. Anything less and this area will continue to present a significant challenge.

Developing opportunities to meaningfully participate

Key performance and delivery messages:

- The Council has run an ambitious programme of community engaged festivals, workshops and activities for residents of all ages and backgrounds, starting with the Thank You Roadshow in July, to the Becontree Forever Weekender in August, the Winter Lantern Parade and EFG London Jazz Festival in November and rounding the year out with Barking Mad About Christmas in December 2021.
- So far in 2021, LBBD's public festivals have been attended by over 35,000 people, delivered in partnership with more than 75 local arts, national partners and community organisations including: The White House, Company Drinks, Studio 3 Arts, Creative Barking and Dagenham, Greenshoes Arts, Barking and Dagenham Youth Dance, Arc Theatre, East End Women's Museum, Create London, Soul and Sound, Girls Like Us, Excel Women's Centre, UKON Careers, Serpentine Galleries, EFG London Jazz Festival and Love Music Hate Racism.
- Through our Cultural Educational Partnership, we have worked with 59 local schools to shape and deliver community focused programming with children in the borough, including workshops, exhibitions and collaborative artist-led commissions
- New Town Culture continues to develop artistic activity as a core part of social care services, including training for social workers, research, projects, exhibitions, publications, tools, residencies, workshops and knowledge exchange to bring together creative and social practitioners in their work. The New Town Culture programme has seen 600 young people in social care involved in the last three years, and as at December 2021 New Town Culture is currently working with over 100 social workers.
- A 'Creative Social Work' MA Course module has also been developed by New Town Culture in partnership with Goldsmiths University and has so far been taken by 24 social care staff, with a further 29 staff partaking in related 'intervisioning' sessions. Strategically New Town Culture continues to focus its work on aligned with the work being done in Children's and Adult's Care and Support to develop a practice framework and standards so that 'creative social work' is embedded in our approach.
- The legacy of Becontree Forever⁶ activities, a socially engaged cultural programme running across the Becontree estate throughout 2021 to mark its centenary, continues to grow and flourish in the Borough with ongoing initiatives such as the Becontree Broadcasting Station (co-funded by Arts Council England and Serpentine Galleries), and the establishment of the Arts and Culture Hub at Valence Library.
- Collaborative Becontree centenary activities have focused on both the history and future of the estate, running since the programme launched in March 2021 with local partners such as Arc Theatre, Barking & Dagenham Youth Dance, East End Women's Museum, Girls Like Us, Green Shoes Arts, Love Music Hate Racism, Studio 3 Arts, Soul and Sound and The White House; national partners include Create London, EFG London Jazz Festival, Focal Point Gallery, Serpentine Galleries and the Wellcome Trust.

⁶ <http://www.becontreeforever.uk/>

Schools involved in programming include Valence Primary, Becontree Primary, Henry Green Primary, Sydney Russell Primary and Secondary, amongst others.

- The Every One Every Day in-person platform has re-launched, with shops beginning to re-open as part of the Autumn programme of participatory activity and residents able to participate together in person again. During the pandemic, the platform was moved online, with the Mighty Networks virtual space and the Tomorrow Today Streets programme launched with local residents able to participate from the safety of their own homes.
- During this time, the Every One Every Day platform provided support to other organisations in the Borough through their Organisational Membership scheme which has continued to grow, with 110 local groups having signed up to the platform in some form.
- Over 400 residents are involved in Every One Every Day business programmes, with 11 collaborative business brands having been developed and four co-operative businesses preparing to launch. 15 young residents were able to take up employment opportunities with the Every One Every Day platform through the Kickstarter scheme, with these young residents then helping to launch pop-up collaborative shops in the Heathway Shopping Centre.
- Over 210 neighbourhood projects have been run since Every One Every Day's initial launch, with over 6,000 residents participating and over 40,000 hours of participation recorded.
- Every One Every Day has further embedded in the borough, for the long term, by launching a collaborative business, in the form of the Grounded Coffee Co-operative, at the Wilds Ecology Centre in partnership with Barking Riverside.
- Valence House Museum and Local Studies library have seen a significant increase in visitor numbers since reopening. Although this is not yet back to the pre-covid numbers, it is performing well. This is mainly due to a number of family focused events within the programme, including the Ava's 'chain of kindness' charity event and Victorian Christmas Fayre.
- Education visits have performed better than expected and are now back to pre-Covid-19 numbers, with schools booked in through to the end of March 2022.
- The Parklife football project is underway at Parsloes Park. The first phase is the construction of the pitches which will be completed in February 2022. The building and changing rooms construction are due to start early 2022.
- The soil importation project within Central Park commenced in November 2021. This is a two-year project and phased within four areas of the park. Work will begin on installing the new play equipment in Quarter 4.
- LBBD has significantly improved its standings in the Good Parks for London Guide in the past year. In terms of the overall scores, we have moved from 17th to 5th. Since 2017, and the adoption of the Parks and Open Spaces Strategy, we have moved up 19 places from 24th to 5th. We are also one of seven councils recognised in the 2021 report for significant improvement. The theme this year was 'Parks and Climate Change', and the Parsloes Park 'Forest of Thanks' was recognised and acknowledged by the judges.

- Eastbrookend Country Park was voted the number one 'best things to do in Dagenham' in Time Out magazine⁷. Valance House also appears at number seven.
- A brand-new website for the Country Parks went live in October 2021 providing visitors with a wealth of information about the Dagenham Corridor sites. The new website and content will promote the Dagenham Corridor and encourage residents to venture outdoors and visit and enjoy the wonderful and exciting countryside on their doorstep.
- The results of the 2021 Green Flag Awards were announced by Keep Britain Tidy on 14 October 2021. Both Eastbrookend Country Park and the Beam Parklands Country Park were successful, and in terms of the urban parks, the following sites also achieved the standard: Barking Park, Greatfields Park, Mayesbrook Park and St Chads Park.

Priorities for the next six months:

- Finalise phase two funding and governance arrangements for Every One Every Day and with partners, ensure closer alignment and engagement of Every One Every Day across other strategic and social infrastructure in the borough – increasing participation and positive effects for residents.
- Use community hubs and their development as opportunities to engage residents in designing use of spaces and the activities on offer that meet local needs.
- Further embedding Every One Every Day's collaborative business approach into the Borough is an important focus, with it forming part of an economic recovery from the pandemic. Over 25% of platform participants are unemployed and as such it has an important role to play in this regard.
- Together with partners, review and develop proposals to further strengthen and grow volunteering opportunities for residents to participate and benefit from pathways to jobs.
- Eastbury Manor House remains closed due to Covid-19 health and safety reasons. The aim is to reopen in early spring 2022.
- Work will continue on the two large park development schemes in both Parsloes Park and Central Park.
- A review on the Parks and Open Spaces Strategy will be carried out in Quarter 4. The strategy was adopted in 2017 and the review will look to ensure that the priorities are still relevant given the pandemic and the increased focus on climate change.
- The Playing Pitch Strategy (2015) will be reviewed and updated by April 2022. This will help, support and shape any future parks development schemes.
- A merger of Culture and Heritage services will take place with the aim to be in place by April 2022. This is to broaden the heritage service's focus on the wider heritage of the borough, balanced against the management and operation of the two sites. This will improve the connection and 'embeddedness' of the service in the wider developments in cultural and community programming.

⁷ [Timeout.com - The best things to do in Dagenham, picked by a clued-up local](#)

- Establish an operating model for the Heritage Service that matches the budget available, stabilising the staffing structure for the medium term and providing a platform for development of more ambitious partnerships and approaches.
- Work with the Cultural Partnership Group to develop a new Culture and Heritage Strategy for the borough for 2023-2027

Key risks in the next six months:

- Any future Covid-19 lockdowns which would prevent in-person participation represent a significant risk in this space.
- It is wholly unlikely that 22,000 participants will be registered by the Every One Every Day platform by 2022, as intended. This is in part due to the negative impact that the Covid-19 pandemic had upon in-person participation opportunities.
- The Covid-19 pandemic continues to be a risk to the successful delivery of the Heritage service performance, in particular the impact on visitor numbers should there be an increase in positive cases.
- The weather could play a significant part in the delivery of the first phase of the Central Park soil important scheme. A wet winter/spring would cause a delay to the programme.
- New Town Culture MOPAC⁸ funding continues through 2022 calendar year end, with the Culture Service currently seeking c.£1.3 million in funding to continue our work in social care into 2023/25
- Two key SCIL funded projects in Culture and Public Realm continue to run over schedule: The East End Women's Museum continues to seek funding to meet a significant budget deficit in their capital project in Barking and the project is now delayed to end 2022. The Create London public realm commissions on the Becontree Estate continue to run behind schedule in their realisation due to the impact of the pandemic and other factors with projects currently being installed into early 2022.
- The Every One Every Day Project does not secure sufficient funding to launch a potential phase two is a significant risk.

⁸ Mayor's Office of Policing and Crime

Facilitating democratic participation

Key performance and delivery messages:

- The last six months saw the Citizens Alliance Network (CAN) reach its initial set of target metrics, and then quickly meet a newly revised set. It is now working towards achieving new stretch targets.
- Currently 2039 residents are signed up to the CAN platform; 9,706 residents are 'aware' of the platform; 3,940 residents are 'informed' about the platform; 862 residents are regularly 'engaging' with the platform. 39 projects have been launched on CAN. 25 virtual meetings have been held with residents.
- With CAN having launched in June 2020, a year one report was written in June 2021. This report carried out an evaluation of the first year of the platform. The lessons taken from this evaluation will form part of the future direction of CAN and of its place in the 2022/26 strategic priorities.
- The Women's Safety Survey, launched on the platform in April 2021, saw significant levels of meaningful engagement with residents and national media coverage⁹.
- Online Neighbourhood Hub pages have been developed on CAN to facilitate a more localised approach, with lots of input from elected Members. They were also presented to the Voluntary Community and Social Enterprise sector for preview and input. The pages were well received at both online sessions, and they will be launched and promoted in the coming weeks.
- Future development work for the platform has been carried out over the past six months, looking at the future shape and direction of the platform. This has been discussed at internal boards and will continue to inform the 2022/26 strategic priorities for the Council.

Priorities for the next six months:

- Continuing to shape the CAN platform and build on previous development work, looking at the role of CAN in the short and medium term (2022/26).
- Hitting newly agreed stretch targets for CAN performance metrics including the number of residents signed up to the CAN platform, the number of projects launched and the number of resident meetings that take place.
- Launch the Community Hubs Network and roadmap for all neighbourhood hubs by Winter 2022.
- Online Neighbourhood Hub pages launching, aligned with Community Hubs launch and the Neighbourhood Networks programme, with take up and use increasing amongst residents.

⁹ [East London borough asks women to anonymously pinpoint streets they feel afraid to walk along alone at night on a map, following the murder of Sarah Everard - and Barking station already has 82 pins](#)

Key risks in the next six months:

- Deliberative processes on new markets - if this process happens, it will not be by March 2022. Much of the Council's focus over the past year has been on working with the City of London, and them in turn working with their traders to promote the benefits of the move, while at the same time the planning application was submitted and determined.
- Achieving all stretch targets will be a challenge as it is dependent on projects being created and submitted from the wider organisation, into the CAN platform. The CAN platform will only be able to meet its targets around resident engagement if sufficient projects are submitted to the platform for engagement to take place around.
- A lack of corporate engagement concerning future changes in our borough, such as planning, CPZ's and other material impacts.

Designing relational practices into the Council's activity

Key performance and delivery messages:

- Building a 'relational council' has advanced in the past two years through different workstreams, including the New Town Culture programme, the Homes and Money Hub and the developing of a Customer Experience Strategy. There are also tools and mechanisms through which the approach and its outcomes can be built and monitored, such as the Engagement Champions programme the Digital Inclusion programme, for example.
- The Engagement Champion Network has been launched and over 50 council staff have signed up. The network will now meet every three to four weeks, working through a range of activities designed to increase the champions' awareness and experiences of engagement, build a forward plan of opportunities, and surface the needs of participants. These needs will be supported via the development of a toolkit in the first instance, and through training in early 2022.

Priorities for the next six months:

- The next stage is testing and agreeing an organisational approach to further building a 'relational council' and associated workplan that will focus on two things: first, to reflect and actively use the breadth of places and opportunities that exist to embrace the principles of a 'relational council' in everyday work with residents, service users and customers – drawing together what works, good examples and sharing widely to support changes elsewhere.
- The creation of a toolkit and development of a training offer around engagement, in partnership with the Engagement Champions network.
- A review of the Engagement Champions Network, ensuring there is sufficient buy-in and representation from across the organisation including key areas where there is frequent resident engagement.

Key risks in the next six months:

- A lack of organisational commitment and or understanding of what it means to be relational.
- Suitable programmes or opportunities are not available to build on the strong start we have had with our engagement champions.

Prevention, Independence and Resilience

Every child gets the best start in life and all children can attend and achieve in inclusive, good quality early years settings and local schools

Key performance and delivery messages:

- Numbers of children attending early years settings increased steadily from April 2021 through to September 2021.
- Take up of two-year-old early education places has increased from 71% to 81% and is the highest take up in London (as shown by the Census in Summer term 2021).
- The percentage of three and four-year-olds accessing an early education place has increased from 78% to 84%, although this is 3% lower than previous years. However, nationally the drop in take up is larger.
- Graded Ofsted inspections have now recommenced for Early Years settings. 97% of children are accessing a place in a 'Good' or 'Outstanding' setting.
- The proportion of schools rated 'Good' or 'Outstanding' by Ofsted remained at 91.5% (54/59 schools)¹⁰. This is unchanged from the previous academic year as Ofsted did not carry out standard inspections during 2020/21 due to Covid-19. This performance remains well above the latest published national benchmark (86% in March 2021) and just under (the equivalent of one school below) the London benchmark (93% in March 2021). This and other key achievements and developments was set out in the Annual Education Performance Review 2020/21.¹¹
- Strong partnership work between schools, Barking & Dagenham School Improvement Partnership (BDSIP), the Council and partners has continued during Covid-19. In the May 2021 Ofsted focused visit to the Local Authority's Children's Services, strong partnership working between children's services and schools was highlighted.
- During the Summer term 2021, the overall trend in attendance at the borough's schools was positive, evidencing the successful work of schools, the Council and BDSIP working in partnership to encourage most children to return to school. Data from schools indicated most mainstream schools were reporting overall pupil attendance to be 90% or higher at that time¹².
- BDSIP has delivered advice and guidance to schools during the pandemic. This has included effective use of e-learning and online teaching and curriculum resources and development of a remote learning micro-site for schools¹³.
- In the Summer term 2021, the Council commissioned a review of all 27 Additional Resourced Provisions (ARPs) by Ofsted accredited practitioners. Each ARP was evaluated against the quality of education, behaviour and attitudes of pupils, personal

¹⁰ As at 31 August 2021.

¹¹ [See minute 8. Cabinet, 16 November 2021](#)

¹² As at 29 September 2021.

¹³ <https://sites.google.com/lbbdschool.org.uk/remoteteaching/home>

development of pupils, leadership and management and safeguarding. The visits highlighted a wealth of strong and, in many cases, inspiring practice. This showed that, for most pupils, the borough's ARPs offer a high-quality curriculum which is increasingly tailored to meet the highly complex needs of pupils. The report's recommendations for further improvement are being taken forward.

- The increased provision of school places, in terms of planning and projects in procurement, is going well. Greatfields Secondary School, phase 2b, is under construction and ahead of programme. It has a completion date of Spring 2022 which will enable two-year groups, currently being taught from City Farm, to move to their permanent location.
- Ford View, a new three-Form Entry Primary school, which will be located on Beam Park, has been in design development. A planning application will be made by the DfE who are procuring the project in December 2021. It is planned that this provision will be open in 2024.
- Mallard Primary, another new three-Form Entry Primary school, is approved for the Barking Riverside development to meet future need from this community. Collaboration is underway with the developer to agree the location of the school. The school operator will be Partnership Learning Trust and the project will be procured by the DfE.
- The Council used the Government's Winter Covid-19 Fund to support eligible Free School Meals (FSM) pupils from Christmas 2020 through to Summer 2021. The funding enabled schools to purchase supermarket vouchers or food hampers to distribute to families in need. This campaign was a contributing factor in the number of pupils eligible for FSMs increasing from 10,600 to 12,755 during the 2021/22 academic year. By February 2022 it is expected to rise to 13,000.
- The Council's total grant for the Holiday Activities and Food (HAF) programme¹⁴ was £1.2m. With it, the Council delivered a comprehensive HAF programme, with six providers over Easter 2021 working across 12 sites (reaching around 800 children), in addition to activity packs for every child in the borough linked to the GLOW Festival. For the Summer 2021 holidays, 20 providers worked across 30 sites, including 18 schools, with 3,183 children and young people reached through the programme, including 2,897 eligible for Free School Meals and 347 with special educational needs and disabilities (SEND).

Priorities for the next six months:

- Continuing to support the childcare market to re-build take up of early education places to pre-pandemic levels and to support the market's sustainability. The childcare market has been impacted by low occupancy caused by the pandemic and a change in parental demand for childcare for example, due to more parents working from home.

¹⁴ On 08 November 2020, the Government announced that the holiday activities and food programme will be expanded across the whole of England in 2021. The aim of the programme is to make free places available to children eligible for and in receipt of free school meals for the equivalent of at least 4 hours a day, 4 days a week, 6 weeks a year. £220 million was made available to local authorities to coordinate free holiday provision, including healthy food and enriching activities.

- Focussing on outcomes for our youngest children, specifically in speech, language and communication, and personal, social, and emotional development. This includes supporting early years settings to implement rich and exciting learning environments and particularly extensive opportunities for outdoor play. Several children are presenting with complex social, and communication needs and severely underdeveloped play and language skills during the pandemic.
- In addition to the schools' own arrangements to help pupils recover lost learning, the Government has provided three funded routes to assist this which are: Tuition Partners, Academic Mentors and School-Led Tutoring. Barking and Dagenham schools are taking advantage of these pathways and evaluating their impact with the support of the Local Authority.
- A continuing focus on promoting regular school attendance in support of the Government's campaign to see attendance return to pre-pandemic levels.
- Schools will continue to assess where children with special educational needs and disabilities are in terms of learning, identifying the most important gaps and adjusting and developing the curriculum to focus on those gaps. The Council and BDSIP will continue onsite visits to schools, including ARPs and special schools, to provide additional support.
- A renewed Post-16 Partnership, comprising representatives from schools, Barking & Dagenham College, the Council and Barking and Dagenham School Improvement Partnership, has been developed and will recommence in the Autumn term 2021. Areas of focus will include improving A-level outcomes, particularly in Maths and Science, and developing vocational pathways.
- Education is working with Be First around the Local Development Plan, and separately with Planning Officers, regarding major proposed housing applications from developers. These include for Barking Town Centre, South Dagenham, and Thames View area. A key focus is pupil yields arising from these proposals and the strategy for meeting the demand for school places.
- In October 2021 the Government announced Housing Support Funding which replaced the Winter Covid Fund Grant. The Council will use some of this funding to continue to support Free School Meals pupils during the holiday periods, including the October half term 2021, February 2022 half term and for Christmas 2021. The funding will enable schools to continue to purchase vouchers or food hampers for families before school holiday periods, as they have been doing to date. The commissioning and delivery of a Holiday Activities and Food Winter Programme is also underway.

Key risk in the next six months:

- Ongoing challenges around managing Covid-19 in schools, including our special schools, and early years settings, particularly where there are higher numbers of unvaccinated staff.
- Recovery in education locally, as elsewhere, is expected to take several years given the widespread and continuing disruption to children and young people's schooling, and significant impacts on their wellbeing. For example, the current Year 11 last had a full academic year in school in Year 8. Current Years 11 and 13 have suffered more disruption than any other exam group.

- We might also reasonably expect that children from vulnerable groups will have lost more in terms of their learning and the impact on wellbeing from the impact of the pandemic, and particularly where they fall across more than one vulnerable group.
- In relation to the curriculum, it is potentially more straightforward for schools to pinpoint gaps in learning for their older children. For these children, for example, at Key Stage 4, there is also a greater potential for remote learning opportunities to provide ways to help them catch up.
- For our youngest children, some of spent half of their lives in the pandemic context and have missed vital social interactions and opportunities for physical play. Their social, physical, and linguistic development are closely entwined. Schools are needing, first and foremost, to focus on what these children have missed from their nursery and reception years. This means a strong play-based curriculum. Strong speaking and listening opportunities are also needed, for example, through singing, use of rhymes and storytelling.
- The Government set out contingency arrangements in case Key Stage 4 and 5 exams need to be cancelled for the third year.
- The pressure for places for pupils with special educational needs and disabilities continues to increase. The picture is similar across London where it is believed that the pandemic has contributed to these higher numbers. The creation of seven Additional Resource Provisions (ARPs) at several schools will help, as agreed by Cabinet in November 2021.¹⁵ However, further capacity will be required and is a priority. This includes two new Special Schools in procurement:
 - A permanent site for Pathways, which is in South Dagenham on the former Dagenham Motors site, is being procured by the DfE who will be submitting a planning application in November 2021. It is planned that the school will open in 2023.
 - A second new Special School called Oxlow Bridge will be built on the former Pondfield site. Over the past six months the scheme has been developed to meet the needs of pupils with Profound and Multiple Learning Disabilities. It is anticipated that the school will be open in 2024.
- The reopening of schools following the lockdown periods resulted in a surge in Electively Home Educated (EHE) cases, nationally and locally, reaching a highpoint in the borough of 377 during April 2021. These have now steadily reduced and sit around 320 as of November 2021. However, EHE numbers remain significantly higher than pre-Covid levels. Monitoring is in place to ensure that reasons are recorded for all cases, and that families engage with the Local Authority to monitor the education provided. Covid-19 or 'health reasons' had made up the most common reasons for choosing to home educate since September 2020, but this has now been replaced with 'philosophical choice'. This may indicate that families are committing to EHE for a longer period and that figures may remain high for some time to come. No single school in the borough is overrepresented in the rise in EHE cases. The numbers of current EHE children who are known to care, or who have Special Educational Needs and/or Disabilities, are low and in line with the

¹⁵ [See minute 5, Cabinet, 16 November 2021](#)

national picture. The distribution of EHE children across the Key Stages is more even than is seen nationally, with most of the borough's cases being in Key Stage 2 (as opposed to Key Stage 3 nationally). Full analysis of the borough's local data compared to national data is being presented to the Safeguarding Partnership.

- In the May 2021 Ofsted focused visit to the Local Authority's Children's Services, positively, Ofsted recognised that 'routine oversight of children [...] who are electively home educated has increased since the beginning of the pandemic'.

More young people are supported to achieve success in adulthood through higher, further education and access to employment

Key performance and delivery messages:

- Between 2020 and 2021, the proportion of Year 12s and 13s in Barking and Dagenham who were not in education, employment, or training (NEET) or whose post-16 destination was 'unknown' increased very slightly to 3.7% as result of Covid 19 (equating to 210 NEET young people and 21 young people whose destination is 'Unknown'). This is a better position than several neighbouring boroughs and better than national (5%) and London (4.5%). Barking and Dagenham has retained its position of being in the second highest performance quintile nationally for its proportion of NEETs and 'Unknowns'.
- Pending the release of updated NEET data from December 2021 onwards, indications suggest that that the progression of young people to appropriate post-16 destinations continues to be strong. 99.3% of our outgoing Year 11 cohort had a guaranteed offer of education or training at post-16, and 95.9% for Year 12. This gave a combined performance of 97.5%, 0.5% higher than 2020 and the highest September offer performance the borough has ever achieved (against a sub-regional average of 96.9%).
- A further 62 young people were rewarded with a Colin Pond Scholarship for their outstanding GCSE results and for choosing to continue studying in borough at A-level, with two further schools joining the programme. This continues to strengthen the ability for the borough to retain our top attainers and promote our schools as centres of excellence at post-16.
- Data from schools demonstrates that progression of our young people to Higher Education continues to increase year-on-year. In 2021, 1,044 Year 13s progressed to Higher Education, 444 of which went to a top third institution. This is an increase on 2020 of 5% and 6% respectively.

Priorities for the next six months:

- Working with partners in Inclusive Growth and beyond to further develop and consolidate training, employment, work experience and careers opportunities for all children and young people. This will capture all key workstreams and build aspiration and pathways into key local industries in the borough over the next five years.
- Embedding a Food Education Hub Co-ordinator who will work with schools around building aspirations and pathways into the food and hospitality industries.
- Working with schools and BDSIP to build back face-to-face work experience at Key Stage 4. Additionally, working with Local London to make the most of the GLA-funded East London Careers Hub for schools.

Key risks in the next six months:

- Further disruptions to education delaying the ability to implement face-to-face programmes such as work experience, further impacting on young people's employability skills and self-esteem.

More children and young people in care find permanent, safe, and stable homes

Key performance and delivery messages:

- Joining the Commissioning Alliance enabled us to increase the number of providers for residential and Independent Fostering Agency provision. This has contributed to a reduction in spot purchased placements and will enable us to make savings through placement stability, sibling discounts and volume discounts.
- Whilst we have increased the availability of supported and unsupported accommodation for Looked After Children (LAC), we are aware that the quality and consistency of many providers are not as robust as we would expect. To mitigate this Quality and Performance Officers are now working to ensure providers' commitment to maintain a high standard of quality in the way they work, the services they deliver, the relationship with staff and stakeholders, and ensure continuous improvement remains consistent.
- Although LAC numbers have reduced, placement spend has significantly increased primarily due to the lack of available provision for our children and young people with more complex needs.
- In 2020/2021 we received more than 13,000 initial contacts of which 3,913 progressed to referrals.
- We aim to improve the timeliness of adoption and ability to recruit adopters and has been part of Adopt London East, Regional Adoption Agency since 1 October 2019.
- Adopt London East is recruiting and assessing prospective adopters, family find and offers post adoption support. The timeliness for adoption placements is improving however not the number of children being adopted.

Priorities for the next six months:

- We are currently undertaking a review of our in-house foster carer rates, which will enable us to retain and recruit further foster carers, reducing the numbers of children needing residential care. We plan to recruit specialist foster carers able to meet the needs of more complex children.
- Offering Suitable placements for identified gaps in services such as placements for children and young people with ASD/Complex disabilities and child sexual exploitation provision.
- We also need to continue to develop the range and quality of children homes and secure units within and in surrounding boroughs.
- We need to increase the number of adopters able to offer a permanent family to siblings, children with disabilities, and BAME children.

Key risk in the next six months:

- The new costs of the Intercounty Adoption fee circa £455,000, payable to Adopt London East was not included in our forecast previously and we are now increasing our scrutiny of this offer.
- The price of residential care has risen exponentially in the last year and we are seeing higher costs than ever. Work to mitigate this through our existing frameworks and new ones is ongoing.

All care leavers can access a good, enhanced local offer that meets their health, education, housing, and employment needs

Key performance and delivery messages:

- There is a dedicated Housing Officer working jointly with Children's Services and young people to identify appropriate housing offers. This will include the setting up of rent accounts, regardless of the accommodation, to assist young people with getting used to managing a tenancy.
- Access to our enhanced leaving care grant (£2,500) and the person's individual savings is standard practice for furnishing move-on accommodation. We know that all circumstances are individual, and some situations may require additional funding. Access can be requested to a further discretionary grant of up to £1,000 that we would support care leavers to access where applicable (subject to assessment).
- Dedicated resource from the LBBB Jobshop to assist with preparing CVs, completing job applications and interview preparation, with a 24-hour response agreement specifically for our care leavers.
- The Local Authority will pay travel costs to attend work or university until the first pay cheque/student loan is available.
- Access to New Town Culture arts and drama programmes and opportunities specifically for care leavers which are beneficial to emotional wellbeing.
- Dedicated substance misuse support from Subwise who work with young people until the age of 25 years old.

Priorities for the next six months:

- We will establish access to our dedicated Emotional Health and Wellbeing Practitioner, which is to be recruited to. This would also include access to group work and individual support.
- We plan to commence health workshops to include sexual health including contraception, dental health, and emotional wellbeing.

Key risks in the next six months:

- There is an on-going need to address identified gaps in Looked After Children, Children in Need, mental health provision, while taking a holistic view on the prevention of

escalation to statutory services regarding children and young people's mental health service provision.

- There is a gap in wellbeing and emotional support provision for Looked After Children and Care Leavers who do not meet secondary mental health threshold once they turn 18. Commissioners are working with social care, voluntary sector, CCG and NELFT to consider the gap in provision. Further work will be undertaken to consult with those who have left care and those who are leaving care to fully understand those needs.

Young people and adults at risk are safeguarded in the context of their families, peers, schools, and communities and safeguarded from exploitation

Key performance and delivery messages:

- A successful 'Step Up, Stay Safe'¹⁶ virtual workshop was held in June 2021, focusing on the impact so far since the programme launched. The workshop was joined by Members, community partners, schools, and the Police. Young people shared their experiences of being supported by partners.
- A Choices and Consequences Exhibition has been launched by the Ben Kinsella Trust in the London Borough of Barking and Dagenham based at the Foyer, Barking. The exhibition opened in September 2021 and offers young people knife crime prevention workshops, through a series of interactive and immersive experiences, young people follow the journey of both the victim and the offender. Young people take part in quizzes, immersive theatre, role play and activities, designed to teach them how their choices can lead to consequences. The exhibition aims to change young people's attitudes to knife crime and teaching them how to make positive choices to stay safe. The exhibition is open to schools in Barking and Dagenham and features the Council's 'Lost Hours' campaign. Bereaved parents, who lost their children to knife crime, have supported the development of the 'Lost Hours' section of the exhibition.
- 472 young people potentially at risk of exploitation were reached through the GLA's Young Londoners Fund programme, called 'From Roads to Communities', during April-September 2021. The programme is a combination of detached youth work and face-to-face youth service provision.
- The Youth Independent Advisory Group, a sub-group of the BAD Youth Forum, has resumed face-to-face meetings with the Police and has met to discuss issues around stop and search.
- A Year 6/7 Transition group, including schools, BDSIP and the Local Authority, worked together to focus on identifying vulnerable children who were due to transfer to secondary school.

¹⁶ 'Step Up, Stay Safe' is a multi-agency partnership programme to work to prevent young people from involvement in violence and exploitation.

Priorities for the next six months:

- Recruitment to the post of the Step Up, Stay Safe Coordinator, which has been vacant since September. This post is key in driving forward and supporting the partnership.
- Further developing the Step Up, Stay Safe programme. Following the June 2021 workshop, it was agreed that it was timely to review some of the workstreams in Step Up, Stay Safe considering some changing demands during Covid-19.
- Continuing to support all providers delivering the GLA's Young Londoners Funded project to meet their quarterly participation targets as set out by the GLA as they were pre-Covid-19.
- Delivering an inclusive and comprehensive Young People's Safety Summit to all secondary schools to capture young people's views and priorities around safe and unsafe spaces, and for the outcomes to be acted upon by the Safeguarding Children's Partnership.
- The new Early Help Target Operating Model will enable the YARM¹⁷ workers to continue to deliver work at the highest level, supported by early intervention work to support adolescents.
- Continue to promote the Ben Kinsella Trust Exhibition and encourage professionals working with children and young people to book workshops. Promote the learning on choices and consequences through children and young people settings.
- Delivery of the priorities within the Violence Reduction Unit (VRU) Local Violence and Vulnerability Action Plan that are focused on safeguarding and educating children and young people and positive diversion from violence.

Key risks in the next six months:

- Further restrictions during the pandemic impacting on face-to-face programmes with young people at risk such as detached youth work.
- Further tensions amongst young people that are developing online that might spill out into harmful behaviours following the lifting of Covid-19 measures.
- Risks have been identified around securing funding for the Ben Kinsella Trust Exhibition, grant funding is being sought however core funding we provide security for the continuation and ongoing delivery of the exhibition.
- Risks have been identified by the Community Safety Partnership (CSP) team with regards to funding for YARM workers. 6 YARM workers are currently funded via the London Crime Prevention Fund and Violence Reduction Unit Fund however this does not provide long term security and funding is limited therefore cannot fund all CSP priority areas identified through the Partnership. We will need to consider how funding is allocated for future financial years. This may have an impact on Community Safety funding into YARM.

Zero tolerance to domestic abuse drives local action that tackles underlying causes, challenges perpetrators, and empowers survivors

Key performance and delivery messages:

- Our ambition is to take a fully integrated and systemic approach to Domestic Abuse, with a range of evidence-based services that meet the needs of children and families and prevent escalation where possible. This has necessitated a strategic review of the area.
- Our approach will encompass the remaining findings and recommendations of the Domestic Abuse Commission, Ofsted inspection¹⁸ and Early Help audits.
- Domestic Abuse has been established as one of the key priorities of the Children's Safeguarding Partnership and work is being undertaken specifically in the Early Help and Neglect subgroup.
- A needs analysis has been specified and work commenced to correctly identify need and ensure we can tailor services to users and intelligently design pathways.
- Early conversations have commenced to agree a joint assessment tool across the partnership, this will enable joined up processes and better joint commissioning to meet need.
- Three additional Independent Domestic Violence Advocates posts have been agreed through the Early Help Improvement programme, these have been costed and procurement work is commencing with Refuge to mobilise this work and initiate an early intervention service. This will help to manage demand into Children's Social Care.
- Tackling violence against women and girls is a main priority for the Community Safety Partnership, the board have developed a Violence Reduction Unit Local Violence and Vulnerability Action Plan that sets out key priority areas for reducing serious violence. The board have included a focus on improving women's safety and the delivery of the ReMove Abuse Perpetrator programme.

Priorities for the next six months:

- We will establish a clear governance route for Domestic Abuse including roles and responsibilities, and clarify where risk is held across all services, including Community Safety and Community Solutions.
- We plan to initiate an improvement plan with the MARAC¹⁹ to ensure that intelligence is shared in an accurate and timely way between decision makers and service providers.

¹⁸ Through the Inspecting Local Authority Children's Services (ILACS) regime.

¹⁹ Multi Agency Risk Assessment Conference.

- The current provision for domestic abuse has been mapped and whilst it is extensive, this needs greater cohesion. We will write a new commissioning plan for domestic abuse to ensure that gaps are filled, and duplication is removed, and that we are commissioning best value evidence-based services.
- Secure funding to deliver the Safe Haven scheme that aims to provide safe spaces in community settings through local businesses to support residents in particular women and girls if they feel unsafe or vulnerable in the community.

Key risk in the next six months:

- There is a national shortage of Independent Domestic Violence Advocates, and it is possible that Refuge may struggle to recruit to the agreed posts in a timely way.
- Securing ongoing funding for the delivery of the ReMove Abuse perpetrator programme. An element of the funding is delivered through the London Crime Prevention Fund, however there is limited funding available to allocate across all Community Safety Partnership priority areas.

All residents with a disability can access from birth, transition to, and in adulthood that is seamless, personalised and enables them to thrive and contribute to their communities²⁰

Key performance and delivery messages:

- There continues to be pressure within the children's Life Planning Team, with caseloads still above recommended safe caseload thresholds. Between April 2021 to September 2021 the average caseload was 21.5, the target is 17. There is a plan to commission additional social work capacity in the short term, whilst reconfiguration of the service and permanent recruitment takes place.
- Work on the Autistic Spectrum Disorders diagnostic and pre/post diagnostic pathways is developing, with monthly multi-disciplinary progress meetings, 'trouble shooting' issues at a sub-regional and borough level. Co-designing the behaviour pathways with parents starts in earnest in January 2022, although a series of parental consultations have scoped the breadth and depth of the work starting in the new year. This work links to the SEND/Disability Improvement Plan.
- The Heathway Resource Centre which has moved to Becontree Children's Centre, is now open to children and families, offering stay and play, parenting and early help assessments. The Centre is under the management of a qualified social worker, which has strengthened our early help offer and management of risk.
- There has been a growing pressure against the Council's school transport budget. This has been driven by an increase in the number of children and young people with eligible

²⁰ This is intrinsically linked to the "Every child gets the best start in life and all children can attend and achieve in inclusive, good quality early years settings and local schools" theme, and the developments in Early Help (as summarised above).

SEND and/or medical needs that meet statutory guidance for assistance to school. Since 2018/19 to 2020/21, there has been a 26% increase in applications for school transport and a 15% increase in the number of direct travel arrangements that are provided by the service. This has been compounded by an increase in the number of young people that attend specialist provision outside of Barking and Dagenham, as we are unable to offer school placements that will meet their needs. Last academic year (2020/21) 47 minibus routes were in operation. This academic year there are 69 bus routes running. The increase has been driven by an increase in the number of SEND children and expansion of specialist Additionally Resourced Provisions (ARPs) and Social Emotional Behavioural schools in the borough.

Priorities for the next six months:

- Fully reopen day services, which will include the reconfiguring of the offer for young people transitioning to adult services. The detail of this reconfiguration has been set out in a recent Cabinet report²¹. It ensures that young adults have age-appropriate services that maximises independence and choice, in line with the Care Act 2014.
- To bring to Cabinet a proposal for Oval Road, which will make the case for opening a residential and respite unit for disabled children and young people, up to the age of 25.
- Implement Baby and Us parenting programme at Heathway Resource Centre, which supports maternal mental health and early maternal bonding with her baby.
- To consider and redesign the Portage Model given the numbers of very young children presenting with global development delays, complex physical health needs and Autism; this will include the development of the statutory Disability Register.
- Ensure that the identification and actioning of safeguarding concerns are proportional and robust, focusing on outcomes for service users. Cases will be dip sampled by the Principal Social Worker and Head of Service to ensure quality of intervention and assessment.

Key risks in the next six months:

- Significant cost-avoidance is invested in the successful redevelopment of the Brocklebank site which is a complex project with surrounding risks.
- The number of children and young people in the Disability Service continues to rise creating pressure on social worker caseloads.
- As CQC and Ofsted inspections restart post-Covid-19, we have seen several residential settings being rated as 'requires improvement' and 'inadequate'. This necessitates reassessment of our service users and potentially moving them to new settings, which is another factor putting pressure on caseloads.

Children, young people, and adults can better access social, emotional, and mental wellbeing support - including loneliness reduction - in their communities

Key performance and delivery messages:

- Adult Mental Health continues to see sustained pressure on both the mental health and dementia pathways. Barking and Dagenham have the highest number of women requiring inpatient care in North East London. Commissioners and NELFT are currently analysing this trend so that we can develop preventative programs and support to reduce the requirement for inpatient care.
- There continues to be sustained pressure on the dementia pathway, with significant chronicity of presentations due to delayed diagnosis. Families are also more inclined to ask for residential and nursing home placements, in part due to the vaccination programme and the perception that care homes are now safe for their loved ones.
- A procurement strategy for Healthwatch has successfully navigated council governance and is now open for organisations to apply for the contract. Service users are part of the assessment process and will be involved, with commissioners, to appoint the new Healthwatch contract.
- The day service tender has successfully navigated council governance and wider community / voluntary sector consultation. The framework will support both older adults with dementia and young adults with enduring mental health needs.
- MIND have been awarded the Mental Health Peer Support Service, which will create an expert by experience team to support people with emerging or fluctuating mental health needs. This is in the implementation phase and will be rolled out across Barking and Dagenham in the next three to six months.
- After a successful recruitment campaign by NELFT, the two Mental Health in Schools Teams (MHST) will be fully operational in January 2022 for a phased roll out in 2022/23.

Priorities for the next six months:

- Local authorities still await the final Liberty Protection Safeguarding (LPS) Legislation and time scales for implementation. The Deprivation of Liberty operational team (DOLs) continues to roll out training across adults and children's social care in anticipation of the final guidance.
- Inspired by the dementia friendly work curated by national gallery's, operational teams and commissioners will be working with the Culture Service to enhance dementia pathways with an Arts and Music offer. We are seeking to reduce social isolation with an enhanced community offer that supports service users and their families to access activities locally.
- Due to the chronicity and complexity of dementia presentations, we will be actively reviewing all service users against continuing healthcare frameworks to ensure that we correctly apportioning costs across the health and social care system.
- Continue to work with Community Solutions to ensure appropriate move on accommodation for people in hospital or supported living, who are well enough to manage in the community with a package of care which maximises independence.

- NELFT, working with the Council, will continue to develop pathway mitigations for the increasing number of women that require inpatient care due to mental health crisis. This will include specialist intervention for women who are at risk of having their children taken away due to substance misuse or enduring mental ill health.

Key risks in the next six months:

- Given the daily struggle that people living in poverty experience life to be, it is not surprising that poverty increases the risk of mental health problems and is both a cause and consequence of mental ill health. Given the number of residents experiencing unemployment, zero-hour contracts and who are experiencing the long-term impact of reduced income due to furlough we would expect to see a rise in demand across all mental health services.
- At points during the pandemic demand for inpatient acute care rose by 36%, all of whom required assessment and packages of care on discharge. The core numbers in Mental Health services have risen and we would not anticipate returning to pre-pandemic numbers until 2023/24 based on average length of open caseloads for secondary Mental Health services.
- As the dementia diagnostic pathways have now resumed, Adult Mental Health are expecting to see significant rise and the number of older adults with a formal diagnosis of dementia. Due to Covid-19, most older adults have experienced a delay in a dementia diagnosis, which means early intervention packages are no longer suitable. We are seeing a rise in double-handed packages and residential/nursing care placements. Commissioners are expecting this trend to continue until quarter three of 2022/23. Growth in such placements is driven by the current size of the NELFT dementia diagnosis waiting list, coupled with expected demographic growth.

All vulnerable adults and older people are supported to access safe, timely, good quality, sustainable care that enables independence, choice and control integrated and accessed in their communities, and keeps them in their own homes or close to home for longer

Key performance and delivery messages:

- Care and Support services have been reliable and resilient, although the impact of the pandemic is manifesting in mental health services, and we have seen an increase in the number, acuity and complexity of packages and placements for all ages.
- Between April and September 2021, Adults Care and Support have seen a significant increase in requests for support compared to the previous year. Between April and September 2021, the number of people in receipt of care and support services increased by 6%, from 2,694 to 2,953.
- This includes an increase in safeguarding concerns being raised. Despite the surge in concerns safeguarding remained outcomes focused and the proportion of enquiries resulting in reduced risk remained above the target of 90% throughout the pandemic and to date.

- The number of mental health cases climbed 19% over the last 18 months from 783 in March 2020 to 930 in September 2021.
- In response to increased demand average caseloads per social worker increased from 14 in April to 16 in September but remain within service thresholds.
- Short term Crisis Intervention Services remain effective and efficient. Between April and September 2021, the average length of closed services was 4.8 weeks; this is a reduction from 6 weeks in 2020/21 and remains within the target of 4-8 weeks. Furthermore, outcomes for people completing the service improved, with 61% moving onto lower-level services or no further services, compared with 46.7% in 2020/21.
- The annual survey of people in council-funded residential and nursing care placements on 30th September 2021 showed the number of placements increased by 16% compared with the 2020 survey, from 411 to 477. Local analysis showed there has been a 20% rise in the number aged 65 years and a 33% increase in the number of people supported due to dementia.
- LBBD has continued to work jointly with health partners, Barking, Havering and Redbridge colleagues and local care providers to ensure the health and social care system continues to respond effectively to the far-reaching impacts of the pandemic, particularly around hospital discharge, infection control, market resilience and vaccine take-up. For example, the mandatory care home vaccination regulations did not lead to a closure in beds due to the high take-up of the vaccine following ongoing partnership work in this area.
- The Better Care Fund (BCF) provides financial support for councils and NHS organisations to jointly plan and deliver local services. For Barking and Dagenham this equates to £28.7m. Every year, the local authority and the CCG are required to submit a template and/or narrative to NHS England to set out how the BCF is delivered in Barking and Dagenham and how our performance meets several metrics and national conditions²². The narrative plan has been developed by Commissioners and stakeholders from across the BHR health and social care system, reflecting four jointly agreed priorities for the BCF which are:
 - Hospital Discharge Planning & Support: Ensuring effective discharge & increasing patient independence
 - Targeted Out-of-Hospital Care: Supporting people with higher care needs in the community
 - Community Wellbeing, Care & Support: Prevention & early intervention for low level care & support needs.
 - Integration, market stabilisation and Covid recovery: Strategic joint working to support integration and borough partnerships; essential market and provider support to ensure services are available; reducing the risk of provider failure and to minimise the impact of recent effects of the COVID 19 pandemic and beyond.

²² <https://www.gov.uk/government/publications/better-care-fund-policy-framework-2021-to-2022/2021-to-2022-better-care-fund-policy-framework>

The plan was submitted on 16 November 2021 and the ongoing delivery of the BCF will be monitored via the Health and Wellbeing Board, the Borough Partnership and BHR BCF management meetings.

- Hospital discharge arrangements have been remodelled with new teams now in place. LBBD's social workers have been brought back into the community through a newly created Community and Hospital Assessment Team to improve discharge pathways and assessments. We have also worked with Havering, Redbridge, the Hospital Trust and NELFT to establish a new unit to co-ordinate discharges within the hospital. The changes have focused on improving resident outcomes and experience, ensuring that residents stay as independent as possible and away from long-term care options. Success of the changes will be monitored over the coming months.
- Through the BD_Collective there are now several groups which bring together Care and Support staff and Voluntary, Community and Social Enterprise colleagues, including a group focused on 'reimagining adult social care'. Alongside the development of the Community Hubs and Neighbourhood Networks these offer an opportunity moving forward for professionals from all sectors to come together and better support our residents. Social isolation will be a key theme for future work.

Priorities for the next six months:

- Preparation for the vaccination mandate for all CQC regulated activity – we will take key lessons from the work carried out in supporting care homes.
- Monitoring and analysis of packages and placements to determine further areas for commissioning and the way that we work with our health partners.
- The publication of a new Carers Charter to set out our commitments to carers in Barking and Dagenham.
- Implementing new therapy-led discharge processes at home and in a nursing home in the borough to ensure that residents are getting the right assessment and support and reducing re-admission to hospital.
- Concluding the tender for an innovation partner for a new All-Age Care Technology Service. This will be an exciting new service which will deliver three specific service elements:
 - Innovation and development of technology and/or digital services for Barking and Dagenham residents that complement their own support and networks.
 - The establishment of a 'Technology First' cultural change for operational social care, including a Care Technology Learning and Development programme.
 - The management and delivery of a core care technology service, including the supply, set up, monitoring and response of Care Technology.
- Rolling out a service in partnership with district nurses, the local GP, BHRUT, St Francis Hospice and the CCG for an end-of-life care satellite service at Kallar Lodge.

Key risk in the next six months:

- Recruitment and retention remain an issue across health and social care providers due to Covid-19 and Brexit issues and we are monitoring this closely to ensure that this does not affect placements and packages across the market. Equipment is being similarly

impacted by similar factors, with freight issues and costs meaning that equipment is harder to source and is more expensive. The situation now and into the future is being monitored through the pan-London equipment contract.

Tackling inequality in all aspects of our service delivery and within our communities jointly with partners and Public Health

Key performance and delivery messages:

- Vaccination uptake (1st and 2nd dose) for those aged 12+ is 55.2% (for London this is 60.7%).²³ Work continues to tackle vaccine hesitancy and improve access. Specific support provided to care homes to increase vaccination levels in staff, prior to them becoming mandatory on 11 November 2021 (current uptake is 94.6%) and NHS staff at beginning of April 2022.
- An Integrated Care System is being developed across North East London, replacing the current Sustainability and Transformation Plan and includes the establishment of a place-based partnership to enable more decisions to be taken at a local level, with the wider system taking responsibility only for things where there is a clear need to work on a larger footprint e.g., across the sub-region.

Priorities for the next six months:

- As part of the establishment of new Integrated Care System arrangements from April 2021, LBBD needs to agree with system leaders the proposed place-based partnership arrangements for 2022/23, including their boundaries, leadership, and membership.
- Continue the roll-out of the Covid-19 vaccination alongside national vaccine programme delivery of 12-15-year-olds, booster vaccination for eligible adults and 'evergreen' offer for those who have not yet completed first and second doses, strengthen engagement with communities to promote vaccination of pregnant women (Covid-19 and seasonal flu), and the wider social care workforce in preparation for the introduction of mandatory of Covid-19 vaccination as a condition of deployment for all frontline health and social care workers, expected to come into force in April 2022.
- Agree governance and build strong foundations for B&D Borough Partnership in shadow form by 31 March 2022, as part of the new Integrated Care System infrastructure.
- Agree local priorities and delivery outcomes within the partnership and ensure they are reflected in the new system, including addressing health inequalities (as part of a Covid-19 recovery programme), access to core public health programmes for vaccinations and screening, identifying, and addressing unmet health care needs. Current priorities in discussion are to address the health and care needs of the most vulnerable children (e.g., looked after children), reducing obesity, improving mental health and wellbeing across all ages, preventing domestic violence and serious youth violence and

²³ As at 30 November 2021 [Source](#)

development of a Multi-Disciplinary Team model to provide proactive care and reactive support for people living in care homes

- Publication of the updated Joint Strategic Needs Assessment in January 2022 and Pharmaceutical Needs Assessment in July 2022.
- Deliver the Adult and Children's Weight management services as part of a system wide approach to reduce obesity, with a focus on high quality prevention and treatment provision across the life course Strengthening this approach includes working with the Obesity Action Group and the B&D Delivery Board, reviewing healthy start uptake and proposing measures for future related action, and producing a deep dive report that includes looking at obesity via three inequality lenses (see below).
- Deliver the phase two of the health inequalities work identified in the Annual Public Health report 2021, by producing deep dive reports on Stop Smoking (February 2022), NHS health checks and Obesity (May 2022) (highlighting access, outcomes/outputs via three inequality lenses – i.e., age, gender, and ethnicity); and to incorporate addressing health inequalities, particularly those exacerbated by Covid-19, as a key theme within the next Corporate Plan.
- Improve access to health checks for BAME communities aged 30 to 39 living in Barking and Dagenham. Health checks for this cohort bring forth opportunities to screen for health issues and will be an important means to target healthcare to groups with health inequalities or risks.
- Continue to embed the Healthy New Town principles within the proposal for the Model of Care for Barking Riverside includes new roles such as social prescribing, and health and care staff working in a more integrated way, with strong links with the local school and community assets, focussed on meeting the needs of local people with reduced barriers to the smooth delivery of care, including the use of digital technology to support health and care staff to work in the community.

Key risks in the next six months:

- Rising Covid-19 infections, low vaccination rates and new variants could put an additional strain on health and care services alongside usual winter pressures.
- Potential loss of staff with the introduction of mandatory Covid-19 vaccination for all frontline health and social care workers.
- If the place-based partnership structure is not agreed and established in shadow form by 31 March 2022 it will compromise LBBDD's central role in improving the health and wellbeing of people in Barking and Dagenham through integration of services with the NHS. There is also the threat that a new form of partnership may be imposed on the borough.
- Unable to provide of adult and children weight management services after the finance ends for the one-year pilot.
- Discontinuing or pausing the wellbeing navigator pilot at Barking Riverside after six months will result in halted community activation efforts and may reduce the sign posting residents to the "right" community intervention or support in accessing services. This may weaken the community's ability to self-support each other in a sustainable way.

Well Run Organisation

Delivers value for money for the taxpayer

Key performance and delivery messages:

- The Council's General Fund budget for 2021/22 is £173.614 million. The Quarter 2 forecast outturn position is £184.322 million which would be an overspend of £10.708 million or £10.187 million once income is taken into account. The Budget Support Reserve has a balance of £11.4 million which could be used to fund the overspend at year end. The overspend is driven by both one-off issues that will not recur in future years and ongoing cost and demand pressures. Action is being taken to address and mitigate the ongoing pressures to avoid overspends in future years.
- There is a savings target of £8.210 million for 2021/22 – of which £2.641 million are new savings approved in the Medium Term Financial Strategy, £5.033 million are unachieved Ambition 2020 savings brought forward from the previous year(s) and c.£536,000 are Transformation Programme savings in Care and Support. £4.799 million of these savings depend on efficiencies and cost reductions and £3.411 million are based on new or increased income. 47% of savings are rated as high risk.
- At the end of Quarter 2, 20% of the original plan of risk and compliance audits were at least at draft report stage. This falls short of the target for the end of Quarter 2 which is for 25% of audits to be at draft stage. This is due to the resources that needed to be diverted during Quarter 1 to complete the prior year audit plan. Audit resources are already booked in for Quarter 3 to bring performance back in line with the target of 50% by December 2021.
- By the end of Quarter 2 the Counter Fraud Team had accepted 175 new cases for investigation and completed 96 cases. This has resulted in the recovery of four Housing Revenue Account properties and detected fraud in excess of c.£225,000.
- A dividend of c.£6 million is expected to be received from Be First from their retained surpluses from the financial years up to 2020/21. Other commercial income will also be received from Be First to make up the expected £10.3 million return to the Council. There is a dividend of £2 million from BDTP included within the Council's budget. We do not expect to receive a dividend from BDTP this financial year. Income from Reside companies are included in Investment income budgets which are forecast to fall short of budget, however, other investment income is offsetting this shortfall.

Priorities for the next six months:

- Deliver a balanced 2022/23 budget for approval by Cabinet and Assembly which is informed by the Local Government Finance Settlement.
- Deliver updated Medium Term Financial Strategy for approval by Assembly in March 2022. This will form the basis to develop proposals that will deliver a balanced budget beyond 2023.
- Complete the 2019/20 external audit of the Council financial statements and grant claims. Complete the 2020/21 external audits of the Council and Subsidiary financial statements and grant claims.

- Confirm position in relation to opting-into Public Sector Audit Appointments for the procurement of external auditors for the Council for the period 2023/24 to 2027/28.
- Complete the Audit Plan and develop next year's risk-based work.
- Continue to support the Oracle ERP Replacement Programme to ensure delivery by the revised go-live date of 4 April 2022.
- Secure Assembly approval and implement new Procurement Operating Model and continue to improve procurement compliance ensuring practices and processes are delivering best value.

Key risks in the next six months:

- There are significant risks to funding that will become clearer once the Local Government Finance Settlement is published. There is an expectation that the Government's approach to fair funding, business rates and social care will be published by the end of 2021.
- There is a risk that BDO will not be able to complete the external audits and grant claims for 2019/20 and 2020/21 by the end of March 2022. If the audits go beyond this date they will coincide with the go-live date of the new Oracle ERP system which could result in additional work and testing being required.
- There is a risk related to the capacity of audit partners to deliver the required internal audit work.
- The trading environment for the Council's commercial companies continues to be weakened by the impact of Covid and Brexit, leading to increased construction and operational costs resulting primarily from supplies and materials shortages.

Employs capable and values-driven staff, demonstrating excellent people management

Key performance and delivery messages:

- Temperature check was undertaken and analysed which showed the employee engagement index is at 82%, a slight (but not statistical) decrease since the last survey. Other themes are being measured including understanding what our employees think of the new approach to recruitment.
- Dispersed working model is in place and currently working well and now being tested.
- The Apprenticeship Action Plan agreed and refocussed building on success over the last 4 years. We currently have 150 employees who are on an apprenticeship. March 2020 – April 2021 LBBB had the highest number of apprenticeship starts across all London Boroughs.
- Stress related absence is below target, but good monitoring arrangements are in place, and monthly oversight by internal boards, with new interventions in place.
- The Gender Pay Gap is narrow. The Council has undertaken an ethnicity pay gap analysis.

- There has been an expansion of staff networks and we have started a reverse mentoring programme pilot.
- A range of health and wellbeing measures are in place including a growth in mental health first aiders, and support for bereavement.

Priorities for the next six months:

- Continuing to keep our workforce safe and productive working within the context of a global pandemic.
- Developing a dispersed working model continues to be a priority as we commence phase three of the dispersed working programme. This will have focus on wellbeing, leadership and induction.
- The inclusive employer programme delivery, with a particular focus on inclusive leadership, values-based recruitment, talent management and succession planning
- Implementing the Apprenticeship Action Plan to increase the opportunities for residents and meet the public sector target.
- Investors in People Gold was obtained in February 2021. Organisational development preparation for Investors in People Platinum.
- Continue to apply the Firm but fair approach to sickness absence supported by targeted interventions.
- Implementation of key HR systems including a new approach to performance management.

Key risks in the next six months:

- Despite meeting HR and organisational development criteria to achieve the Good Work Standard, at present we have no mechanism for confirming if contractors in our supply chain pay the London Living Wage. This is a significant barrier to achieving the accreditation.
- Working in the context of a pandemic presents challenges in terms of business continuity, absence, ill health and wellbeing. But good processes and management oversight are in place.

Enables democratic participation, works relationally and is transparent

Key performance and delivery messages:

- Between April and September 2021, 20,860 people have visited the Council's online engagement platform, One Borough Voice, with 3,075 engaging in a consultation.
- 75% of Cabinet Reports that require an Equality Impact Assessment had one. Processes around decision-making and policy development have been strengthened to identify where EIAs are required and to ensure they are completed at the appropriate time to influence decision and policy making.

- All Cabinet Key Decisions and agendas were published in accordance with statutory requirements.
- Over 94% return on 2021 annual canvass (91.8% in 2020; 89.7% in 2019).
- The third phase of the Lost Hours Campaign launched in July 2021. Communications and marketing materials were distributed via primary schools, using their channels to reach parents.
- The Fostering Campaign launched in Summer 2021. The campaign has so far seen over 1,977 unique visitors to the fostering webpage. The latest burst of campaign activity saw 456 visits in September 2021, resulting in 73 enquiries.
- The Christmas Cheer campaign launched on 01 December 2021, aiming to bring festive cheer to residents after another difficult year and provide families in need with gifts and financial support.

Priorities for the next six months:

- Grow the number of visitors and engagements on One Borough Voice, through continuing to raise the profile of the platform and working with services to undertake timely and meaningful engagements with residents and staff.
- Continue to improve the number of Cabinet reports that have an Equality Impact Assessments, where applicable, and to work with services to improve the quality of the assessments.
- Complete the statutory Polling District and Polling Places/Stations review, including four-week public consultation, by end of January 2022, in response to new ward arrangements published by Local Government Boundary Commission for England.
- Successful delivery of May 2022 Local Elections.
- The next stage of the Lost Hours Campaign is a collaboration with the new Ben Kinsella exhibition, which launched in the Foyer at Barking on 29 September and aims to educate young people on gangs and serious youth violence. The campaign will evolve to incorporate more messaging around child exploitation and may potentially tap into a national campaign using LBBD's assets and materials as the basis.
- To refresh the winter artwork for the next phase of the Fostering Campaign and to explore a commissioned video featuring existing foster carers. Ongoing dialogue to see if the service can increase the incentives for foster families to give LBBD a more attractive offer to compete with neighbouring boroughs.
- Funding has been secured for phase 3 of the Cleaner Barking and Dagenham campaign, which will start at the end of January 2022.
- Negotiate funding for a Safer Borough campaign, to highlight the recent developments in this space i.e., new police team in Barking, updates from the women's safety survey, progress with the Domestic Abuse survivor hub, Neighbourhood Watch etc.

Key risk in the next six months:

- As more services return to face-to-face interactions, the need to engage residents online may reduce which may negatively impact on usage of One Borough Voice.

- Covid-19 considerations may impact on arrangements for the May 2022 Local Elections and result in significant additional cost to the Council.
- Success of the fostering campaign hinges on whether case studies can be secured. The use of case studies is crucial to make the campaign human and authentic. There is also high competition between boroughs who also have attractive offers for foster carers which sets the campaign in a challenging context.
- The Winter period is a testing time for Waste Management Services because of bad weather, bank holidays, sickness and higher than usual levels of annual leave. It is important to maintain high levels of service performance at all times otherwise it risks undermining phase 3 of the Cleaner Borough campaign in the new year.
- Adequate and timely funding for the safer borough campaign could result in a missed opportunity to highlight the positive developments taking place in this space, which is a key priority area for residents.

Puts the customer at the heart of what it does

Key performance and delivery messages:

- Contact Centre performance continues to struggle with the percentage of calls answered currently at around 70% which is behind the 90% target and short of the standard we want for residents calling the Council. A fundamental area of concern continues to be Council Tax, over 27% of calls are Council Tax payments and there is ongoing development to make it easier for residents to pay online. A robust recovery plan in place for the contact centre covering short, medium, and long-term priorities, such as accurate knowledge management systems, staff deployment to peak times and overflow calls into other teams to reduce waiting times.
- Additionally, resourcing for the Contact Centre has been challenging and this is now back on track to ensure we have the right balance against the resource planning model.
- Despite some performance challenges, the Contact Centre's overall and call handling satisfaction performance remains high at 87% for overall satisfaction and 92% for call handling satisfaction.
- Complaints and Members Enquiries cases are increasing, and we continue to struggle to meet the performance target, averaging 76% answered within timescale for member enquiries. Improvement plans have been introduced for the poorest performing services. Progress is monitored and challenged at senior levels in the organisation and services are being held to account for delivering their action plans for improvement and lead on presenting these via corporate boards with the support of the Customer Feedback Team. Upheld cases remain low at 35%, with 32% relating to missed bin collections. Those will be upheld unless we are able to prove there was no fault on behalf of the Council.

- Since the launch of the Chat Bot there have been 1,259 interactive conversations held in the Bot. 86% of Chat Bot uses were 'successful conversations'²⁴. This is a significant difference in outcomes compared to the public website which has a success rate of around 20% for users finding the information they were looking for. The Chat Bot is constantly updated to include questions residents are asking which the bot has not been able to answer. This has also helped us to drive improvements to the website as the Chat Bot by nature identifies weak points in terms of content quality and navigation.
- The Council has identified improving digital inclusion as a key challenge for improving and modernising customer services and how residents interact with the Council. Approximately 46,000 adults (aged 16-64) in the borough do not have access to a computer at home. In light of this we are developing a strategic response to embed digital inclusion into our major programme's outcomes. A Digital Inclusion Group is working to 10 priority areas; these are: Smart Services, Community Banking, Digital Champions, Employee Skills Gap, Device Lending, Community Hubs, Home Access, External Funding, Learning & Education and Council Fibre Broadband.

Priorities for the next six months:

- Re-design of the Council's website to improve navigation and accessibility is a priority; though it should be noted the current website has a high accessibility score of 84 on SiteImprove²⁵. As part of the website development, we aim to establish an editorial process so that content is better managed, maintained, and accurate. All online council services and official information will have a consistent user experience, sharing a single design system making the website intuitive for users.
- Further development of the Voice of the Customer Programme, which gathers resident feedback at various stages of an interaction with the Council so individual services can use this to drive service improvement. Through this programme we will develop service-level analytics about customer services which operational services can use to inform service development and improvement. Also, we will develop a Customer Panel Community to act as a steering group to design and test new approaches and solutions.
- Focusing on actions and measures to support Contact Centre recovery. A major strand of this work involves working with the three top repeat calling services for process and communication improvement; specifically, this will include leveraging technology, such as the new Chat Bot, to answer and direct residents to self-serve platforms, where appropriate.
- Complaints and Members Enquiries: focus on learning from casework, developing cases and recommendations for continuous improvement and root cause analysis. Continue placing a focus on key service areas delivering and implementing action plans to improve performance and quality.
- We will continue to develop desired outcomes and establish funding requirements to further our aims for better digital inclusion. The Digital Inclusion Strategy and Action Group can be leveraged further to deliver real impact in the borough, including but not limited to: growing the network of Digital Champions from 25 to 50; launching a pilot

²⁴ This means the user's request for information and advice was resolved within that conversation

²⁵ 84, as at 30 September 2021. <https://siteimprove.com/en-gb/>

laptop lending scheme; fully understanding the digital skills gap for LBBD employees; and using the newly developed community banking website to initiate 100 debt interventions.

Key risks in the next six months:

- Customer experience success relies on individual service engagement and a culture change across the organisation. A lack of engagement could lead to continued challenging performance measures and detrimental impacts to both the contact centre and customer feedback teams.
- Ensuring there is a balance of resources to deliver aspirational change and use technology to its maximum.
- Non-digitally connected staff get left behind and do not feel part of the organisation.

Equipped with the tools, information and capability to deliver its vision

Key performance and delivery messages:

- The Oracle ERP Replacement Project has now been re-planned with the new planned go-live date being 1 April 2022.
- The My B&D service to replace Agilisys Digital was implemented in September, it has performed well to date with low numbers of issues and no critical issues. The project team are now working with stakeholders to plan and prioritise Phase 2.
- A new Information and Technology Strategy has been finalised. The new strategy is supported by a set of technology roadmaps agreed with business units across the Council. The recommendations in these have been broadly accepted and over the next few months they will be used to firm up multiyear programmes of work to improve Digital capability & Maturity across the Council
- A New Cyber security tool to reduce risk of a successful cyber-attack on the Council has now been implemented.

Priorities for the next six months:

- The current delivery model for Housing services across the Council involving multiple internal departments and an external repairs body is not working effectively with the current Capita Housing system. The current Capita contract has a breakpoint in late 2023 and ends in 2026. The Council needs to decide whether the best approach is to stay with Capita and upgrade to their new housing product or to adopt a different approach at the 2023 breakpoint. To inform this decision a review of housing technology requirements needs to be undertaken. It's important that this completes early in 2022 to allow time for the recommended approach to be adopted.
- The new ERP solution is scheduled to go live on 1 April 2022. Ensuring that this is delivered and that we can support and sustain the solution is a key priority to IT for the first part of 2022

- The Wide Area and Local Area network service at Council sites are at the end of their support lives and contract periods. IT are deploying a full refresh of Wide Area and Local Area network connectivity including WiFi in the first few months of 2022. This will deliver improved performance, security, reliability and futureproofing for the Council sites.
- Part of the improved employee experience being delivered alongside the new ERP system is a single portal and technology for reporting and managing requests, problems and issues for IT, HR and Finance service using an in House CRM. This will be delivered in parallel with the ERP rollout in early 2022.
- My B&D deployed in September 2021 is now working well and delivering the planned improvements for Customer access. Planning for and commence implementation for phase 2 of My B&D will be a priority activity for IT and Customer teams in early 2022
- IT have reviewed what needs to be done to improve how this team supports Council Strategy and operations. The recommendations have now been budgeted for in 2022/23. Consultation and implementation of the structural changes will commence in Quarter 1 2022/23.

Key risks in the next six months:

- The Oracle replacement timeline is very tight. Any slippage in activity such as extended downtime on the live Oracle system could impact the live date.
- Cyber security continues to be a major risk with attackers continually increasing the sophistication of their attacks.

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CABINET**18 January 2022**

Title: LBBB Statement of Licensing Policy 2022-2027	
Report of the Cabinet Member of Enforcement and Community Safety	
Open Report	For Information
Wards Affected: All	Key Decision: Yes
Report Author: Theo Lampsey, Service Manager Public Protection	Contact Details: Tel: 0208 227 5655 E-mail: theo.lampsey@lbbd.gov.uk
Accountable Director: Andy Opie, Operational Director of Enforcement and Community Safety	
Accountable Strategic Leadership Director: Fiona Taylor, Strategic Director, Law and Governance	
Summary	
<p>The Licensing Act 2003 establishes the Council as the local licensing authority for alcohol, regulated entertainment and late-night refreshment. As the Licensing Authority, the Council is required to prepare and publish a statement of licensing policy and to review that policy every five years. The policy is intended to set out how the Authority intends to approach its licensing responsibilities under the Act.</p> <p>The Council's Statement of Licensing Policy was first published in 2005 and has been reviewed and updated at regular intervals since. The current version of the policy covering the period 2017-2022 is due for renewal.</p> <p>A draft revision of the policy has been prepared through the summer of 2021 in consultation with other key services and partner agencies. The draft has also been taken to public consultation during October and November 2021.</p> <p>A final draft has now been prepared having regard to contributions received and consultation responses and this is intended to be submitted to the full Assembly for approval and formal adoption in 2022.</p> <p>This report provides a summary of the main changes to the latest revision of the policy.</p>	
Recommendation(s)	
That Cabinet is recommended to:	
<ul style="list-style-type: none"> (i) Endorse the main changes to the policy, as set out in section 4 of the report; and (ii) Recommend the Assembly to adopt the London Borough of Barking and Dagenham Statement of Licensing Policy 2022-2027, as set out at Appendix A to the report. 	

Reason(s)

To accord with the requirements of the Licensing Act 2003.

1. Introduction and Background

- 1.1 The Licensing Act 2003 establishes this Council as the local licensing authority for the following licensable activities:
- the retail sale of alcohol
 - the supply of alcohol by or on behalf of a club, to club members
 - the provision of regulated entertainment
 - the provision of late-night refreshment
- 1.2 Each licensing authority is required to prepare and publish a statement of licensing policy which is intended to set out how that authority intends to approach its licensing responsibilities and to review that policy every five years. This Authorities statement of licensing policy was first published in 2005 and it has been regularly updated since. The current version of the policy covers the period 2017-2022 and is due for renewal next year.
- 1.3 In anticipation of this, draft revised policy has been prepared for consideration. The draft has been revised in consultation with other key services and partner agencies and following public consultation.
- 1.4 The new draft revision is presented here for consideration, in advance of being submitted to the full Assembly for formal adoption.

2. The Licensing Act 2003

- 2.1 Under the Act, the Council as Licensing Authority is responsible for determining applications for:
- Premises licences (required to enable any of the licensable activities to be provided at a specific premises)
 - Club premises certificates (required to enable bona fide members clubs to purchase on behalf of club members and supply that alcohol to them)
 - Personal licences (to enable specified individuals to authorise alcohol sales in conjunction with a premises licence)
 - Temporary Event Notices (to enable specific low-level one-off or time-limited events to take place at community or smaller premises)
- 2.2 The Act places a duty on each licensing authority to consider all applications for relevant licences and consents put to it and establishes the process and timescale for determining those applications. It requires decisions to be taken in accordance with:
- The Licensing Act itself
 - Secondary regulations
 - The Guidance for local licensing authorities published by the Home Office and

- The Authority's own statement of licensing policy

2.3 Each licensing authority is also required to promote the four licensing objectives stated in the Act in its decision-making. The four objectives are:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

2.4 While this Authority has ability to grant, part-grant or refuse applications, each application must be considered upon their own merits with all relevant matters considered. Applicants for premises licences have an entitlement to a licence unless there is good reason in law not to grant it and the licensing process provides for licence terms, conditions, and restrictions to be (at least partly) defined by the applicant themselves, albeit they may be refined through the consultation and determination process.

2.5 Within this prescriptive framework, the local licensing statement of licensing policy is an important document providing an opportunity for local approach and considerations to influence decision-making.

3. The Barking and Dagenham Statement of Licensing Policy

3.1 The aim of the policy is to

- Promote the four licensing objectives.
- Benefit all sections of the Barking and Dagenham community.
- Boost the local economy.
- Encourage a broad range of licensed premises across the borough.
- Support consistent licensing decisions.
- Support licensing decisions that may be subject of appeal.

3.2 As such the policy intends to ensure that

- Applicants for new licences and consents understand the Authorities approach to licensing and can prepare considered risk-assessed applications and related operating schedules for submission
- Licensed operators are best placed to run successful safe, secure and well managed venues that are of benefit to the local community
- Local residents understand how to take part in the licensing process and the protections afforded to them in law

3.3 This Authorities approach to licensing is well-established, with licensing process and policy having now been in place for approaching 20 years.

3.4 As such this latest revision of the policy has not required any drastic overhaul. This revision, instead, intends to ensure that:

- The content of the policy remains consistent with changes in law, regulations and guidance

- All references, contact details, links and statistics quoted are up to date
- The policy reflects current best management practice

3.5 A copy of the revised draft policy is provided as Appendix A to this report. It is divided into seven main sections, as follows:

- Section 1 (pages 6-8) provides an **Introduction to Barking and Dagenham** and to the Council
- Section 2 (pages 9-12) sets out the **purpose and scope** of the policy
- Section 3 (pages 13-20) deals with **administration, process and delegation**
- Section 4 (pages 22-23) sets out to explain **preparing an operating schedule being** the most important part of the premises licence application as this defines the intended operation and proposed management controls intended to be put into place in order to promote the licensing objectives
- Section 5 (pages 24-38) deals with each of **the licensing objectives** in turn setting out considerations to be taken into account in preparing an operating schedule
- Section 6 (pages 39-40) deals with how **licence terms, conditions and restrictions** may be determined
- Section 7 (page 41) explains this Authorities approach to licensing **enforcement**

3.6 The policy also includes with an executive summary and a range of appendices providing contact details, references, links and, importantly on pages 49-57, a **set of model conditions** to which applicants may refer when considering their operating schedule and an example **safeguarding risk-assessment** from page 60.

4. **Main changes to the policy**

4.1 The main significant changes to the policy, other than updating that has taken place, includes the following:

- Page 13 – New section included on **Entitlement to work in the UK** which sets out the direction in law that applications made by individuals without entitlement to work in the UK must be rejected
- Page 17 – Clarification provided under section on **payment of annual licence fee** that non-payment of due annual licensing fees results in automatic suspension of the licence
- Page 19 – Replacement of section on the now defunct Designated Public Places Order with a new section on **Public Spaces Protection Orders** which replace it.
- Page 27 – A new section on **illegal working** and the responsibility now placed on operators to ensure that all employers carry out right to work checks on employees.
- Pages 31-33 – A new section on ‘safe for all’ which incorporates references to several important initiatives promoting safe and inclusive venues to which operators are directed to. In turn for signing up to these schemes’ operators receive training support to enable staff to identify and deal with cases of harassment and sexual violence, discrimination and hate crime
 - The Mayor’s **Women’s Safety Charter**
 - The Metropolitan Police ‘**Ask for Angela**’ scheme and supporting WAVE training

- The **Ask for Clive** scheme
- Page 32 – A new section on **Covid-19** which emphasises the need for operators to continue to regularly update covid risk-assessments in line with government guidance or changing circumstances
- Page 33 – A new section on **security and terrorism** which introduces the ACT Awareness e-learning tool providing counter-terrorism awareness training for organisations and individuals.
- Page 33 – A revised section on the third licensing objective of preventing public nuisance which reflects the current approach of the Council’s Environmental Health Noise team
- Page 34 – Associated with this is a new section on **outside areas** highlighting the extra considerations that need to be afforded to local residents with the movement toward outside eating and drinking following the coronavirus pandemic

5. Consultation

5.1 As part of the consultation undertaken review of the policy, the following statutory consultees and other parties were contacted directly:

- Responsible authorities (including the police and fire service)
- Representatives of Premises Licence and Club Premises Certificate holders
- Representatives of Personal Licence holders
- Representatives of the local community
- Ward councillors
- Other known stakeholders and interest groups

5.2 The consultation was also advertised on the council’s web site and in the borough e-newsletter ‘One Borough Voice’. An electronic questionnaire was provided on the web site for ease of response.

5.3 All responses received were considered in the preparation of the final draft. A summary of the matters raised in consultation responses is provided as Appendix B.

5.4 Under the consultation through ‘One Borough Voice’ some 46 individuals viewed or downloaded part or all the consultation papers. However, only 5 individuals completed the online survey provided. These comprised three licensed operators and two local residents. Respondents generally agreed the policy was fair, clear and easy to understand.

5.5 The Council’s Licensing and Regulatory Committee also considered and endorsed the draft policy at its meeting on 23 June 2021.

6. Options Appraisal

6.1 The option to approve the document will ensure the Council as licensing authority retains an updated and relevant policy to support future licensing decisions.

6.2 The option not to approve the policy could mean that the Council as licensing authority is able to place less reliance on the policy to support future licensing

decisions as the policy document becomes older. This raises the potential for challenge in the appeal courts.

7 Timetable for Implementation

- 7.1 Once adopted by the Assembly, the policy is then required to be advertised in the local press giving one month's notice of the date that it comes into force.

8. Financial Implications

Implications completed by: David Folorunso, Finance Business Partner

- 8.1 The policy provides a framework for the delivery of LBBB's regulatory services. This revision is to bring the policy in line with relevant legislation, and best practice guidance and will improve transparency around enforcement processes.
- 8.2 The costs resulting from the adoption and implementation of this policy will be met from existing budgets.

9. Legal Implications

Implications completed by: Dr Paul Feild, Senior Corporate Governance Lawyer

- 9.1 The Council, as the Licensing Authority, is required by Section 5 of the Licensing Act 2003 to prepare and publish a Statement of Licensing Policy every five years. Licensing process and practice is established under the Licensing Act 2003 and secondary regulations. Guidance to local licensing authorities is provided by the Home Office.
- 9.2 The policy must be prepared with public consultation undertaken in accordance with the provisions of the Licensing Act 2003. Finally, it is a legal requirement that final approval is a full Council Assembly function.

10. Other Implications

- 10.1 **Staffing Issues** – The content of the draft revised policy does not have a direct significant negative impact on existing and future staff or staffing levels.
- 10.2 **Corporate Policy** – The licensing policy supports the key strategic priorities of the Council. In particular
- Inclusive growth – by providing a broad range of safe and secure leisure and entertainment facilities. By working together with responsible business operators to provide successful licensed operations. By ensuring effective action is taken against irresponsible operators
 - Participation and engagement – Ensuring that an accessible process is provided to enable community participation in the licensing process
 - Well run organisation – Ensuring that the Council provides an accessible, responsive and efficient service.
- 10.3 **Equality Impact Assessment** – An EIA has been prepared and is attached as Appendix C.

- 10.4 **Safeguarding Adults and Children** – At the heart of the licensing process are the licensing objectives of public safety and the protection of children from harm. Both matters receive significant scrutiny through the licensing process and are dealt with in detail in the policy. Public health is not yet a licensing objective, but the licensing service consults with public health colleagues on licence applications.

Public Background Papers Used in the Preparation of the Report:

The Guidance for Local Licensing Authorities issued by the Home Office April 2018 version (<https://www.gov.uk/government/publications/explanatory-memorandum-revised-guidance-issued-under-s-182-of-licensing-act-2003>)

List of appendices:

Appendix A – Draft LBBB Statement of Licensing Policy 2022-2027

Appendix B – Summary of consultation responses

Appendix C – Equality Impact Assessment

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APPENDIX A



**Licensing Act 2003 – Draft Statement
of Licensing Policy 2022 - 2027**

Notes

The Licensing Act 2003 (“the Act”) came into force in 2005. It introduced a new comprehensive licensing regime for the sale and supply of alcohol, the provision of regulated entertainment and the provision of late-night refreshment.

The Act established the Council as the local licensing authority for the London Borough of Barking and Dagenham. Under Section 5(1) of the Act the Council is required to prepare and publish, every five years, a statement of the licensing principles it proposes to apply in exercising its functions under the Act. This is commonly known as the statement of licensing policy. The statement of policy can be reviewed and revised by the Council at any time but must be produced following consultation with those bodies and persons set out in s.5(3) of the Act.

The Barking and Dagenham Statement of Licensing Policy was first published in 2005 and it has been regularly updated since. The current version of the policy received approval by the Council Assembly on 25 January 2017 and came into effect on 3 March 2017. This revision was compiled with public consultation in 2021 and is intended for consideration and adoption in 2022.

The licensing policy has been prepared with regard had to the Act: secondary regulations; the Home Office Guidance issued to Local Licensing Authorities under s182 of the Act (April 2018 edition); and responses received from a public consultation exercise. Consultees are listed in Appendix 4.

It is intended that the policy will be kept under review and further revised as and when necessary. Where revisions are made to the s182 Guidance by the Secretary of State, it is for the licensing authority to determine whether revisions to the policy statement are necessary.

A licensing authority may depart from its policy where it has good reason to do so and can provide full reasons.

Executive summary

This Council recognises the important role that a diverse and vibrant range of, hospitality, entertainment and leisure facilities play within the local community. Aside from providing important economic, employment and leisure opportunities, such facilities provide opportunity for relaxation; for people to meet and build relationships; to promote cultural activities and support community cohesion. Our shared experience of living through the covid-19 pandemic has increased the importance of all of these factors.

It is this Council's intention to promote a broad and varied leisure opportunity and to support responsible business and event management wherever possible.

However, the Council equally recognises that poor and / or irresponsible business or event management can lead to serious issues of crime, disorder, nuisance, anti-social behaviour and more. This is particularly the case where alcohol sales are involved. Alcohol plays an important role in our society but if used irresponsibly can have serious impact, for individuals and the community generally.

And so, this licensing policy intends to support a licensing process which, in turn, supports responsible operators and promotes the licensing objectives but provides adequate protections for the local community where these are necessary.

Central to this policy are sections 4 and 5 which provide advice and guidance on compiling an operating schedule as part of a licence application. This forms a crucial part of the business planning and licence application process, enabling risk factors to be identified and appropriate control measures to be set. It provides pointers toward sound management planning and best practice. These sections are supported by appendices which consider some of the most important issues in more detail and the appendices which provide suggested model licence conditions, alongside mandatory licence conditions, and a model risk-assessment for child protection issues. These are the recommended starting points for new (and existing operators).

Elsewhere, section 1 provides an introduction to the borough. Section 2 sets out the principles that guide this Council in carrying out its licensing functions. Section 3 deals with an important range of administrative matters. Section 6 deals with the approach taken to setting licence conditions and section 7 deals with our approach to enforcement.

We recommend the contents of this policy and welcome your feedback on it at any time.

Contents

Section 1 – Introduction	6
- About Barking and Dagenham	6
- The Borough manifesto and corporate plan	7
- Figure 1 – Map of the borough	8
Section 2 - Purpose and scope of the policy	9
- Our aims and objectives	9
- Licensable activities	9
- Authorisation or permissions	10
- The licensing objectives	10
- Other key aims and objectives	10
- General principles to be applied	11
- Determining applications for licences made in respect of Council premises	12
Section 3 - Administration, process and delegation	13
- Applications	13
- Plans	13
- Entitlement to work in the UK	13
- Variations	14
- Responsible authorities	14
- Other persons	15
- Representations	15
- Conciliation	16
- Public hearings	16
- Licensing and Regulatory Committee	16
- Licences reviews	17
- Payment of annual licence maintenance fee	17
- Temporary Event Notices (TENs)	18
- Other policies, strategies and initiatives	18
- Equality Act 2010	19
- Public Spaces Protection Order	19
- Planning and building control	20
- Sports grounds	20
- ‘Saturation’ policies and ‘cumulative impact’	20
Section 4 - Preparing an operating schedule	22
Section 5 - The licensing objectives	24
- First licensing objective – The prevention of crime and disorder	24
- Responsible management	25
- The role of the designated premises supervisor (DPS)	26
- Working in partnership	26
- CCTV	26
- Hire of premises to third parties and promoted events	27
- Illegal Working	27

- Illicit goods on licensed premises	27
- Business buying alcohol from wholesalers	28
- The second licensing objective – Public safety	28
- Safe permitted capacity	29
- Minimum alcohol price	30
- Availability of small measures	30
- Safe for all	31
- Women’s Safety Charter	31
– Ask Angela & WAVE training	31
- Ask for Clive	32
- Ensuring safe departure	32
- COVID-19	32
- Security and terrorism	33
- Third licensing objective – Prevention of public nuisance	33
- Outside areas	34
- Fourth licensing objective – Protection of children from harm	34
- Underage sales	36
- Challenge 25	36
- Proximity to schools and other places primarily attended by children and young people	36
- Film classifications	37
- Child sexual exploitation	37
 Section 6 - Licence terms conditions and restrictions	 39
- Mandatory conditions	39
- Proposed conditions	39
- Imposed conditions	39
- Standard conditions	40
- Premises licensed under the Gambling Act 2005	40
 Section 7 – Enforcement	 41
 Appendix 1 – References to Guides and Best Practice	 42
Appendix 2 – Contact Details for Relevant Responsible Authorities	43
Appendix 3 – Contact Details and Useful Addresses	44
Appendix 4 – Consultation Stakeholders	46
Appendix 5 – Delegation of Authority	47
Appendix 6 – Pool of model conditions	49
Appendix 7 – Mandatory Conditions	58
Appendix 8 – Safeguarding Risk-Assessment	60

Section 1 – Introduction

About Barking and Dagenham

1. The London Borough of Barking and Dagenham is located at heart of the Thames Gateway, just a 15-minute train journey from central London. The borough borders the London Boroughs of Newham, Redbridge and Havering with Greenwich and Bexley to the south of the Thames. The borough's three main towns are Barking, Chadwell Heath and Dagenham.
2. The Office for National Statistics mid-2019 population estimates estimated Barking and Dagenham's population at 212,906 residents, an increase of 908 since 30 June 2018. It has a young population with an estimated 57,981 children (persons aged between 0 and 15), the highest proportion in London and the UK.
3. Barking and Dagenham also has a diverse, multi-cultural community. The borough's Black and Minority Ethnic population represents 66% of the total population. Nigeria is the most common birthplace of residents from outside of the UK followed by India and Pakistan.
4. Barking and Dagenham has its challenges. Both male and female life expectancy (58.4 and 59.2 respectively) are below the London average. The numbers of people who have no qualifications (9.2%); who are unemployed (7.9%); and who are Income Support claimants (0.6%) are all above the London average.
5. However, with a proud history of manufacturing, industrial excellence and a strategic location linking it to major markets in the South East (and on to Europe), Barking and Dagenham has real potential and aspires to become a destination of choice, where people stay and feel welcome.
6. Barking and Dagenham is at the heart of London's eastward growth, attracting developers and investors to the most affordable and accessible opportunities in the whole of the Southeast.
7. With 400 hectares of development land, we plan to provide 50,000 high quality new homes and 20,000 new jobs within the next 20 years.
8. With its excellent transport links, Barking and Dagenham is already one of London's best-connected boroughs. Connections are set to improve further, however, with new transport links currently under construction and in the pipeline, all intended to support the capital's eastward growth. This includes:
 - Crossrail will operate from Chadwell Heath in 2022
 - The London Overground will be extended to Barking Riverside by Autumn 2022
 - A new C2C station will open at Beam Park in 2022
 - Improvements to the A13
 - Plans for the new River Thames crossings serving east London are under consideration.
9. As a legacy from Barking and Dagenham's involvement as a host borough in the London Olympics in 2012, there has been significant investment in leisure,

recreational and sporting facilities. The Council has agreements in place with Hackman Capital Partners to build London's largest film and TV production centre in Dagenham with additional studios on a second site in Barking.

10. The borough has an incredible 530 hectares of green belt land, plus 25 parks and open spaces and tree lined streets.
11. A map of the geographic area comprising Barking and Dagenham is shown in Figure 1 on the following page.

The Borough Manifesto and Corporate Plan

12. The **Borough Manifesto** sets out the long-term, 20-year vision for the future of Barking and Dagenham. It describes how the council, our partners and the whole community are working together in order to realise our shared vision of a more powerful, resilient, connected community; 'one borough; one community; no-one left behind'.
13. The council's approach to achieving this vision is set out in **The Corporate Plan**. This describes our approach to the work we do with residents every day and explains our four key strategic priorities:
 - Inclusive growth – Harnessing the growth potential that arises from our people, our land and our location in ways that protect the environments and enhance prosperity, wellbeing and participation for all residents.
 - Participation and engagement – Empowering residents by enabling greater participation in the community and in public services.
 - Prevention, independence and resilience – Children, families and adults in Barking and Dagenham living safe, happy, healthy and independent lives.
 - Well-run organisation – Focusing on the efficient and effective operation of the Council itself.

Fig. 1 - Map of Barking and Dagenham



Section 2 – Purpose and Scope of the Policy

Our Aims and Objectives

14. This statement of licensing policy sets out how the Council intends to fulfil its licensing responsibilities under the Licensing Act 2003 (the Act).
15. This policy aims to:
 - Promote the four licensing objectives.
 - Benefit all sections of the Barking and Dagenham community.
 - Boost the local economy.
 - Encourage a broad range of licensed premises across the borough.
 - Support consistent licensing decisions.
 - Support licensing decisions that may be subject of appeal.
16. To achieve these aims, the Council intends to work together with all relevant stakeholders (including partner responsible authorities and service agencies; local licence holders and licensed business operators; local residents; and those who use licensed facilities) to promote the aims objectives set out in this policy.
17. In doing so, the Council will provide a licensing service which –
 - Sets and maintains a high standard of service.
 - Provides easy access for local businesses, residents and others who are interested in licensing.
 - Provides an efficient and effective service.
 - Operates in a fair, consistent and transparent and honest manner.

Licensable activities

18. This policy is concerned with the following licensable activities –
 - The sale by retail of alcohol
 - The supply of alcohol by or on behalf of a club to, or to the order of, a member of the club
 - The provision of regulated entertainment
 -
 - The provision of late-night refreshment
19. 'Regulated entertainment' includes each of the following activities –
 - A performance of a play
 - A film exhibition
 - A performance of live music
 - The playing of recorded music
 - A performance of dance
 - An indoor sporting event
 - A boxing or wrestling or mixed martial arts entertainment
 - Entertainment of a similar description

20. When one or more of the listed activities are provided (at least partly) for the purpose of entertaining an audience, upon premises made available for the purpose of enabling that activity and also

- Takes place in the presence of a public audience, or
- Where that activity takes place in private, be the subject of a charge made with a view to a profit.

21. The licensing of regulated entertainments has been subject of a programme of deregulation in recent years. Several exemptions now exist. For up to-date information on these please contact the licensing team (contact details provided in Appendix 2).

22. 'Late night refreshment means the provision of hot food and / or drink between the hours of 23.00 and 05.00. A licensing authority may take a decision to exempt the activity of providing late night refreshment from the need for a licence. However, it should be noted that late night refreshment is not exempt from the need for a licence within Barking and Dagenham.

23. Authorisations or permissions

24. The Act provides for four different types of authorisation or permission, as follows:

- Premises licences
- Club premises certificates
- Personal licences
- Temporary Event Notices

The licensing objectives

25. The Act requires every licensing authority to promote the four statutory licensing objectives in carrying out its licensing responsibilities –

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

26. Each objective is of equal importance. There are no other statutory licensing objectives. The promotion of the four objectives is a paramount consideration at all times.

Other key aims and objectives

27. However, the Act supports many other key aims and objectives that are vitally important:

- Protecting the public and local residents from crime, anti-social behaviour and noise nuisance caused by irresponsible licensed premises.

- Giving the police and licensing authorities the necessary powers to effectively manage and police the night-time economy and to take action against those premises that are causing problems.
- Recognising the important role which pubs and other licensed premises play in our local communities by minimising the regulatory burden on business, encouraging innovation and supporting responsible premises management.
- Providing a regulatory framework for alcohol which reflects the needs of local communities and empowers local authorities to make and enforce decisions about the most appropriate licensing strategies for their local area.
- Encouraging greater community involvement in licensing decisions and giving local residents the opportunity to have their say regarding licensing decisions that may affect them.

General principles

28. This policy is about regulating licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the Act. The Council acknowledges that neither the Act nor this policy are the primary means for the general control of nuisance and / or anti-social behaviour caused by individuals once they are beyond the direct control of the licence / certificate / authorisation holder. However, both are intended to play a key part in such control and will always be part of a holistic approach to the management of the day, evening and night-time economy within the borough.

29. Other mechanisms may also be utilised, where appropriate, to tackle the unruly or unlawful behaviour of consumers when beyond the control of the individual, club or business holding the licence, certificate or authorisation concerned. These include:

- Planning controls
- Positive measures to create a safe and clean town environment in partnership with local businesses, transport operators and other departments of the local authority
- The provision of CCTV surveillance in town centres, ample taxi ranks, provision of public conveniences open late at night, street cleaning and litter patrols
- Powers of local authorities to designate places where restrictions on public drinking apply
- Police enforcement of the general law concerning disorder and anti-social behaviour, including the issuing of fixed penalty notices
- The prosecution of any personal licence holder or member of staff at such premises who is selling alcohol to people who are drunk
- The confiscation of alcohol from children and adults in designated areas
- Police and/or local authority powers to close down instantly for up to 24 hours any licensed premises or temporary events on grounds of disorder, the likelihood of disorder or noise emanating from the premises causing a nuisance
- The power of the police, other responsible authorities or a local resident or business to seek a review of the licence or certificate in question

30. Nothing in this policy is intended to undermine the rights of any person to apply under the 2003 Act for any of the variety of permissions and have that application considered on its individual merits.
31. Equally, nothing in this policy is intended to override the right of any person to make representations on any application or seek a review of a licence or certificate where they are permitted to do so under the Act.
32. In carrying out its licensing responsibilities the Council will avoid duplication with other regulatory or statutory regimes, so far as is possible. Also, the Council does not intend to use the licensing regime to achieve outcomes that can be achieved by other legislation.

Determining applications for licences made in respect of Council premises

33. When one part of the Council seeks a premises licence from the Licensing Authority, the Licensing and Regulatory Board and its officers will consider the matter from an entirely neutral standpoint. If relevant representations are made, for example, by local residents or the police, they will be considered fairly by a Sub-Committee of the Committee. Those making representations genuinely aggrieved by a positive decision in favour of a local authority application by the licensing authority may be entitled to appeal to the Magistrates' Court and thereby receive an independent review of any decision made.
34. In all cases, applicants and those making representation in respect of applications to the Licensing Authority have a right to appeal the Council's decision to the Magistrates' Court.

Section 3 – Administration, Process and Delegation

35. While it is the Council's intention to keep the licence application processes as simple as possible, this policy is not intended to provide detailed guidance on licensing process and practice.

36. Instead, a range of other supporting information and guidance documents are provided for this purpose and advice and assistance is offered to all applicants, particularly those from the voluntary sector. Published guidance is available upon request from the licensing service covering:

- The applications processes
- Objections, representations and reviews
- Public hearing procedure

37. However, there are several administrative matters and arrangements the Council would wish to draw attention to here.

Applications

38. Applications for any of the various authorisations or permissions offered should be made on the appropriate form, completed in full, signed and dated and paid for at the time of application.

39. Electronic applications will be accepted where made online via the Government website at <https://www.gov.uk/apply-for-a-licence/premises-licence/barking-and-dagenham/apply-1>

40. No application will be progressed until all sections of the relevant form have been correctly completed; all necessary accompanying documentation has been received and the relevant fee paid in full.

Plans

41. Plans submitted together with applications for new and varied premises licences and club premises certificates should normally be drawn to scale 1:100. Alternative scales may be acceptable, but applicants should contact the Licensing Service to discuss this before submitting.

42. Plans do not need to be professionally drawn but must include all relevant detail and clearly enable the dimensions of the premises; licensed areas and escape routes to be clearly understood.

Entitlement to work in the UK

43. Since April 2017 licensing authorities must be satisfied that an individual who applies for a premises licence is entitled to work in the UK. This includes applications made by more than one individual applicant. An application made by an individual without the entitlement to work in the UK must be rejected.

Variations

44. Applications to licence additional buildings, floors or licensed areas are likely to require a new premises licence application. However, where a licence holder wishes to amend the terms, conditions and restrictions of his / her licence, an application for a variation of the licence can often be made, rather than a full application for a new premises licence being necessary. This might include amendments to:

- The licensable activities named upon the licence
- The days and / or hours during which a licensable activity is permitted
- The conditions within a licence
- Any aspect of the layout of the premises which is shown on the plan submitted to the Licensing Authority.

45. In cases where a licence holder wishes to vary features shown on a submitted premises plan which are not required to have been included, the Council will consider whether there is any likely impact on the promotion of the licensing objectives.

46. There is also a minor variations process intended for changes to a licence that will not have an adverse impact on the licensing objectives. Examples might include cosmetic changes to the layout arrangements of a premises; small adjustments to licensing hours; the removal of out of date, irrelevant or unenforceable conditions; or adding certain licensable activities. The Council will consult with appropriate responsible authorities to make such assessment.

Responsible authorities

47. Each of the bodies listed below are named as 'responsible authorities' under the Act. These responsible authorities may make representations on applications, as far as they relate to the promotion of the four licensing objectives. They may also request a review of a premises licence or club certificate.

- The Metropolitan Police Service
- The London Fire and Emergency Planning Authority
- The Licensing Authority itself
- Trading Standards (as the local weights and measures authority)
- Environmental Health (as both the enforcing authority for health and safety purposes and the authority responsible for minimising or preventing the risk of pollution of the environment or risk to human health)
- Planning (Be First & Planning Enforcement)
- Public Health
- Any other licensing authority in whose area part of the premises is situated

48. Additionally, the London Borough of Barking and Dagenham Child Protection Team is recognised as the competent authority to advise on matters relating to the protection of children from harm.

49. The licensing authority responsible authority role will be undertaken within the Licensing Service. Where it is decided appropriate to act in the capacity of responsible authority, arrangements will be put in place to provide a separation of duties to ensure procedural fairness and eliminate conflicts of interest.

50. Contact details for responsible authorities are given in Appendix 3. Responsible authorities will also provide advice and information on established best management practice. Some information on preparing an operating schedule is contained within this policy but applicants may also wish to consult with the authorities directly.

Other persons

51. Any other person, including any individual, body or business entitled to make representation, may also comment on an application, regardless of their geographic proximity to the premises to which the application relates. Any other person can make the representation, or they may ask for a representative to make it on their behalf. Members of the Licensing Authority may also make representations as interested parties.

Representations

52. A representation can only be considered 'relevant' if it relates to the effect of the grant of the licence on the promotion on one or more of the four licensing objectives. Representations must not be frivolous or vexatious, and in the case of reviews, repetitious.

53. Representations must be received in writing at the licensing service office by the last date set for representations. Representations must be –

- Signed
- Dated
- Provide the grounds for the representation in full
- Include the name and address of the person or the body making the representation

54. Where a notice of a hearing is given to an applicant, the Licensing Authority is required under the Licensing Act 2003 (Hearings) Regulations 2005 to provide the applicant with copies of the relevant representations that have been made. In exceptional circumstances, persons making representations to the licensing authority may be reluctant to do so because of fears of intimidation or violence if their personal details, such as names and address, are divulged to the applicant.

55. Where this Council considers that the person concerned has a genuine and well-founded fear and may be deterred from making a representation on this basis, alternative approaches will be considered. Where circumstances justify such actions, the Council may either provide only minimal details (such as street name or general location in a street) or withhold details.

Conciliation

56. Where relevant representations are received, the Council offers a conciliation service intended to bring the applicant and 'objectors' together to discuss the application and concerns raised in more detail. Conciliation meetings aim to explore the issues involved with a view to identifying whether a negotiated conclusion may be reached to the satisfaction of all parties involved.

Public hearings

57. It is only when relevant representations are received that a licensing authority may hold a public hearing to determine an application. Where no representations are received, the application must be granted in full, upon the terms, conditions and restrictions sought by the applicant, subject to the mandatory licence conditions and conditions consistent with the steps proposed to be taken by the applicant under the Operating Schedule.

58. When considering applications, the Council will have regard to:

- The Licensing Act 2003 and the licensing objectives
- Government guidance issued under Section 182 of the Licensing Act 2003
- Secondary regulations
- This statement of licensing policy

The Licensing and Regulatory Committee

59. In accordance with section 6 of the Licensing Act 2003, the Council's Licensing and Regulatory Committee will form Licensing Sub-Committees to perform all functions relating to licensing.

60. The Council will annually appoint 10 members to sit on the Licensing and Regulatory Committee. From this overall membership, any 3 members may sit as a licensing sub-committee to determine contested applications. Only councillors who have received relevant licensing training will take part in decisions on licensing matters.

61. Members of the Licensing and Regulatory Committee will not take part in any licensing decisions concerning premises that they have an interest in. A member of the Licensing and Regulatory Committee may not hear an application that is in their own ward, but may observe the meeting as a member of the public.

62. At public hearings, members will consider applications on their own merits with all relevant matters taken into account. They will pay particular attention to promoting the licensing objectives and consider whether concerns raised may be alleviated by appropriate conditions, imposed in addition to any which may already be included in the operating schedule.

63. The full table of delegation, identifying which decisions will be made by the Licensing Sub-Committee, and which matters will be confirmed or made by council officers through delegated authority, is provided at Appendix 5.

Licence reviews

64. A review of a premises licence may be called by any responsible authority or other person at any time, where there are relevant concerns relating to the licensing objectives. However, such reviews should, where possible, be supported by evidence to be presented to the licensing authority.
65. In addition, a licensing authority must review a premises licence if the premises to which it relates was made the subject of a closure order by the police based on nuisance or disorder, and the magistrates' court has sent the authority the relevant notice of its determination. A review must also be undertaken if the police have made an application for a summary review of a licence on the basis that the premises are associated with serious crime and/or disorder.
66. Where possible and appropriate any responsible authority will give early warning to the relevant licence holder of any concerns about problems identified at premises and of the need for improvement.
67. No more than one review per premises will normally be permitted from other persons within any 12-month period on similar grounds, except in exceptional and compelling circumstances.
68. Applications for review made to this Council will be dealt with fairly at a public hearing in front of a Licensing Sub-Committee. The Sub-Committee will take particularly seriously situations where a licensed premise is used for the following criminal activities:
- For the sale and distribution of drugs controlled under the Misuse of Drugs Act 1971 and the laundering of the proceeds of drugs crime
 - For the evasion of copyright in respect of pirated or unlicensed films and music, which does considerable damage to the industries affected
 - For prostitution or the sale of unlawful pornography
 - By organised groups of paedophiles to groom children
 - As the base for the organisation of criminal activity, particularly by gangs
 - For the organisation of racist activity or the promotion of racist attacks
 - For unlawful gaming and gambling
 - For the sale of smuggled tobacco and alcohol
 - For knowingly employing a person who is unlawfully in the UK or who cannot lawfully be employed as a result of a condition on that person's leave to enter.
 - For the sale and distribution of illegal firearms

Payment of annual licence maintenance fee

69. All premises licences and club premises certificates issued are subject to an annual maintenance fee. These are payable on the anniversary of the grant of the licence.
70. The Act provides for the automatic suspension of any licence or certificate where the fee is not paid on time. The Council will provide a reminder when a fee is due and sufficient time for the payment to be made but, if the money due is not

received by the date required, the licence will be suspended, and no licensable activities may be provided at the premises until the fee is paid in full.

Temporary event notices (TENS)

71. Certain temporary events are not required to be licensed but must be subject of a notification (a 'Temporary Events Notice' (TENS)) given to the Licensing Authority, the Metropolitan Police, and the Council's Environmental Health Service.
72. However, while the TENS process is intended to provide a fast-track process for 'one-off' or irregular small scale community events, such occasional activities may still have implications for each of the four licensing objectives. For this reason, both the police and environmental health may give 'counter-notices' if they have concerns about a particular event relevant to the licensing objectives.
73. So, although the legislation requires a minimum of ten clear working days' notice to be given (five clear working days' notice in the case of Late Temporary Event Notices), event organisers are encouraged to submit their notification as soon as reasonably practicable to enable the responsible authorities to work with them to identify and reduce the risk to the licensing objectives.
74. If TENSs must be made with the minimum amount of permitted notice given, it must be understood that the requirements for 10 clear working days' notice means, for example, that TENSs intended to cover an event on a Saturday night must be given 3 Fridays prior to this. If the period includes a bank holiday, then the notice given must be extended by 1 working day for each bank holiday falling in the period. The Council has no ability to waive or reduce the legal notification periods.
75. TENSs are subject to limitations on the numbers of permitted uses of a premises; the numbers of notifications that may be given by a person; and the duration and size of the event. Full information is given in the Guidance Note produced by the Licensing Service.

Other Policies, Strategies and Initiatives

76. Before applying, applicants are encouraged to refer to other relevant policies, strategies, and initiatives. Although they may not be directly related to the promotion of licensing objectives, they may have an indirect impact on them. These may include:
 - The Corporate Plan
 - Children and Young People's Plan
 - Health and Wellbeing Strategy
 - Community Safety Strategy
 - Housing Strategy
 - Tobacco Harm Reduction Strategy
 - Flooding Strategy
 - Culture Strategy
 - Education Strategy
 - Our Strategy for Growth

- Equality and Diversity Strategy
- Voluntary, Community and Social Enterprise Strategy
- Cohesion and Integration Strategy
- Faith Builds Community Policy
- Social Values Policy
- Customer Services Standards
- Gender Equality Charter
- Roads and Transport Strategy
- Parking Policy
- Debt Management Policy
- Library Strategy
- Childcare Sufficiency Strategy
- Gambling Policy
- Regulatory Services Policy
- Modern Slavery Strategy

The Equality Act 2010

77. The Equality Act 2010 places a legal obligation on public authorities to have due regard to unlawful discrimination, harassment, and victimisation. This obligation is understood and will be a consideration throughout all licensing process and practice. Barking and Dagenham became the first Council in the country to adopt a Gender Equality Charter on 10 March 2016. The Charter is a commitment on behalf of the Council and our partners to create a fair and just society where people are treated equally, discrimination is tackled and the barriers to achieving equality removed. This policy has been subject of an Equality Impact Assessment accordingly.

Public Spaces Protection Order (PSPO)

78. The Anti-Social Behaviour, Crime and Policing Act 2014 introduced several new tools and powers that can be used by councils and partners to address anti-social behavior (ASB) in their local areas. PSPOs came into force in October 2014 and have been an effective tool to address a range of ASB issues that were identified. The orders allow councils to introduce restrictions on reasonable behavior's that can help improve the quality of life of their residents. As a minimum, each PSPO must set out:

- What the detrimental activities are
- What is being prohibited and/or required, including any exemptions
- The area covered
- The consequences for breach
- The period for which it has effect.

79. To determine whether the Council will implement a new PSPO or replace an existing PSPO, the Council will follow a full consultation process to understand local partner and residents' views and determine the best way forward.

80. At the time of writing of this policy the Council has 4 PSPOs in place. These are in:

- Broad Street
- Barking Town Centre
- Heathway
- Dog fouling order

81. More information on local PSPOs can be found on the Council website at <https://www.lbbd.gov.uk/public-spaces-protection-orders-pspos>

Planning and Building Control

82. Licensing will be treated separately from planning permission and building control approval. The Licensing Sub-Committee will not be bound by planning restrictions.

83. Nor may a licensing authority consider matters of 'need'. It is recognized that there may be confusion about the difference between "need" and the "cumulative impact" of premises on the licensing objectives. "Need" concerns the commercial demand for another pub or restaurant or off-licensed premises. This is not a matter for a licensing authority in discharging its licensing functions or for its statement of licensing policy, and this Council will not take need into account when making decisions on licence applications.

84. While it is understood that refusal of a planning consent is not in itself a valid reason for refusal of a licence application, the Council expects that applications for premises licences for permanent commercial premises should normally be from businesses with planning consent for the property concerned.

85. It is recommended that applicants for licences consult with planning and building control before a licence application is submitted to see if any other consents may be required. No licensing decision overrides the need for an operator to obtain all necessary lawful consents before commencing licensed operations. Operators should take care to ensure that all relevant consents have been firstly obtained. A premises operation may be restricted by the terms of a lease or other lawful agreement for occupancy and other permissions may be necessary, such as building control approval. Applicants are expected to ensure that such permissions are obtained where necessary.

Sports grounds

86. Any premises to which the Safety at Sports Ground Act 1974 and associated legislation applies is strictly controlled by the above legislation, and, for the purposes of the Licensing Act 2003, the Safety at Sports Ground Act 1974 will take precedence during the times that such activities controlled under Safety at Sports Ground Act 1974 take place.

'Saturation policy' and cumulative impact

87. This Council recognises that a concentration of licensed premises, located in close proximity, can have a 'cumulative impact'. The "cumulative impact" refers

to the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. For instance, an increased number of people passing through an area or congregating in streets during the night can give rise to issues of crime and disorder, anti-social behaviour, noise pollution and other disturbance to residents, together with an increase in littering or fouling. The amenity of residents can be placed under severe pressure without this being attributable to any individual premises.

88. The cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for a licensing authority to consider in developing its licensing policy statement.
89. It is open to a licensing authority to adopt a special policy on cumulative impact if there is evidence that a significant number of licensed premises concentrated in one area is resulting in unacceptable levels of crime and disorder or public nuisance.
90. Currently there is insufficient evidence to support that any particular part of this borough suffers from cumulative impact.
91. However, the potential for a special policy on 'saturation' remains and the situation will be reviewed if evidence arises or is submitted that indicates that residents are suffering from cumulative impact at any time.
92. The cumulative impact of licensed premises in a particular area may be raised as an issue through representations from residents or businesses or a responsible authority. Where 'cumulative impact' is formally raised, consideration may be given to whether any additional licences or substantial variations to existing licences, to increase such aspects as capacity or operating hours, would lead to an unacceptable saturation in an area. The onus will be on the objector to provide evidence that additional licences or the variation of existing licences will produce the cumulative impact claimed.

Section 4 - Preparing an Operating Schedule

93. One of the most important sections of the premises licence application form is the operating schedule. In this part of the form, the applicant is asked after having set out the business proposal, to consider the risks that proposed premises operation offers in respect of each of the four licensing objectives and state what management controls are intended to be taken in mitigation of those risks.
94. If the application receives no representations, then it will be granted in full made subject only to the mandatory licence conditions under the Act and to additional licence conditions that reflect the management controls the applicant has stated will be taken to reduce risks, within the operating schedule.
95. We will expect that, once issued, the licence terms, conditions and restrictions will be complied with in full. Failure to comply could result in formal enforcement action and / or the loss of the licence. So, it is very important that an applicant for a licence understands the implications of the management controls offered within the operating schedule and is committed to ensuring that these are carried out in full. This is particularly important where the application is being completed by an agent or other person on behalf of the applicant. Once the process is successfully completed the licence holder will be responsible for compliance.
96. The following section of this policy is intended to help support the preparation of good operating schedules. It has been compiled in conjunction with the relevant responsible authorities and sets out the joint expectations of the authorities as to the types of considerations that should be taken into account when preparing a thorough risk-assessment and compiling a detailed operating schedule.
97. Each section also offers advice on best management practice and model conditions are provided across Appendices 6 and 7 for some of the most common control measures. While each application will be considered on its own merits with all relevant matters taken into account, applicants are asked to have regard to the information offered.
98. However, the Council recognises that applicants should know their premises best. The selection of control measures should be based upon a full risk-assessment of the premises proposed method of operation, including the types of events, activities, hours of operation and intended custom group (e.g. age range, numbers, catchment area). The steps proposed to be taken in mitigation of the risks identified should be specifically intended to reduce the identified risk and be reasonable, proportionate and within the applicant's ability to fulfil. Where help is required with developing a good, effective set of management controls we would advise that pre-application discussions are had with the relevant responsible authorities (contact details supplied at Appendix 3). The more careful consideration given to risk and how to mitigate that risk, the greater chance of securing a licence without representations being made.
99. When an application is submitted, the Council and responsible authorities will expect the operating schedule to demonstrate that suitable and sufficient measures will be implemented and maintained, relevant to the individual style and characteristics of the premises and activities proposed. Where appropriate, it should be made clear whether additional measures will be taken on an occasional

or specific basis, such as when a special event or promotion is planned, which is intended to, or likely to attract, larger audiences.

100. Although the Council cannot require the risk assessments to be documented (other than where specified under legislation) this is considered good practice. Documented risk assessments can prove a useful tool in the instruction and training of staff, as well as a sound basis for review by the licence holder, (e.g. when making application for variation or in response to changing circumstances / conditions at the premises). Where risk-assessments are documented, it is requested that these are submitted together with any application made, as this gives clear indication of how an operating schedule has been devised.
101. This Council welcomes applications for licences and consents that support the borough manifesto / corporate plan. This will not, however, outweigh the need to promote the licensing objectives.

Section 5 – The Licensing Objectives

102. This section deals in detail with each of the four licensing objectives:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

103. The intention here is to highlight the types of issues that might be considered when compiling a risk-assessment and operating schedule. Some of the most important issues are covered in more detail. Other potential areas of concern are raised and / or covered by model conditions in the accompanying appendices. Because of the wide variety of premises to which this policy applies, not all control measures are relevant in all circumstances. The control measures suggested are not intended to provide an exhaustive list. Many control measures achieve more than one objective but have not necessarily been repeated throughout. Similarly, applicants will not be required to mention a control measure more than once in their operating schedule.

104. In all cases, it is expected that enquiries about the locality will assist applicants when determining the steps that are appropriate for the promotion of the licensing objectives. Pre-application discussions with the relevant responsible authorities are also encouraged to assist applicants in developing their operating schedules.

First Licensing Objective – The Prevention of Crime and Disorder

105. This Council is committed to further improving the quality of life for the people of the borough by continuing to reduce crime and the fear of crime and anti-social behaviour.

106. Section 17 of the Crime and Disorder Act 1998 introduced a wide range of measures for preventing crime and disorder and imposed a duty on local licensing authorities, the police, and other partner agencies, to consider crime and disorder reduction in the exercise of all their duties. The Licensing Act 2003 reinforces this duty for local authorities.

107. The promotion of the prevention of crime and disorder licensing objective places an equal shared responsibility on licence holders to promote this objective.

108. Applicants will be expected to demonstrate in their operating schedule that suitable and sufficient measures have been identified and will be implemented and maintained to reduce or prevent crime and disorder inside of and in the vicinity of their premises. Conditions should be targeted on deterrence and preventing crime and disorder.

109. When addressing the issue of crime and disorder, the applicant should be able to demonstrate that adequate consideration has been given to the range of factors that impact on crime and disorder. These factors may include:

- Anti-social behaviour
- Drunkenness and drugs misuse

- Violent behaviour
- The possession of weapons
- Harassment
- Under-age drinking
- Theft (of personal property or alcohol)
- Illegal working

110. The following examples of control measures are suggested to assist applicants who may need to take account of them in their operating schedule. The control measures should be relevant to the particular type of premises and/or activities. The list is not exhaustive, and the examples given will not be applicable in all cases:

- Effective and responsible management of premises
- Appropriate numbers of staff with adequate supervision
- Appropriate authorisation of alcohol sales with personal licence holder present whenever possible
- Documented and appropriate staff training
- Carefully considered premises design and layout, including provision of adequate seating
- The installation, maintenance and use of effective CCTV equipment with a 31-day library of recordings
- Employment of Security Industry Authority licensed door staff
- Provision of search wands or arches where appropriate
- Provision of secure deposit boxes for confiscated items ('sin bins')
- Provision of toughened or plastic drinking vessels
- Establishment of an age verification scheme using accredited PASS approved photographic 'proof of age cards' and / or driving licences
- Adoption of a 'Challenge 25' principle under the age verification scheme
- Introduction of a last admissions time
- Establishment of a dispersals policy
- Adoption of best practice guidance (e.g. Safer Clubbing, the Government's Alcohol Harm Reduction Strategy 'Safe. Sensible. Social.' and other voluntary codes of practice, including those relating to drinks promotions e.g. The Point of Sale Promotions published by BBPA, Security in Design published by BBPA and Drugs and Pubs, published by BBPA)
- Provision of secure cloakrooms
- Provision of external lighting
- Provision of litterbins
- Membership of local 'Pub watch' schemes or similar collaborative groups is recommended where these exist.

Responsible Management

111. At all premises, the standard of management provided will be of paramount importance. A good management structure, with clear roles and responsibilities defined, supported by appropriate numbers of trained and supervised staff will provide a solid and stable basis for any successful premises operation.

The role of the Designated Premises Supervisor (DPS)

112. Except for 'qualifying community premises', a trained and qualified designated premises supervisor must be named within the operating schedule for any premises from which alcohol will be sold. The DPS will normally have the day-to-day responsibility for running the premises under the direction of the premises licence holder and, as such, this key member of the management structure should be present on the licensed premises on a regular basis. If the DPS cannot be present upon the premises throughout the hours of operation consideration must be given to who should be authorised to act in this role in their absence.
113. The DPS will also be responsible for authorising alcohol sales and should have an established process of authorisation in place for all staff engaged in alcohol sales. The DPS will hold a personal licence, however, the Council would strongly encourage the DPS to undergo additional training, and to have experience commensurate with the nature and style of entertainment provided and the capacity of the premises.
114. For this reason, these elements should be specifically considered and addressed within an applicant's operating schedule.
115. Note: Community premises may apply, under certain circumstances for an exemption to appoint a DPS. Where such application is made, this will be considered on a case-by-case basis.

Working in partnership

116. It is this Council's and the partner authorities' intention to work together with and support responsible operators. Working in partnership presents the best opportunity to ensure that licensed venues and facilities in Barking and Dagenham are well managed and may operate in a safe and secure manner. Together, we will offer support, advice and assistance but will expect that premises management and front of house security (where this is in place) work in co-operation with local authority officers, the police, and other partner agencies in circumstances where any concerns may arise.

CCTV

117. CCTV installation makes a significant contribution to ensuring a safe environment in licensed premises. Consideration to the installation of CCTV is urged in all circumstances. Advice on installation and operation is available. CCTV provides security and peace of mind and can provide invaluable evidence in the event that an incident occurs.
118. All CCTV systems must be properly designed, installed, commissioned and maintained by a CCTV Installer in accordance with the Information Commissioner's (ICO) CCTV Code of Practice pursuant to the Data Protection Act first introduced in 2000, so that each and every CCTV system is "Fit for Purpose" by the Licensee for their premises and for the Police and Crown Prosecution Service (CPS) should CCTV evidence be required from a reported incident.

119. Where CCTV is installed then licence holders should ensure that there is a person present upon the premises who is trained in its operation at all times.

Hire of premises to third parties and ‘promoted events’

120. A recent growing concern has been with the hire of premises by third parties and the use of premises not normally used for the provision of licensable activities for private and / or promoted events.

121. It is advised that no premises are hired out to third parties unless a diligent and ‘robust’ booking procedure is put into place which establishes the identity of the proposed user and verifies and records their full contact details; the nature, timing and duration of the event that is proposed; and the arrangements.

122. It should be understood that the licensee retains responsibility for events staged in their premises and for any problems that may arise even when hired out to third parties. The licensee should always have senior staff present overseeing any external hire of the premises.

Illegal Working

123. The prevention of crime includes the prevention of immigration crime including the prevention of illegal working in licensed premises. Licensing authorities work with immigration officials and the police, in respect of these matters. Licence holders are required in law to carry out right to work checks on all staff employed at licensed premises. A condition requiring that a copy of any document checked as part of a right to check are retained at the premises would be good practice.

Illicit Goods on Licensed Premises

124. The public expects and deserves to know the products they buy at licensed premises are genuine and sourced from reputable suppliers. Illicit tobacco and alcohol products present a real and substantial risk to public health due to their low price and the risk of toxins. To support the objectives of the Licensing Act 2003, the London Borough of Barking and Dagenham Trading Standards fulfils the statutory duty for local weights and measures authorities to enforce the following provisions:

- Trade Marks Act 1994 – in relation to counterfeit cigarettes and illicit alcohol
- General Product Safety Regulations 20054 - in particular, in relation to fire-safety cigarettes
- Consumer Protection from Unfair Trading Regulations 2008 - in relation to misleading and unfair business practices, including the placing on sale of illegal goods
- Tobacco and Related Products Regulations 2016 - in relation to non-UK labelled/ standard tobacco products.

125. In addition, Trading Standards enforces the food traceability and safety provisions of the Food Safety Act 1990 and Food Regulations 2004 in relation to illicit alcohol.

126. Trading Standards conduct regular unannounced enforcement visits to licensed premises to detect the presence of illicit goods.
127. It is an offence under section 144 of the Licensing Act 2003 for a license holder, designated premises supervisor, or any person who works at licensed premises, to allow the presence of smuggled goods on the premises. In addition, statutory guidance makes clear that where licensed premises are being used for the storage of smuggled tobacco and/or alcohol, review procedures should be used with revocation of the licence seriously considered.
128. It is the responsibility of the licence holder and designated premises supervisor to ensure illicit products are not present. This may include regular bag checks of staff and monitoring of CCTV. All goods must be bought from reputable wholesalers and be accompanied by complete numbered receipts listing the name and address of the wholesaler. Receipts must be kept in an ordered manner and be available for inspection. Where illicit goods are found on licensed premises both prosecutions and license reviews may be instituted in accordance with London Borough of Barking and Dagenham's enforcement policy.

Businesses buying alcohol from wholesalers

129. Since 1 April 2017 businesses that sell alcohol to the public have been required to ensure that the UK wholesalers, they buy alcohol from have been approved by HMRC under the Alcohol Wholesaler Registration Scheme (AWRS). They will need to check the wholesaler's Unique Registration Number (URN) against the HMRC online database.
130. If a business is found to have purchased alcohol from an unapproved wholesaler, they may be liable to a penalty or could even face criminal prosecution and have their alcohol stock seized.

The Second Licensing Objective – Public Safety

131. The Council is committed to ensuring that the safety of any person visiting or working in licensed premises is not compromised. Licence holders have a responsibility to ensure the safety of those using their premises. To this end, applicants will be expected to demonstrate in their operating schedule that suitable and sufficient measures have been identified and will be implemented and maintained to ensure public safety, relevant to the individual style and characteristics of their premises and events.
132. A number of matters should be considered in relation to public safety. These may include
- Fire safety
 - Ensuring appropriate access for emergency services
 - Good communication with local authorities and emergency services, for example communications networks with the police and signing up for local incident alerts
 - Ensuring the presence of trained first aiders on the premises with appropriate first aid kits

- Ensuring the safety of persons when leaving the premises (for example good information on local late-night transport)
- Ensuring appropriate and frequent waste disposal, particularly of glass bottles
- Ensuring appropriate limits on the maximum capacity of the premises
- Considering how CCTV on the premises is best deployed upon the premises
- The use of special effects in clubs and events
- Safe evacuation

133. The measures that are appropriate to promote public safety will vary between premises. This will be affected by the type of use of the premises; its age, design and layout, including means of escape; the customer profile; hours of operation and the nature of the licensable activities to be provided.

134. The following examples of control measures are given to assist applicants who may need to take account of them in their operating schedule, having regard to their particular type of premises and/or activities. The list is not exhaustive and the examples given will not be applicable in all cases.

- Suitable and sufficient risk assessments
- Effective and responsible management of premises
- Provision of a sufficient number of people employed or engaged to secure the safety of the premises and patrons
- Employment of Security Industry Authority licensed door staff
- Appropriate instruction, training, and supervision of those employed or engaged to secure the safety of the premises and patrons
- Adoption of best practice guidance (e.g. Guide to Fire Precautions in Existing Places of Entertainment and Like Premises, The Event Safety Guide)
- Provision of effective CCTV in and around premises
- Maintenance of clear, unobstructed, and available escape routes with clear signage provided
- Provision of toughened or plastic drinking vessels
- Implementation of crowd management measures
- Provision of food and a good range of soft drinks to reduce the potential for excessive consumption of alcohol Provision of adequate seating
- Ensure all areas of the premises can be properly monitored
- Proof of regular testing (and certification where appropriate) of procedures, appliances, systems etc. pertinent to safety
- External lighting
- Arrangements with reputable cab companies for customers
- Customer safety and welfare
- Counter-terrorism awareness training

Safe permitted capacity

135. The maximum permitted occupancy capacity for premises and events is an important factor in the promotion of the four licensing objectives within 'on sales' premises. This factor is considered important not only for the purpose of fire and other emergency situations but to ensure the comfort and welfare of customers and staff. We expect the issue of occupancy capacity to be considered and

addressed, where necessary, within an applicant's operating schedule. In appropriate instances, we will agree a maximum occupancy capacity, based on the applicant's assessment within their operating schedule.

136. The design and layout of premises are important in determining capacity, as is the availability and size of exits within recommended travel distances. Other factors should also be considered when assessing the appropriate capacity for premises or events. These factors may include:

- The nature of the premises or event
- The nature of the licensable activities being provided
- The internal layout of the premises including the provision or removal of such items as temporary structures, such as a stage, or furniture
- The number of staff available to supervise customers both ordinarily and in the event of an emergency
- The customer age profile
- The attendance by customers with disabilities, or whose first language is not English
- Availability of suitable and sufficient sanitary accommodation
- Nature and provision of facilities for ventilation

137. The agreement to a capacity for premises or events should not be interpreted as a requirement to also provide permanent monitoring arrangements such as door staff, attendance clickers or maintenance of attendance records. It is recognised that the person in charge at the premises can often readily assess the capacity of premises without resort to such measures. However, where the capacity is likely to be reached (such as on known busy evenings) and particularly where a special event or promotion is planned, the applicant will be expected to detail the additional arrangements that will be put in place to ensure that the capacity of the premises is not exceeded or localised overcrowding may occur in any internal area.

Minimum alcohol price

138. It is a mandatory licence condition that no alcohol may be on sale for less than the duty price. Any premises offering alcohol for sale at less than duty price, will, in effect, be operating outside their licence and committing an offence under section 136 of the Licensing Act. This may also result in a licence review or closure order.

Availability of small measures

139. To help reduce excessive drinking, it is a mandatory licence condition that where wine, beer, cider, gin, rum, vodka, or whisky are sold or supplied for consumption on on-licensed premises they are available in 125ml, half pint, and 25ml or 35ml measures as appropriate. To allow this to take place prices for smaller measures should be included in price lists, on menus, and electronic point of sale devices. In addition, licensees should make sure correctly stamped measures (i.e. half pint stamped glasses, stamped lined wine glasses, stamped

“thimble” measures or optics) are available to serve 125ml, half pints and/or 25ml, 35ml. This condition does not apply where only pre-packed alcohol is supplied.

Safe for all

140. Our aim is that all venues in Barking and Dagenham should be safe and secure, free from discrimination and enjoyed by all. To this end there are several initiatives that this Authority supports and would recommend to operators

Women’s Safety Charter

141. The Women’s Safety Charter was created by the Mayor of London in order to make London a city where all women feel confident and welcome at night. It forms part of the Mayor’s Tackling Violence Against Women and Girls Strategy and London’s commitment to the UN Women Safe Cities and Safe Public Spaces global initiative.

142. To support the Women's Night Safety Charter, we ask all organisations that operate at night to sign-up to some simple pledges. These are:

- Nominate a champion in your organisation who actively promotes women’s night safety
- Demonstrate to staff and customers that your organisation takes women’s safety at night seriously, for example through a communications campaign
- Remind customers and staff that London is safe, but tell them what to do if they experience harassment when working, going out or travelling
- Encourage reporting by victims and bystanders as part of your communications campaign
- Train staff to ensure that all women who report are believed
- Train staff to ensure that all reports are recorded and responded to
- Design your public spaces and workplaces to make them safer for women at night

143. A toolkit has been produced in conjunction with the Good Night Out Campaign which offers simple ideas, inspiration, information and resources to help organisations meet the seven pledges. It advises on possible courses of action, some changes that may need to be made and how organisations can upskill their staff.

144. More information is available on the Mayor’s web site. Contact details are provided in Appendix 1.

Ask Angela & WAVE training

145. Supporting the Charter, the Metropolitan Police is working with venues across London to help prevent and reduce sexual violence and vulnerability. As part of this, the safety initiative ‘Ask for Angela’ is being rolled out to bars, clubs and other licensed businesses across London. At venues where this initiative has been adopted, people who feel unsafe, vulnerable or threatened can discreetly seek help by approaching venue staff and asking them for ‘Angela’. This code-phrase will indicate to staff that they require help with their situation and a trained member of staff will then look to support and assist them. This might be through reuniting

them with a friend, seeing them to a taxi, or by calling venue security and/or the police.

146. Venues that support 'Ask for Angela' have been given Welfare and Vulnerability Engagement (WAVE) training. Delivered by the Met's licensing officers and the Safer Sounds Partnership, it gives staff the ability to help customers who may be in a situation that makes them vulnerable or unsafe.

147. We encourage licence holders to find out more about this scheme and sign up and support it at licensed premises. Contact details for the Safer Sounds Partnership in Appendix 1.

Ask for Clive

148. Ask for Clive is a charity that partners with venues to promote inclusion and to create welcoming environments for the LGBT+ community, working directly with local communities and venues and collaborating with law enforcement on training and reporting initiatives.

149. Operators that adopt Ask for Clive are required to

- Put stickers on their door to let people know that 'Everyone is Welcome Here' and that discrimination will not be tolerated
- Train staff (using a briefing pack provided) so they may deal with circumstances where discrimination or hate crime is observed or reported.

150. Again, contact details are provided in Appendix 1.

Ensuring safe departure

151. Good public transport is essential in order that people can leave licensed premises safely and also vacate the surrounding areas quickly without causing a disturbance or nuisance to residents. Transport may be a consideration in determining licence applications. It is expected applicants will take account of public transport provision when deciding on the detail of their applications particularly in relation to the arrival and dispersal of larger capacity events and venues.

152. It is also important to ensure there is adequate lighting provided outside of premises particularly on paths leading to and from premises and in car parks.

Covid-19

153. At the time of writing of this revision of the policy, society is coming to terms with living with covid-19. Operators are reminded to be aware of the continued risks to public health posed by the pandemic. Appropriate risk-assessments must be undertaken and re-assessed at regular intervals to ensure safe, secure venues are provided. Regard must be had to any changes in published government guidance.

Security and Terrorism

154. In advance of the introduction of the 'Protect Duty' and particularly, as licensing operators have explored ways of expanding business operations onto the high street, considerations around security and terrorism have become of increasing importance. In recognition of this, Counter-Terrorism Policing have produced the ACT Awareness e-learning tool, a new counter-terrorism product designed for all UK based organisations and individuals. It provides nationally accredited, corporate counter-terrorism guidance to help industry better understand and mitigate against current terrorist methodology.
155. A link to the web site giving more details is provided in appendix 1. The training incorporates the following e-learning modules:
- Introduction to terrorism
 - Identifying security vulnerabilities
 - How to identify and respond to suspicious behaviour
 - How to identify and deal with a suspicious item
 - What to do in the event of a bomb threat
 - How to respond to a firearms or weapons attack

The Third Licensing Objective – The Prevention of Public Nuisance

156. When determining licence applications this Authority is conscious of the need to strike a balance between what may be the conflicting needs of our residents and those of our business community. We must ensure our residents can peacefully enjoy their homes and environment whilst also encouraging responsible and positive investment and economic growth.
157. Therefore, this Council as Licensing Authority will not grant applications that do not promote the prevention of public nuisance licensing objective. We expect the operation of licensed premises not to unreasonably interfere with the personal comfort or amenity of immediate neighbours or the nearby community.
158. It is important to note that Public Nuisance can include low-level nuisance, perhaps affecting a few people locally, as well as larger scale nuisance affecting the whole community.
159. In determining applications when relevant representations have been received for new and varied licences, regard will be made to
- the location of premises,
 - the type and construction of the building
 - the likelihood of nuisance and disturbance to the amenity of nearby residents by reason of noise from within the premises, or as a result of people entering or leaving the premises or from individuals or groups of customers gathered outside (e.g., in order to smoke).

160. New licences applications or for the extension in size of licensed premises submitted by way of a variation, providing relevant representations have been received, should not normally be granted if the premises will use amplified or live music and operate within or abutting known noise-sensitive premises containing residential accommodation except that occupied by staff of the licensed premises. A requirement may be imposed on new licences that entertainment noise shall not be clearly audible in any residence. Noise originating from within licensed premises should not normally affect those nearby. In such cases, applicants will be encouraged to provide an acoustic report proving that there will be no noise breakout from the premises likely to cause a public nuisance to persons living or working near the licenced premises.

Outside areas

161. The need for social distancing due to the covid-19 pandemic has seen an increase in the use of outside areas for alcohol consumption, food and in some cases entertainment. While this has assisted business operation in many cases the use of outside areas will raise the potential for nuisance and disturbance caused to local residents and visitors to the area. Premises operators are reminded to ensure that all external areas are properly managed with regard had to others. Consideration should be given in particular to the appropriate permitted hours of operation of these areas. Operators should also note that the placing of furniture on the public highway requires separate consent. Currently a pavement licensing scheme operates in law until September 2022.

The Fourth Licensing Objective – The Protection of Children from Harm

162. The protection of children from harm is a most important issue. It is hoped that family friendly premises will thrive, but the risk of harm to children remains a paramount consideration when determining applications.

163. The general relaxation in the 2003 Act giving accompanied children greater access to licensed premises is a positive step, aimed at bringing about a social change in family friendly leisure. Clearly this relaxation places additional responsibilities upon licence holders. However, it is also recognised that parents and others accompanying children also have responsibilities.

164. The protection of children from harm includes the protection of children from moral, psychological, and physical harm and in relation to the exhibition of films, or transmission of programmes or videos, this includes the protection of children from exposure to strong language and sexual expletives. In certain circumstances children are more vulnerable and their needs will require special consideration. Examples would include where topless bar staff, striptease, lap, table or pole dancing, performances involving feigned violence or horrific incidents, feigned or actual sexual acts or fetishism, or entertainment involving strong and offensive language are provided. This vulnerability includes their susceptibility to suggestion, peer group influences, inappropriate example, the unpredictability of their age and the lack of understanding of danger.

165. Premises which are classed as Sexual Entertainment Venues (SEV) are separately licensed under the Local Government (Miscellaneous Provisions) Act 1982 and are subject to additional regulation to protect children from harm.
166. Council considers that, on the one hand, there should be no presumption of giving children access or, on the other hand, no presumption of preventing their access to licensed premises. The Council has no intention of imposing conditions requiring the admission of children and where no licensing restriction is necessary, admission of children will remain entirely a matter for the discretion of the individual licensee or club.
167. Applicants must be clear in their operating schedules about the activities and times at which activities will take place upon the premises to help determine when it is not appropriate for children to be present. Applicants will also be expected to demonstrate in their operating schedule that suitable and sufficient measures have been identified and will be implemented and maintained to protect children from harm, relevant to the individual style and characteristics of their premises and events.
168. Whilst children may be adequately protected from harm by the action taken to protect adults, they may also need special consideration and no policy can anticipate every situation. When addressing the issue of protecting children from harm, the applicant should demonstrate that those factors that impact on harm to children have been considered. Areas that will give particular concern in respect of children include:
- Where entertainment or services of an adult or sexual nature are commonly provided
 - Where there have been convictions of members of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking
 - With a known association with drug taking or dealing
 - Where there is a strong element of gambling on the premises
 - Where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.
169. The following examples of control measures are given to assist applicants and are amongst the most essential that applicants should take account of in their operating schedule, having regard to their particular type of premises and/or activities. The list is not exhaustive and the examples given will not be applicable in all cases.
- Effective and responsible management of premises
 - Employment of Security Industry Authority licensed door staff
 - Provision of a sufficient number of people employed or engaged to secure the protection of children from harm
 - Appropriate instruction, training, and supervision of those employed or engaged to secure the protection of children from harm
 - Adoption of best practice guidance (Public Places Charter, The Portman Group Code of Practice on the Naming, Packaging, and Promotion of Alcoholic Drinks)

- Limitations on the hours when children may be present, in all or parts of the premises
- Limitations or exclusions by age when certain activities are taking place
- Imposition of requirements for children to be accompanied by an adult
- Acceptance of accredited 'proof of age' cards and/or 'new type' driving licences with photographs
- Measures to ensure children do not purchase, acquire, or consume alcohol (e.g. 'Challenge 25' scheme)
- Measures to ensure children are not exposed to incidences of violence or disorder
- Appropriate siting and supervision of Amusements with Prizes machines

170. These examples can be adopted in any combination.

Under-age sales

171. To further the licence objective of protecting children from harm, Trading Standards conducts regular test purchase visits with volunteers to prevent the sale of age restricted goods to persons under the age of eighteen. The products tested include alcohol, tobacco, knives, fireworks, and butane cigarette lighter refills. For all age, restricted offences there are statutory defences available where a sale has been made as the result of a genuine accident and not due to a business operator's failings. At a minimum, licensees must take all reasonable precautions to prevent sales and be diligent the precautions are adhered to by staff. This will include regular documented training, instructions as to appropriate proof of age, use and monitoring of refusals registers, and monitoring of CCTV.

Challenge 25

172. Challenge 25 is adopted as the Council's standard for age verification policies. The Challenge 25 scheme encourages anyone who is over 18 but looks under 25 to carry acceptable ID when they want to buy alcohol. Challenge 25 builds on the Challenge 21 campaign introduced by the British Beer and Pub Association in 2005, who represent the beer and pub sector. It's now run by the Retail of Alcohol Standards Group, which represents alcohol retailers.

173. Acceptable ID under the Challenge 25 scheme comprises passports, driving licences and PASS approved hologram marked identity cards. All of these forms of ID carry validated photographs and birth dates.

174. We encourage take-up of the Challenge 25 scheme and urge licence holders to advertise the fact the scheme is in use at their premises and train staff in its use. Refusals should be recorded in a refusals book.

Proximity to Schools and other premises attended primarily by children and young people

175. This council recognises that in the correct setting, alcohol has many social and economic benefits. It also recognises that there are some groups within society who are particularly vulnerable and the protection of children from harm is uppermost in that thinking.

176. The Council is particularly concerned about proximity of off-licences, convenience stores, supermarkets and similar premises to schools and other facilities attended primarily by children and young people.

177. When applications are made for licences in respect of such premises located within 400 metres of a school, applicants are strongly encouraged to include the following controls in their operating schedules. If such controls are not included, and if relevant representations are made, the council's policy is to include the controls as conditions on the licences except in very exceptional circumstances.

178. The controls are:

- Alcohol should not be advertised outside of the premises in the street either in shop windows nor 'A' boards or other means
- No display boards or other alcohol advertising should be shown on the shop floor
- All alcohol should be stored behind the shop counter
- No alcohol should be capable of purchase through self-service check-outs
- The licensee shall operate a Challenge 25 policy
- All tills should be fitted with a till prompt requiring authorisation by a supervisor for the sale of controlled products
- All supervisors should hold a personal licence
- The licensee should maintain a refusal register which should be kept at the premises and produced to the police and licensing authority forthwith on request
- All cashiers permitted to sell alcohol should receive training in relation to underage sales which should be refreshed at regular intervals. The content of the training should be documented and records of training shall be kept. The content and records should be kept at the premises and produced to the police and licensing authority forthwith on request
- Cans of alcohol should not be sold singly
- Bottles of beer under 1 litre should not be sold singly
- No beer, perries or cider over 6.5% ABV should be sold
- No alcopops should be sold

Film classifications

179. In the case of film exhibitions, the Council will expect licence and certificate holders and those who have given notice of a temporary event within the terms of the 2003 Act to implement measures that restrict children from viewing age-restricted films in accordance with the classification given by the British Board of Film Classification or the Licensing Authority. No film that has yet to be classified should be shown without reference to the Licensing Service. Local film classifications may be given where good notice is given to the Council.

Child Sexual Exploitation

180. This Council is concerned to ensure that children, young and vulnerable people admitted to licensed premises remain safe and that no opportunity arises for their exploitation at any time. To help licensees ensure that proper consideration has

been given to safeguarding concerns, the Council's Child Protection Team have prepared a detailed template risk-assessment for consideration. The risk-assessment is attached at Appendix 8 and is recommended for use by all licensees who admit children and young people to their premises. This should include children and young people admitted as customers, employees, residents, friends / relatives, or other status. The principles may be equally applied to vulnerable people.

181. If considered appropriate, the Council may require that some adult supervisors undergo an enhanced Criminal Records Bureau check to ascertain that there is no known impediment to their working with children and young persons. In appropriate cases, the Council may also attach conditions relating to searches carried out on children and young persons.
182. The Council will rarely impose complete bans on access to premises by children. However, in exceptional circumstances, conditions restricting access or excluding children completely may be considered necessary.

Section 6 – Licence Terms Conditions and Restrictions

183. There are three types of conditions that may be imposed on a premises licence or club premises certificate: mandatory, proposed and imposed.

Mandatory conditions

184. A number of mandatory licence conditions are set down under the Act. These conditions are set out in Appendix 7 to this policy. The mandatory conditions must be attached to all licences issued under the category of operation the condition refers to.

Proposed conditions

185. Proposed conditions emerge from the risk-assessment carried out by the prospective licensee or certificate holder prepared when compiling their operating schedule and licence application.

186. It should be understood that it is not acceptable for a licensing authority to simply replicate the wording from an applicant's operating schedule. Conditions will be interpreted in accordance with the applicant's intentions.

Imposed conditions

187. In cases where a licensing authority's discretion is engaged following receipt of relevant representations, that authority may impose conditions upon a licence or certificate in order to promote the licensing objectives.

188. Where relevant representations are made, this Council will seek to make objective judgements as to whether it is appropriate to attach additional conditions to a licence or certificate to secure achievement of the licensing objectives.

189. Conditions will be tailored to the individual type, location and characteristics of the premises or event concerned. They will be determined on a case by case basis.

190. This Council will make sure that conditions imposed upon licences are -

- Appropriate for the promotion of the licensing objectives
- Precise and enforceable
- Clear and unambiguous
- Proportionate, justifiable and capable of being met
- Written in a prescriptive form

191. Any proposed conditions arising from the operating schedule or imposed conditions, as a result of representations, will primarily focus on the direct impact of the activities taking place at licensed premises on those attending the premises and members of the public living, working or otherwise engaged in normal activity in the area concerned and will cover matters that are within the control of individual licensees.

192. Additional measures may be necessary on an occasional or specific basis such as when a special event or promotion is planned (e.g. popular live band or during major sporting occasions), which is intended to, or likely to attract larger audiences and/or audiences of a different nature, and which can have a significant impact on the achievement of the licensing objectives. Reference should be made in an applicant's operating schedule, where applicable, to such occasions and the additional measures that are planned in order to promote the licensing objectives.

Standard conditions

193. A pool of model conditions can be found at Appendix 7. The pool of model conditions will be regularly reviewed and developed to ensure it is up to date and relevant. The Council's Licensing Sub-Committee may refer to this when considering applications. However, the model conditions are not intended as standard conditions and will not be used as such. Conditions applied will always be relevant to each application and relating to one or more of the licensing objectives.

Premises licensed under the Gambling Act 2005

194. The Licensing Act 2003 covers activities which may be provided within casinos, bingo clubs and other gambling premises, which are also subject to the provisions of the Gambling Act 2005. No condition attached to a 2003 Act premises licence will prevent a licence holder complying with the requirements of the Gambling legislation.

Section 7 - Enforcement

195. The Council delivers a wide range of enforcement services aimed at safeguarding the local community and environment and at providing a 'level playing field' on which businesses can trade fairly. The administration and enforcement of the licensing regime is one of these services.
196. Each of the Council's regulatory services are subject to the provisions of Regulators' Code, which is designed to ensure effective and efficient public protection services. Specifically, the Council is committed to accord with the principles of good enforcement practice by carrying out its regulatory functions in a fair, open, transparent, and consistent manner.
197. Our resources will be 'intelligence led' and directed to where they are needed most. Responsible business operators, with proven operating history, can expect a light touch enforcement approach, enabling resources to be directed to supporting new operators and dealing with irresponsible and illegal operations.
198. Licensed premises may be subject of 'during performance' or 'during operation' visits but these will be conducted on a risk-assessed basis, having regard to the premises previous operating history and confidence in management.
199. We intend to regulate in a proportionate, fair, consistent, and transparent manner. Where it is necessary to take enforcement action officers will normally –
- Be clear about the issue(s) that have made enforcement action necessary and why
 - Provide a clear explanation as to what action is necessary to resolve the concern and by when
 - Allow opportunity for appropriate alternative steps to address the concern where this is possible and
 - Provide an explanation of any rights of appeal.
200. The Council and partner agencies recognise the interests of both citizens and businesses and will work together to assist licence holders to comply with the law and the four licensing objectives it seeks to promote.
201. We will support responsible operators and provide education and advice where this is required. However, proportionate but firm action will be taken against those who commit serious offences or consistently break the law.
202. The Council has set clear standards of service and performance that the public and businesses can expect. An enforcement policy has been created that explains how the Council will undertake its role as Licensing Authority and how the principles of effective enforcement will be achieved. This policy is freely available from the Licensing Service, as are details of the Council's corporate complaints procedures. These documents can also be viewed on the Council's website: www.lbbd.gov.uk

APPENDIX 1

References to Guides and Best Practice

Home Office Guidance issued to local licensing authorities under Section 182 of the Licensing Act 2003 -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/705588/Revised_guidance_issued_under_section_182_of_the_Licensing_Act_2003_April_2018_.pdf

The Regulators Code - <https://www.gov.uk/government/publications/regulators-code>

London Borough of Barking and Dagenham Enforcement Policy

<https://www.lbbd.gov.uk/sites/default/files/attachments/LBBB-Enforcement-Policy-2019.pdf>

Drugs Misuse and dependency - www.drugs.gov.uk

Fire Safety in the workplace - <https://www.gov.uk/workplace-fire-safety-your-responsibilities>

The Event Safety Guide- www.hse.gov.uk

Guidance on running events safely - <https://www.hse.gov.uk/event-safety/>

HSE - Example risk-assessments

<https://www.hse.gov.uk/simple-health-safety/risk/risk-assessment-template-and-examples.htm>

The Events Industry Forum Purple Guide - <https://www.thepurpleguide.co.uk/>

Reporting a health and safety issue - <https://www.hse.gov.uk/contact/concerns.htm>

ACT Counter-terrorism awareness training - <https://www.highfieldlearning.com/act-awareness-e-learning-faqs>

Mayor's Women's Safety Charter – <https://www.london.gov.uk/what-we-do/arts-and-culture/24-hour-london/womens-night-safety-charter>

Safer Sounds – Ask for Angela and WAVE training - <https://www.saferounds.org.uk/wave> - <https://www.met.police.uk/AskforAngela>

Ask for Clive – <https://askforclive.com/>

Frank – Honest information about drugs - <https://www.talktofrank.com/>

Appendix 2 – Contact Details for the Responsible Authorities & Partner Agencies

External Agencies

Metropolitan Police Licensing Team – Email eastareaabcumailbox-.b&dlicensing@met.police.uk

London Fire and Emergency Planning Authority – fsr-adminsupport@london-fire.gov.uk

Health and Safety Executive

Home Office Immigration Team - Alcohol@homeoffice.gsi.gov.uk

London Borough of Barking and Dagenham Services

Licensing – licensing@lbbd.gov.uk

Trading Standard – tradingstandards@lbbd.gov.uk

Environmental Health - Health and Safety – healthandsafety@lbbd.gov.uk

Environmental Health – Food Safety – foodsafety@lbbd.gov.uk

Environmental Health – Noise and Environmental Protection –
environmentalprotection@lbbd.gov.uk

Planning - planning@befirst.london

Child Protection Services – childprotection@lbbd.gov.uk

APPENDIX 3 - CONTACT DETAILS AND USEFUL ADDRESSES

1. Arts Council England
14 Great Peter Street
London
SW1P 3NQ

Tel: 0845 300 6200
Email: enquiries@artscouncil.org.uk
Web: www.artscouncil.org.uk
2. Association of Licensed Multiple Retailers
9b Walpole Court
Ealing Studios
London W5 5ED

Tel: 020 8579 2080
Email: info@almr.org.uk
Web: www.almr.org.uk
3. British Beer & Pub Association
Ground Floor
61 Queen Street
London
EC4R 1EB

Tel: 020 7627 9191
Email: contact@beerandpub.com
Web: www.beerandpub.com
4. British Board of Film Classification
3 Soho Square
London
W1D 3HD

Tel: 020 7440 1570
Email: helpline@bbfc.co.uk
Web: www.bbfc.co.uk
5. British Institute of Inn keeping
Sentinel House
Ancells Business Park
Harvest Crescent
Fleet
GU51 2UZ

Tel: 01276 684449
Email: enquiries@bii.org
Web: www.bii.org
6. Equality & Human Rights Commission

Tel: 020 3117 0235
Email: correspondence@equalityhumanrights.com

- Fleetbank House
2-6 Salisbury Square
London
EC4Y 8JX
Web: www.equalityhumanrights.com
7. Institute of Acoustics
1974-2020 Silbury Court
406 Silbury Boulevard
Milton Keynes
MK9 2F
Tel: 01727 848195
Email: ioa@ioa.org.uk
Web: www.ioa.org.uk
8. Musicians Union
60-62 Clapham Road
London
SW9 0JJ
Tel: 020 7582 5566
Email: info@theMU.org
Web: www.musiciansunion.org.uk
9. Security Industry Authority
PO Box 74957
London
E141UG
Tel: 0300 123 9298
Email: info@the-sia.org.uk
Web: www.the-sia.org.uk
10. The Portman Group
Millbank Tower
21-24 Millbank
London
SW1P 4QP
Tel: 020 7907 3700
Email: info@portmangroup.co.uk
Web: www.portmangroup.org.uk

Appendix 4

Consultation Stakeholders

Consultation

There are a number of groups who have a stake in the leisure industry, including providers, customers, residents and enforcers, all of whom have views and concerns that require consideration as part of the licensing function and promotion of the licensing objectives.

In recognition of this, the Licensing Authority consulted widely on this latest draft revision.

The following statutory consultees and other parties were contacted directly

- Responsible authorities (including the police and fire service)
- Representatives of Premises Licence and Club Premises Certificate holders
- Representatives of Personal Licence holders
- Representatives of the local community
- Ward councillors
- Other known stakeholders and interest groups

[The consultation was also advertised on the council's web site and in the borough e-newsletter 'One Borough Voice'](#)

An electronic questionnaire was provided on the web site for ease of response.

All responses received were considered in the preparation of the final draft.

A summary of the responses together with commentary is available upon request from the Licensing Service.

Appendix 5 – Delegation of Authority

Table of who makes licensing decisions

Matter being decided	For decision by a Licensing Sub- Committee	For decision by Council officers
An application for a personal licence	If a police objection	If no relevant representation made
An application for a personal licence with unspent convictions	All cases	
An application for a premises licence or club premises certificate	If a relevant representation made	If no relevant representation made
An application for a provisional statement	If a relevant representation made	If no relevant representation made
An application to vary a premises licence or a club premises certificate	If a relevant representation made	If no relevant representation made
An application to change a ‘designated premises supervisor’	If a police objection	All other cases
A request to be removed as a ‘designated premises supervisor’		All cases
An application for a premises licence to be transferred	If a police objection	All other cases
An application for an interim authority	If a police objection	All other cases

An application to review a premises licence or a club premises certificate	All cases	
Whether a complaint is irrelevant, frivolous, vexatious etc		All cases
Decision to object when local authority is a consultee and not the relevant authority considering the application	All cases	
Determination of objection to a temporary event notice	All cases	
Determination of application to vary premises licence at community premises to include alternative licence condition	If a police objection	All other cases
Decision whether to consult other responsible authorities on minor variation application		All cases
Determination of minor variation application		All cases

Appendix 6

Pool of Model Licence Conditions

FIRST LICENSING OBJECTIVE -. PREVENTION OF CRIME AND DISORDER

Closed Circuit Television (CCTV)

- A CCTV system shall be installed at the premises and maintained in good working order at all times. If the CCTV system breaks down then the police should be informed immediately, and the system repaired within 2 days.
- The CCTV system shall make and retain clear images. The recordings shall show an accurate date and time that the recordings were made, and all recordings shall be retained for a period of not less than 31 days. The original, or a copy of the CCTV recording, will be available to be viewed and to be downloaded by authorised officers of the Police and Local Authority upon request. Copies of CCTV recordings shall be provided in a format that can be viewed on readily available equipment without the need for specialist software.
- There shall be at all times when alcohol is available for sale, a member of staff on the premises who has access to and is able to fully operate the CCTV equipment.
- CCTV must cover all entrance and exit points where door staff are employed (Note: May not be relevant to off-licensed premises)
- CCTV must cover points of sale of alcohol and facial images of the purchasers (off-licensed premises and similar.
- Signs should be displayed on the premises stating that CCTV is in operation throughout this premises and is made available to the police.

Consumption of alcohol

- Alcoholic drinks may only be consumed within the premises. The premises licence holder must ensure that no alcohol is consumed outside the premises at any time.
- No customers carrying open or sealed bottles shall be allowed to enter the premises at any time that the premises are open to the public.
- **Removal of drinks from premises** - Alcoholic and other drinks purchased from the premises may not be taken away from the immediate curtilage of the premises in open containers such as glasses or opened bottles.
- **Prohibition on glass containers** - Drinks shall not be served in regular glass containers or bottles. All drinks must be served in polycarbonate, plastic or paper cups, or cups made from toughened glass.
- **At restaurants** - Alcohol shall only be purchased for consumption on the premises when it is an accompaniment to a sit down substantial plated meal served at a table.
- **Single can and bottles** – Beers, perries and ciders shall not be sold in single cans

- **Super Strength Alcohol Ban:** - All beers, perries and ciders with an ABV of 6.5% and above will not be sold on these premises.

Door Supervisors

- Security Industry Authority licensed door supervisors will be employed upon the premises between the hours of and On the following days
- When SIA licensed door staff are employed, they shall be employed on a ratio of one door supervisor per 100 patrons or part thereof.
- Door supervisors shall be in position early enough in the evening to ensure that procedures for promoting public safety are effective and shall remain on duty until the premises are closed and patrons have dispersed from outside the premises.
- Door supervisors shall wear high visibility clothing when on duty.
- A log of SIA door staff on duty shall be maintained at the premises and kept for at least three years and be made available to police and council officers upon request.

Incident log

- An incident log will be kept at the premises and made available upon request to any police officer or authorised local authority officer. The incident log shall record:
 - All crimes reported at the venue
 - All ejections of patrons
 - Any complaints received
 - Any incidents of disorder
 - Any faults in the CCTV system

Public notices

- Clear and prominent notices shall be displayed on the premises warning customers of the need to guard their property and to be aware of the operation of pickpockets, bag snatchers, etc. The notices shall advise customers to report concerns to the designated premises supervisor or the person in charge of the licensed premises.

Pubwatch

- The holder of the premises licence will subscribe to and participate fully in the local pub/club/shop watch scheme (*where this is in place*)

Reporting

- All instances of crime and disorder shall be reported to the Police

Refusals book

- A refusals book shall be kept at the premises, in which must be recorded the date, time and circumstances under which any sale of alcohol is refused. This book must be made available for inspection by any police officer, police community support

officer or authorised officer of the local authority. Entries in this book must be made as soon as practicable after the refusal of the sale. The DPS should check and sign the entries on at least a weekly basis.

Refusal of entry

- The premises shall prominently display signage at all entrances informing customers Management reserve the right to refuse entry

Searches

- Searches shall be conducted by the licensed SIA staff on duty upon all persons admitted or re-admitted to the premises
- Metal detecting wands should be used in the searching of customers by door supervisors
- All searches carried out by door staff must be done within view of a CCTV camera.
- Signs shall be displayed at the entrance of the premises warning that all persons entering this premise are liable to be searched. Agreement to search is a condition of entry. If persons do not consent, entry will be refused. Police may be called if drugs or weapons are found. Any person found carrying weapons or illegal drugs will be permanently excluded and the police will be informed
- A secure storage box is to be located at the premises in which all drugs and offensive weapons found or seized at the club are stored to await collection by the police. This box should be kept locked and secure and only accessed when depositing items or when being emptied by police.

Staff Training

- **New staff** - All new members of staff shall, before first starting to sell alcohol, be trained as to their responsibilities under the Licensing Act 2003, namely sales to underage persons, persons already intoxicated, sales by proxy, licensable hours, conditions attached to the premises licence. This training should be recorded in a staff training log and be made available on demand to any Police Officer, Police Community Support Officer or an authorised officer of the Local Authority.
- **Continuation training** - All staff shall receive continuation training regarding their responsibilities under the Licensing Act 2003 at least every six months. Such training shall be recorded in a Staff Training Log showing what training has been given to whom by whom and on what date. This should be signed by the DPS as correct. These records shall be available on request to any Police Officer, Police Community Support Officer or an authorised officer of the Local Authority.

SECOND LICENSING OBJECTIVE - PROMOTION OF PUBLIC SAFETY

Alcohol supplies

- **Use wholesalers/suppliers** – All alcohol stocks shall be obtained from sellers approved by HMRC under the Alcohol Wholesaler Registration Scheme (AWRS) with their unique registration numbers (URNs) checked against HMRC online database.
- **Smuggled goods – Keep traceability** – No alcohol shall be purchased from door-to-door tradesmen. Receipts and detailed records of all purchases shall be retained including:
 - Seller's name and address
 - Seller's company details, if applicable
 - Seller's VAT details, if applicable.
 - Copies of the documents referred to shall be kept in an ordered manner and made available within seven days upon request.
- **Door to door sellers** - No alcoholic goods shall be bought from door-to-door sellers.

Escape provision

- **Emergency lighting** - Emergency lighting will be provided sufficient to illuminate all exit routes, signage and exit doors in the event of mains supply failure. The emergency lighting provided will be maintained fully operational with batteries fully charged before the admission of the public.
- **Emergency vehicle access** - Access for emergency vehicles must be kept clear and free from obstruction.
- **Exit doors – Available for use** - All exits doors shall be maintained readily available for use while members of the public, staff and performers are upon the premises and easily operable without the use of a key, card, code or similar means.
- **Exit doors – Maintenance** - Exit doors shall be regularly checked to ensure that they function satisfactorily, and a record of the check shall be kept.
- **Exit doors – Removable fastenings** - Any removable security fastenings must be removed from doors on any exit routes whenever the premises are open to the public or occupied by staff.
- **Exit routes** - All exit routes must be kept unobstructed and maintained with non-slippery and even surfaces. Where chairs and tables are provided, internal gangways shall be kept unobstructed
- **General Lighting** - In the absence of adequate daylight, the lighting in any area accessible to the public shall be fully in operation when they are present.
- **Steps and stairways** - The edges of the treads of steps and stairways must be maintained in good condition and be conspicuous.

First aid

- **First aid equipment** - Adequate and appropriate supply of first aid equipment and materials must be available on the premises at all times
- **First aiders** - There must be at least one suitably trained first-aider on duty when the public are present, and if more than one suitably trained first-aider is available, their respective duties must be clearly defined.

Pre-opening checks

- **Pre-opening safety checks** - Safety checks must be carried out before the admission of the public. Details of safety checks must be kept in a logbook on the premises. The logbook must be available for inspection

Safe permitted accommodation

- **Permitted accommodation** - That the maximum number of persons that may be accommodated upon the premises at any one time shall not exceed (*stated number*). Within the premises staff shall ensure that no area is subject to local overcrowding.

Special fx

- **Special effects** - Special effects must not be used without the prior consent of the licensing authority.

Staffing

- **Staff provision – People with disabilities** - When people with disabilities are present, there must be sufficient numbers of staff and adequate arrangements must be in place to enable their safe evacuation in the event of an emergency. People with disabilities on the premises must be made aware of such arrangements by staff and by the use of appropriate signage.

Touting

- No person shall be employed to solicit for custom or to be permitted to solicit for custom or business for the premises in any public place within 500 metres of the premises" and
- Clear signage shall be displayed stating "No touting policy"

THIRD LICENSING OBJECTIVE - PREVENTION OF PUBLIC NUISANCE

Contact telephone number

- The contact telephone number for the premises licence holder/designated premises supervisor/duty manager shall be displayed inside the premises or immediately outside the premises such that it is clearly visible from outside without the need to enter the premises.

- **Deliveries, Collections and Servicing**

Notes 1 - The criteria relating to deliveries, collections and servicing are that the applicant must demonstrate appropriate measures that will be taken to limit noise from these sources and that these will prevent avoidable noise disturbance to noise sensitive properties. Such measures may include:

- Ensuring that deliveries, collections, and operational servicing are carried out and/or be restricted so that they only take place at certain times, such as Monday to Saturday 08:00 to 20:00 and Sunday 10:00 until 20:00, except where access at other times is unavoidable and specific procedures are in place to limit disturbance.
- Guidance shall be provided to drivers to switch off engine during deliveries, collections, and servicing, and to minimise other noise caused by their activities.

Doors and windows

- Doors and windows to the premises shall be kept closed, so far as practicable, always when noise generating regulated entertainment is taking place i.e., live, and recorded music.

External areas

- **Closing of external areas** - The beer garden / outside drinking area shall be cleared of customers by (*stated time*) hours
- **Regulated entertainment in outside areas** - Regulated entertainment must not be provided in any outside area after (*stated time*) hours.

Inaudibility

- **Inaudibility** - Noise (music and human voices), both amplified and unamplified and to other internal activities from licensable activities taking place in the premises shall be controlled to be inaudible inside adjoining and other noise-sensitive premises in the vicinity of the use.

Notes 1 - The initial test for compliance with the 'inaudibility' criterion in relation to the existing external noise levels at the nearest noise sensitive properties, at the quietest time during which any of these activities occur:

Notes 2 - At the nearest façade of the nearest noise sensitive property, the noise generated from the property to be licensed (the LAeq 5 mins) should not exceed 10dB below the minimum external background noise during the operating period. The background noise level should be expressed in terms of the lowest LA90, 15 mins.

And where noise from the property to be licensed will contain tones or will be intermittent sufficient to attract attention:

Notes 3 - At the nearest façade of the nearest noise sensitive property, the noise generated within each octave band level (LAeq 5 mins) should not exceed 5dB below the minimum external background noise level expressed in any of the individual octave band levels. The background noise level should be expressed as the lowest LA90, 15 mins for each of the octave bands during the operating period.

Noise and vibration

- Noise or vibration must not emanate from the premises to cause a nuisance to nearby properties.

Plant and Equipment: Acoustic Report

- An Acoustic Report shall provide information for both external and internal plant, and on the prevention of noise breakout from plant, equipment, and internal activities. This should cover, as relevant:
 - a. Mechanical and electrical plant, machinery and equipment and their locations, with manufacturers specifications: octave or 1/3 octave band analysis of noise for the proposed plant, machinery and equipment.
 - b. The location of the most relevant openable window of the most relevant noise sensitive property that may be affected by noise from the proposed licensed use/plant and equipment, with the distance and orientation between these.
 - c. The proposed operational hours.
 - d. The background noise level assessment (LA90, 15 mins) over the proposed hours of operation, including: the time, date, weather conditions, instrumentation and calibration, noise sampling locations, and a copy of the noise survey data (in accordance with BS 4142 measurement methodology). Note: The use of 'Mean' background will not be appropriate – must use a 'lowest' background level (LA90,15min) in line with council's Planning Policy as all external plant (and internal plant with external louvres) will require planning permission.
 - e. Calculations for the predicted noise level one metre from the window of the most affected noise sensitive property. Note: Theoretical prediction to one metre from a window will not require a correction for façade reflection. The standard that should be achieved is normally 10dBA below the 'lowest' background level.
 - f. A report may need to include a consideration of the existing acoustic character of the location taking into consideration noise events, the type of noise sources, ambient and impulsive noise (LAeq, LAFmax, SEL) and the possible impact of the proposals / changes on the existing acoustic environment.
 - g. Use of acoustic enclosures.
 - h. Use of noise attenuators and acoustic screens as required.
 - i. Measures to ensure that plant, machinery and equipment is maintained to prevent noise levels from them increasing.
 - j. Use of vibration isolators.

Public Notices

- Prominent and clear notices must be displayed at all exits requesting the public to respect the needs of residents and to leave the premises and the area quietly.

Refuse clearance

- Bottles and other refuse must be placed into receptacles outside the premises at times that will minimise the disturbance to nearby properties.

Sound insulation and noise control measures

- The licensee shall appoint a noise consultant registered with the Institute of Acoustics or Association of Noise Consultants to prepare a scheme of sound insulation and noise control measures, which may include the installation of a noise limiting device, to prevent persons in the neighbourhood from being unreasonably disturbed by noise of music emanating from the premises. The scheme shall be submitted for approval by the Council, and the approved scheme fully implemented to the satisfaction of the Council and the licensee notified in writing accordingly, prior to the premises being used for regulated entertainment.

Notes 1 - As noise transfer through the building structure could be considered under change of use planning applications, the permitted development changes mean that Environmental Health will require submission of a comprehensive acoustic report as part of a new licence application that includes where the proposed licensed premises abut/share party-walls/ceiling/floor of residential dwellings unoccupied by the proposed licence premises staff in Use Class E premises. The standard, for inaudibility, to be achieved shall be that the internal transfer of noise-to-noise sensitive premises shall comply with the noise criteria of NR30 (day), NR25 (night), and NR40 (LFmax).

Notes 2 - A Sound Insulation and Sound Reduction Assessment should provide information, as applicable, on proposed:

- *Assessment of the existing sound insulation of the building fabric.*
- *Operational building layout to prevent noise escape.*
- *Sound insulation measures to prevent airborne and structural transmission of noise and vibration to adjacent premises.*
- *Attenuation measures to minimise noise breakout, and to prevent noise disturbance to the surrounding area.*
- *Use of electronic sound limiters on amplification systems as alternative means of control.*
- *Other measures to reduce structural transmission of noise and vibration.*
- *Installation of acoustic doors and lobbies.*

Sound limiting devices

- **Sound Limiting Devices** - Where a noise limiting device or devices are installed then the entertainment noise control system shall be monitored, checked, and calibrated as necessary, so that the approved levels by the Council, are not exceeded. The controls for the entertainment noise control system shall be in a secure, lockable cupboard or similar location. The entertainment noise control system is to be independent of control by persons other than the licensee. Access to the entertainment noise control system is to be restricted to the Licensee or a designated manager.

Taxi and mini cab provision

Note - In determining applications for new licences or extensions in hours or terminal hours of licensed premises, regard will be had to late night public transport availability and location

of taxi ranks to aid dispersal of customers. Reasonable controls are available to all premises operators to minimise the impact of noise from customers outside.

- A dedicated licensed taxi/mini cab service shall be available with the premises for customers.

FOURTH LICENSING OBJECTIVE - PROTECTION OF CHILDREN FROM HARM

Authorisations for alcohol sales

- The Designated Premises Supervisor or another Personal Licence Holder shall be upon the premises at all times that the premises is authorised for the retail sale of alcohol
- A written record of those authorised to make sales of alcohol shall be kept, this should be endorsed by the DPS with the date such an authorisation commences. This record shall be available to Police Officer, Police Community Support Officer, or an authorised officer of the Local Authority.

Challenge 25 age verification scheme

- The licensee shall adopt the Challenge 25 scheme. The scheme shall operate on the basis that whilst alcohol may be sold to persons aged 18 years and over, anyone who appears under 25 years of age will be asked for ID. Notices to this effect should be displayed in a clear and prominent position at the premises. The only proof of age accepted in respect of the sale of alcohol shall be photo driving licence, passport and other approved photographic ID bearing the PASS hologram

Monitoring of staff

- The licensee should regularly monitor staff to check how they are dealing with young people who ask for alcohol and other age restricted products.

Refusals book

- A refusals book shall be kept at the premises, in which must be recorded the date, time and circumstances under which any attempted purchase by a young customer has been refused. This book must be made available for inspection by any police officer, police community support officer or authorised officer of the Licensing Authority. Entries in this book must be made as soon as practicable after the refusal of the sale. The DPS should check and sign the entries on at least a weekly basis.

Notes: See also model conditions for other objectives for issues such as CCTV provision and staff training.

Appendix 7

Mandatory Conditions set out within Licensing Act 2003

1. No supply of alcohol may be made under the premises licence

a) at a time when there is no designated premises supervisor in respect of the premises licence, or

b) at a time when the designated premises supervisor does not hold a personal licence or his personal licence is suspended.

2. Every supply of alcohol under the premises licence must be made or authorised by a person who holds a personal licence.

3. All door supervisors shall be licensed by the Security Industry Authority.

4. The admission of children to the exhibition of a film shall be restricted in accordance with the recommendation of a film classification body as defined in the Video Recordings Act 1984 or Islington Council acting as the licensing authority where it has given notice in section 20(3) of the Licensing Act 2003.

Additional Mandatory Conditions

5. (1) The responsible person shall take all reasonable steps to ensure that staff on relevant premises do not carry out, arrange or participate in any irresponsible promotions in relation to the premises.

(2) In this paragraph, an irresponsible promotion means any one or more of the following activities, or substantially similar activities, carried on for the purpose of encouraging the sale or supply of alcohol for consumption on the premises in a manner which carries a significant risk of leading or contributing to crime and disorder, prejudice to public safety, public nuisance, or harm to children—

(a) games or other activities which require or encourage, or are designed to require or encourage, individuals to—

(i) drink a quantity of alcohol within a time limit (other than to drink alcohol sold or supplied on the premises before the cessation of the period in which the responsible person is authorised to sell or supply alcohol), or

(ii) drink as much alcohol as possible (whether within a time limit or otherwise);

(b) provision of unlimited or unspecified quantities of alcohol free or for a fixed or discounted fee to the public or to a group defined by a particular characteristic (other than any promotion or discount available to an individual in respect of alcohol for consumption at a table meal, as defined in section 159 of the Act);

(c) provision of free or discounted alcohol or any other thing as a prize to encourage or reward the purchase and consumption of alcohol over a period of 24 hours or less;

(d) provision of free or discounted alcohol in relation to the viewing on the premises of a sporting event, where that provision is dependent on—

(i) the outcome of a race, competition or other event or process, or

(ii) the likelihood of anything occurring or not occurring; (e) selling or supplying alcohol in association with promotional posters or flyers on, or in the vicinity of, the premises which can reasonably be considered to condone, encourage or glamorise anti-social behaviour or to refer to the effects of drunkenness in any favourable manner.

6. The responsible person shall ensure that no alcohol is dispensed directly by one person into the mouth of another (other than where that other person is unable to drink without assistance by reason of a disability).

7. The responsible person shall ensure that free tap water is provided on request to customers where it is reasonably available.

8. (1) The premises licence holder or club premises certificate holder shall ensure that an age verification policy applies to the premises in relation to the sale or supply of alcohol.

(2) The policy must require individuals who appear to the responsible person to be under 18 years of age (or such older age as may be specified in the policy) to produce on request, before being served alcohol, identification bearing their photograph, date of birth and a holographic mark.

9. The responsible person shall ensure that–

(a) where any of the following alcoholic drinks is sold or supplied for consumption on the premises (other than alcoholic drinks sold or supplied having been made up in advance ready for sale or supply in a securely closed container) it is available to customers in the following measures–

- (i) beer or cider: ½ pint;
- (ii) gin, rum, vodka or whisky: 25 ml or 35 ml; and
- (iii) still wine in a glass: 125 ml; and

(b) customers are made aware of the availability of these measures.

NB 5, 6, 7 and 9 do not apply to “off licence” premises

Appendix 8

Safeguarding Risk Assessment Tool

LOCAL SAFEGUARDING CHILDREN BOARD SAFEGUARDING CHILDREN & THE LICENSING ACT 2003

RISK ASSESSMENT TOOL

This risk assessment must consider ALL children under the age of 18, who have may have access to the premises including children as customers, employees, residents, friends/relatives or other children who access the premises.

Potential risk	Is this a possible risk at your premises? <i>if no, state why not</i> <i>If yes, state the safeguarding measures you will operate to manage the risk OR circle from the list</i>	Safeguarding measures (please circle the control measures to be operated at your premises)	Comments
 <ul style="list-style-type: none"> • Could your staff /entertainers / volunteers at the premises pose a threat to children – could their role bring them in proximity to children or allow them to behave inappropriately without raising suspicion? 		<ul style="list-style-type: none"> • Use safe recruitment practices: check the identity of job applicants; always request references in writing and confirm written references with the referee by telephone to ensure they are authentic); obtain a Criminal Records Bureau check and clearance prior to appointment • Layout of children's entertainment/activity areas to be designed for transparency /supervision /monitoring • Designated area for children/families 	
<ul style="list-style-type: none"> • Staff lacking awareness of safeguarding issues 		<ul style="list-style-type: none"> • Appoint a children's safeguarder who will train and advise staff how to identify and manage risk • Ensure that staff are aware of policy and the conditions attached to the license 	
<ul style="list-style-type: none"> • Staff and members of the public unaware of how to report safe-guarding concerns 		<ul style="list-style-type: none"> • Provide staff/Children's Safeguarder with uniforms or badges so that they are easily identifiable 	

		<ul style="list-style-type: none"> • Provide lead safeguarder contact details to all staff 	
<ul style="list-style-type: none"> • Children who are not adequately supervised by a responsible adult 		<ul style="list-style-type: none"> • <u>During activities where staff are responsible for the supervision of children, ensure staffing levels are appropriate.</u> • Ensure that staff are trained to consistently operate safeguarding measures and that they are committed to their enforcement • If the adults accompanying children are responsible for their supervision, display signage (e.g. children’s charter) to say so. • Take action to address adults who fail to behave responsibly (refuse to serve adults who are intoxicated/incapable of supervising adequately; ask them to remain with their child(ren) at all times; • Join Pub watch. • Have “What to do if you suspect a child is being abused” leaflets available. 	
<ul style="list-style-type: none"> • Children coming into contact with strangers/customers /residents who may pose a threat to children • adults who may expose children to dangerous or inappropriate behavior • Children being exposed to risk because they have been removed (or removed themselves) from the appropriate area of the premises/event 		<ul style="list-style-type: none"> • Ensure that children are confined to designated family areas of the premises (e.g. by using cordons or barriers or other means of segregation) • Ensure children are supervised by accompanying adults at all times • Restrict or prohibit children’s access to the premises or parts of the premises • Staff should be vigilant and report suspicious behavior • Impose sanctions/ suspended membership on individuals who fail to behave responsibly • Ensure that signage is clearly displayed to identify areas where children’s access is prohibited or restricted and to indicate a family friendly environment • Monitor/patrol the premises regularly 	

		<ul style="list-style-type: none"> Operate restrictions that require children to be accompanied by an adult Display signage (e.g. children's charter) to remind adults of their responsibilities 	
<ul style="list-style-type: none"> Children exposed to inappropriate adult environments (e.g. premises where adult entertainment such as 'blue' comedians; entertainers using strong or offensive language; sexualized entertainment; or material with violent/aggressive content. 		<ul style="list-style-type: none"> Prohibit children's access to the premises; or restrict access to specific areas during times when unsuitable entertainment/activity is taking place. 	
<ul style="list-style-type: none"> Children exposed to unsuitable viewing material 		<ul style="list-style-type: none"> Ensure that television, video/DVD etc display screens are suitably separate from children's areas; e.g. screened off so that children cannot see/sound-proofed so they are unable hear unsuitable material. If films are exhibited, the classification restrictions relating to the film as set out by the British Board of Film Classification (BBFC) should be clearly displayed and admission rules strictly enforced. If the film has not been given a BBFC classification the admission of children to the exhibition of any film must be restricted in accordance with any recommendation given by the Licensing Authority. 	
<ul style="list-style-type: none"> Children purchasing or consuming alcohol or other people buying it for them (proxy purchase) 		<ul style="list-style-type: none"> <u>Display signs throughout the premises and at points of sale, in plain language to highlight the law in relation to children and alcohol</u> Ensure all staff are aware of the law and that they are proactively operating the proof of age scheme Display signage to notify the public that the premises operates a Proof of Age scheme Staff to wear badges to indicate that they must ask for proof of age 	

		<ul style="list-style-type: none"> • Train staff to manage confrontation – give staff a copy of the Portman Group’s leaflet ‘Say No to Underage Drinkers’ • Use CCTV or other methods to monitor the outside the premises, to ensure that children are not purchasing by proxy 	
<ul style="list-style-type: none"> • Children gaining admission to adult orientated premises/events 		<ul style="list-style-type: none"> • Ensure that staff are trained and vigilant and that they screen rigorously for under age admission; staff to request proof of age and accept only legitimate proof (e.g. passport, photo driving license). • Keep a refusals book 	
<ul style="list-style-type: none"> • Premises or Events that of a style/character known to attract irresponsible adults (e.g. adults who become intoxicated/ are involved with substance misuse / known to groom or pimp/ adults who become violent (including football/sporting events or live/sub culture music events that are associated with substance misuse (drugs/alcohol) 		<ul style="list-style-type: none"> • Use CCTV to monitor activity at the premises/event and be vigilant of suspicious or unsuitable behavior • Restrict or prohibit access to children • Door staff/security staff to be briefed of the risks, be vigilant and train staff take necessary action to remove risks to children • Impose sanctions (ban, suspension of membership) on irresponsible individuals • Designate family areas (e.g. away from the bar) • Apply restrictions so that children do not remain at the premises at certain times (e.g. restrict the hours prior to or following a football match; ensure they do not remain unaccompanied after a certain time) 	
<ul style="list-style-type: none"> • Children engaging in or witnessing substance misuse (drugs or alcohol) 	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Restrict or prohibit access to children • Pat-down checks at point of entry to prevent smuggling substances into the premises (gender appropriate) • Breath checks at point of entry to detect under age alcohol use/intoxication • Regular toilet checks • Adequate lighting to avoid covert activities • Assign staff to patrol the site 	

<ul style="list-style-type: none">• Children illegally or inappropriately employed		<ul style="list-style-type: none">• Ensure management/staff are familiar with employment laws/local by-laws in relation to the employment of children and that work permits are obtained as necessary	
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This risk assessment was completed by:

Signature

Print Name

Role at the Premises:

(E.g. Manager, Lead Safeguarder)

Name and address of premises:

Date Assessment was completed:

Respondent	Status	Comment	Response
Part A - Responsible Authorities and Partner Services			
PC Owen Dunn	Met Police Licensing Office	<p>Below are some of the areas that could be tightened up in order to promote the licensing objectives further. These could either be included in section 6 of the policy or within the model conditions</p> <ul style="list-style-type: none"> * CCTV – having someone present who can operate the CCTV systems during licensable hours. * CCTV to be readily available upon request (rather than 48 hours which we seem to be getting in applications) * The role of the DPS – to be on site or provide written authority for another during licensable hours. * Strength of alcohol on beers, larger, ciders on sale not to exceed 6.5% ABV. * Single cans sales are not permitted. <p>The only other issues are based on the EVA which has been submitted. Perhaps something to do with venues selling alcohol to street drinkers, which is obviously being highlighted for Barking Town Centre. I imagine it would need to be in place before being mentioned in the policy but perhaps could consider a Cumulative Impact Zone (CIZ)</p>	<p>All suggested changes and additions to conditions noted and incorporated in final revision of the policy</p> <p>Anything that comes out of the EVA will be included in future versions. No evidential basis for a CIZ evident currently though Authority I able to consider whenever this may come to light</p>
John Anani	LBBB EH Noise Team	<p>Suggested rewrite of section on Third licensing objective - Prevention of Public Nuisance - Conscious of striking balance between the needs of our residents and those of our business community, which may sometimes conflict, we must ensure our residents can peacefully enjoy their homes and environment whilst also encouraging responsible and positive investment and economic growth.</p> <p>Thus, LBBB as the Licensing Authority will not grant applications that do not promote the prevention of public nuisance licensing objective; and will apply the criteria and consider any relevant factors as set out below:</p> <p>We expect the operation of licensed premises not to unreasonably interfere with the personal comfort or amenity of immediate neighbours or the nearby community. It is important to note that Public Nuisance can include low-level nuisance, perhaps affecting a few people locally, as well as larger scale nuisance affecting the whole community</p>	<p>Noted and policy amended accordingly to reflect current approach of Noise Team</p>

In determining applications when relevant representations have been received for new and varied licences, regard will be made to the location of premises, the type and construction of the building and the likelihood of nuisance and disturbance to the amenity of nearby residents by reason of noise from within the premises, as a result of people entering or leaving the premises or from individuals or groups of customers gathered outside (e.g., in order to smoke).

New licences applications or for the extension in size of licensed premises submitted by way of a variation, providing relevant representations have been received, should not normally be granted if the premises will use amplified or live music and operate within or abutting known noise-sensitive premises containing residential accommodation except that occupied by staff of the licensed premises. A requirement may be imposed on new licences that entertainment noise shall be clearly audible in any residence. Noise originating from within licensed premises should not normally affect those nearby. In such cases, applicants will be encouraged to provide an acoustic report proving that there will be no noise breakout from the premises likely to cause a public nuisance to persons living or working near the licensed premises.

New conditions on Noise Limiting Equipment and Sound Insulation - The licensee shall appoint a noise consultant registered with the Institute of Acoustics or Association of Noise Consultants to prepare a scheme of sound insulation and noise control measures, which may include the installation of a noise limiting device, to prevent persons in the neighbourhood from being unreasonably disturbed by noise of music emanating from the premises. The scheme shall be submitted for approval by the Council, and the approved scheme fully implemented to the satisfaction of the Council and the licensee notified in writing accordingly, prior to the premises being used for regulated entertainment.

Suggested amended conditions incorporated in final revision of policy

Also, as noise transfer through the building structure could be considered under change of use planning applications, the permitted development changes mean that Environmental Health will require submission of a comprehensive acoustic report as part of a new licence application that includes where the proposed licensed premises abut/share party-walls/ceiling/floor of residential dwellings unoccupied by the proposed licence premises staff in Use Class E premises. The standard, for inaudibility, to be achieved shall be that the internal transfer of noise-to-noise sensitive premises shall comply with the noise criteria of NR30 (day), NR25 (night), and NR40 (LFmax).

A Sound Insulation and Sound Reduction Assessment should provide information, as applicable, on proposed:

- Assessment of the existing sound insulation of the building fabric.
- Operational building layout to prevent noise escape.
- Sound insulation measures to prevent airborne and structural transmission of noise and vibration to adjacent premises.
- Attenuation measures to minimise noise breakout, and to prevent noise disturbance to the surrounding area.

- Use of electronic sound limiters on amplification systems as alternative means of control.
- Other measures to reduce structural transmission of noise and vibration.

* Installation of acoustic doors and lobbies

New conditions on Inaudibility - Noise (music and human voices), both amplified and unamplified and to other internal activities from licensable activities taking place in the premises shall be controlled to be inaudible inside adjoining and other noise-sensitive premises in the vicinity of the use.

The initial test for compliance with the 'inaudibility' criterion in relation to the existing external noise levels at the nearest noise sensitive properties, at the quietest time during which any of these activities occur:

At the nearest façade of the nearest noise sensitive property, the noise generated from the property to be licensed (the LAeq 5 mins) should not exceed 10dB below the minimum external background noise during the operating period. The background noise level should be expressed in terms of the lowest LA90, 15 mins.

And where noise from the property to be licensed will contain tones or will be intermittent sufficient to attract attention:

At the nearest façade of the nearest noise sensitive property, the noise generated within each octave band level (LAeq 5 mins) should not exceed 5dB below the minimum external background noise level expressed in any of the individual octave band levels. The background noise level should be expressed as the lowest LA90, 15 mins for each of the octave bands during the operating period.

New condition on Plant and Equipment: Acoustic Report

An Acoustic Report shall provide information for both external and internal plant, and on the prevention of noise breakout from plant, equipment, and internal activities. This should cover, as relevant:

- a. Mechanical and electrical plant, machinery and equipment and their locations, with manufacturers specifications: octave or 1/3 octave band analysis of noise for the proposed plant, machinery and equipment.
- b. The location of the most relevant openable window of the most relevant noise sensitive property that may be affected by noise from the proposed licensed use/plant and equipment, with the distance and orientation between these.
- c. The proposed operational hours.
- d. The background noise level assessment (LA90, 15 mins) over the proposed hours of operation, including: the time, date, weather conditions, instrumentation and calibration, noise sampling locations, and a copy of the noise survey data (in accordance with BS 4142 measurement methodology). Note: The use of 'Mean' background will not be appropriate – must use a 'lowest' background level (LA90,15min) in line with council's Planning Policy as all external plant (and internal plant with external louvres) will require planning permission.

- e. Calculations for the predicted noise level one metre from the window of the most affected noise sensitive property. Note: Theoretical prediction to one metre from a window will not require a correction for façade reflection. The standard that should be achieved is normally 10dBA below the 'lowest' background level.
- f. A report may need to include a consideration of the existing acoustic character of the location taking into consideration noise events, the type of noise sources, ambient and impulsive noise (LAeq, LAFmax, SEL) and the possible impact of the proposals / changes on the existing acoustic environment.
- g. Use of acoustic enclosures.
- h. Use of noise attenuators and acoustic screens as required.
- i. Measures to ensure that plant, machinery and equipment is maintained to prevent noise levels from them increasing.
- j. Use of vibration isolators.

New condition on Deliveries, Collections and Servicing

Notes 1 - The criteria relating to deliveries, collections and servicing are that the applicant must demonstrate appropriate measures that will be taken to limit noise from these sources and that these will prevent avoidable noise disturbance to noise sensitive properties. Such measures may include:

- Ensuring that deliveries, collections, and operational servicing are carried out and/or be restricted so that they only take place at certain times, such as Monday to Saturday 08:00 to 20:00 and Sunday 10:00 until 20:00, except where access at other times is unavoidable and specific procedures are in place to limit disturbance.
- Guidance to drivers to switch off engine during deliveries, collections, and servicing, and to minimise other noise caused by their activities.

New condition on Refuse clearance such as bottles must be placed into receptacles outside the premises at times that will minimise the disturbance to nearby properties.

In determining applications for new licences or extensions in hours or terminal hours of licensed premises, regard will be had to late night public transport availability and location of taxi ranks to aid dispersal of customers. Reasonable controls are available to all premises operators to minimise the impact of noise from customers outside.

- **Taxi / mini cab provision** - A dedicated licensed taxi/mini cab service shall be available with the premises for customers.

Julia Kanji / Ali
Nazir

LBBB Trading
Standards

Suggestions for additional conditions due to this borough's pursuant of a night-time economy: -

Touting – prevention of food businesses touting for customers, over promising and then causing alarm, harm and distress as well as CPRs offences. Introduce Byelaws under section 235 of LGA 1972 - standard condition for touting "No person shall be employed to solicit for custom or to be permitted to solicit for custom or business for the premises in any public place within 500 metres of the premises" and clear signage displayed "No touting

[Incorporated into final revision of the policy](#)

Smuggled goods – Keep traceability - Not to buy alcohol from door to door tradesmen and keep detailed record of the seller

Incorporated into final revision of the policy

Use wholesalers/suppliers that are approved by HMRC under the Alcohol Wholesaler Registration Scheme (AWRS) and check their unique registration numbers (URNs) against HMRC online database.

Are we including our corporate vision for East St and Central Barking? To expand the cultural and leisure offer in this key location whilst ensuring this is safe and attractive by reducing levels of crime.

Planning Enforcement is a separate Department to Be First Planning and is not currently being afforded the opportunity to act as a responsible person although it is a separate statutory function of the Local Planning Authority

Both services will be included in future applications consultations

Jill Williams
Shared Care, Public Health

I passed it to members of the team and the responses I received focused on alcohol. I'm not sure how some of the responses relate to licensing but I pass them on (see comments from Paul Starkey and Sophie Keenleyside below).

Certainly, most of the applications concerning shops etc seem to want to provide alcohol. I think most of the corner shops in the borough do this. I'm not sure what can be done in these circumstances providing all the safeguards are included such as Challenge 21/25 and appropriate steps taken to minimise risk of disorderly conduct outside of premises.

Challenge 25 is a basic requirement for applications including retail sale of alcohol. Steps to minimise disorderly conduct also regularly addressed.

Paul Starkey
Health Improvement
Advanced Practitioner,
Public Health

The evidence shows that alcohol abuse has increased during the COVID-19 pandemic.

We have seen evidence that from Monday April 12th when pubs with outdoor areas reopened that a lot of the social distancing guidelines have 'all gone out of the window'. If this continues it could lead to public safety issues where people feel that they have not been able to visit a pub for such a long time, they drink too much.

Reminder to ensure premises comply with directions of the day included in policy

We have seen scenes across the country where parks and open spaces have been left with huge amounts of litter due to unlawful mass gatherings. Including cans of beer, wine bottles etc. This leads to substantial costs to the council in clearing the mess up and could lead to public safety issues including around environmental health.

Reference to control of external drinking areas included also

I hope this makes some sense, what I am trying to do here is associate the review of the licensing policy with the implications of coming out of the pandemic.

Sophie Keenleyside	Strategy and Programme Office, Public Health	On that I would add to Paul's comment about outdoor drinking. The policy does note it is a Corporate priority to "promote and protect our green and public open spaces" – and I think that ought to mean striving to keep parks and open spaces open, accessible and safe. There can be anti-social consequences of drinking in parks, including littering – I think the answer here really has to be preventative, rather than the more reactionary response some local authorities had during the pandemic when they shut down open spaces. Therefore, where appropriate, should there be policies to restrict alcohol consumption in certain outdoor spaces (control zones?).	As above
Rachel Taylor	LBBB licensing Officer	Under Section 6 - licence terms conditions and restrictions should say something about single cans / bottles. Also make clear the issue around craft ale sales.	Incorporated into model conditions
Anna Jennings	Planning Officer	The Development Management Team have no comments to offer on this matter.	Noted
Other Relevant Matters Coming to light during the consultation			
Wave Training			
Spiking	Referral to FRANK website	The Office for Health Improvement and Disparities (OHID) has provided advice via the FRANK website which addresses concerns around 'drug spiking' and 'drink spiking' which has had many more reports. Advice is framed in the context that it should be the responsibility of venues and society to change attitudes and practice to protect people but individuals still need to take steps to protect themselves.	

Community and Equality Impact Assessment

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

This is to determine whether the proposals are likely to have significant positive, negative or adverse impacts on the different groups in 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

About the service or policy development

Name of service or policy	London Borough of Barking and Dagenham Statement of Licensing Policy for 2022-2027
Lead Officer	Theo Lamptey
Contact Details	Theo.lamptey@lbbd.gov.uk

Why is this service or policy development/review needed?

The Council, as the local licensing authority for the area, is required under the Licensing Act 2003, to prepare and publish a statement of licensing policy and to review that policy at least every five years. The policy is required to set out how the Authority intends to approach its alcohol, entertainment and late-night refreshment licensing responsibilities under the Act and promote the four statutory licensing objectives being

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

This Council first published its licensing policy in 2005. It has been regularly reviewed and updated since.

The policy is next due for renewal in 2022. A draft revision has been prepared through the summer of 2021 with consultation with key partner services and agencies and public consultation in October / November 2021.

Both the policy and licensing process and practice is established, consistent with national practice and working well. This revision of the policy is primarily intended to

- Update references, links, contacts and statistics used in the policy
- Ensure consistency with governing legislation and guidance
- Reflect current best practice

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?

Please state which data sources you have used for your research in your answer below

Consider:

- National & local data sets
- Complaints

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

- 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.
- It is Council policy to consider the impact services and policy developments could have on residents who are socio-economically disadvantaged. There is space to consider the impact below.

The policy intends to ensure consistent licensing decisions while supporting licensing decisions that may be challenged in a court of law.

In doing so, and through the promotion of the licensing objectives, the policy also intends to

- Encourage a broad range of safe, secure and well-managed leisure and entertainment facilities that may be enjoyed by users and benefit the local community
- Ensure responsible premises management using best practice management controls
- Encourage participation in the licensing process by the local community
- Ensure adequate protections for local residents against irresponsible operators

Consideration of process outcomes, feedback from service users, complaints and consultation do not indicate any adverse impacts.

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			<p>Positive: Increased leisure offer. Well-run premises. Participation in the process.</p> <p>Negative: Where individual premises fail to comply with requirements</p>	<p>The duty placed on the Authority to promote the four licensing objectives while considering each application on its own merits ensures that all licensed operation receives individual consideration and best opportunity to succeed while contributing to the local economy and community.</p> <p>Individual irresponsible operators that impact on the community may be dealt with through appropriate enforcement action.</p>
Age	X			<p>Positive: The fourth licensing objective deals with the protection of children from harm</p>	<p>This includes physical, psychological and moral harm. The policy references matters such as age verification around alcohol sales, protections around adult entertainments and child sexual exploitation.</p> <p>The applications process takes into account location and other types of</p>

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

					premises in the catchment area of a proposed licensed premises.
Disability		X		Neutral	The Authority is not able to use the policy as a vehicle for ensuring access to licensed premises but there is other legislation that achieves this and officers will promote this where opportunity allows.
Gender reassignment		X		N/A	There is no evidence to suggest that the policy would have a potential impact on this characteristic
Marriage and civil partnership		X		N/A	There is no evidence to suggest that the policy would have a potential impact on this characteristic
Pregnancy and maternity		X		N/A	There is no evidence to suggest that the policy would have a potential impact on this characteristic
Race (including Gypsies, Roma and Travellers)	X			Positive: The policy provides for individual consideration of applications on their own merits with all relevant matters taken into account	The approach taken enables individual characteristics of premises operation and of a premises locality to be understood and contribute toward considered outcomes
Religion or belief	X			Positive: The policy provides for individual consideration of applications on their own merits with all relevant matters taken into account	The approach taken enables individual characteristics of premises operation and of a premises locality to be understood and contribute toward considered outcomes
Sex	X			Positive: The licensing objectives include public safety	The policy generally aims to promote safe premises. It provides for responsible premises management with consideration given to appropriate safety management controls with focus on specific issues such as safe journeys home and initiatives such as 'Ask for Angela' which aims to promote the provision of safe spaces.

COMMUNITY AND EQUALITY IMPACT ASSESSMENT				
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				The policy approach taken also enables individual characteristics of premises operation and of a premises locality to be understood and contribute toward considered outcomes
Sexual orientation	X		Positive: The licensing objectives include public safety	<p>The policy generally aims to promote safe premises. It provides for responsible premises management with consideration given to appropriate safety management controls with focus on specific issues such as safe journeys home and initiatives such as 'Ask for Angela' which aims to promote the provision of safe spaces.</p> <p>The policy approach taken also enables individual characteristics of premises operation and of a premises locality to be understood and contribute toward considered outcomes</p>
Socio-economic Disadvantage	X		Positive: The policy enables community participation in the licensing process	Individual consideration of licensing applications on their own merits and community involvement in the process helps to ensure positive outcomes in the applications process
Any community issues identified for this location?	X		Positive: The policy enables community participation in the licensing process	Individual consideration of licensing applications and community involvement in the process helps to ensure positive outcomes in the applications process

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.

If you have already undertaken some consultation, please include:

- Any potential problems or issues raised by the consultation.
- What actions will be taken to mitigate these concerns

The policy has been developed and refined over the past 18 years with contributions throughout the period from all of the involved responsible authorities, including

- The Metropolitan Police
- The London Fire Brigade
- Trading Standards
- Environmental Health
- Public Health
- Child Protection
- Planning

And from premises operators, participants in the licensing process and service users.

This latest update of the policy has been subject of another round of consultation through October / November 2021 involving

- Direct approaches / letter drops to
- Responsible authorities
- Representatives of premises licence holders
- Representatives of personal licence holders
- Ward councillors
- Trade representatives
- Public consultation through 'One Borough Voice'
- Online questionnaire

Contributions received were primarily from various of the responsible authorities and as a result the following matters have been included in this latest version of the policy

- Page 13 – New section included on **Entitlement to work in the UK** which sets out the direction in law that applications made by individuals without entitlement to work in the UK must be rejected
- Page 17 – Clarification provided under section on **payment of annual licence fee** that non-payment of due annual licensing fees results in automatic suspension of the licence
- Page 26 – A new section on **illegal working** and the responsibility now placed on operators to ensure that all employers carry out right to work checks on employees.
- Page 29 – A new section on **Covid-19** which emphasises the need for operators to continue to regularly update covid risk-assessments in line with government guidance or changing circumstances
- Page 29 – A new section on **sexual violence and harassment** which introduces the Metropolitan Police 'Ask for Angela' scheme and supporting WAVE training which is recommended to operators to assist in providing safe spaces for premises users

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.

If you have already undertaken some consultation, please include:

- Any potential problems or issues raised by the consultation.
- What actions will be taken to mitigate these concerns

- Page 30 – A new section on **security and terrorism** which introduces the ACT Awareness e-learning tool providing counter-terrorism awareness training for organisations and individuals.
- Page 30 – A revised section on the third licensing objective of preventing public nuisance which reflects the current approach of the Council's Environmental Health Noise team
- Page 31 – Associated with this is a new section on **outside areas** highlighting the extra considerations that need to be afforded to local residents with the movement toward outside eating and drinking following the coronavirus pandemic

The few responses received from operators and the local community have raised no specific issues and have generally only provided indication that those who have responded have found the policy clear and easy to understand.

3. Monitoring and Review

How will you review community and equality impact once the service or policy has been implemented?

*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.*

Action	By when?	By who?
Observation / feedback obtained on premises visit and inspections	Ongoing	Officers of the service
Feedback from service users and complaints process	Ongoing	Licensees / local residents / representative groups
Feedback from other responsible authorities	Ongoing	Partner services and agencies
Feedback from pan London meetings with peers and representative groups	Ongoing	Government and trade organisations / peer authorities
Providing Update to Portfolio Holder's Meeting	Quarterly	Service Manager

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 wider community.

Take some time to summarise 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.

Implications/ Customer Impact

The report to Cabinet outlines changes to the Council’s statement of licensing policy for the forthcoming period 2022-2027.

The policy is intended to strike a balanced approach to supporting responsible business operators running successful, safe, secure and well managed licensed premises that provide benefit to the local community and providing adequate protections to the local community particularly to those living in and around licensed premises.

This is achieved by encouraging a considered risk-assessed approach to premises management utilising best practice while providing a consistent and accessible licensing process that enables participation. This helps to ensure that business operation is properly planned and thought through while enabling the local community to help ensure that all relevant concerns are recognised and mitigated as part of the process.

The current policy is the result of 18 years’ experience of running the process and it has been developed over time. The latest revision, required by law, updates the current policy.

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
Theo Lamptey	Service Manager Public Protection	
Andy Opie	Operational Director of Enforcement and Community Safety	

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CABINET

18 January 2022

Title: East London Joint Resources and Waste Strategy 2027-2057 Update	
Report of the Cabinet Member for Public Realm	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
Report Author: Neil Pearce, Head of Sustainability & Climate Change	Contact Details: Tel: 020 8227 5733 E-mail: neil.pearce@lbbd.gov.uk
Accountable Strategic Leadership Director: Lisa Keating, Director of My Place	
<p>Summary:</p> <p>The East London Waste Authority (ELWA) is the Borough's statutory waste disposal authority and its Integrated Waste Management Services contract with Renewi, which receives all of Barking & Dagenham's recycled and residual waste, expires in 2027. In preparation for post-2027 arrangements, ELWA commissioned Ricardo Energy and Environment to produce a refreshed East London Joint Resources and Waste Strategy (ELJRWS) which was presented to Cabinet in draft form in July 2021. The JRWS sets out how waste and recycling services in Barking and Dagenham, Havering, Newham and Redbridge will be developed leading up to and beyond the end of the existing waste disposal contract.</p> <p>Cabinet approved the release of the draft JRWS for consultation with statutory bodies and local residents, which ran from 26 July to 20 September 2021.</p> <p>The JRWS represents Part A of ELWA's three stage approach to the delivery of services for 2027 – 2057 and covers waste reduction, reuse, recycling and repair. Part B, covering the management of residual waste, and Part C, relating to delivering the appropriate infrastructure, will be developed over the coming years.</p>	
<p>Recommendation(s)</p> <p>The Cabinet is recommended to adopt the East London Joint Resources and Waste Strategy 2027-2057, as set out at Appendix 1 to the report.</p>	
<p>Reason(s)</p> <p>The proposals contribute to the Council's vision and priorities set out in the Corporate Plan and help it achieve its priorities of "Inclusive Growth" and "Well Run Organisation", and to ensure that the Council's service to collect household waste and recycling runs effectively and efficiently, contributing to national net zero targets.</p>	

1. Introduction and Background

- 1.1 The Council is a 'waste collection authority' under the Environmental Protection Act 1990 and is required to deliver the wastes it collects to facilities as directed by the East London Waste Authority (the 'waste disposal authority') which acts for the Council and three other London Boroughs (Havering, Newham and Redbridge).
- 1.2 The initial term of ELWA's 25- year Integrated Waste Management Services contract ends during December 2027, and it has therefore been necessary to plan for successor arrangements which also reflect significant expected changes to national waste policy. It also had to ensure obligations meet the 'general conformity' required by the Mayor's London Environment Strategy (LES).
- 1.3 Section 32 of the Waste Emissions Trading Act 2003 obliges the authorities to ensure that the policies in the joint strategy are kept under review, give due regard to the relevant government guidance and when formulating a joint strategy "carry out such consultation as they consider appropriate".
- 1.4 The latest iteration of the Joint Resources and Waste Strategy (Part A), covering waste reduction, reuse, recycling and repair, was presented to Cabinet in July 2021 and approval was given to proceed with public consultation on its contents. The engagement period with residents ran from 26 July to 20 September. Part B covering the management of residual waste and Part C delivering the appropriate infrastructure, will be developed over the coming years.

2. Summary of Strategy's main content

- 2.1 Post-consultation the Strategy required minimal amendment and its aims and objectives across the constituent councils can be summarised below:
 - to promote and implement sustainable municipal resources and waste management policies in East London as part of our contribution to transitioning to a more Circular Economy;
 - to minimise the overall environmental impacts of resources and waste management;
 - to engage residents, community groups, local business and any other interested parties in the development and implementation of the above resources and wastes management policies; and
 - to provide customer-focused, cost-effective, best value services.
- 2.2 Principally it commits to:
 - minimising the amount of municipal wastes arising;
 - maximising reuse, recycling and composting rates;
 - diverting resources and wastes from landfill, particularly organic materials that would produce greenhouse gases;
 - co-ordinating and continuously improving municipal wastes minimisation and management policies in East London;
 - managing municipal wastes in the most environmentally benign and economically efficient ways possible, including reducing greenhouse gas emissions, through the provision and co-ordination of appropriate resources and wastes management facilities and services;

- ensuring that services and information are fully accessible to all members of the community;
- maximising all opportunities for local regeneration and increased social value benefits from waste and resource management, including employment, skills and wellbeing; and
- ensuring an equitable distribution of costs, so that those who produce or manage the waste pay for it.

2.3 Significantly, it commits to a shared sub-regional local authority collected waste minimum recycling rate target set at 35% for 2030, with an aspiration to ideally reach 50%. Barking and Dagenham’s minimum target is 35%, up from 25% in 2019/20. The strategy allows for local ambitions to achieve higher recycling performance:

Table 1: Borough Contributions to the Joint LACW Minimum Recycling Performance and Borough /LES Household Recycling Aspirations for 20303334

Borough	2030 LACW Minimum Performance	Borough / LES Household Recycling Aspiration
Barking & Dagenham	35%	50%
Havering	45%	50%
Newham	28%	50%
Redbridge	35%	50%
Joint Performance	35%	50%

2.4 As the July Cabinet report set out, the recycling rates are heavily geared towards expected changes in government waste policies by 2023/24 and assumptions based on local modelling, including:

- the loss of the recycling rate contribution (currently 5%) from the MBT’s either at the end of the existing ELWA contract or before if reporting requirements change;
- the increasing proportion of flats, and the collection challenges they pose;
- the impact of Extended Producer Responsibilities (EPR) and Deposit Return Schemes (DRS) and the assumption that material captured by the DRS will be reported against individual local authority recycling rates;
- that, in conformity with the Government’s Consistency proposals and the London Environment Strategy Minimum Service Standards, the constituent Boroughs will add glass and a wider range of plastic containers to recycling services, as well as launching separate food waste collections;
- the retention of the existing weekly residual waste collections for properties served at street level, and the existing garden waste charging and collection arrangements.

3. Consultation

3.1 The Draft Strategy and consultation plan was approved by Cabinet in July 2021 and moved to formal public consultation during July to September 2021. The eight-week consultation process included the local communities across the four Boroughs, elected members and other key stakeholders. The public consultation consisted of:

- an online survey which elicited 425 responses;
- targeted focus groups which consisted of 10 residents from each of the Boroughs, recruited using a specialist Market Research Society (MRS) accredited recruiter;
- an open virtual drop-in session that was held for residents, although this was less well attended.

3.2 A report providing an overview of the eight-week consultation process and summary of responses is at <https://modgov.lbbd.gov.uk/Internet/documents/s151208/Consultation%20Report.pdf>. As referred to in section 8 of that document, the vast majority of comments received related to recommendations that already featured in the draft ELJRWS that were either already being implemented or are in planning to be implemented prior to 2027.

3.3 The other significant observation came from the Mayor of London's office which agreed that the draft Joint Strategy's recycling targets contribute a fair and proportionate amount to the London Environmental Strategy's recycling targets, and that the ELJRWS is broadly consistent with its overall aims and intentions. However, it requested that that the lower floor target for local authority controlled wastes, and the borough specific ones that constitute it, do not become the de facto target for each constituent authority.

4. Financial Implications

Implications completed by: Sandra Pillinger, Group Accountant, My Place and Core Services

4.1 The targets and priorities within the ELJRWS do not bind the Council to any specific expenditure, but there will need to be investment in recycling and waste services in the future to meet performance expectations. Further analysis of financial implications will need to be undertaken as more specific proposals are brought forward for the Council's collection services as well as the wider infrastructure solutions for ELWA.

5. Legal Implications

Implications completed by: Dr Paul Feild, Senior Governance Solicitor

5.1 By virtue of the Environmental Protection Act 1990 the Council has been established as a waste collection authority. The Council is a member of the Waste Authority along with the London Boroughs of Havering, Newham and Redbridge which is the statutory Waste disposal authority.

5.2 Section.32 of the Waste and Emissions Trading Act 2003 sets a requirement for waste authorities in two-tier areas to produce a joint strategy for the management of household waste and other similar wastes. Ministerial Guidance was issued in 2005. The guidance indicates that these joint strategies should be reviewed and updated every five years at a minimum.

5.3 As set out in the main body of the report ELWA is tied into the Integrated Waste Management Services Contract until 22 December 2027 so planning has commenced in terms of establishing a waste strategy for collection and disposal that will take over waste management across the four waste collection Boroughs and the waste disposal authority.

6. Other Implications

- 6.1 **Risk Management Issues** – The development of the joint resources and waste strategy is itself a way of ensuring that the risks associated with these services are clearly identified and managed at the most appropriate level, with all parties having a clear understanding of their roles and interactions / co-dependencies with others.
- 6.2 **Corporate Policy, Customer and Equality Impact** - Equalities issues were considered within the Integrated Impacts Assessment and developed as part of the Strategy process; the Integrated Impact Assessment covered social value, finance and environmental impacts. However, in its broadest sense, the proposal is neutral in its impact upon the protected characteristics outlined in the Equality Act 2010.
- 6.3 **Property / Asset Issues** – These matters will arise principally during the development of Parts B (dealing with residual wastes) and C (waste infrastructure) of this strategy process.

Public Background Papers Used in the Preparation of the Report:

- Consultation Report summary
(<https://modgov.lbbd.gov.uk/Internet/documents/s151208/Consultation%20Report.pdf>)

List of appendices:

- Appendix 1: Final Post-Consultation Joint Resources & Waste Strategy

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A Joint Strategy for East London's Resources and Waste 2027 - 2057

A Joint Strategy for East London's Resources and Waste 2027 – 2057

Contents

Executive Summary	3
1 Introduction	4
1.1 Purpose of the Joint Resources and Waste Strategy.....	4
1.1.1 Structure of the Joint Strategy	5
1.2 Responsibilities of the Partner Authorities	5
1.3 Why Do We Need a Joint Strategy?	6
1.3.1 Summary of the Key Drivers.....	7
1.3.2 Society and the Environment.....	7
1.3.3 Policy Landscape	9
1.3.4 Economic Factors	10
1.3.5 Contract Situation.....	11
1.4 Producing a Joint Strategy – Aims and Objectives	12
2 What is our Current Situation?	14
2.1 Our Area	14
2.2 How We Currently Manage Resources and Waste.....	14
2.2.1 Collections	14
2.2.2 Street Cleansing and Parks Waste.....	15
2.2.3 Reuse and Recycling Centres.....	15
2.2.4 Waste Treatment.....	15
2.3 How Much Waste Do We Manage?.....	18
2.4 What's In Our Waste?	19
2.5 Our Current Performance.....	21
2.5.1 Barriers to Recycling	21
2.5.2 Reuse, Recycling and Composting.....	22
2.5.3 Waste Generation	24
2.5.4 Landfill Diversion.....	25
2.6 How We Are Improving	26
2.6.1 Reduction and Reuse.....	26
2.6.2 Community Engagement.....	27
3 What Might the Future Look Like?	28
3.1 The Partner Authorities' Area in the Future	28
3.2 Resources and Waste Management in the Future.....	28

3.2.1	Policy Landscape	28
3.2.2	Resource Efficiency and Scarcity	31
3.2.3	Greenhouse Gas Emissions.....	31
3.3	Preparing for the Future	32
3.3.1	How Did We Forecast?	33
3.3.2	Our Predictions for the Future	36
3.3.3	Preparing for the Unforeseen	36
4	Where Do We Want To Be?.....	37
4.1	Waste Prevention	38
4.2	Reuse and Repair	39
4.3	Recycling	40
4.3.1	Modelling Future Performance	41
4.3.2	Aspirations for Future Performance.....	42
4.3.3	Contribution to National and Regional Targets	43
4.4	Supporting Improvements with Infrastructure	45
4.4.1	Why Do We Need New Infrastructure?.....	45
4.4.2	What Are the Priorities for the Partner Authorities?	45
5	How Do We Get There?.....	47
5.1	Partnership Working and Progress Reporting.....	47
5.2	Delivering Improvement	47
5.3	Responding to Change.....	48
5.4	Reviewing the Joint Strategy	49
6	Measuring Success.....	50
6.1	Current Performance Indicators	50
6.2	Proposed Performance Indicators	50
6.2.1	Weight-Based Targets.....	50
6.2.2	Greenhouse Gas Emissions.....	51
6.2.3	Air Quality	52
6.2.4	Social Value	52
6.3	New Performance Measures	53
6.4	New Funding Regimes	54
	Glossary.....	55

Executive Summary

It is important that the environment is left in a better condition for the next generation.

This Joint Strategy sets out how the five Partner Authorities, namely the [East London Waste Authority](#) (ELWA) and the London Boroughs of [Barking and Dagenham](#), [Havering](#), [Newham](#) and [Redbridge](#), will preserve resources by minimising waste, promoting resource efficiency and moving towards a circular economy, all of which will help to protect the natural environment and reduce carbon emissions.

There is a great deal of change coming in the next few years that will affect the management of resources and waste in the Partner Authorities' area. This includes the end of ELWA's long-term 25-year contract for waste treatment services in 2027, potential changes to existing Partner Authority vehicle and service contracts, as well as important national and regional initiatives and targets that will result in new legislation and requirements for local authorities.

This Joint Strategy sets out the strategic aims and aspirations for resources and waste management of the five Partner Authorities, and outlines how the Partner Authorities will work together to manage resources and waste within their boundaries between 2027 and 2057, after the end of the long-term contract for waste treatment services.

Working with residents and businesses, the Partner Authorities want to make it as easy as possible to produce less waste, and to reuse, repair, and recycle more items and materials. Within the Joint Strategy a series of priorities are outlined that will help facilitate this, including how the Partner Authorities will support future improvements with infrastructure. These priorities will form the basis of how the Partner Authorities will manage waste in the future, contribute to London-wide and national targets, and meet the aspirations for future performance. The Partner Authorities will need to work together to achieve these goals.

The Joint Strategy also outlines the journey required to deliver improvement and respond to future changes. The Joint Strategy starts in 2027 once the current long-term contract for waste and recycling treatment comes to an end, but it is recognised that action to deliver improvements needs to start as soon as possible to achieve future performance aspirations. Steps that the Partner Authorities are taking to improve performance in the intervening years, including development of an East London Waste Prevention Programme and Borough Reduction and Recycling Plans (submitted to the Mayor of London), are detailed.

The Joint Strategy itself will need to be reviewed periodically to confirm it remains relevant in light of the rapidly changing policy environment and provides the right framework to drive performance improvements. The first overall review will take place by 2028.

The Partner Authorities also will need to regularly monitor progress against current and proposed performance indicators, which focus on reducing waste, maximising reuse, repair and recycling and limiting any waste sent to landfill.

This Joint Strategy sets the framework to drive environmental improvements that will support the Partner Authorities to help protect the environment for future residents and businesses of East London.

1 Introduction

1.1 Purpose of the Joint Resources and Waste Strategy

This Joint Strategy sets out the strategic aims and aspirations for resources and waste management of the five Partner Authorities, namely the [East London Waste Authority \(ELWA\)](#) and the London Boroughs of [Barking and Dagenham](#), [Havering](#), [Newham](#) and [Redbridge](#) (these four together being also known as the ‘Constituent Councils’). The Partner Authorities work together to manage resources and waste within their boundaries. It is a long-term strategy.

It is important that the environment is left in a better condition for the next generation. This Joint Strategy sets out how the Partner Authorities will preserve resources by minimising waste, promoting resource efficiency and moving towards a circular economy, all of which will help to protect the natural environment and reduce carbon emissions. The Joint Strategy has been informed by the views of local residents, businesses and other interested stakeholders, officers and Elected Members within the Partner Authorities and those of statutory stakeholders including the Greater London Authority.

There is a great deal of change coming in the next few years that will affect the management of resources and waste in the Partner Authorities’ area. This includes the end of ELWA’s long-term 25-year contract for waste treatment services in 2027, potential changes to existing Partner Authority vehicle and service contracts, as well as important national and regional initiatives and targets that will result in new legislation and requirements for local authorities.

The Joint Strategy period is from 2027 to 2057. It is therefore primarily focused on how resources (the materials we use in our everyday lives) and waste will be managed in the future.

The Partner Authorities will commit to undertake a high-level review of this Joint Strategy by 2028 (see Chapter 5), to ensure the targets, priorities and aspirations are appropriate once future waste and recycling collection and treatment arrangements are better understood. Reviews thereafter will be conducted at intervals of not more than 10 years, to ensure the Joint Strategy continues to drive improvement and enable the Partner Authorities to respond to evolving innovations and policies on resources and waste management.

The previous strategy was originally drafted in 1996 and reviewed in 2006 and set the framework for performance for the 25-year contract period to 2027. The contract operator (Renewi) has developed a number of five-year and annual budget and service delivery plans, which review progress and outline future performance standards¹ and the Partner Authorities have prepared Reduction and Recycling Plans² (RRPs) that set out how they will develop their services and local performance to work towards the targets and service standards within the London Environment Strategy³. The Partner Authorities’ Plans will also be updated as proposals for future service and performance improvement on waste reduction, reuse and recycling evolve.

¹ [Renewi-FYSDP-Report-web-res.pdf \(eastlondonwaste.gov.uk\)](#)

² <https://data.london.gov.uk/dataset/waste-plans>

³ [London Environment Strategy](#)

The Joint Strategy does not cover local issues such as the collection of litter, street cleansing and fly-tipping, and also does not set out specific details on how each borough will develop its household waste and recycling collection services in the future. The Joint Strategy focuses on the longer-term targets and aspirations of the Partner Authorities and the general principles by which the Partner Authorities will work together to achieve them. Further details on the responsibilities of the Partner Authorities can be found in section 1.2.

1.1.1 Structure of the Joint Strategy

- **Chapter One** – sets the context for the Joint Strategy;
- **Chapter Two** - describes how resources (the valuable materials that we dispose of every day) and waste are currently managed in the Partner Authorities' area, and provides detail on some of the opportunities, challenges and existing performance levels;
- **Chapter Three** - describes what changes the Partner Authorities expect to see in the future, both in terms of how the area will change, what impacts national and regional policy may have on the types and quantities of waste being generated, and some of the other factors which may also play a role in how consumers buy, use and dispose of products that will have an effect on resources and waste management;
- **Chapter Four** – sets out the vision for how the Partner Authorities will work together and with the community to help reduce waste and divert more items for repair and reuse. It sets out what level of recycling performance is expected to be achieved across the area, the aspirations the Partner Authorities have for diverting even more waste from disposal, and how future waste treatment capacity will be sourced;
- **Chapter Five** – outlines how the Partner Authorities will work together to achieve the aims and aspirations set out in the Joint Strategy; and
- **Chapter Six** – describes what performance measures will be used to measure success.

1.2 Responsibilities of the Partner Authorities

The four Constituent Councils (as 'waste collection authorities') are responsible for arranging the collection of household waste and recycling, as well as undertaking waste and recycling collections from local businesses that choose to use their commercial waste services.

The Constituent Councils also manage street cleansing, fly-tipping removal, and management of litter from local parks and open spaces, which all generate waste.

ELWA is the 'joint waste disposal authority' for the region, and is responsible for providing treatment and disposal services for the waste and recycling collected by the Constituent Councils. ELWA also operates four Reuse and Recycling Centres (RRCs) where residents can deposit a wide range of materials for reuse, recycling and disposal.

1.3 Why Do We Need a Joint Strategy?

This Joint Strategy is needed to help the Partner Authorities start to plan for the end of the long-term 25-year contract (2002-2027) for waste treatment, while meeting the new requirements that will be arising from national and regional policy changes, and economic, environmental and societal drivers. The Partner Authorities also recognise the imperative to manage resources better in the future, to enhance resource efficiency and minimise greenhouse gas emissions. The main drivers are described in the following sections.

Development of a Joint Strategy is a statutory requirement for waste authorities in two-tier areas⁴. Furthermore, development of this document provides an opportunity to ensure that future strategy, procurement proposals and targets align as closely as possible with London's overall strategic ambitions, as set out in the London Environment Strategy.

In the development of this Joint Strategy a full public consultation and engagement process was undertaken to better understand the needs of communities within East London, their views on waste and the environment, and to gauge public perception of the proposals for the future. The public consultation was carried out for eight weeks between 26 July and 20 September 2021. During this period feedback was gathered via an online focus group, a virtual drop-in session, and an online (and paper) survey. The full results of the consultation are published in the Summary of Responses – Public Consultation report, along with details of the amendments subsequently made to the Joint Strategy.

The draft Joint Strategy was also sent to the Greater London Authority and a Mayoral response to the public consultation was received. A full copy of the response can be found in the Summary of Responses – Public Consultation report along with details of the amendments made to the Joint Strategy.

It was also considered whether a Strategic Environmental Assessment (SEA) needed to be conducted. A screening assessment was developed and sent to the following statutory consultees for feedback:

- Environment Agency,
- Historic England,
- Natural England.

Full responses can be found in the Summary of Responses – Public Consultation report. In summary it was concluded that a full SEA was not needed for the Joint Strategy.

⁴ [Waste and Emissions Trading Act 2003 \(legislation.gov.uk\)](https://www.legislation.gov.uk)

1.3.1 Summary of the Key Drivers

Figure 1: Summary of the Key Drivers



1.3.2 Society and the Environment

In recent years there has been growing concern throughout society about our impact on the environment, particularly around climate change, the ‘throw-away’ society and plastic pollution. An increasing number of people are now aware that producing and consuming goods and services results in greenhouse gas emissions and waste. Members of the public are looking to brands, retailers, governments, and other organisations to help them adopt more sustainable lifestyles.

This growing public interest in how products are made and what happens to the waste people generate has led to a number of policy initiatives at an international, national and regional level. Many of these policies include adherence to the waste hierarchy (Figure 2), which presents the management options for resources and waste in order of preference based on environmental impacts. Policies and programmes are also increasingly focused on delivering what is known as the Circular Economy (Figure 3), which involves designing out waste and pollution, keeping products and materials in use, and regenerating natural systems. Embracing the principles of both the waste hierarchy and the Circular Economy supports society in moving away from unsustainable levels of consumption of natural resources and helps to protect the environment in a number of ways. New policies that focus on these principles, along with pressure from consumers, are driving innovation and change in manufacturing and retailing, leading to new technologies for managing waste products.

At an international level the Sustainable Development Goals⁵ (SDGs), also known as the Global Goals, were adopted by all United Nations Member States in 2015 as a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity by 2030. The goals collectively represent a broad ‘social value charter’ for the planet.

The 17 SDGs are integrated, recognising that action in one area will affect outcomes in others, highlighting that development must balance social, economic and environmental sustainability. From the 17 goals and 169 targets there are at least eight indicators which focus on solid waste management, the majority of which sit in Goal 12 – Responsible Consumption and Production. These indicators cover everything from domestic material consumption through to global food loss, but importantly link back to the issue of sustainable management of the resources we have and use.

Developing a Joint Strategy for resources and waste management provides an opportunity for the Partner Authorities to explore the ways they can work together and with the local community (residents, businesses and other organisations) to deliver more sustainable systems for managing resources and waste in accordance with the Circular Economy principles within the national Resources and Waste Strategy and the London Environment Strategy. This includes identifying ways to reduce waste, divert more materials for reuse and recycling, and reduce the greenhouse gas emissions associated with the generation and management of resources and waste. The Partner Authorities will look at how to do this within their own services and how to influence wider work by a range of organisations involved in the supply of goods and services locally.

⁵ [THE 17 GOALS | Sustainable Development \(un.org\)](#)

Figure 2: The waste hierarchy

The Waste Hierarchy

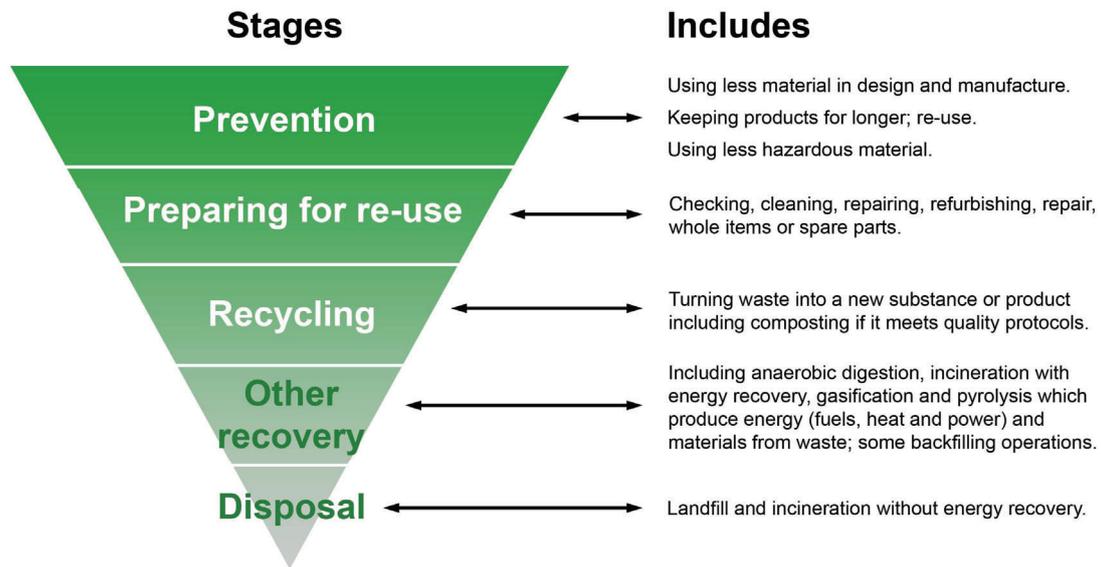
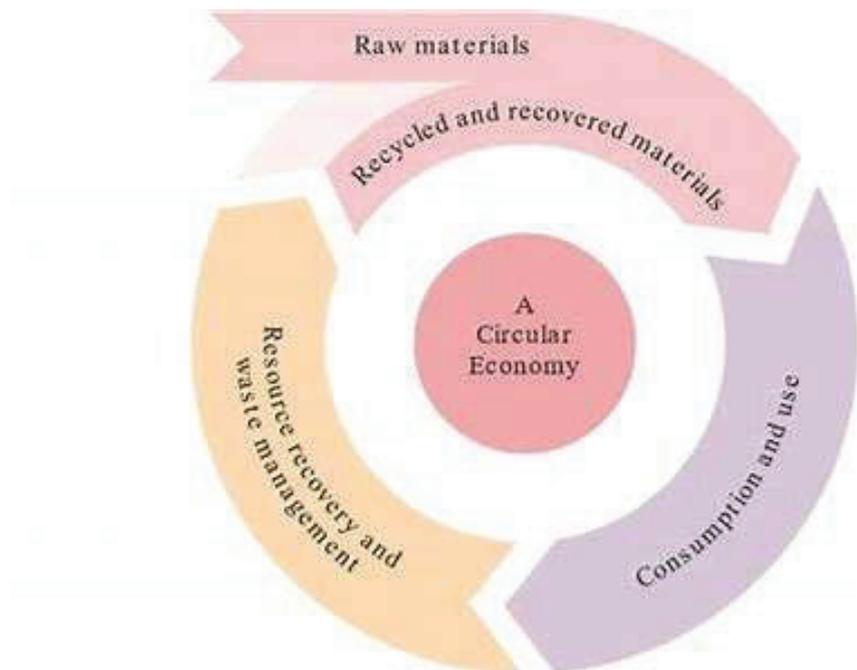


Figure 3: Vision of a circular economy (Resources and Waste Strategy)



1.3.3 Policy Landscape

National and regional policy on resources and waste is rapidly evolving in order to meet ambitions on preserving materials, reducing environmental impacts, and establishing a Circular Economy.

The national Resources and Waste Strategy⁶ (RWS) was published in 2018, and includes many new proposals that will change how local authorities deliver recycling and waste services, and how communities interact with them. These include the setting up of a Deposit Return Scheme (DRS) for drinks containers, extended producer responsibility (EPR) for the costs of managing packaging waste, and establishing more consistent household and business recycling services across the country (Consistency). Further discussion of these issues can be found in Section 3.2.1.

The Government launched a second round of consultations on the DRS, EPR and Consistency proposals in the spring of 2021. This Joint Strategy has included consideration of, and assumptions on, the direction of travel for the development of these proposals, and the actions and priorities set out within the document include further review of the final course of action that the Government decides upon for implementing the RWS. Consultation feedback from the most recent round of consultations is due to be published in the spring of 2022. The first overall review of the Joint Strategy will take place by 2028 and any updates to implementing the RWS will be considered at that time.

The Mayor of London also published the London Environment Strategy⁷ (LES) in 2018, which covers a broad range of environmental issues including waste management. The LES includes an aspiration for London to be a 'zero waste city' by 2050. The regional waste policies contained within the LES are similar to the national Consistency proposals, and waste authorities in London must demonstrate 'general conformity' with them.

The national and regional strategies both set ambitious targets for reuse and recycling, which East London will contribute towards. These are explained in Chapter 4 of this Joint Strategy, which also covers local priorities and aspirations, whilst the range of national and regional policies and proposals that have come forward are covered in more detail in Chapter 3.

Local policy issues including commitments to reduce carbon emissions and improve air quality will also need to be taken into consideration and will help to inform the way that we manage waste materials in the future.

1.3.4 Economic Factors

Local authorities have faced a challenging financial situation in recent years, and the Covid-19 pandemic has put extra pressure on budgets locally as demand for some services has increased while income from other activities has dropped. The long-term effects of the pandemic are not yet known, but the disruption to the national economy, along with accelerated changes to how many people live and work, are likely to mean that some adverse effects on local authority finances will continue. The Partner Authorities need to deliver waste collection and treatment services in the most cost-effective way, in order to protect other frontline services that residents value.

The existing long-term waste treatment contract (see below) has prevented the Partner Authorities from gaining the financial savings that other local authorities have been able to

⁶ [Resources and waste strategy for England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/742222/resources-and-waste-strategy-for-england-2018-2025.pdf)

⁷ [London Environment Strategy - GLA](https://www.london.gov.uk/press-releases/major/london-environment-strategy)

attain through increasing recycling, and the overall costs for treatment of the waste and recycling collected have generally been higher for the Partner Authorities than in many parts of London. When this contract ends in late 2027, the Partner Authorities will have the opportunity to start making savings on waste treatment by diverting more material for recycling, and may also be able to access cheaper solutions for managing the residual waste. To make the best of these opportunities, it is important for the Partner Authorities to work together to consider what mix of collection and treatment services will provide the most cost-effective solutions overall, taking into account local priorities and needs. The development of this Joint Strategy is the first stage in that process.

1.3.5 Contract Situation

The current long-term waste treatment contract started in 2002, and was designed to achieve high levels of diversion of waste from landfill. This was consistent with national policy at the time, and the contract was supported by the Government through the implementation of a Private Finance Initiative model. The operator of the contract, Renewi, has achieved and indeed significantly exceeded the targets set on landfill diversion, and at the time of writing this Joint Strategy less than one percent of the Partner Authorities' waste goes to landfill (a reduction from seven percent in 2018/19).

Unfortunately, the structure of the contract has made it more difficult to increase recycling in the Partner Authorities' area, and consequently local recycling performance has fallen behind the rest of the country. The financial savings that other local authorities can achieve by increasing recycling are not available under the structure of the contract, and the range of materials that can be collected for recycling has also been limited by the infrastructure that was built in the mid-2000s to support local waste treatment.

Renewi is working with the Partner Authorities to try to improve local recycling, including supporting initiatives to introduce a wider range of materials into household recycling collection services. The company's annual budget and service delivery plans⁸ include a number of projects designed to help the Partner Authorities meet and exceed a local 33% recycling target, with partnership working across the region intended to improve household collections, increase the quality of the recycling collected through reduced contamination, recover even more materials from the residual waste, and increase reuse and recycling at the four Reuse and Recycling Centres. The local recycling target was expected to be achieved by 2020/21, but the impacts of the Covid-19 pandemic unfortunately meant that this was missed (with 31.5% being achieved). At the time of writing, it is anticipated that this target will be met in 2021/22.

The Partner Authorities will be working with Renewi to continue to improve local recycling services and performance to the end of the contract in 2027, including identifying opportunities to take full advantage of the changing policy landscape. There will also be work done to mitigate national changes that are expected on how local recycling rates are calculated, which may see a significant portion of the material recovered by Renewi from residual waste no longer being counted towards this performance and reducing local recycling rates by up to five percent.

⁸ [ELWA's Strategy « East London Waste Authority](#)

1.4 Producing a Joint Strategy – Aims and Objectives

With the end of the long-term waste treatment contract approaching, and the significant changes coming forward on resources and waste policy, the Partner Authorities agreed that the development of a new Joint Strategy for East London would be an important first stage in planning for the future.

To develop the Joint Strategy, a series of basic questions were posed that would need to be answered for the Partner Authorities:

- What is our current situation?
- How much waste will there be to manage in the future, and what will its composition be?
- By how much can we reduce the amount of waste that is generated?
- How much waste can we divert for reuse or repair?
- How much waste can we recycle or compost?
- How will we manage the treatment of waste collected for recycling or composting, as well as waste that cannot be recycled?

The following aims and objectives were developed by the Partner Authorities for the Joint Strategy to provide a clear outline of what needs to be achieved in the future. The priorities for the future which are detailed in Chapter 4 are based on the aims and objectives.

Joint Strategy Aims

The aims of the Joint Strategy are:

- A1. to promote and implement sustainable municipal resources and wastes management policies in East London as part of our contribution to transitioning to a more Circular Economy;**
- A2. to minimise the overall environmental impacts of resources and wastes management;**
- A3. to engage residents, community groups, local business and any other interested parties in the development and implementation of the above resources and wastes management policies; and**
- A4. to provide customer-focused, cost-effective, best value services.**

Joint Strategy Objectives

The objectives of the Joint Strategy are:

- O1. to minimise the amount of municipal wastes arising;**
- O2. to maximise reuse, recycling and composting rates;**
- O3. to maximise the diversion of resources and wastes from landfill, particularly organic materials that would produce greenhouse gases;**
- O4. to co-ordinate and continuously improve municipal wastes minimisation and management policies in East London;**
- O5. to manage municipal wastes in the most environmentally benign and economically efficient ways possible, including reducing greenhouse gas emissions, through the provision and co-ordination of appropriate resources and wastes management facilities and services;**
- O6. to ensure that services and information are fully accessible to all members of the community;**
- O7. to maximise all opportunities for local regeneration and increased social value benefits from waste and resource management, including employment, skills and wellbeing; and**
- O8. to ensure an equitable distribution of costs, so that those who produce or manage the waste pay for it.**

2 What is our Current Situation?

This chapter provides a snapshot of services delivered and performance at the time of writing the Joint Strategy (spring 2021).

Data and information to support the development of the Joint Strategy were taken from the last full year of service that was available when the development of the document started (namely 2018/2019) and have been used to understand current performance but also provide a baseline for future projections. Any updates to this have been highlighted within this chapter.

Development of the Joint Strategy began in late 2019, and continued during the Covid-19 pandemic. The pandemic has had an effect on the amount (quantities) and type (composition) of waste produced, and the Partner Authorities continue to monitor these changes. However, the Partner Authorities believe it is too soon to forecast with confidence what the longer-term impacts on local waste quantities and composition will be.

2.1 Our Area

The London Boroughs of Barking and Dagenham, Havering, Newham and Redbridge cover an area of 93 square miles, bordering the historic East End, the edges of Epping Forest, rural Essex and the River Thames. The 1.1 million residents live in 425,000 households, spread over a diverse mix of districts that include large housing estates, dense terraces, detached suburban streets, and small villages. There are also significant pockets of commercial land, active farms, and large industrial zones. The area is seeing a great deal of regeneration, spurred on by the 2012 Olympics, the imminent arrival of Crossrail services, and the repurposing of land next to the Thames. Further details on what East London could look like in the future can be found in Chapter 3.

The local community is vibrant, diverse, and ever changing. Residents come from a wide range of cultures and backgrounds, and the development of new housing is attracting many more people to the area. As is commonplace in London, an increasing number of people are renting rather than buying their homes, which contributes to relatively high levels of population transience (in other-words people move more regularly). The population density varies significantly from neighbourhood to neighbourhood, but is generally increasing across the area as more new homes are provided in blocks of flats than houses.

2.2 How We Currently Manage Resources and Waste

2.2.1 Collections

The four Constituent Councils all provide a weekly residual waste collection for residents, with more frequent services for some blocks of flats where space for bins is limited, and also on high streets where residents need to put their waste out on the street in bags. Commercial waste collections for businesses are currently offered by three of the four Constituent Councils.

Collections of 'dry' recycling, which mainly includes paper, card, plastic bottles, tins and cans, are provided on a weekly or fortnightly basis. Opportunities to improve local recycling services and collect a wider range of materials are being explored, and at the time of writing this Joint Strategy work is underway to begin allowing a wider range of materials to be accepted in recycling collection services. Council websites should be referred to for the latest information

on recycling services and what materials can be recycled locally.

Garden waste collections are provided by all four Constituent Councils to meet local needs.

Commercial recycling services are currently offered in two of the four boroughs (as well as by private waste contractors), and there is a network of public recycling banks around the area that residents can use to recycle more materials, including glass.

Residents can book bulky waste collections for larger items like furniture and white goods, with some items being separated so they can be reused or recycled. Some of the Partner Authorities also have additional arrangements in place to allow bulky items to be diverted from disposal, such as Barking & Dagenham's partnership with an online electrical retailer to provide a free collection scheme for specific bulky items that can be reused and repaired.

There are also special collections available for household collections of clinical waste and hazardous waste.

Unlike many other parts of London, the Partner Authorities benefit from some materials being recovered for recycling from the residual waste, such as glass, metals, and the dried residue of food and garden waste. The recovery of these materials currently counts towards local recycling performance, but the Government has indicated that there may be changes to how local recycling rates are calculated in the future that could see the contributions from some of these recovered materials no longer counting. Further information is awaited from the Government on this issue.

2.2.2 Street Cleansing and Parks Waste

The four Constituent Councils collect waste from street cleansing operations, including the contents of litter bins, material swept off the street, and larger items that have been cleared from fly-tips.

Similar waste is also collected from the parks managed by the four Constituent Councils, along with material similar to household garden waste (where it is not composted at the parks themselves).

2.2.3 Reuse and Recycling Centres

ELWA provides four Reuse and Recycling Centres (RRCs), with one in each Borough. These are available for residents to use free of charge to deposit a wide range of materials for reuse, recycling or disposal. Three of the RRCs are also available for businesses to pay to use, through a direct arrangement with the operator of the sites.

2.2.4 Waste Treatment

ELWA is responsible for providing treatment services for the waste the four Constituent Councils have collected from households, businesses, and through street cleansing. These treatment services are provided through a long-term integrated waste services contract with Renewi, which ends in late 2027.

Much of the dry recycling (paper, card, tins, cans, plastic bottles, etc.) is collected in one bin or bag, so has to be sorted before each item can be sent off for recycling into new products. This sorting is done at a Materials Recovery Facility (MRF). Separated materials are then sent

to reprocessing facilities that can recycle them into new products, and materials that can't be recycled (contamination) are sent for treatment (predominantly to be used as a fuel for electricity generation and district heating elsewhere).

Recycling from bring banks and some household collections do not require sorting and are able to be sent directly to reprocessors for recycling.

Garden waste is sent to industrial composting facilities, which produce a high-quality product that can be used to improve soil on agricultural land. This reduces the demand for fertiliser made using fossil fuels, helping to reduce greenhouse gas emissions and other pollution.

Some recyclable materials, such as electrical items, metal and wood, are extracted from the bulky waste that is collected from residents, so that these can be sent away for reprocessing into new products. The remaining bulky waste is shredded to make a fuel to be used for electricity generation and district heating elsewhere.

The residual waste is processed through two Mechanical-Biological Treatment (MBT) facilities, located at Frog Island (Havering) and Jenkins Lane (Newham), which opened in the mid-2000s and are paid for through the current 25-year contract. The MBT system works by drying out the waste through natural processes similar to composting, where the organic content of the waste (mostly food) decomposes and produces heat. This drives off a lot of the moisture in the waste over the 10 to 14 days it spends in the drying halls at the MBT facilities, reducing the overall weight by about 30% (21% of total waste arisings including recycling). The dried waste is then put through a series of devices to recover some recyclable materials, such as glass, metals, and the solid residue of the food waste. These are sent off for re-processing, whilst the remaining waste is used as a fuel for electricity generation and district heating elsewhere. A short video of the process was produced by Newham Council, and is available on YouTube⁹.

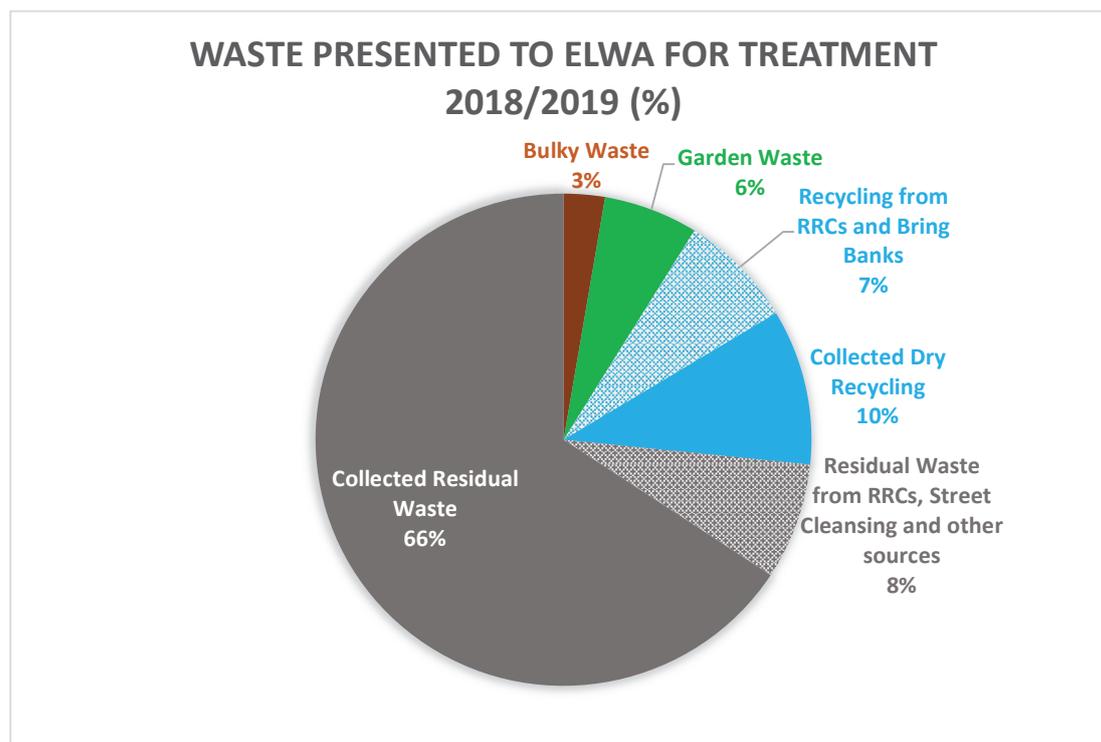
⁹ [What happens to your rubbish in Newham - YouTube](#)

2.3 How Much Waste Do We Manage?

The Partner Authorities currently manage approximately 450,000 tonnes of waste per year, which comes from a number of sources including households, businesses, Reuse and Recycling Centres (RRCs), on-street bring banks and street cleansing.

Figure 5 displays the percentage proportion of each waste type presented to ELWA for treatment in the 2018/19 financial year.

Figure 5: Waste presented to ELWA for treatment 2018/2019 (%)

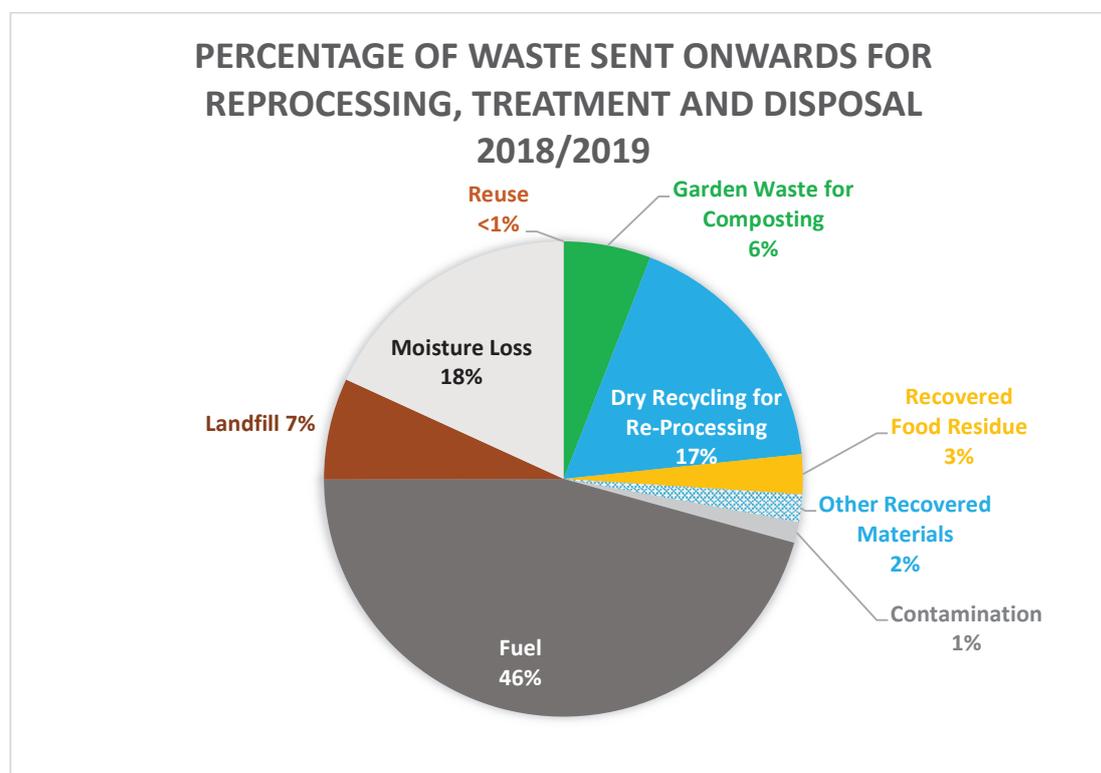


Once the collected materials are bulked together at a local transfer station or undergo initial treatment, they leave the ELWA facilities for onward treatment and reprocessing.

Around 300,000 tonnes of residual waste is processed through the two MBT plants each year, whilst around 43,000 tonnes of mixed dry recycling is sorted at a number of different MRFs. The garden waste is sent to composting facilities, and the materials that residents have put into bring banks or taken to the RRCs are sent to other re-processors to be turned into new products.

Figure 6 displays the amount (percentage) of waste and recycling from all ELWA facilities sent onwards from ELWA for reprocessing, treatment and disposal. It includes the moisture loss from the MBT process which results in an overall weight (tonnage) reduction of waste being sent on for further treatment compared to what was collected.

Figure 6: Percentage of Waste and Recycling sent onward from ELWA for reprocessing, treatment and disposal



2.4 What's In Our Waste?

To be able to understand how best to plan future waste collection and treatment services, including how recycling performance could be improved, it is important to understand in more detail what amounts and types (composition) of waste residents are currently producing.

The last time a detailed analysis of the composition of waste managed by the Partner Authorities took place was in 2016, and the charts below show the results from that study. Figure 7 provides the composition of the household waste that was sampled (recycling and residual waste), whilst Figure 8 provides the composition of the residual waste only. This is particularly important as it helps the Partner Authorities to understand how much waste that could have been recycled is still being disposed of in residual waste.

The analysis carried out in 2016 revealed that there is a large amount of food waste being produced and disposed of as residual waste within the Partner Authorities' area. This is common to many parts of the country, but it shows that a significant difference to the amount of residual waste being produced could be made by helping local residents to reduce food waste. According to the environmental charity WRAP, the average family of four can save just over £60 per month¹⁰ by reducing their food waste, whilst preventing food waste would have significant environmental and cost benefits.

¹⁰ [Why Save Food | Love Food Hate Waste](#)

Data from the residual waste composition analysis also shows that large amounts of paper and card, plastics and metals are being thrown away which could have been recycled.

Figure 7: Waste Composition Analysis Results 2016 –All Household Waste

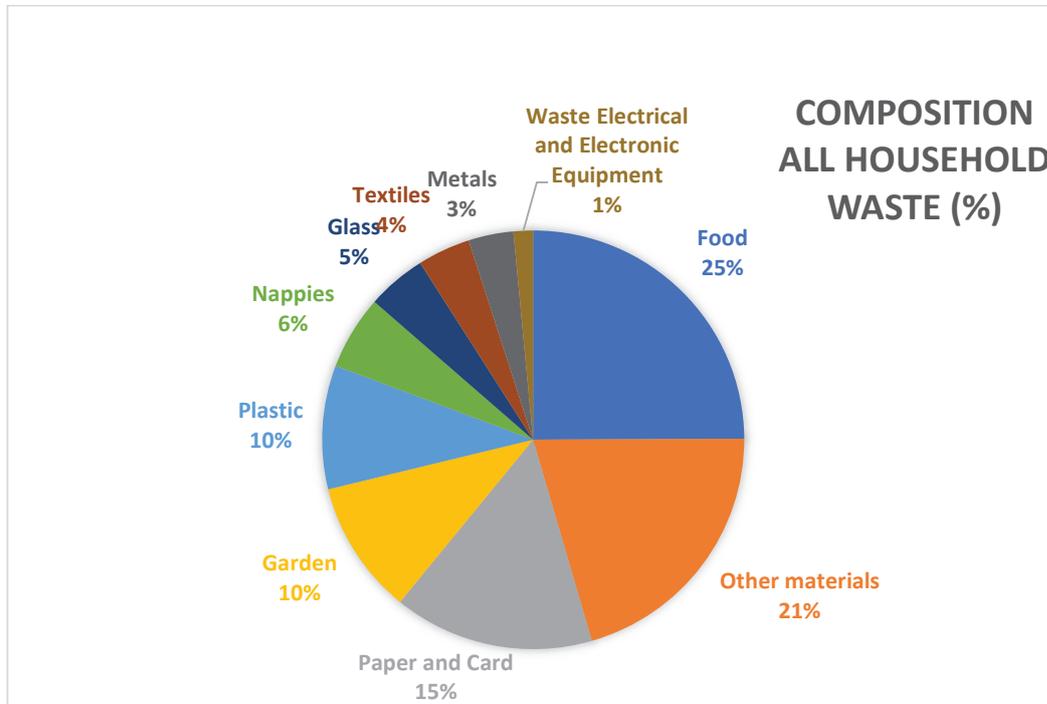
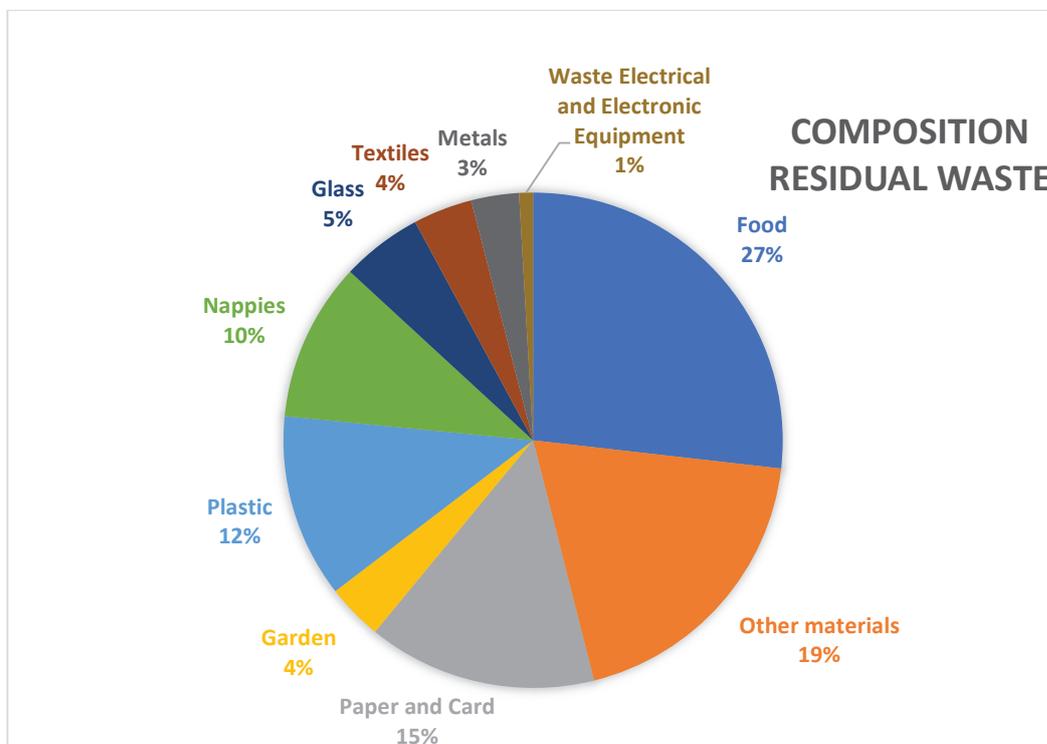


Figure 8: Waste Composition Analysis Results 2016 - Residual Waste



2.5 Our Current Performance

The Partner Authorities' area faces some considerable challenges relative to other parts of England and London in achieving the high recycling rates and reductions in residual waste more widely attained elsewhere.

One of the main challenges is ELWA's current long-term waste treatment contract. This was innovative when it first began in 2002 and means that very little residual waste is landfilled (which is environmentally beneficial). However, over time it has become restrictive for the Partner Authorities and has meant that it has not been economically viable to achieve the same high levels of performance on recycling as other parts of the country.

2.5.1 Barriers to Recycling

A number of studies have identified common barriers to recycling, many of which are applicable to the Partner Authorities' area. Within the WRAP Barriers to Recycling at Home¹¹ study the following universal barriers were identified:

Situational barriers – including not having adequate containers, a lack of space for storage, unreliable collections, unable to get to bring sites;

- Lack of space for storage within a property is a common challenge for those residents living in flats or in Houses of Multiple Occupancy (HMOs)

Behaviour – for example household disorganisation, being too busy with other preoccupations, difficulties in establishing routines for sorting waste and remembering to put it out on collection day;

- Examples of behavioural barriers include putting things in the recycling even if the unsure if it can be recycled, which can cause contamination of the recycling

Lack of knowledge – such as knowing what materials to put in which container, and understanding the basics of how the scheme works; and

- High levels of transience (residents moving often), combined with a lack of information provided to tenants about services, can limit recycling

Attitudes and perceptions – such as not accepting there is an environmental or other benefit, resistant to householder sorting, and not getting a personal motivational reward from recycling.

- Ease of throwing everything into one bin combined with not having anywhere to store recycling can limit recycling

WRAP's Recycling Tracker¹² identifies that age profiles and home ownership affects recycling rates. Residents between 18-35 record lower rates of recycling, and home owners tend to recycle more than people who rent their homes.

¹¹ [WRAP Barriers to Recycling at Home](#)

¹² <https://wrap.org.uk/resources/report/recycling-tracker-report-2021-behaviours-attitudes-and-awareness-around-recycling>

ReLondon has produced a report about recycling in flats¹³, which noted that people who live in these types of property recycle much less than those who live in houses.

Across the area, the levels of garden waste collected are relatively low because many properties in the region have very small or no gardens, with the lack of a garden becoming even more common due to the increasing number of blocks of flats. Garden waste often makes a large contribution to the recycling rates in higher performing parts of the country.

However, despite the barriers identified, the Partner Authorities aspire to improve recycling rates in the future with the support of the community and businesses. Some of the current initiatives that the Partner Authorities are working on are covered below in section 2.6. The Joint Strategy considers how significant improvements in performance can be achieved once the current waste treatment contract comes to an end in 2027.

2.5.2 Reuse, Recycling and Composting

As a consequence of the factors detailed above, East London has some of the lowest recycling rates in the country.

¹³ [Report - Making recycling work for people in flats | ReLondon](#)

Figure 9 and Figure 10 display the percentage of household waste sent for reuse, recycling or composting for the Partner Authorities and all London boroughs and the City of London (NI192 – represents National Indicator 192, previously a statutory indicator for reporting performance).

A particular concern for the Partner Authorities is the amount of contamination in the recycling. Contamination is the name given to non-recyclable material that residents incorrectly put out for recycling, or recyclable materials which are placed in the wrong bin (e.g. textiles need to be placed into a recycling bank or donated locally, rather than into household recycling bins and bags). Contamination has to be sorted out from other recyclable items before being sent away for disposal. Some types of contamination are particularly problematic, as they can also damage other materials that would otherwise be able to be recycled. Tissues, nappies and food waste are examples of this type of contamination, and they are especially damaging to paper and card when put into the same recycling bin or bag.

Figure 9: Percentage of household waste sent for reuse, recycling or composting 2018/2019 – NI192 Partner Authorities

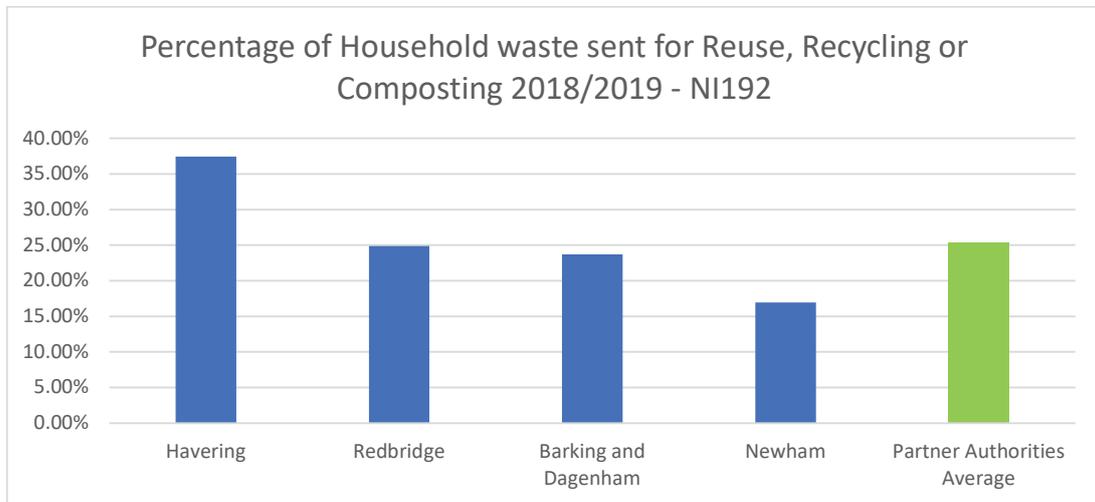
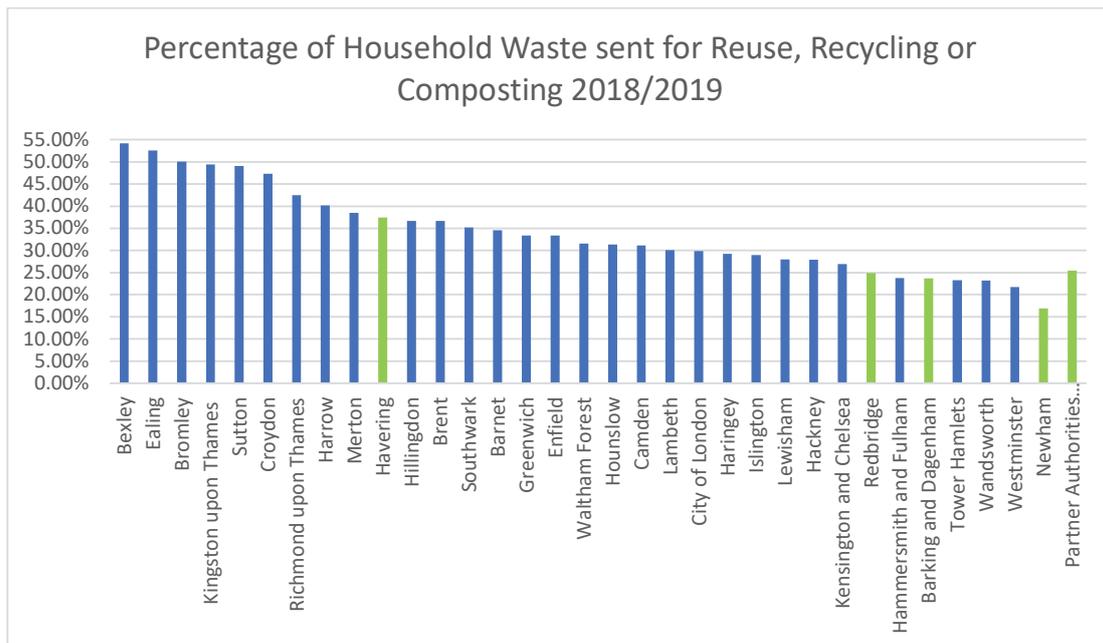


Figure 10: Percentage of household waste sent for reuse, recycling or composting 2018/2019 – NI192 for all London Boroughs and the City of London



2.5.3 Waste Generation

The Partner Authorities' area has some of the highest levels of waste generation in London. The relatively low recycling rates also contribute to the larger amounts of residual waste collected in the area.

Figure 11 displays the total weight of all household waste per head of population, and Figure 12 displays the total weight of residual household waste per household, compared to the other London Boroughs and the City of London.

Figure 11: Total household waste per head (kilograms/head/year) 2018/2019 – for all London Boroughs and the City of London

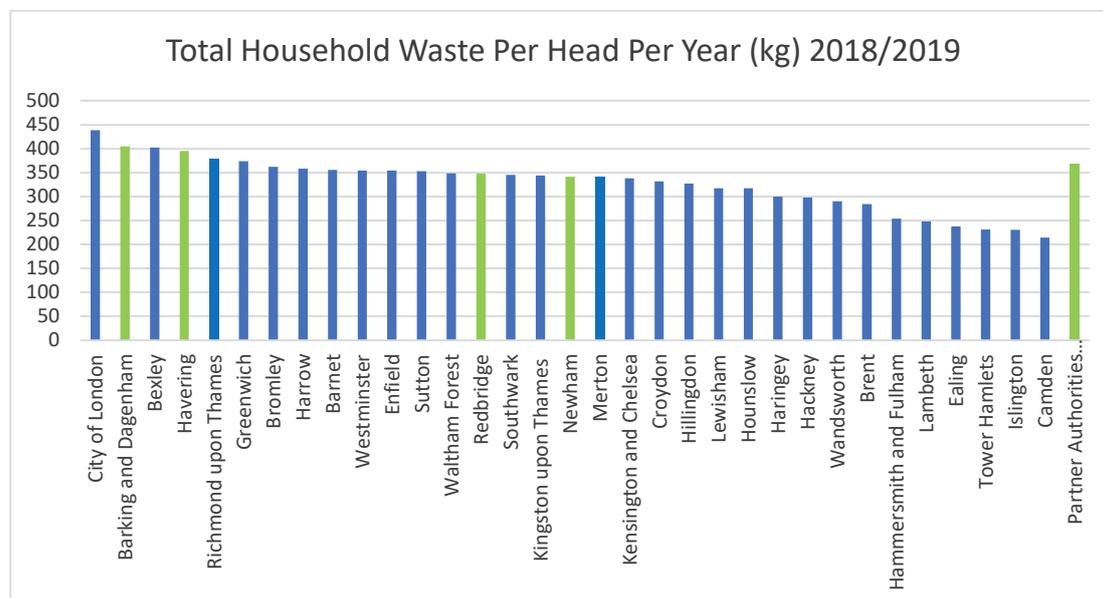
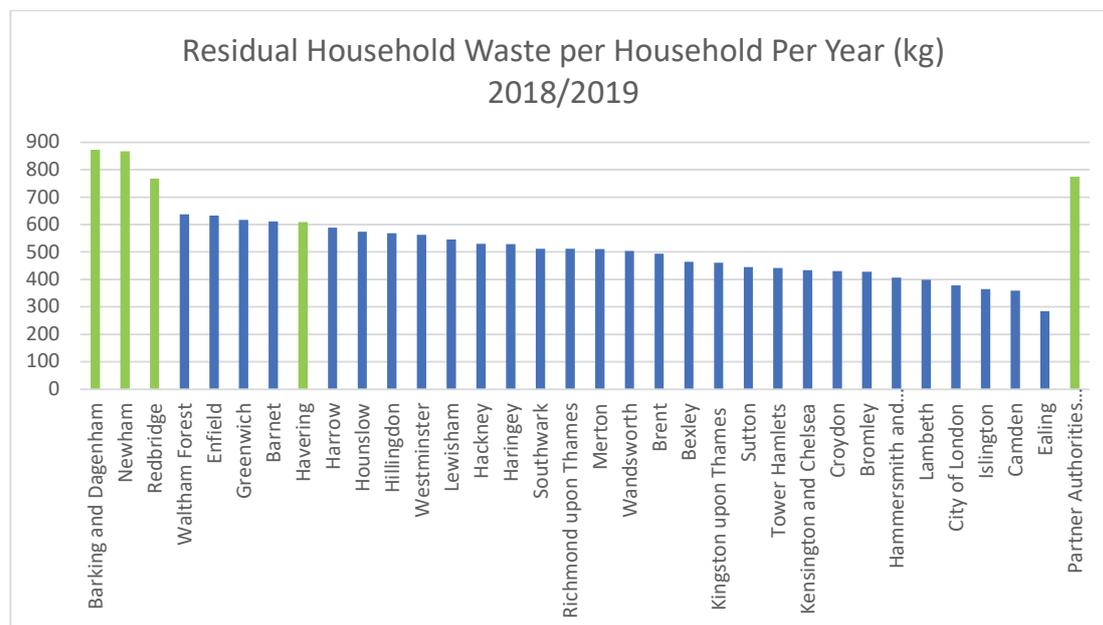


Figure 12: Residual waste per household (kilograms/household/year) 2018/2019 – NI191 for all London Boroughs and the City of London



2.5.4 Landfill Diversion

The Partner Authorities' area achieves a high rate of diversion of waste from landfill due, in large part, to the treatment of residual waste by the MBT facilities described in section 2.2.4. Other items that may once have been more commonly sent to landfill, such as discarded furniture, are also now treated in a similar way to recover recyclable items and create a fuel from the remaining material. The performance in the baseline year for this Joint Strategy for

landfill diversion was 92.4% compared to a London-wide average of 90.5%. However, the local performance has since been increased to more than 99%. In recent years ELWA has been working closely with its contractor Renewi to improve the recovery of recyclable materials from the residual waste at the MBTs. Renewi has also worked hard to establish long-term arrangements for using the fuel it creates from the residual waste, which has resulted in great improvements in landfill diversion. Renewi is continuing to invest in its facilities to improve performance.

2.6 How We Are Improving

Although there are some considerable challenges to overcome, the Partner Authorities have been working for some time to improve performance on waste reduction, reuse and recycling.

The four Constituent Councils have each produced Reduction and Recycling Plans¹⁴ (RRPs), which have been submitted to the Mayor of London. These explain how they will reduce waste, increase reuse and improve recycling, working with ELWA and other stakeholders, as part of contributing to the goals and targets in the London Environment Strategy.

In line with their RRP, Constituent Councils are exploring how to improve local recycling services before the end of the current waste treatment contract, including options for starting to collect a wider range of materials. in order to align more closely with the Mayor of London's minimum service standards¹⁵¹⁶. There are also projects planned or underway to try to get more residents to start recycling properly, separating more of their recyclable waste and reducing contamination.

2.6.1 Reduction and Reuse

There have been a number of projects and initiatives in East London to reduce waste and increase reuse. These include offers of discounted home composting bins for residents, discounts or promotions on reusable nappies, campaigns and workshops focused on reducing food waste, and 'give and take' days that enable residents to donate items they no longer need while also having the opportunity to find products that they would otherwise have to buy.

The work on waste reduction and reuse has now been developed into the Waste Prevention Programme, which is being delivered collectively by the Partner Authorities as a two-year trial from 2021. This is focusing on some core materials, such as food waste, furniture, clothing, nappies and electronics, with a number of projects and new services being introduced to help residents reduce waste, repair items and save money. Projects and initiatives to encourage the provision and use of refill and repair services will be incorporated into the second year of the programme, along with a focus on single-use items for which affordable reusable alternatives are available.

¹⁴ [Waste Reduction and Recycling Plans – London Datastore](#)

2.6.2 Community Engagement

The Partner Authorities understand the importance of working with communities to reduce waste, increase reuse and improve recycling. There are teams dedicated to community engagement on waste and recycling, visiting residents at their homes, attending community meetings, and running events and roadshows. During the Covid-19 pandemic these teams have made use of online platforms (such as Zoom and Microsoft Teams) to continue this work, providing opportunities for residents to learn how to waste less and recycle more even during the most challenging times.

ELWA and the Constituent Councils also work closely with Renewi and Renewi's communications partner Keep Britain Tidy to deliver a programme of education in schools and community engagement on waste reduction, reuse and recycling.

The Partner Authorities have supported national and regional campaigns on waste reduction, reuse and recycling, including Recycle Week, Compost Awareness Week, Real Nappy Week, Recycle for London/London Recycles, and Love Food Hate Waste.

3 What Might the Future Look Like?

3.1 The Partner Authorities' Area in the Future

The Partner Authorities' area has been a focus for regeneration for several decades, and major new developments are planned or in progress across the region. The opening of new transport links in the late 1990s and the staging of the London Olympics in 2012 resulted in a rapid pace of new development in the west of the area particularly, whilst the imminent arrival of Crossrail is helping to drive similar changes elsewhere in the region.

The demand for new housing in London has put extra pressure on the land available, so most new housing being developed is in higher-density developments. New areas are being opened up for housing development for the first time, particularly along the River Thames and the region's major transport corridors, whilst new commercial zones are also coming forward. The area is a particular focus for new 'green industries' moving into the capital, spurred on by the excellent air, road, rail and water transport options.

3.2 Resources and Waste Management in the Future

As mentioned in Chapter 2, there are a number of policy drivers that will influence how the Partner Authorities manage resources and waste in the future. These are covered in more detail within this chapter.

3.2.1 Policy Landscape

3.2.1.1 Overview

In its **25 Year Environment Plan**¹⁷ (Jan 2018), the Government set out its ambition to improve the environment within a generation. This included adopting policies within Government Strategies to use resources from nature more sustainably and efficiently, and managing pressures on the environment by minimising waste. Specifically, with relevance to this Strategy, it sets out the following policies:

- Maximising resource efficiency and minimising environmental impacts at end of life
- Achieving zero avoidable plastic waste by the end of 2042
- Reducing food supply chain emissions and waste
- Reducing litter and littering
- Improving management of residual waste
- Cracking down on fly-tippers and waste criminals

The Plan highlights the importance of taking a natural capital approach when developing and implementing policy.

¹⁷ [25 Year Environment Plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/25-year-environment-plan)

The 25 Year Environment Plan is supported by a number of strategies including:

- **Clean Growth Strategy**¹⁸ – which commits to exploring new and innovative ways to manage emissions from landfill
- **Industrial Strategy**¹⁹ – which looks at major projects and encouraging consumers to look at the whole life value of a product
- **Litter Strategy**²⁰ – which outlines how the Government will work with groups and businesses to reduce litter
- **Resources and Waste Strategy**²¹ – which demonstrates the Government’s ambitions to move to a more circular economy
- **Waste Prevention Plan** –consulted on in Spring 2021²²

The **Resources and Waste Strategy** (RWS, 2018) combines the Government’s pledges with the commitments it has made through the adoption of the EU Circular Economy Package²³. The RWS is guided by two overarching objectives:

- To maximise the value of resource use; and
- To minimise waste and its impact on the environment.

The RWS will contribute to the delivery of five strategic ambitions:

- To work towards all plastic packaging placed on the market being recyclable, reusable or compostable by 2025;
- To work towards eliminating food waste to landfill by 2030;
- To eliminate avoidable plastic waste over the lifetime of the 25 Year Environment Plan;
- To double resource productivity by 2050; and
- To eliminate avoidable waste of all kinds by 2050.

3.2.1.2 What Does This Mean for the Partner Authorities’ Area?

The Environment Act, which gained royal assent on 10th November 2021, brought into law a number of key policies set out in the RWS. Consultations on three key policies from the RWS were launched in the spring of 2021 (feedback due Spring 2022). Although they are not fully defined, several of these policies have already been identified as being important for the Partner Authorities to consider:

¹⁸ [Clean Growth Strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/strategies/clean-growth-strategy)

¹⁹ [The UK's Industrial Strategy - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/strategies/the-uk-industrial-strategy)

²⁰ [Litter Strategy for England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/strategies/litter-strategy-for-england)

²¹ [Our waste, our resources: a strategy for England \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/strategies/our-waste-our-resources-a-strategy-for-england)

²² Note that the London Environment Strategy also contains Waste Prevention objectives (7.1) and a plan for London is expected to follow the national plan.

- **The introduction of a Deposit Return Scheme (DRS) for drinks containers, to incentivise recycling.** Under the proposals consumers would pay a deposit for items like bottles and cans, which they could reclaim by returning these containers to shops or new 'Reverse Vending Machines' (RVMs) which would be located in supermarkets and other relevant locations.
- DRS systems increase recycling rates and can also reduce litter, but how the proposed system will interact with local authority collections, and whether the additional recycling can be counted towards performance locally, is unclear. There also remains a question about potential future revenue loss from the sale of these materials, if drinks containers are diverted from local authority collection systems.
- **Standardising recycling collections from businesses and households.** This will set requirements for local authorities to provide separate collections of food waste for composting and specify the range of materials to be included in recycling collections. These mirror the minimum standard requirements for household waste collection services set out in the London Mayor's Environment Strategy. Requirements on businesses to separate waste for recycling and composting are also proposed.
- Under the Consistency proposals all of the Constituent Councils will need to conduct assessments on the delivery of the required services and, notably, the degree to which materials should be collected separately from each other for recycling to satisfy tests set by Government.
- **Extended Producer Responsibility (EPR) for packaging.** This will require businesses in the packaging production and retail chain to pay for the costs of managing their waste packaging and includes a number of initiatives to make packaging more recyclable. EPR may provide an opportunity for additional funds for local authorities to support collection and recovery of packaging. This is to be consulted on by Government.

The Environment Act enables DRS schemes and producer responsibility regimes for other materials to be brought forward by the Government in the future.

Other key provisions of the RWS relevant to the Joint Strategy include:

- **A tax on plastic packaging containing less than 30% recycled content²⁴** – In addition to the EPR and DRS proposals, which both include some focus on improving the management of plastic waste, the Government legislated for a tax on plastic packaging that contains less than 30% recycled plastic (from April 2022), and will use regulations to phase out single use unrecyclable packaging and place bans²⁵ on the sale of other items such as drinking straws.

²⁴ <https://www.gov.uk/government/publications/introduction-of-plastic-packaging-tax-from-april-2022/introduction-of-plastic-packaging-tax-2021>

²⁵ [Straws, cotton buds and drink stirrers ban: rules for businesses in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/straws-cotton-buds-and-drink-stirrers-ban-rules-for-businesses-in-england)

- **Ways of measuring performance beyond recycling rates** – The Government is exploring new ways to monitor the performance of resources and waste management systems, to try to better capture wider environmental impacts. This could include moving away from weight-based targets such as recycling rates, which can incentivise the recycling of heavier materials instead of those that offer greater environmental benefits through recycling.
- The Partner Authorities will continue to measure performance using a range of metrics and will lobby Government to consult on the use of a carbon metric (and other proposed metrics). Further details on performance measurement can be found in Chapter 6.

3.2.2 Resource Efficiency and Scarcity

The natural resources we use are valuable, and as the population of the world increases, the demand for these resources will rise. This will put more pressure on the environment as new sources of these resources are explored, and will also increase the costs for using them.

With the harm we are doing to our environment becoming more severe, and increasing competition around the world for the natural resources we have already extracted, finding ways to use those resources more efficiently will continue to be an urgent priority. Reducing our overall consumption of resources is of the utmost importance, whilst ensuring that materials that are in circulation keep their value and continue to be used again and again will minimise the demand for extracting more from nature. Reducing our waste and reusing or recycling as much as possible are both vital to improving the efficiency of our use of natural resources.

Over time some of the resources we value will start to become scarce, as natural sources get depleted and the costs of finding more become prohibitive. Retaining resources we already have access to by reusing and recycling our waste will help to minimise the pressures that resource scarcity could create.

3.2.3 Greenhouse Gas Emissions

Climate change has become one of the most important concerns for governments and communities around the world, and the role that humans have played in causing it is now well understood. Taking action on climate change is an international priority, and is likely to continue to increase in importance as the effects of the global warming we are already seeing become more apparent. This Joint Strategy is being developed in the year that the 26th UN Climate Change Conference of the Parties (COP26) is being hosted in the UK (Glasgow).

The principal focus is on reducing the emissions of a range of 'greenhouse gases', such as carbon dioxide and methane, that are responsible for the rising global temperatures and subsequent disruptive effects on the climate and weather systems. The UK Government has set ambitious targets²⁶ to cut greenhouse gas emissions by 68% by 2030 (based on 1990 levels). This target is amongst the highest in the world, and commits the UK to cut emissions at the fastest rate of any major economy so far. The delivery pathway to achieve this (which includes waste management activities such as reducing and recycling food waste) is outlined

²⁶ [UK sets ambitious new climate target ahead of UN Summit - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/uk-sets-ambitious-new-climate-target-ahead-of-un-summit)

in the Net Zero Strategy: Build Back Greener, which launched in October 2021²⁷ Everyone has a role to play in achieving this target, and there are implications for all industry sectors. The national resources and waste policy aims to reduce carbon emissions and protect the wider environment by encouraging citizens to reduce consumption and subsequent waste, reuse what we can and recycle materials to retain their inherent value.

Reducing emissions is also a regional and local priority. The London Environment Strategy sets out a number of actions for reducing emissions through changes to our buildings, how we travel, the provision of parks and green spaces that can absorb some greenhouse gases, and how we consume and dispose of products. The Emissions Performance Standard (EPS) measures greenhouse gases released from London's local authority waste management activities and forms a core part of the Mayor's London Environment Strategy. The EPS aims to achieve significant carbon dioxide (CO₂) emission savings from the management of London's local authority waste. The EPS focuses on treatment of waste with an emphasis on recovering materials which deliver greater CO₂ reductions. The EPS sets targets that London Boroughs are expected to contribute to through their RRP's, and defines a Carbon Intensity Floor²⁸ (CIF) that residual waste solutions must (as a minimum) meet. The Partner Authorities are all developing plans for cutting emissions arising from their own operations, as well as identifying ways that they can work with local communities to help residents play their part such as encouraging sustainable consumption.

In urban areas in particular, including East London, air quality is another important issue that is being tackled as the effects on human health of certain pollutants become clearer. Many of the activities that emit greenhouse gases are also the cause of local air pollution, so actions to adopt more sustainable lifestyles will help in tackling both problems. Some of the Partner Authorities have implemented air quality management areas, and all Partner Authorities are observing the London Environment Strategy requirements on emissions when planning for future vehicle fleets.

3.3 Preparing for the Future

The Partner Authorities have an aspiration to manage resources and waste more sustainably in the future, through a focus on reducing waste, increasing reuse and repair, and improving recycling.

Huge changes have happened to the types of waste that we have produced over previous decades, and this type of change is expected to continue. The Partner Authorities need to understand what the waste they collect and manage might look like in the future, covering a period that would match the lifespan of most kinds of large-scale waste treatment infrastructure. A period of 30 years from the end of the current long-term contract in 2027 has therefore been looked at, meaning predictions have been made to 2057. However, the Partner Authorities recognise that the accuracy of forecasts will reduce the further into the future they

²⁷

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1026655/net-zero-strategy.pdf

²⁸ [Policy 5.17 Waste capacity | London City Hall](#)

look, and as such will review the predictions every few years to determine whether anticipated growth, material changes and other factors have developed as expected.

Land use in the Partner Authorities' area will also change in the future, as new housing is built, transport links are improved, industries move in and out of the area, and major regeneration plans are developed and delivered. A changing local area will inevitably mean the amount and type of waste being generated also changes, and the Partner Authorities will need to be able to respond to this.

3.3.1 How Did We Forecast?

A range of forecasting or 'horizon scanning' techniques were used to look at the factors which could influence the amount and type of waste that will be generated in the future.²⁹

The first stage was to identify how much the amount and type of housing in the Partner Authorities' area might change, as this is likely to be the single biggest influence on the future generation of waste, and the interface between residents and their local waste and recycling collection services. The second stage was to predict how some of the proposals in the Resources and Waste Strategy might impact on future waste. Finally, an analysis was done of other political, economic, social, technological, legal and environmental (PESTLE) factors that might lead to changes in the types and quantities of products that are consumed and disposed of in the future (Figure 13). All of this analysis was based on research from around the world, as well as forecasting work that other organisations or industries have done.

Examples of the types of forces considered include:

- Climate change making the UK warmer and wetter - increasing garden growth rates;
- Growth of online shopping and deliveries – cardboard;
- Smart Technology including smart home items (lights, speakers etc.) and wearable devices (glasses, wristbands, shoes etc.).

²⁹ <https://eastlondonwaste.gov.uk/jointstrategy>

Figure 13: Overview of PESTLE Forces



Three examples of future ‘worlds’ were created by grouping together different impacts:

Green World – this is a ‘best case’ scenario, where governments, communities and businesses all embrace the most environmentally conscious behaviours and lifestyles, leading to reductions in waste and the adoption of truly sustainable lifestyles.

Current Trends – in this scenario there continues to be improvements in legislation, product design and the adoption of sustainable lifestyles, but not to the extent of the Green World scenario.

Degraded World – this is a very unlikely scenario, where even current environmental protections come to an end, and waste generation significantly increases.

In addition, to help provide some comparison with the current situation, current levels of waste generation per household were projected into the future using the forecasts for the amount of new housing that is expected to be built in the Partner Authorities’ area to understand how much waste there would be to manage with no other changes considered. This created a fourth ‘world’ known as Household Growth Only.

Figure 14: Example forces mapped against the three 'worlds'

Forces	Potential outcomes 1	Potential outcomes 2	Potential outcomes 3
	Green World	Current Trends	Degraded World
Climate change making the UK warmer and wetter - increasing garden growth rates	Increased rates of garden vegetation growth and further land dedicated to allotments. Increased levels of growing food at home. Increased consumption of salad and vegetables. Increased garden waste arisings and higher levels of participation in food waste collections.	Increased rates of garden vegetation growth. No new allotments. Slow take up of growing food at home. Some increase in consumption of salad and vegetables. No change in garden waste arisings. Food waste recycling collections are introduced.	Increased rates of garden vegetation growth. Reduced number of allotments due to housing developments. Slow take up of growing food at home. Some increase in consumption of salad and vegetables. No change in garden waste arisings. Food waste recycling collections are rejected by government.
Growth of online shopping and deliveries - cardboard	Increased switch to online shopping and deliveries (currently 15 – 20% of all consumer goods are sold online). Pro-environmental behaviours encourage reduced levels of consumption and high levels of recycling. Take back schemes embraced. Use of crates increases. New schemes enter the market in the medium term and refills increase.	Online consumption increases. Increased arisings of cardboard in the short term which is recycled (change in composition). Take back schemes in the longer term - embraced where compulsory (reduction in cardboard produced and recycled).	Online consumption increases. Increased arisings of cardboard in the short term which are not recycled. Take back schemes in the longer term - only used where compulsory.
Smart Technology including smart home items (lights, shower, speakers etc.) and wearable devices (glasses, wristbands, shoes etc.)	Increased levels of Waste Electrical and Electronic Equipment (WEEE) due to an increase of Internet of Things (IoT) and required sensors. Items that aren't considered WEEE currently will need to be re-categorised in the future. E.g. textiles. Comprehensive take back for WEEE items Extended Producer Responsibility (EPR) and widespread recycling options that are used.	Increased WEEE arisings due to an increase of IoT and required sensors. Items that aren't considered WEEE currently will need to be re-categorised in the future. E.g. textiles. Comprehensive take back for WEEE items (EPR) recycling increases in line with increased arisings.	Increased WEEE arisings due to an increase of IoT and required sensors. Items that aren't considered WEEE currently will need to be re-categorised in the future. E.g. textiles. Comprehensive take back for WEEE items (EPR) used when financially viable.

It was decided to base this Joint Strategy on the Current Trends world, which anticipates reductions in waste per household compared to the current situation but recognises that the transition to a comprehensively more sustainable economic model will take a considerable amount of time to achieve. However, if everyone makes a strong commitment to living more sustainably, the outcomes projected in the Green World scenario could be achieved. The Partner Authorities will ensure that future services are able to respond to the world changing

in a different way than has been projected, and will support efforts across society to move towards a future that is as close as possible to the Green World.

3.3.2 Our Predictions for the Future

The Current Trends world considered a wide range of possibilities, and anticipated gradual increases in policy, legislation and social trends that will help to protect the environment. Many of the current barriers to more sustainable ways of life are expected to continue, but growing concern about the environment will lead to greater awareness and consideration of waste generation by individuals, organisations and governments.

The impacts of these predictions on materials vary, but notably the following types of waste are anticipated to increase:

- Waste electrical and electronic equipment
- Nappies and other absorbent hygiene products
- Plastic film

Recycling opportunities for plastic film and electronic equipment are expected to increase, as is the use of food waste for generating energy and making soil improvers. The use of paper is expected to continue to decrease, but this will be offset to some degree by the increasing use of cardboard for packaging and home deliveries.

3.3.3 Preparing for the Unforeseen

The process to forecast what the world may look like in the future was completed before the emergence of the Covid-19 pandemic in March 2020. Although local authorities plan for a number of events as part of managing risks, the size, severity and length of the Covid-19 outbreak was not foreseen.

At the time of writing this Joint Strategy, the pandemic is still ongoing and organisations across the resources and waste industry are continuing to manage its impacts. These have included more household waste being generated as many people started working from home, fluctuations in global material markets as international trade was disrupted, and large amounts of healthcare waste being generated as testing and vaccination regimes got underway.

There are also a number of possible long-term impacts from the pandemic that are starting to be discussed at a local, regional, national and even international level. These range from relatively short-term economic downturns to fundamental shifts in how and where people live and work.

The Covid-19 pandemic has highlighted the need for greater resilience in how services are planned and delivered, but has also demonstrated how sudden events could set the world on a different path than had been predicted. The Partner Authorities will take the learning from this pandemic on board in the planning of future services, and will monitor the long-term changes that could come about to ensure that the forecasts of future waste types and quantities explained in this chapter remain relevant.

4 Where Do We Want To Be?

The Partner Authorities have high aspirations for increasing the sustainability of local resources and waste management in the future, as outlined in the aims and objectives for the Joint Strategy (see boxes below). This chapter sets out the Partner Authorities' priorities and aspirations for resources and waste management for the Joint Strategy period.

Joint Strategy Aims

The aims of the Joint Strategy are:

- A1. to promote and implement sustainable municipal resources and wastes management policies in East London as part of transitioning to a Circular Economy;**
- A2. to minimise the overall environmental impacts of resources and wastes management;**
- A3. to engage residents, community groups, local business and any other interested parties in the development and implementation of the above resources and wastes management policies; and**
- A4. to provide customer-focused, cost-effective, best value services.**

Joint Strategy Objectives

The objectives of the Joint Strategy are:

- O1. to minimise the amount of municipal wastes arising;**
- O2. to maximise reuse, recycling and composting rates;**
- O3. to maximise the diversion of resources and wastes from landfill, particularly organic materials that would produce greenhouse gases;**
- O4. to co-ordinate and continuously improve municipal wastes minimisation and management policies in East London;**
- O5. to manage municipal wastes in the most environmentally benign and economically efficient ways possible, including reducing greenhouse gas emissions, through the provision and co-ordination of appropriate resources and wastes management facilities and services;**
- O6. to ensure that services and information are fully accessible to all members of the community;**
- O7. to maximise all opportunities for local regeneration and increased social value benefits from waste and resource management, including employment, skills and wellbeing; and**
- O8. to ensure an equitable distribution of costs, so that those who produce or manage the waste pay for it.**

Priorities outlined in this chapter are based on extensive modelling, and provide realistic and appropriate steps that align to, and will contribute towards, London-wide and national policies and targets. Further details on the modelling work can be found in the Technical Reports³⁰ for this Joint Strategy.

As discussed in chapter 2, as the Partner Authorities move beyond the existing integrated waste management contract in 2027, there is scope to implement more flexible and ambitious waste management policies and an eagerness to do so. As set out in Chapter 3 it is difficult to predict the future and the Partner Authorities commit to review their aspirations as circumstances change in line with the aims and objectives of the Joint Strategy.

4.1 Waste Prevention

In line with the Waste Hierarchy, waste prevention provides the greatest environmental and cost benefits for the communities of East London, so is a top priority for the Partner Authorities.

An East London Waste Prevention Programme was approved in February 2021 so that the Partner Authorities can increase their role in preventing waste as soon as possible. The plan includes activities which specifically target key materials, and will facilitate simple ways that residents, businesses and other stakeholders can work together to reduce waste.

Priority materials

Waste prevention activities will focus on a number of priority waste streams that reflect the:

- amount of material within the residual waste either at the kerbside or RRC;
- opportunities to reduce carbon emissions;
- opportunities to protect material scarcity; and
- imperative to minimise the use of plastic.

³⁰ <https://eastlondonwaste.gov.uk/jointstrategy>

The following table sets out the Partner Authorities' priorities and actions on waste prevention:

The Partner Authorities' waste prevention priorities:

- Continue to work with residents and businesses to reduce waste growth and contribute to the London wide aspiration of becoming a 'zero waste city'
- Support the London wide target of reducing food waste by 50% by 2030 and will work with the Greater London Authority, ReLondon³¹ and other authorities to do this
- Work to raise awareness of the individual, community and environmental benefits of reducing waste

More specifically we will:

- Develop waste prevention plans, Reduction and Recycling Plans, or other appropriate tools that outline the actions that will be taken to provide communications, engagement and access to services that help residents reduce waste and save money
- Support national and regional campaigns on waste prevention, and develop local campaigns to support projects and services
- Develop partnership arrangements with community organisations, housing associations local authorities, and other key stakeholders to enhance work on waste prevention
- Work with the Government, other local authorities and key stakeholders to promote higher standards of product design and manufacture, to prolong product lifecycles and reduce avoidable waste

Objectives: These priorities meet the following objectives of this Joint Strategy: O1, O2, O3, O4, O6, O7

4.2 Reuse and Repair

Increasing the amount of unwanted or broken items that are diverted for reuse or sent for repair will not only reduce the environmental impacts of waste management, but will also provide community benefits through support of local businesses and community organisations, enhancing job opportunities, skills and training. Establishing a local circular economy will also improve access to reduced price goods for lower income families – a social value benefit.

The Partner Authorities will work to significantly increase reuse and repair activities within East London, and work with communities to encourage reuse and repair for both disposing of unwanted items and the purchase of new. Reuse and repair will form a significant part of the Waste Prevention Plan which started in 2021.

³¹ Formally known as LWARB – the London Waste and Recycling Board

The following table sets out the Partner Authorities' priorities and actions on reuse and repair:

The Partner Authorities' reuse and repair priorities:

- Work to increase the amount of products that are kept in local circulation through reuse and repair services
- Seek to normalise reuse within our communities as a means of disposing of unwanted items
- Seek to promote the purchase of reused, refurbished and repaired products as a beneficial alternative to buying new
- Seek to advance local green economy job and training opportunities through supporting the development of reuse and repair services

More specifically we will:

- Explore options for providing or supporting existing and new reuse collection services from homes and businesses
- Investigate opportunities for increasing reuse provision at the Reuse and Recycling Centres, including on-site retail outlets where viable
- Work with reuse organisations to develop / expand existing valued partnerships, strengthen local offerings, and support increases in scope and capacity to enhance the services available to residents
- Raise awareness of repair options available within the Partner Authorities' area
- Participate in national, regional and sub-regional campaigns promoting reuse, refill and repair, and undertake local promotion of the benefits and range of available services
- Work with the Government, other local authorities and key stakeholders to promote higher standards of product design and manufacture, to enhance opportunities for cost-effective reuse

Objectives: These priorities meet the following objectives of this Joint Strategy: O1, O2, O3, O4, O5, O6, O7

4.3 Recycling

The structure of the current long-term contract for waste treatment and the wider context in the Partner Authorities' area has made it more difficult for the Partner Authorities to keep up with other parts of the country in increasing recycling. However, when this contract ends in late 2027 and the policy landscape changes, there will be new opportunities to improve performance. The Constituent Councils have already identified ways that they will be working to increase recycling before the end of the contract through their RRP. As has been explained in previous chapters, the Partner Authorities' area also faces increasing challenges in achieving high recycling, notably because a larger proportion of high-density flats are being built across the area than in most other parts of the capital.

Another challenge relates to the current MBT processes which recover some materials for recycling, including glass, metals and dried food waste. The recycling of these recovered materials counts toward local recycling rates at present. However, at the time of writing this

Joint Strategy, there are indications that the dried food waste may no longer be able to be counted towards local recycling performance in the future because of some proposed changes to Government policy. This could mean up to a five percent reduction in current local recycling rates.

The Partner Authorities will work with the Government, other local authorities and waste industry bodies to try to reduce the impact of this proposed change, as the recovery of the dried food waste presents clear environmental benefits that should continue to be encouraged. However, if the proposed change does happen, targets set for the future will need to take the loss of the current (up to) five percent contribution into account.

4.3.1 Modelling Future Performance

To understand what future recycling performance could look like, extensive modelling has been undertaken³². This has used the forecasts of future waste levels that were explained in the previous chapter, and has looked at how improvements to recycling services and investment in engagement, education and communications that the Partner Authorities could make would increase local recycling rates. The modelling has taken into account the large and increasing number of flats within the region and the challenges these properties face with recycling.

The modelling focused on the likely required household waste and recycling services that the Government has proposed through the “Consistent Recycling Collections” chapter of the national Resources and Waste Strategy. All collection options include a separate food waste collection service, along with the addition of glass and a wider range of plastics to recycling collections. The modelling of future performance includes assumptions on the likely impact of the proposed introductions of a Deposit Return Scheme (DRS) for drinks containers and an Extended Producer Responsibility (EPR) regime for packaging waste. The future types of waste treatment technology that will be used are currently unknown (see Section 4.4), so to help the Partner Authorities understand what levels of recycling they might be able to achieve if current industry-standard approaches to waste treatment were used after 2027, the modelling has assumed that there will be no contribution to local recycling rates from recovery of materials from the residual waste. The continuation of current arrangements for garden waste and provision of weekly rubbish collections for all residents are included in the modelling.

At the time of writing this Joint Strategy, the Government is still working on implementing the proposals within the national Resources and Waste Strategy. The Partner Authorities support these proposals as they should result in many environmental benefits, a general increase in recycling across the country and a move towards the ‘polluter pays’ principle. The proposed DRS in particular could result in recyclable waste being collected by organisations other than local authorities. The Partner Authorities have assumed in the modelling that cans and bottles recycled through the DRS will still count towards local recycling rates. The Partner Authorities are continuing to monitor and engage with the Government’s development of its new policies to fully understand potential implications, and will place the targets in the context of the new policy environment when it becomes clearer.

³²<https://eastlondonwaste.gov.uk/jointstrategy>

4.3.2 Aspirations for Future Performance

The modelling has revealed that a minimum **joint** recycling performance of 35% of Local Authority Collected Waste (LACW) by 2030 is realistic, given the above challenges. This assumes that current performance levels will reduce by as much as five percent in the intervening years because of the proposed change to how local recycling rates are calculated (as explained in section 4.3).

The Partner Authorities aspire to jointly achieve considerably **more than 35%** recycling and composting of Local Authority Collected Waste, in order to help London meet the strategic ambition of 50% set in the London Environment Strategy.

Achieving higher levels of recycling will require everyone to play their part, reducing and reusing their waste as much as possible, separating items for recycling whenever and wherever they can while also being careful to correctly dispose of non-recyclable items. The Partner Authorities will work with local residents, businesses and other stakeholders to continuously educate on and promote recycling, and will focus particular efforts on reducing contamination and improving recycling performance in blocks of flats. The opportunities to increase local recycling rates through cost-effective recovery of more material from the residual waste will also be explored as part of a procurement plan, which is covered in the next section.

The Partner Authorities will work together as emerging national policy on resources and waste continues to evolve, in order to understand how best to provide services and maximise opportunities to further improve local recycling performance.

The individual borough contributions that make up the joint performance aspirations are set out in the table below.

Table 1: Borough Contributions to the Joint LACW Minimum Recycling Performance and Borough /LES Household Recycling Aspirations for 2030³³³⁴

Borough	2030 LACW Minimum Performance	Borough / LES Household Recycling Aspiration
Barking & Dagenham	35%	50%
Havering	45%	50%
Newham	28%	50%
Redbridge	35%	50%
Joint Performance	35%	50%

³³ Note: Recycling contributions from RRCs and residual treatment processes managed by ELWA are apportioned to individual Boroughs and form part of these performance figures

³⁴ The differences in performance contribution between the Partner Authorities relates to the factors that can challenge recycling performance, outlined in Chapter 2, such as proportion of flats and gardens.

4.3.3 Contribution to National and Regional Targets

The joint minimum performance and local aspirations proposed would allow the Partner Authorities to contribute to the targets set out in the Resources and Waste Strategy:

- 50% of household waste reused, recycled or composted by 2025
- 65% of municipal waste (which includes waste from businesses that is similar to household waste, comprising materials like food, paper, plastic etc.) reused, recycled or composted by 2035

A contribution would also be made to the targets the Mayor of London has set in the London Environment Strategy (which was completed shortly before the RWS was published):

- 50% of local authority waste reused, recycled or composted by 2025
- 65% of municipal waste and 50% of household waste reused, recycled or composted by 2030

The targets outlined within the RWS and LES are high, and it is acknowledged that nationally and across London there are many authorities with lower numbers of flats and greater levels of garden waste that will achieve and exceed the targets. The Partner Authorities have set a realistic joint **minimum** performance based on the local circumstances and future challenges that were explained earlier in this Joint Strategy, but will continue to work together and with the wider community to identify ways to increase recycling further and meet local aspirations for higher performance.

The following table sets out the Partner Authorities' priorities and actions on recycling:

<p>The Partner Authorities' recycling priorities:</p> <ul style="list-style-type: none">• We aspire to reach 50% household recycling, and will work with local communities in this regard• We aim to achieve a minimum joint reuse, recycling and composting performance of 35 % of LACW by 2030• We will work together to offer the Mayor's minimum level of household recycling service provision, providing residents with straightforward and easy-to-use recycling collection services• We will improve the quality of recycling collected and reduce contamination• We will improve recycling performance in houses and blocks of flats• We will work alongside new policy commitments including DRS and the EPR regime for household packaging to maximise opportunities for increasing recycling <p>More specifically we will:</p> <ul style="list-style-type: none">• Introduce separate food waste collections for street level properties and blocks of flats, in line with anticipated regulations and Government guidance• Expand household collection services to allow residents to recycle a wider range of packaging and containers where relevant markets exist

- Continue to investigate opportunities to recycle even more materials, through collection services, public recycling facilities and the Reuse and Recycling Centres
- Work with In-house commercial waste services and private waste companies to ensure that businesses in East London are able to access cost-effective recycling services
- Engage with our residents and businesses to increase awareness of, and participation in, recycling
- Provide feedback to residents and businesses on contamination, and highlight the need for material quality
- Identify opportunities to use the ReLondon 'Making Recycling Work for People in Flats toolkit'³⁵ or other suitable approaches to improve recycling performance in blocks of flats
- Work with the Government, other local authorities, producers and key stakeholders to develop better approaches to the planning and design of new developments to ensure residents are able to recycle easily
- Work together to identify opportunities to extract more recyclable material from bulky waste, street cleansing waste and fly tipped materials
- Explore opportunities to increase recycling through recovery of materials from other waste streams
- Support London Recycles messaging and campaigning to ensure that a consistent reduce, reuse, recycle message is delivered across London
- Work with the Government, other local authorities, producers and key stakeholders to promote standards of product design that enhance opportunities for cost-effective recycling

Objectives: These priorities meet the following objectives of this Joint Strategy: O2, O3, O4, O5, O6

³⁵ [Report - Making recycling work for people in flats | ReLondon](#)

4.4 Supporting Improvements with Infrastructure

4.4.1 Why Do We Need New Infrastructure?

The end of the long-term integrated waste contract in 2027 will mean that ELWA needs to make new arrangements to manage the waste and recycling collected by the Partner Authorities. This is a process that can take several years to plan because of the large investments that may be needed in new infrastructure.

The end of this contract also provides an opportunity for improvements to be made to reuse and recycling services for households and businesses. It can take time to plan these types of improvements, particularly where investment in new contracts or vehicles are required, and there will be differing infrastructure needs to support these arrangements.

It is important for ELWA and the Constituent Councils to work together on planning future arrangements for managing resources and waste, so that the right types and sizes of waste and recycling treatment are available, and the best whole system solution is obtained.

4.4.2 What Are the Priorities for the Partner Authorities?

Due to the uncertainties around the detail of future policy and the capacity available for different types of infrastructure in 2027, it is not appropriate or possible to set out a prescribed solution for the reuse, recycling and waste treatment/disposal of waste handled by ELWA beyond 2027 at this stage.

ELWA will develop a procurement plan to support the delivery of future waste treatment capacity from 2027 onwards, and will work with the Constituent Councils to understand their infrastructure needs as they make plans for any future changes to waste and recycling collection services.

The following table sets out the Partner Authorities' priorities and actions for supporting local performance improvements with infrastructure:

The Partner Authorities' infrastructure priorities:

- We will contribute to national and regional targets on reducing waste sent to landfill
- We will secure access to waste treatment capacity in ways that support the Partner Authorities' priorities around reuse, repair and recycling
- We will establish resilient, responsive and flexible arrangements for future waste treatment, so that the Partner Authorities can continue to improve local services while remaining responsive to changes in global material markets and international policy
- We will seek to procure waste treatment services that provide local economic, environmental and social benefits
- We aim to support the Mayor's target of managing the equivalent of 100% of London's waste within the capital

More specifically we will:

- Maximise the use of, and value from, ELWA's existing waste treatment contract
- Develop a procurement plan for future waste treatment capacity, to support the aims and objectives of this Joint Strategy. A Strategic Environmental Assessment screening will form part of the procurement plan process
- Ensure effective and responsible future commissioning, considering issues such as flexibility, resilience, value for money, service quality, social value, and environmental impacts including greenhouse gas emissions
- Ensure that any future contracts commissioned will not impede the Partner Authorities' ability to improve recycling in line with aspirations to reach 50%
- Investigate options for supporting the development of appropriate new local infrastructure for reuse, repair and remanufacture, which provide opportunities for local regeneration
- Work with the Greater London Authority to deliver future infrastructure and waste treatment capacity solutions that align with the policies set out in the London Environment Strategy, and ensure compliance with the Mayor of London's Carbon Intensity Floor requirements³⁶ for any technology solutions considered that may include energy recovery (note: technologies will be considered as part of a procurement plan)
- Work with the Government, other local authorities and key stakeholders to encourage the development of local materials reprocessing capacity

Objectives: These priorities meet the following objectives of this Joint Strategy: O1, O3, O4, O5, O7

³⁶ [London Environment Strategy - Policy 7.3.2.b](#)

5 How Do We Get There?

The Joint Strategy has so far set out a number of priorities and actions for improving performance on waste reduction, reuse and recycling, as well as delivering future waste treatment capacity. This chapter will focus on how the Partner Authorities will work together to achieve, and improve on, the targets and aspirations set out in the previous chapter.

5.1 Partnership Working and Progress Reporting

This Joint Strategy has been developed by the Partner Authorities. The continuation of joint working will be important in successfully delivering the aims and objectives the Partner Authorities have set out (Section 1.4), and the Partner Authorities will need to work collectively to monitor progress against these goals. Appropriate governance arrangements will be developed to do this, which could include a Joint Strategy board or formal committee, which is likely to undertake activities including:

- allowing the Partner Authorities to share information on local proposals for improving services;
- identifying opportunities for residents and other stakeholders to provide feedback on progress;
- tracking the development of the ELWA procurement plan;
- continuing to engage with the GLA and other key stakeholders on future procurement and other key plans; and
- discussing further changes to national or regional policy that may influence the management of resources and waste in the Partner Authorities' area including those linked to carbon emissions.

New partnerships will also be important to helping to improve performance on waste reduction, reuse and recycling. Where appropriate, formal arrangements will be set up with other key organisations, such as local charities providing reuse services. More informal partnership working will be developed with national, regional and local organisations that have common goals to reduce waste, increase reuse and repair, and improve recycling. These organisations could include other local authorities or organisations representing local government.

5.2 Delivering Improvement

The Partner Authorities have committed to improving performance on waste reduction, reuse and recycling, and have set a joint **minimum performance** of 35% reuse, recycling and composting of their collected wastes by 2030 with aspirations to contribute as much as possible towards the London-wide ambition of 50% of household waste

The modelling that has been carried out to support the development of this Joint Strategy has provided the basis for setting performance aspirations through consideration of standard service models, and some anticipated service improvements have been highlighted. As discussed in section 4.3 the aspirations also take into consideration predicted changes to the way that recycling rates will be reported in the future which would mean a reduction in the current recycling rate.

Under the Government's Consistency proposals, all of the Partner Authorities will need to conduct assessments on the delivery of the required services and, and the degree to which materials should be collected separately from each other for recycling. This will require close coordination between the Constituent Councils and ELWA to ensure that the waste handling and treatment solutions driven by the collection services are deliverable in the context of the Partner Authorities' area. These review points will also provide an opportunity to ensure services are cost-effective, meet local needs, and are able to take full advantage of the opportunities that new national policies may bring.

The nature of the current long term waste treatment contract means that it may not be cost-effective for the Partner Authorities to make significant improvements to services before 2027. However, the Partner Authorities also recognise the importance of increasing local recycling rates as soon as possible and complying with emerging policy from the Resources and Waste Strategy, so will undertake analysis to determine the best times to make any changes that are planned during the transition process to new waste treatment arrangements. Service improvements will be set out in the Constituent Councils' Reduction and Recycling Plans. Work will also be undertaken to determine the most effective methods for equitably distributing the costs of future waste and recycling treatment services, in order to reduce barriers to improved performance and align with new policy and funding regimes such as those being developed by Government under the national Resources and Wastes Strategy or announced as part of the Net Zero Strategy.

5.3 Responding to Change

The Partner Authorities have identified a number of national and regional policies and initiatives that could affect how resources and waste are managed in the future, and have included estimated impacts within the forecasting and modelling work that underpins this Joint Strategy. This includes some of the proposals within the national Resources and Waste Strategy, for which experience and benchmarking from other European countries has been used to estimate what impact there could be in East London.

At the time of writing this Joint Strategy, the Covid-19 pandemic is still causing significant change and disruption across the world. The immediate impacts of this pandemic on resources and waste management in the Partner Authorities' area are well understood, but there could be longer-term effects that cannot yet be predicted.

Over the period of the Joint Strategy there are also likely to be other issues that arise which may mean that there are changes to how resources and waste are managed. The extensive forecasting work that has been undertaken to support the development of this document has attempted to identify a large number of these, including housing growth, climate change and innovations in product design, with research being used to develop predictions about what effect they may have. However, there may be other issues that arise which have not been foreseen, particularly in the longer term. As mentioned previously, effective future commissioning will consider issues such as flexibility and resilience as well as value for money, service quality, social value, and environmental impacts including greenhouse gas emissions.

The Partner Authorities will work together to review evolving national policy, so that the implications for local services and performance can be fully understood at the earliest

opportunity. The Partner Authorities will also continue to work closely with one another to understand how other issues are developing that may mean there needs to be fresh consideration of how resources and waste management could change in the future and the role that the Partner Authorities could play in mobilising a green economic recovery.

5.4 Reviewing the Joint Strategy

This Joint Strategy covers a 30-year period from the end of ELWA's current waste treatment contract in 2027.

Such a long-term strategy will require reviewing and updating to reflect how East London is changing, waste and recycling services are developing, performance is improving, and national and regional policy is evolving (including the London Environment Strategy, which has its own review periods³⁷).

The Partner Authorities will commit to undertake a high-level review of this Joint Strategy to ensure the targets, priorities and aspirations are appropriate once new national policy has been implemented, and once future waste and recycling collection and treatment arrangements are better understood. This process will also review whether the Joint Strategy remains in general conformity with the LES. The Partner Authorities will launch this review at the appropriate time, and will commit to this taking place by 2028. Reviews thereafter will be conducted at intervals of not more than 10 years, to ensure the Joint Strategy continues to drive improvement and enable the Partner Authorities to respond to evolving innovations and policies on resources and waste management.

³⁷ [LES Implementation Plan](#)

6 Measuring Success

This Joint Strategy sets out the principles for a long-term approach to managing waste and resources. The Partner Authorities will carry out regular reviews and updates to make sure the approach continues to be relevant, appropriate and effective. This will include monitoring the contribution to all of the Mayor of London's targets in any future update of the London Environment Strategy.

In order to know whether the aims and objectives of the Joint Strategy are being met, it is important to establish, monitor and report on appropriate measures.

6.1 Current Performance Indicators

The key measures which are currently reported by the Partner Authorities to the GLA and the UK Government currently include:

- Total tonnage of residual (non-recycled) waste per household (NI 191)
- Percentage of household waste sent for reuse, recycling or composting (NI 192)
- Percentage of waste sent to landfill (NI 193)

6.2 Proposed Performance Indicators

This section identifies the performance indicators that the Partner Authorities will use to monitor progress against the aims and objectives of the Joint Strategy.

6.2.1 Weight-Based Targets

Residual waste per household (kilograms/household/year) (NI 191) and per head (kilogram/head/year)

These will be core performance indicators for the Partner Authorities. They measure the amount of residual household waste that residents dispose of, either through their regular collection from home, at the Reuse and Recycling Centres, or through street litter bins. Positive performance is indicated by the figures reducing against the indicators, and this can be achieved not only by recycling, but also through reducing overall waste generation and diverting more unwanted or broken items for reuse or repair.

Evolving national policies may result in less recyclable waste being presented to local authorities to manage, with it instead being returned to producers through take-back schemes or a national Deposit Return Scheme. This would be a positive development, but it could be detrimental to the recycling performance that local authorities are able to report. However, the positive impacts of these types of scheme would still be captured through monitoring of these indicators, as the amount of residual waste that residents produce would be likely to reduce.

These measures will allow monitoring against the following objectives of this Joint Strategy:

O1, O2, O4, O5, O6

Percentage of household waste sent for reuse, recycling or composting (NI 192)

LACW reused, recycled or composted (%)

In addition to continuing to use the existing NI 192 measure of household waste reused, recycled or composted, an expanded metric which covers all Local Authority Collected Waste (LACW) will also be used. This includes household waste, as well as the commercial waste that local authorities collect from local businesses that choose to use the council's service. Use of these metrics is in line with the London Environment Strategy, which has set reuse, recycling and composting targets for both LACW and household waste, and this Joint Strategy has set a joint minimum performance against the LACW measure of 35% by 2030 with aspirations to reach 50% household waste reused, recycled or composted.

This measure will allow monitoring against the following objectives of this Joint Strategy:

O1, O2, O4, O5, O6

Percentage of waste sent to landfill (NI 193)

This indicator will monitor how well the Joint Strategy is delivering against national and regional targets on reducing the use of landfill. Disposing of waste in landfill does not allow either the material or energy content to be recovered, so is considered to be the least desirable method of disposal.

This measure will allow monitoring against the following objectives of this Joint Strategy:

O3, O4, O5

In addition, the Partner Authorities will continue to report against the existing household waste-based reuse, recycling and composting indicator (NI 192), until such a time as it is reviewed by the Government. This indicator is no longer statutory, but continues to be used by local authorities for consistency and performance monitoring and so is useful for benchmarking.

6.2.2 Greenhouse Gas Emissions

The consumption of goods and services, and the management of the resources and waste that arise from these activities, results in greenhouse gas emissions. These emissions can vary significantly according to how the waste materials are being managed, and it is important to consider the "whole system" of collections and treatment when comparing different approaches to resources and waste management.

It is common for the measurement of different greenhouse gas emissions to be standardised into 'carbon equivalent' emissions. This reflects that the various greenhouse gases (such as carbon dioxide and methane) have different impacts when released into the atmosphere, and allows for easier comparisons of the many types of activity that produce greenhouse gas emissions.

Carbon emissions will need to be monitored to help the Partner Authorities understand how the Joint Strategy is delivering against local, regional and national ambitions on reducing environmental impact and achieving 'net zero' carbon emissions.

At the time of writing this Joint Strategy, the Constituent Councils are developing local approaches for measuring, monitoring and reducing greenhouse gas emissions, while also contributing to London-wide initiatives to agree standard approaches. The Partner Authorities will work together to develop suitable measuring and monitoring frameworks for the Joint Strategy, so that the impacts of resources and waste management can be appropriately reported at a local level.

At a regional level, the GLA's Emissions Performance Standard will be used to monitor performance and model the impacts of proposed new services, and new waste treatment solutions will be assessed against the Carbon Intensity Floor³⁸ where applicable. The Partner Authorities will also feed into national reporting regimes as they are developed.

These approaches to monitoring greenhouse gas emissions associated with the management of East London's resources and waste will allow monitoring against the following objectives of this Joint Strategy:

O4, O5

6.2.3 Air Quality

Air quality is a top priority in many urban areas, including East London, and developing approaches to reducing pollution and improving the quality of the air we breathe requires a good understanding of the sources of pollution.

The collection and treatment of resources and waste needs to be considered as part of improving air quality. The Partner Authorities will work together to develop effective reduction, abatement, measuring and monitoring approaches for pollution emissions associated with local resources and waste management, feeding into regional work being taken forward to deliver on the air quality policies within the London Environment Strategy.

These approaches to monitoring air quality impacts associated with the management of East London's resources and waste will allow monitoring against the following objectives of this Joint Strategy:

O4, O5

6.2.4 Social Value

Increasingly, organisations are considering their activities holistically, taking account of the wider economic, social and environmental effects of their actions. Social Value serves as an umbrella term for these broader effects, and organisations which make a conscious effort to ensure that these effects are positive can be seen as adding social value by contributing to the long-term wellbeing and resilience of individuals, communities and society in general³⁹. Local Authorities can take social value into account through their policy and spending decisions to maximise the benefit for the communities they serve.

³⁸ [London Environment Strategy - Policy 7.3.2.b](#)

³⁹ [What is Social Value? - Social Value Portal](#)

There are established tools for understanding the social value that different services or contracts can bring, which can then be used to monitor the delivery of the anticipated social benefits. One example is the Social Value Portal, which a number of local authorities are now using as part of their procurement and contract management processes. The Partner Authorities will explore the options available for monitoring and reporting on social value, so that opportunities to enhance local communities through this Joint Strategy and the development of future services are fully realised.

Monitoring the social value of local resources and waste management services will allow monitoring against the following objectives of this Joint Strategy:

O4, O5, O6, O7

6.3 New Performance Measures

In 2019 the Government consulted on proposals contained within the Resources and Waste Strategy to reduce waste, increase recycling and improve the quality of the recycling collected. As part of further consultations released in spring 2021 (feedback due in spring 2022), the government sought views on introducing new national Key Performance Indicators and developing alternative methods for measuring performance on resources and waste management. Waste-related performance has traditionally been measured by weight, but the limitations of this approach are becoming clearer as it can result in a focus on collecting heavier recyclable materials (such as garden waste) rather than those which may offer the best overall environmental benefits through being recycled.

The Government has recognised that other methods of measuring waste and recycling performance are needed, such as looking at the impact on climate change.

As mentioned in Chapter 3.2.1, the Government is increasingly using a natural capital approach when developing and implementing policy. The importance of nature has also been emphasised in the recent publication, *The Economics of Biodiversity: The Dasgupta Review*⁴⁰, which highlights the need to change how we think, act and measure success. It states that 'introducing natural capital into national accounting systems would be a critical step towards making inclusive wealth our measure of progress'. It is likely that over the life of the Joint Strategy new metrics will be introduced that place an emphasis on the value of nature including valuing our natural resources.

The Partner Authorities will continue to monitor the evolution of these proposals in addition to wider environmental proposals, and will adapt their monitoring and reporting approaches accordingly.

Developing new environmental performance measures in line with evolving national and regional policy will allow monitoring against the following objectives of this Joint Strategy:

O4, O5

⁴⁰ [Final Report - The Economics of Biodiversity: The Dasgupta Review - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97222/final-report-the-economics-of-biodiversity-the-dasgupta-review.pdf)

6.4 New Funding Regimes

The Partner Authorities will review the way in which ELWA's costs are apportioned between the Constituent Councils so that, the Constituent Councils' pay equitably for the services they use. The most appropriate time to implement any changes is expected to be when successor services to ELWA's current long-term contract are put in place.

Such new financial arrangements will have to take account of new national regimes to be introduced under the Resources and Waste Strategy, once these have become clear. Similarly, any further new national regimes introduced during the term of this Joint Strategy may require a further review to ensure there continues to be an equitable distribution of costs.

The Partner Authorities should then all have both an environmental and a financial business case to improve services and reduce environmental impacts as much as possible.

Developing new financial arrangements locally will allow monitoring against the following objectives of this Joint Strategy

O8

Glossary

Term	Definition
Biodegradable Waste	Biodegradable waste is any product that can be easily broken down naturally by water, oxygen, the sun's rays, radiation, or microorganisms. It includes most food and green garden waste, and can include some paper and card.
Carbon Dioxide (CO₂)	Principal greenhouse gas related to climate change.
Carbon Dioxide-Equivalent (CO₂e)	The universal unit of measurement used to indicate the global warming potential (GWP) of greenhouse gases. It is used to evaluate the impacts of releasing (or avoiding the release of) different greenhouse gases. For example, the GWP of methane is 21 times that of CO ₂ , which has a GWP of 1. Sulphur hexafluoride has a GWP of 23,900. A CO ₂ -equivalent figure is used to represent the warming impact of greenhouse gases.
Carbon Footprint	Total greenhouse gas emissions resulting from an activity or group of activities, including embodied carbon.
Carbon Intensity Floor	The CO ₂ e emissions performance level set for electricity generated from London's municipal waste to achieve. The carbon intensity floor has been set at the level whereby any electricity generated from London's municipal waste is to be no more polluting in carbon terms than the electricity source it replaces. The carbon intensity floor sits within the Emissions Performance Standard that has been set for London's activities associated with the collection, treatment and final disposal of London's municipal waste to achieve.
Circular Economy	An economic model in which resources are kept in use at the highest level possible for as long as possible in order to maximise value and reduce waste, moving away from the traditional linear economic model of 'make, use, dispose'.
Climate Change	A large scale, long-term shift in the planet's weather patterns or average temperatures. Characterised by higher temperatures, sea level rise, changing rainfall, and more frequent and severe extreme weather.
Commercially Collected Waste	Waste from businesses in the possession or control of a body or organisation that is not a waste authority
Composition Analysis	An analysis of the different items present within waste. This can include the types and weight of items and materials.

Term	Definition
GLA	The Greater London Authority is the administrative body for Greater London. It comprises a directly elected Mayor and directly elected London Assembly.
Greenhouse Gas (GHG)	Any gas that induces the greenhouse effect, trapping heat within the atmosphere that would normally be lost to space, resulting in an increase in average atmospheric temperatures, contributing to climate change. Examples include carbon dioxide, methane and nitrous oxides.
Household Waste	All waste collected by Waste Collection Authorities under section 45(1) of the Environmental Protection Act 1990, plus all waste arisings from Civic Amenity sites and waste collected by third parties for which collection or disposal credits are paid under Section 52 of the Environmental Protection Act 1990. Household waste includes waste from collection rounds of domestic properties (including separate rounds for the collection of recyclables), schools, public buildings, street cleansing and litter collection, beach cleansing, bulky household waste collections, hazardous household waste collections, household clinical waste collections, garden waste collections, Civic Amenity/Reuse and Recycling Centre wastes, drop-off/'bring' systems, clearance of fly-tipped wastes, weekend skip services and any other household waste collected by the waste authorities. Household waste accounts for approximately four fifths of London's municipal waste.
Local Authority Collected Waste (LACW)	All waste in the possession or control of waste authorities. This includes waste collected from households and businesses.
Municipal Waste	Household waste or business waste that is similar in composition irrespective of who collects or disposes of it.
Natural Capital	London's natural capital is the set of environmental resources (open land, air, water, wildlife) that provides services - such as flood protection or cleaner air. Natural capital benefits the wellbeing of Londoners and the city's economy. Alongside other forms of capital - such as human knowledge and skills, manufactured goods, buildings and products - natural capital is a valuable asset that must be managed sustainably to secure and improve these benefits.
Net Zero	'Net zero' refers to achieving an overall balance between emissions produced and emissions taken out of the atmosphere.
Polluter Pays Principle	The 'polluter pays' principle is the commonly accepted practice that those who produce pollution should bear the costs of managing it to prevent damage to human health or the environment.

Term	Definition
Recycling	Waste Framework Directive: 'any recovery operation by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations'
Responsible Procurement	Socially, environmentally and economically sustainable procurement to deliver an improved quality of life and better value for money. It involves working across London to provide sustained employment opportunities and improve working conditions. It means opening up access to contract opportunities for London's diverse businesses, and voluntary and community sector organisations, encouraging improved practices with suppliers and promoting greater environmental sustainability to make London a better place to live and work.
Residual Waste	Waste that is left once recyclable waste or reusable items have been separated.
Reuse	Waste Framework Directive: 'any operation by which products or components that are not waste are used again for the same purpose for which they were conceived' The processes contribute to sustainable development and can save raw materials, energy and transport costs.
Social Value	<p>Increasingly, organisations are considering their activities holistically, taking account of the wider economic, social and environmental effects of their actions.</p> <p>Social Value serves as an umbrella term for these broader effects, and organisations which make a conscious effort to ensure that these effects are positive can be seen as adding social value by contributing to the long-term wellbeing and resilience of individuals, communities and society in general.</p> <p>The United Nations Sustainable Development Goals are, in effect, a social value charter for the planet.</p> <p>Public sector bodies can take social value into account through their policy and spending decisions to maximise the benefit for the communities they serve. Businesses can make decisions both about what they do and how they do it in ways that add social value.</p>
Waste	Any substance or object which the holder discards, intends to discard or is required to discard.

Term	Definition
Waste Authority	A Waste Collection Authority and a Waste Disposal Authority. It includes London's 33 waste collection authorities (all 32 boroughs and the City of London), those 12 authorities that are "unitary" waste authorities (combined collection and disposal) and the 4 statutory waste disposal authorities.
Waste Collection Authority	The authority responsible for arranging the collection of household waste in their area (in London this is on a borough-wide basis) and commercial or industrial waste on request.
Waste Disposal Authority	The authority responsible for arranging for the disposal of waste collected in their area by the Waste Collection Authority. They also provide sites where householders can deposit waste free of charge (Reuse and Recycling Centres).
Waste Prevention	<p>Waste Framework Directive: 'measures taken before a substance, material or product has become waste, that reduce:</p> <ul style="list-style-type: none"> (a) the quantity of waste, including through the re-use of products or the extension of the life span of products; (b) the adverse impacts of the generated waste on the environment and human health; (c) the content of harmful substances in materials and products.

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CABINET

18 January 2022

Title: Electric Vehicle Charge-Points Pilot Scheme	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
Report Author: Neil Pearce, Head of Sustainability & Climate Change, Inclusive Growth	Contact Details: Tel: 020 8227 5733 E-mail: neil.pearce@lbdd.gov.uk
Accountable Strategic Leadership Director: Abi Gbago, Strategic Director, Inclusive Growth	
<p>Summary:</p> <p>During the last three years, the uptake of electric cars in Britain has increased by 180% with 280,000 electric vehicles registered with the DVLA. Following Government proposals to cease production of internal combustion engine vehicles by 2030, the shift to low emission transport will only accelerate. Barking and Dagenham is not currently primed to meet that challenge.</p> <p>While the borough currently sits in the lower quartile for registered electric vehicles in London, baseline modelling suggests the number will rise from the current 800 EVs to 4,210 by 2025. With only 62 public charge-points, the borough also rests in the lowest quartile for charge-point infrastructure in the capital.</p> <p>If Barking and Dagenham is to transition to a low-carbon, clean growth borough to meet its 2030 and 2050 carbon reduction targets and address issues of poor air quality caused by nitrous oxides (NOx) from car emissions, the Council must improve resident and business appetite in electric vehicles, stimulate demand and provide the appropriate infrastructure.</p> <p>The range of charging-point facilities across Barking and Dagenham remains patchy and mostly restricted to a few on-street locations, virtually all of which are operated and installed independently. The Council needs to develop the right partnership model to encourage investment in new standard and rapid public infrastructure to ensure that the borough has reasonable coverage by the end of 2022 with 250 charge-points, with a likely increase of more than 2,000 by 2026.</p> <p>However, the market is saturated with charge-point operators looking to use local authority public realm and highways but offering standard packages which cater more to their market needs, rather than addressing what LBDD needs for its residents. As part of a strategic review of the electric vehicle and infrastructure market, the Council believes that there is a unique opportunity to agree an innovative package which allows for future-proofing in a way that other market suppliers do not. This paper seeks approval to direct award to Connected Kerb for the delivery of 250 electric vehicle charge-points fitted with air quality sensors tracking NOx, PM and CO2 emissions with future-proof capability to</p>	

provide neutral hosting for 5G telecom networks, across Council-owned public realm in 2022.

Recommendation(s)

The Cabinet is recommended to:

- (i) Approve the delivery of 250 electric vehicle charge-points fitted with air quality sensors tracking NOx, PM and CO2 emissions with future-proof capability to provide neutral hosting for 5G telecom networks across Council-owned public realm in 2022, subject to funding being secured from the Office for Zero Emission Vehicles (OZEV);
- (ii) Approve, subject to the endorsement of the Procurement Board, the use of the Kent Commercial Services Framework to directly award to Connected Kerb to deliver the pilot scheme on the basis that the goods and services provided are unique; and
- (iii) Delegate authority to the Strategic Director, Inclusive Growth, in consultation with the Cabinet Member for Finance, Performance and Core Services and the Strategic Director, Law and Governance, to enter into contracts and all other necessary or ancillary agreements, including grant applications / awards, in accordance with the strategy set out in the report.

Reason(s)

The proposals contribute to the Council's vision and priorities set out in the Single Performance Framework and support the Inclusive Growth agenda which seeks to transition Barking and Dagenham to a clean growth borough and a carbon neutral Council by 2030, as per Members' commitments made in Assembly in January 2020.

1. Introduction and Background

- 1.1 The Clean Air Strategy 2019 and new Environment Act 2021 commits to new air quality targets by October 2022, explicitly aimed at reducing harmful particulate matters in the atmosphere. This is coupled with announcements last Autumn that the production of petrol and diesel cars/vans (internal combustion engine vehicles) will be phased out by 2030 with a commitment from the Treasury to invest £1bn into electric car supply chains and research and development as part of the shift to low emission vehicles.
- 1.2 The Council has made its own commitments to rolling out electric vehicle charge-point infrastructure and adopted a revised Air Quality Action Plan within the Inclusive Growth Strategy, both of which are key elements of making Barking and Dagenham the 'Green Capital of the Capital' and a carbon neutral council and wider borough by 2030 and 2050 respectively as part of its recent Zero Carbon Road-mapping exercise.
- 1.3 Parts of the borough continue to suffer from unacceptable levels of Nitrogen Dioxide (NO2) emissions, and although national objectives for particulate matter PM10 and

PM2.5 are reached, they do not satisfy the recommended levels set out by the World Health Organisation (WHO). As a result, Barking and Dagenham has been declared an Air Quality Management Area (AQMA) and with the greatest concentrations of emissions around the borough's main thoroughfares and schools (Appendix 1). Encouraging the switch to electric vehicles will curtail tail-pipe emissions which are largely responsible for increased levels of cardiovascular diseases such as lung cancer, bronchitis and respiratory tract infections.

- 1.4 This is especially telling considering Barking and Dagenham has disproportionately high levels of Compulsory Pulmonary Obstructive Disease (COPD) with transport accounting for almost 50% of the particulates which aggravate the conditions.
- 1.5 In the post-Covid world, the transition to electric and low emission vehicles will become an ever-greater part of the strategy to improve air quality and curb carbon emissions. Yet our current arrangements to accelerate that shift are insufficient. The borough has 800 registered electric car users, putting it in the bottom quartile for take-up in the capital. Transport for London's Ultra Low Emission Zone Delivery Plan and our own research by Project Centre (available at <https://modgov.lbbd.gov.uk/Internet/documents/s151216/Site%20Selection%20Report.pdf>) suggests that could grow 13-fold to 4,210 by 2025 and possibly 19,000 by 2029. In terms of publicly accessible charge-point infrastructure, Barking and Dagenham also ranks in the lowest quartile in London with just 62 pillars, including less than a handful of rapid chargers.
- 1.6 While cost barriers have always been a significant reason for low EV take-up, the market is rapidly changing. Four new models of electric car joined the market this year in the sub-£20,000 price level; a zero emission Fiat 500 has recently been launched; smart cars like the Smart EQ fortwo now sell for £16,850 and Skoda and Renault are likely to roll-out 'city-car' models hitting show rooms for around £10,000. In the long-term the leasing and second-hand EV car markets will provide even greater access to affordable low emission vehicles for residents, meaning the call on infrastructure will only grow. That Barking and Dagenham also wishes to reinforce the image of being 'open for business' it must also become a reliable place of destination for visitors and commerce with sufficient supplies of standard and rapid charge-points.
- 1.7 Residents have already begun to use the www.powermystreet.co.uk online portal to suggest locations for charge-points. A specific EV survey in January, which attracted 200 resident responses, reinforced the need for a Council-led campaign on supporting EV infrastructure if residents were to have the confidence to switch to low emission vehicles. The survey found:
 - 64% were more likely to buy EV if LBBD had broader coverage of EV charge-points by end of 2022
 - 40% wanted EV charge-points on their street
 - 69% were more likely to buy EVs if the Council promoted a home installation package and information on grant
 - 61% more likely to lease an EV than buy if opportunity arose
 - 80% would like to see LBBD run 'try and buy' sessions
- 1.8 The Government announced in November 2021 that by 2022 all new-builds and estates being significantly refurbished will require EV charge-point infrastructure.

There is likely to be a requirement for local authorities to retrofit parking spaces on council estates with charge-points as part of capital refurbishment programmes.

2. Charge-point considerations and testing the market for operators

- 2.1 One third of UK households do not have driveways leaving them reliant upon roadside parking. Local authorities have therefore been encouraged to lead the roll-out of charging infrastructure in their town centres, shopping districts and residential areas where they own the land. Typically, this has included a range of stand-alone standard and rapid charge-point pillars, wall-mounted hubs in workplaces, and where feasible, retrofitted street furniture, such as lampposts, to provide cabled power supply. Barking and Dagenham has approximately 62 charge-points, most of which are installed and operated independently on private land, but several are run by Source London on council-owned land procured some years ago through Transport for London's ESPO framework.
- 2.2 In our initial assessment of the market, we found that many local authorities cut deals with operators and accessed match-funding for the project costs through grants such as the On-Street Residential Charge-point Scheme (ORCS) which is still being run by the Office for Zero Emission Vehicles. Under this scheme 75% of the capital costs of procuring and installing charge points/dedicated parking bays is available to local authorities and up to the limit of £13,000 per charger that is installed (if connection costs are high). However, we found that local authorities were concerned at being lumbered with the responsibility for repair and maintenance of charge-point assets which can quickly become redundant in a fast-evolving technological environment and with no additional capital to replace them.
- 2.3 Demand for speedier top-up refuelling and convenience has also driven the market towards more expensive rapid charge-points usually fitted with 50kW-150kW chargers which can take less than 20 minutes to charge. Rapid units cost anything between £30,000-£75,000 per install and there is currently only one rapid charge-point in Barking and Dagenham, although Transport for London agreed this year to fund and install additional 50kW chargers on 3 sites owned by the Council with significant public exposure and footfall. Whilst these charging points are an important part of the required charging infrastructure mix, there is growing recognition that widespread convenient, low cost and smart on-street residential (or workplace) charging is required to serve the residents, particularly the majority who are unable to charge conveniently off-street on private driveways.
- 2.4 In evaluating its approach to public charge-points, the Council has had to consider which vehicle types can plug into them, refuelling speeds and locations as well as future-proofing them to embrace rapid innovation. New charging technologies include: multiple units which load-level while charging cars simultaneously and balancing the grid; smart charging which avoids plugging into the grid when demand is spiking; vehicle-to-grid (V2G) devices which allow for bi-directional flow from the battery in and out of the grid to support the network; new batteries which can store more power for longer; and induction charging which refuels stationary cars by Wi-fi via transmitter coils in a charging pad in the ground. Few charge-point operators are working with installations which can be made easily ready for these changes.

2.5 In the first instance the Council will not want to take on the risk of owning, installing, servicing and powering new charge-point infrastructure but act as enabler by using its land to facilitate infrastructure. There are various ownership, repair, maintenance, power supply and finance implications to factor in when considering the most appropriate procurement. In light of technological changes, local authorities are increasingly looking to de-risk their responsibility for charge-points and move towards more simplified concession arrangements where suppliers own and install the hardware, provide back-office support, discharge the repair duties and provide the power while the authority provides the land, possibly at a fee, and profit shares on the income generated. The options are summarised in the below table:

	Hardware Ownership	Groundworks Ownership	Back-Office / CPMS	Repairs	Electricity Cost	Finances	Case Study
Own & Operate	Authority	Authority	Authority (Outsourced)	Authority	Authority	Authority (Less Fees)	
External Operator	Authority	Authority	Supplier	Authority	Authority	Supplier (Share to LA)	
Lease	Authority / Supplier	Authority / Supplier	Supplier	Authority / Supplier	Supplier	Fees / Rent	
Concession	Supplier	Authority	Supplier	Supplier	Supplier	Profit Share	
Private Funding	Supplier	Supplier	Supplier	Supplier	Supplier	Share to Authority	

2.6 Understanding what the charging point offer needs to look like and protecting Council investment and reputation from the risks of a very fluid and technologically evolving market has been the single most important element in officers' procurement deliberations. Consideration about price and affordability of local tariffs for residents and the long-term requirements and future-proofing of the hard infrastructure itself has also been paramount in the assessment.

2.7 Over the course of the year the Council has had numerous conversations about charge-point infrastructure with approximately 10 market suppliers and new entrants, providing different models for install and ownership, assorted types of charge-point infrastructure and all manner of part-funded or grant-aided solutions to finance the delivery. However, officers frequently found that a majority of those charge-point operators were offering standard packages for installs, usually based on a particular charge-point product, to be deployed in areas which suited their commercial interests alone, rather than considering the shared needs of residents. More often than not, they also required either a considerable direct Council investment alongside grant applications or their own high-interest financing products to bridge the gap.

2.8 In general, officers have concluded that the market is not abundant with 'values-led' operators sympathetic to the social objectives of the Council. Standard industry players are not necessarily looking to future-proof their installs. Mobility and access issues are often given low priority, and fair and affordable pricing in a borough with the highest deprivation in London is trumped by recouping installation costs through tariffs in the quickest time. There is high reputational risk for the Council when it

consents to the use of its public realm for profit, so ensuring the right partnership is paramount.

3. The Connected Kerb pilot

- 3.1 Concerned by the absence of 'values-led' operators in the market, the Council did consult with a relatively new, rapidly growing entrant, Connected Kerb, earlier this year as part of a bid to the Future Neighbourhoods fund run by the GLA. It had approached Connected Kerb as an innovator and potential partner on an inductive wifi charge-point pilot on the Becontree Estate. However, this wide-ranging bid was unsuccessful but discussions about the company's unique approach to EV chimed with the sustainability and values-led objectives of the Council.
- 3.2 Connected Kerb is a UK charge-point manufacturer, installer and operator that is a market leader in charge-point innovation and design, accessibility and sustainability. It has been awarded some of the world's most prestigious environmental and innovation awards and has contracted more than 10,000 public charge-points with councils across the UK in the past 12 months. It remains privately owned, unlike many of the largely oil industry-backed competitors, with all employees within the business also owning shares.
- 3.3 Conversations with Connected Kerb have continued, referencing the particular challenges of on-street charging including a combination of high electricity supply connection costs, increased street clutter and the potential resistance from residents due to the demand for residential parking spaces. This has led to a proposal which is similar but not exact, to schemes developed with 10 other local authorities, offering a unique on-street product to overcome the challenges cited.

The Infrastructure

- 3.4 The product utilises existing street furniture, so there is little to no increase in street clutter, and uses a future-proofed 'smart cities system' comprised of a 'power and data pack' which is sunk beneath the pavement and housed in a protective steel box, with the above ground socket positioned directly above. This design reduces the visual impact of the charging points (despite their 3-22kW capability), but also increases the durability with the above-ground sockets being easily replaced when damaged, instead of having to replace an entire charger as with all other operators. The subterranean node is connected with both power and fast fibre ducting, meaning that the system can support not only EV charging, but also enable an array of different hardware and software products such as environmental and air quality management sensors, parking management sensors and telco solutions such as wifi or small cell 5G. The products intelligently manage power across the charging network, to minimise stress on the local grid and simultaneously reduce the cost of charging to residents – as currently demonstrated in the Agile Streets innovation project in Hackney.
- 3.5 The company has recognised that there is extreme pressure on parking in many locations across the borough and is keen to work with residents and the council in a phased approach to deploy Traffic Regulation Orders (TRO) in response to demand.

3.6 The power and data pack can be installed directly in the ground or in the wall and Connected Kerb have several different sockets to accommodate each:

- the Gecko and Chameleon sockets are both manufactured from recycled materials and designed for on-street deployment, replacing existing parking posts and bollards; they are hard-wearing, include socket lighting and are easily maintained, sitting above the below ground power pack and nodes; both are also at a height which enables people with disabilities or mobility impairments to have easy access
- the Limpet functions in the same way as both the Gecko and Chameleon but is designed from recycled vehicle tyres and intended for wall mounting in multi-storey or undercroft parking

All units are designed to be extremely hard wearing and easy to maintain. The average charging unit deployed today has a lifespan of 5-8 years, but the Connected Kerb system has been designed with long term concessions in mind and with a lifespan of upwards of 15 years. The units are also run on a smart networked system which allows electricity load to be managed across chargers and the impact on the grid to be managed

3.7 As per new rules in 2019, Connected Kerb's operating platforms fully comply with the Open Charge Point Protocols 2.0, an open-source communication standard for EV charging stations and network software companies, which allows for harmonised systems. The proposal offers a mobile phone app for both apple and android devices; smart tariff, charging and booking functionality; contactless payment options and mobile web payments and a 24/7 customer service with remote problem solving.

3.8 The Connected Kerb technology is aimed primarily at the need for long-dwell charging at power levels of between 3kW and 22 kW, providing convenient charge point infrastructure anywhere people will park for a long period of time — whether at work, at home, staying overnight in a hotel, leisure parks, for example. Currently over 90% of charging instances in the UK are completed in these long-dwell locations, most commonly off-street on driveways where it is most convenient. The intention with this project, is to provide similarly accessible, affordable and reliable charging infrastructure for those without access to private, off-street parking where they live.

Costs of installing infrastructure and Incentivisation

3.9 The costs of deploying an initial 250 charge-points are expected to be up to £1.2m. The Council has been drafting a bid for On-Street Residential Charge-point (ORCs) funding administered by the Office for Zero Emission Vehicles to secure 75% grant to cover that cost and is confident that the application will be successful (£900,000). As per funding conditions, 25% of the cost must be match-funded which Connected Kerb has agreed to fund (£300,000), effectively meaning the delivery of this infrastructure is cost-neutral to the Council. Connected Kerb is also taking on the ongoing operational costs of the project and the council will bear no risk for the utilisation (the amount of charging usage) of the charging points.

- 3.10 As Connected Kerb are providing 25% of the funding and taking all utilisation risk, the length of the contractual term is expected to be between 15-20 years and under a concession arrangement, with the financial model allowing for the Council to receive an income share from Years 9 and 10, possibly before depending on utilisation rates, when it is estimated that the contract will have reached payback on investment. The report seeks delegated authority to negotiate these terms and conditions more thoroughly, but the company has agreed to work on an open-book basis and typically offer 10-12% profit share.

Repairs and Maintenance

- 3.11 Repairs and maintenance cost and liabilities will remain with Connected Kerb throughout the contract. Unlike standard charge-point operators, Connected Kerb use advanced software to monitor the state of the chargers 24/7, allowing issues to be resolved immediately and remotely without drivers being subjected to the common issue of finding broken or out-of-use charging pillars.
- 3.12 If at the end of the contract, the Council decides it has no longer wishes to carry-on allowing its land to be used by Connected Kerb, then the infrastructure is easily dismantled and removed without major repairs works or need to find replacement equipment. The subterranean base will have the power and data pack removed and the box will remain as a passive unit, connected with power and fast fibre, neatly covered, but easily accessible for potential future use by the council or another CPO.

Pricing

- 3.13 Connected Kerb manages all billing and does not apply joining or membership fees or connection charges to users – in essence users pay for what they consume. Anyone that downloads the app or has a RFID tag can use it and the Council could request that certain discounts apply for say council vehicles utilising the charge-point. The average unit charge per kW is about 25p for standard charge-points, whereas the national average charging price is currently about 30p/kW. The Company is also the only charging business able to bring Agile tariffs to public charging, enabling the user to reduce their charging costs by scheduling charging activities to take advantage of lower power costs (when power is abundant). This technology is currently being trialled in the Agile Streets project where users can charge at a standard rate of 25p per kW, or when eco-charging at a rate of 19p/kWh.
- 3.14 The automated, on-demand reporting also allows for the Council to have an overview of charging sessions and the data that indicates usage of the point, and which commercial users are able to access them – this may be particularly useful if the Council wanted discounted rates for a limited number of designated groups in the borough.

Innovation

- 3.15 The key attraction for Barking and Dagenham is the future potential for their EV charging systems to do more than just top-up vehicles with a charge. Deployed with fast fibre, sensors, data and telecommunications technologies can be deployed at minimal extra cost. As part of this pilot Connected Kerb is also funding the

deployment of Airly air quality sensors (operating on the charging infrastructure) across a number of the EV charging sites. The sensors use lasers to detect all the key pollution markers - particulate matter (PM1, PM2.5, PM10), NO2, O3, SO2 and CO gases, formulating a real-time data accurate picture of the air quality in the vicinity of the site. These can then be translated into online maps which also integrate temperature, humidity, air pressure and wind data. This will enormously improve on the quality of data currently collated from inexpensive diffusion tubes.

- 3.16 The Council has also identified the potential for further innovation once Phase 1 has been completed. This could include powering the charge-points with renewable energy supplies, utilising battery storage and also maximising our telecommunications/wifi capability to bring greater communications coverage to areas that are underserved, as well as preparing sites for the long-term development of inductive charging. These initiatives are subject to the development of a proposal intended for submission to Innovate UK at some later date.

Procurement approach

- 3.17 Having had discussions with other local authorities regarding their involvement with Connected Kerb, and the innovative capability that their charging infrastructure can bring, officers are of the view that the Council could make a direct award to Connected Kerb through the Kent Commercial Services Framework (run by Kent County Council) under Lot 1 for the Supply of Electric Vehicle Charging Points and Associated Services for On-street Residential Charging Infrastructure. This will be done on the basis that the goods and services provided are market leading and unique to that one supplier and that they have demonstrated future-proofing, both in terms of the infrastructure systems reliability and durability, but also in the fact that it can be paired to support advancing technologies such as inductive charging and 5G technology.
- 3.18 In addition, officers have found that Connected Kerb have taken a 'values-based' approach, factoring in recycled products, accessibility for the mobility and visually impaired, support for additional social value, fair pricing in a deprived borough and accounting for sustainability when it comes to using renewable tariff power sources and managing pressures and loads on the national grid.
- 3.19 This report seeks outline approval of the proposal and approach, subject to OZEV funding being secured, Procurement Board endorsement and completion of negotiation of terms and conditions.

4. Consultation

- 4.1 The market has been engaged with extensively over the last two years, with various pitches made to officers, members and to our Low Emission Vehicles Working Group. Senior leadership has been continuously updated on the problems posed by the current market offer. However, officers now feel the current proposal provides a significantly de-risked route to delivery of future-proofed and innovative charging points within a reasonable period which satisfies local ambitions to have broader borough coverage by the end of 2022.
- 4.2 The potential of this proposal has been discussed with the Leader, respective portfolio holders and interested members, as well as the relevant Heads of Service

in My Place and Enforcement in terms of highways and parking; the Heads of Procurement and Strategy & Participation and the Chief Information Officer.

- 4.3 The residents survey in January 2021 clearly indicated that only a Council-led initiative to roll-out EV charging infrastructure would give them the confidence to transition to electric vehicles and as sites for the deployment of the 250 chargers and associated parking bays are assessed, it will be done under the Traffic Regulations Orders. It is also likely that should approval for this trial be given, we will create our own branded webpage for resident requests for future charge-points.
- 4.4 OZEV have been alerted to the fact that we are putting in a bid and should that be successful, the Council will confirm appropriate sites for deployment with Connected Kerb and UK Power Networks.

5. Financial Implications

Implications completed by: Sandra Pillinger, Group Accountant

- 5.1 The estimated cost of installing 250 electric charging points is £1.2m. A bid is being drafted for submission to the Office for Zero Emission Vehicles (OZEV) for grant funding of 75% of the cost (£900k) and Connected Kerb has agreed to finance the balance of £300k. The scheme will not proceed if the funding bid to OZEV is unsuccessful.
- 5.2 Connected Kerb has also agreed to finance ongoing operational and repairs and maintenance costs of the charging points for the proposed term of the agreement (15-20 years). There may be a profit share agreement once Connected Kerb has recouped their initial investment. This is estimated to be in Years 9 or 10 and the likely profit share for LBBD is 10-12%. The detail of the terms and conditions remains to be negotiated.

6. Legal Implications

Implications completed by: Tessa Odiah, Locum Contracts lawyer

- 6.1 This report seeks approval of the Council to make a direct award for the delivery of 250 electric vehicle charge-points fitted with air quality sensors tracking NOx, PM and CO2 emissions with future-proof capability to provide neutral hosting for 5G telecom networks, across Council-owned public realm in 2022, subject to funding being secured from OZEV, as detailed in the body of this report.
- 6.2 A procurement of this nature as described in the body of this report must be subject to the Concession Contracts Regulations 2016 (CCR), where the aggregate value of the contract through its duration must be equal to or greater than the threshold of £4,733,252, set under the CCR.
- 6.3 Procuring this service via an established, compliant Framework Agreement would appear to meet the requirements of the CCR and the Council's Contracts Rules. Provided that the proposed Framework Agreement (Kent Commercial Services Framework) terms and conditions allow for a Procurement of concession contracts, it is valid and allows the Council to procure via its Framework Agreement.

- 6.4 As detailed in the body of the report, the proposed direct award via Call-Off under the Framework Agreement will be made to Connected Kerb Limited as the Concessionaire and as per the funding arrangement, has agreed to fund-match at 25% of the cost to the sum of £300,000).
- 6.5 Under a concession arrangement, the transfer to the concessionaire of the right to exploit the services will always imply an operating risk of economic nature involving the possibility that it will not recoup the investments made and the costs incurred in operating the services. This means that under the contract, the concessionaire should not enjoy a guarantee of breaking even on investments and costs incurred. Therefore, to class as a concession contract subject to the CCR, the concessionaire must be exposed to a potential loss on its investments and costs, and it should not be merely nominal or negligible risk.
- 6.6 The costs arrangement, means that the Concessionaire can recoup its costs and profit, but the term of the proposed arrangement is more than the term recommended under the CCR, which is usually 5 years and the time frame proposed to allow the Council to receive an income share under this arrangement may be quite a while, but this is due to the nature of this procurement type.

7. Procurement Implications

Implications completed by: Euan Beales, Head of Procurement & Accounts Payable

- 7.1 The Council's Contract Rules require all spend over £50,000 to be tendered in the open market unless an open and accessible framework is used.
- 7.2 The paper outlines the preferred route to market is the framework hosted by Kent Commercial Services. which allows direct award to be conducted. The framework has been procured in line with the legislation valid at the time it was advertised, and the allowance of a direct award process also conforms to the Council's Contract Rules requirements.
- 7.3 The proposition being offered by Connected Kerb is unique on the framework and satisfies the criteria to direct award.
- 7.4 The term of contract under a concession process would as standard be for a period of 5 years, however this period can be extended where the capital outlay and payback period of the supplier requires a longer term this can be adopted. The initial term of payback typically for Connected Kerb is 9 years where the costs are fully bourn by the supplier and after the 9-year period the Council would then seek to generate income. This paper is seeking a 20-year term, which may be acceptable, but the market may move in this time so may not be market leading during the longer term. The insertion of a no-fault termination clause if permissible under the framework may mitigate this.

8. Other Implications

- 8.1 **Risk Management Issues** – The paper aims to de-risk the proposal as much as possible with the Council acting more of an enabler, with potential profit share as the market evolves, and Connected Kerb shouldering the install, operational and maintenance costs over the term of the contract. As part of the negotiation, the

Council will aim to protect itself against reputational risk regarding pricing structure and all issues will be covered with the service agreement terms highlighted above.

8.2 **Contractual Issues** – Contractual issues will begin once Cabinet has approved the proposal and with the subsequent endorsement of the Procurement Board. This is likely to be a concession arrangement on a 15 + 5 year term. Inclusive Growth will sponsor the project and My Place will be responsible for contract and account management due to the installs occurring on public realm.

8.3 **Corporate Policy, Customer and Equality Impact** - The switch to electric vehicles will undoubtedly result in cleaner air and improving health outcomes and resilience against respiratory diseases. It will also support a just transition to a local net-zero economy, ensuring fair-priced tariffs for residents in a market currently geared towards usually wealthy early adopters of electric cars.

The proposal is neutral in its impact upon the protected characteristics outlined in the Equality Act 2010.

8.4 **Health Issues** – The proposals, as part of a wider incentivisation of the move to low emission vehicles, will have a positive impact upon health outcomes locally, potentially reducing the number of residents suffering conditions exacerbated by pollutants from petrol and diesel tail-pipe emissions

8.5 **Crime and Disorder Issues** - There are no general crime and disorder issues.

8.6 **Property / Asset Issues** – The infrastructure will be installed, owned, maintained and repaired by Connected Kerb completely. The installs will be on council land and may be subject to licence and TRO fees and conditions.

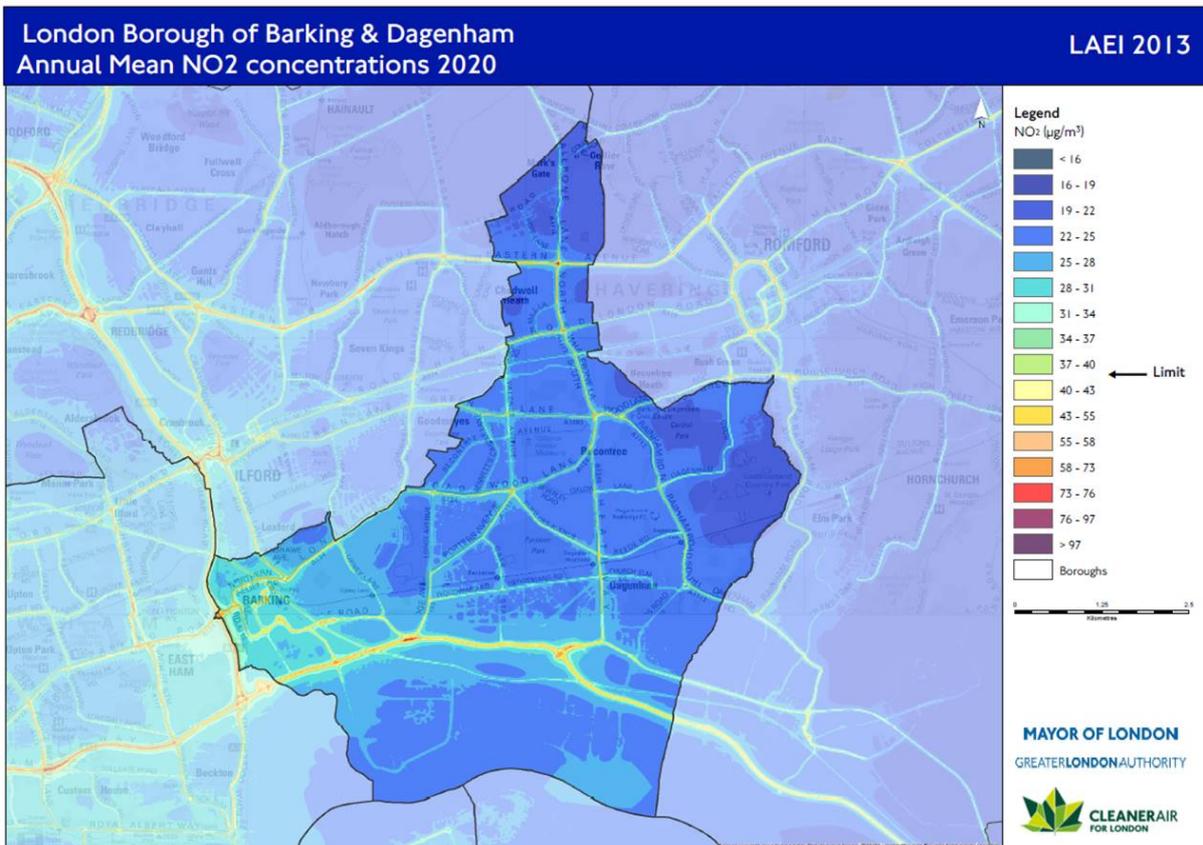
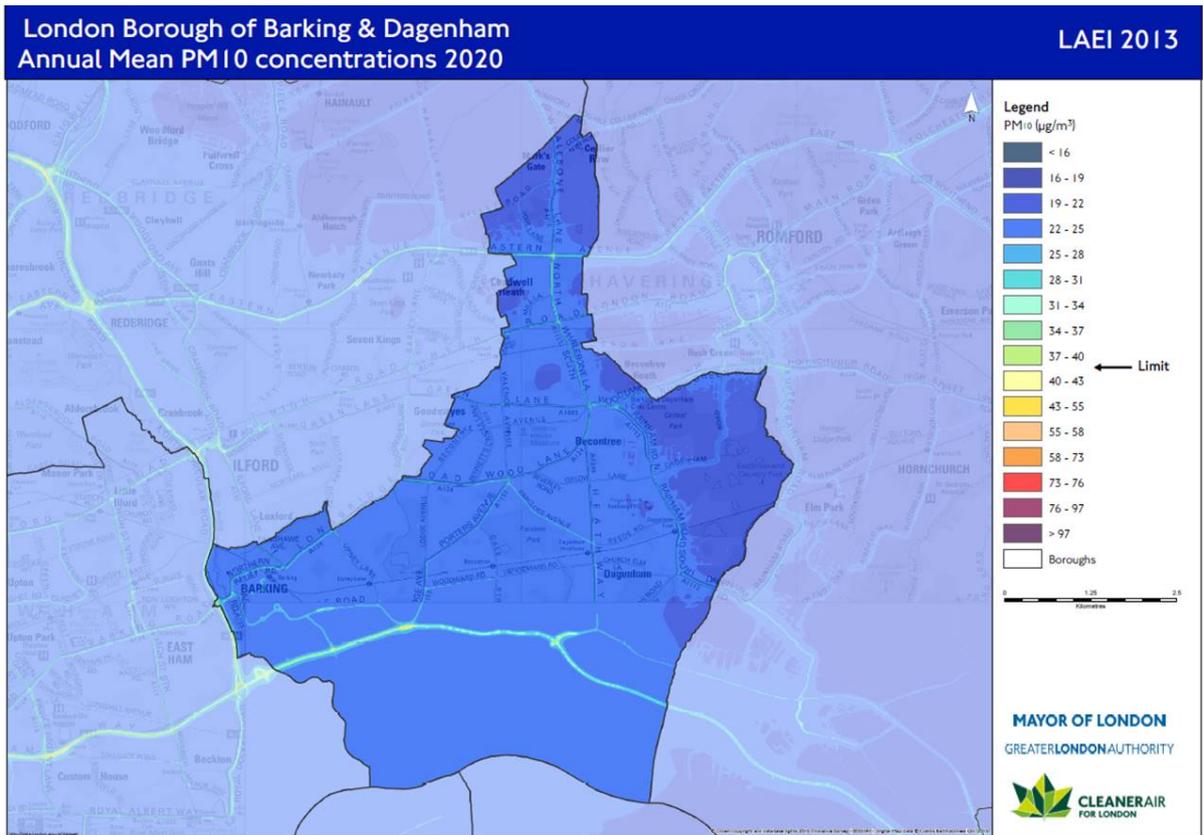
Public Background Papers Used in the Preparation of the Report: None

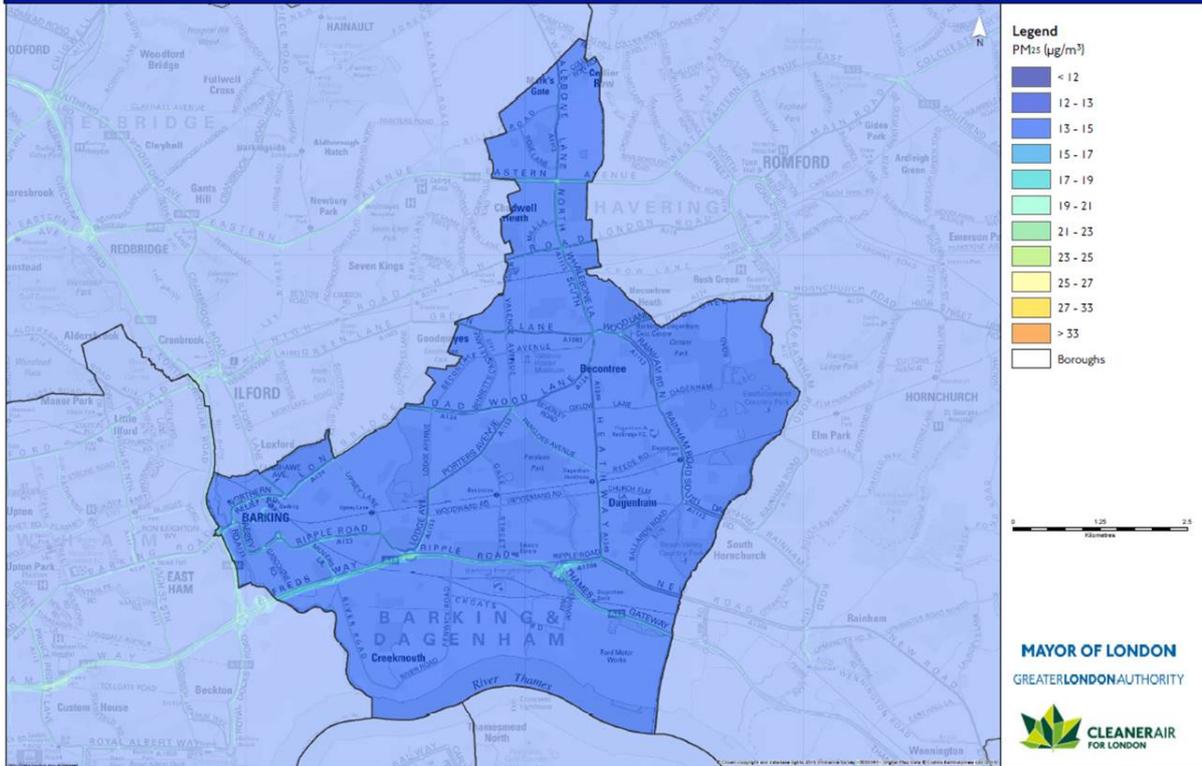
- Project Centre report into EV demand and site allocation
<https://modgov.lbbd.gov.uk/Internet/documents/s151216/Site%20Selection%20Report.pdf>

List of appendices:

- **Appendix 1** – Air Pollution levels in Barking and Dagenham 2020

Appendix 1 – Pollution Maps Barking & Dagenham





CABINET**18 January 2022**

Title: Review of the Council's Procurement Governance Arrangements	
Report of the Cabinet Member for Finance, Performance and Core services	
Open Report	For Decision
Wards Affected: None	Key Decision: No
Report Author: Euan Beales, Head of Procurement	Contact Details: Tel: 020 8227 E-mail: euan.eales@lbbd.gov.uk
Accountable Director: Hilary Morris, Commercial Director	
Accountable Strategic Leadership Director: Abi Gbago, Strategic Director of Inclusive Growth	
<p>Summary:</p> <p>Following the return of Procurement Services from Elevate in February 2020, work has been progressing to develop a new model for an in-house service which includes considering how the governance framework that supports procurement activity can be improved.</p> <p>This report sets out a proposal to change the Council's Contract Rules to implement a new streamlined framework for procurement governance for those below Cabinet threshold, which would come into effect from 1 April 2022.</p>	
<p>Recommendation(s)</p> <p>Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Endorse the new approach to the Council's procurement governance arrangements, as set out in the report; and (ii) Note that the Assembly shall be asked to approve the new procurement governance arrangements and subsequent amendments to the Council's Contract Rules at its meeting on 2 March 2022, for implementation with effect from 1 April 2022. 	
<p>Reason(s)</p> <p>The proposals contribute to the Council's vision and priorities to deliver a Well Run Organisation.</p>	

1. Introduction and Background

- 1.1 Barking & Dagenham's Ambition 2020 Programme sought to achieve major changes to deliver the vision for the borough and to be financially sustainable against cuts in public spending. In April 2016, Cabinet considered "We all have a part to play", the Council's response to the Growth Commission and Ambition 2020 proposals, which included a document describing the 'Design and Functions of the Core'.
- 1.2 That document recommended that 'The core of the Council should be re-shaped around the outcomes of the Council's long-term vision, and not around traditional service delivery silos....to maximise income as well as have a constant drive to improve our efficiency and productivity'.
- 1.3 The transfer of the procurement service into the Council from Elevate in February 2020 gave the opportunity to re-think our approach to procurement and to re-shape the framework in which we undertake it, to design a service offer in keeping with the Growth Commission's original recommendation to remove silo's and which aligns with our corporate approach to develop self-sufficiency within services. This framework would be backed up by improved training, development, guidelines and support.

2. Strategic Drivers for Change

- 2.1 The transfer of the Elevate procurement team in February 2020 provided an ideal opportunity to consider how to integrate the procurement service into the Council as well as modernise processes and governance to reflect how the Council could more effectively operate with an in-house corporate procurement provision.
- 2.2 The outcome of that review included recommendations on how the service should work with its customers which is being implemented, as well as how the governance framework could be improved, the latter of which is the subject of this report.
- 2.3 The current framework for procurement governance is multi-layered with 8 different thresholds and multi service oversight in administration required at even low level spends, despite material risks from procurement activity only likely to materialise above the legal threshold.
- 2.4 The complexity of the current system and the different rules that apply to the different thresholds is a perceived barrier to compliance. These concerns came across clearly in a staff survey undertaken during 2020 and in the multiple workshops and individual stakeholder 1:1s undertaken throughout the review period, as did requests for contract management training and support which are also in the process of being implemented.
- 2.5 One example of the complexity in the current procurement process is in relation to the completion of paperwork authorising procurement spend. In our current governance process every purchase above £5k requires a signed Delegated Authority Report before a Purchase Order can be approved and a contractor appointed, or goods ordered.

- 2.6 This process is required irrespective of whether the purchase has been made in accordance with the contract rules and each report above £5k is required to have formal finance implications, with every purchase above £50k requiring formal procurement implications and every procurement above £100k requiring formal legal implications. This process is inconsistent and resource heavy but adds little additional value in delivering better outcomes or reduced risk at these spend levels.
- 2.7 There is no constancy in procurement training across the organisation which will be rectified as part of the implementation of the new framework. It is intended that basic procurement training will be included in the annual on-line training courses for all staff, with a professional procurement accreditation programme to be offered for those undertaking high value procurement. This programme will be developed on a rolling programme basis proposed to be funded by the apprenticeship levy.
- 2.8 The focus on organisational-level training supported by professional development opportunities is consistent with our aspirations as an Investor in People and is aligned to our expectations for other core support services which are moving towards enabling effective self-service. This new framework will be backed up with signposting to revised procurement guidance and workflows which will be made available on the intranet.
- 2.9 These proposals are intended to enable the achievement of greater success in procurement outcomes and procurement compliance over the longer term.

3. Proposed Changes

- 3.1 Recommendations from the procurement review include the development of a formalised approach to the hub-and-spoke model for procurement and contract management activity across the Council, with clarification on roles and responsibilities, backed up by training and support from within the Council's core procurement and commercial teams.
- 3.2 However, the substantive recommendations are those related to revising the governance framework, particularly the thresholds for procurement procedures to allow more agility at low level spend and enhanced oversight of risk associated with high value contracted activities.
- 3.3 The changes being recommended are the simplification of our current procurement thresholds for decisions below the Cabinet threshold which is proposed to remain at £500,000. As such, the level at which Cabinet will have oversight of procurements will remain untouched in these proposals.
- 3.4 The simplification includes reducing the eight different categories of procurement thresholds to three, as shown in Appendix 1. These three categories will be bronze, silver and gold as follows:

Bronze: up to £25k

Requires a minimum of two quotations, where possible one sourced locally. Delegated Authority Report only required if the minimum two quotes cannot be secured. The Delegated Authority report would only be required to be signed by the budget holder, no finance, legal or procurement comments required.

Silver: £25k – Legal Threshold*

Requires a minimum of three quotations, where possible one sourced locally and publication of award notice on e-tendering solution. Delegated Authority required but only required authorisation from the relevant budget holder; legal, procurement and financial implications not required.

Gold: Public Contract's Regulation threshold (currently £190+ for goods and services); Internal threshold for works, Procurement Strategy Report required to be approved by Procurement Board. Delegated Authority Report required with legal, procurement and financial implications.

- 3.5 As can be seen from the above table, the proposal introduces streamlined governance by removing the requirement for delegated authority reports to have oversight by multiple services at the bronze and silver spend thresholds. Although services will still need to keep auditable records of procurement activity and purchasing decisions, those decisions will not require formal implications from procurement, finance and legal colleagues but will instead require authorisation from the services budget manager who is accountable for the spend associated with that cost centre.
- 3.6 Importantly, at the bronze level threshold the minimum standard includes a requirement for one of the minimum two quotes to be from a local supplier with a delegated authority report being required to be completed where that standard cannot be met. This is intended to incentivise the purchasing of local goods and services and increasing the amount of spend within the local area.
- 3.7 There is currently little data to evidence how much of our spend is via our local supply chain due to the reporting difficulties within our current finance system. This is being rectified with the implementation of our new ERP and, in the meantime, targeted activity is being undertaken to identify and source local suppliers where possible. However it will take some time for organisational level data to be capable of driving an effective local supplier engagement strategy. Engagement is underway with local suppliers to understand how they can be supported, in a state aid compliant manner, to bid for Council contracts. However, responses to a supplier engagement survey issued in September 2021 have unfortunately been limited.
- 3.8 At gold threshold all current procurement governance will be retained, including the requirement to gain approval of the procurement strategy at Procurement Board and to ensure legal, finance and procurement implications for all procurement activity.
- 3.9 In addition to the above, the new framework will require compliance with the Council's approach to risk assessment and management by introducing a requirement for all procurement strategy reports submitted to include an assessment of the operational delivery risks associated with the services being procured. This assessment will be expected to inform the service approach to the contract management regime to ensure that it is robust and proportionate to manage the outcomes and risks effectively.
- 3.10 Although we transact with more than 3,000 suppliers on an annual basis, out of our total organisational spend bronze procurements account for approximately 2% with

silver spend accounting for approximately 8% and gold counting for the vast majority of our purchases at 90%.

- 3.11 As such, the vast majority of our procurement activity will still be subject to the full rigour of the existing governance but with an additional focus on understanding and managing associated risks in our supply chain. By introducing organisational level training this revised framework will provide an enhanced and proportionate governance framework which reduces non-value adding bureaucracy at low level, low risk spend.

4. Risk Management

- 4.1 The paper aims to develop a framework that will improve compliance with procurement governance by making it easier for services to understand how to conduct procurement effectively and providing training for colleagues to do so however no governance framework is without risk.
- 4.2 Although the changes reduce multi-service oversight of procurement on a small proportion (10%) of our spend it will be important to ensure that there are controls in place to continue to monitor compliance once the existing controls at this level are removed. Controls to ensure compliance with the requirements include;
- Compliance with the new framework will be included in the annual internal audit plan for the foreseeable future
 - Any spend non-compliant with the two minimum standards at bronze and silver level will have to be authorised by the budget holder to ensure there is sufficient service level oversight of the requirement to secure best value and sufficient budget available.
 - All silver level procurements will be required to attach the completed Delegated Authority report (confirming budget holder level authorisation for the spend and the duty to secure best value) to the Purchase Order request on the finance system so the rationale for the spend can be audited at a later date.
 - Effective budget management should identify any significant adverse trends with spend.

5. Consultation

- 5.1 The development of the new Procurement Target Operating Model has been developed in consultation with service users and stakeholders as set out below;
- Service user workshops.
 - Organisation survey completed on One Borough Voice
 - Workshops, 1:1s and focus groups for Corporate Procurement & contract management
 - Individual feedback sessions with key commissioners and stakeholder
 - Approval by Corporate Strategy Group in August 2021
 - Endorsement by Portfolio Holder December 2021

6. Financial Implications

Implications by: Sandra Pillinger Finance Manager

- 6.1 There are no direct cost implications associated with the proposals in this report. Financial implications will only be required to be provided for contract awards of over £190k. Budget managers have delegated authority to manage their budgets subject to their approval limits and budget availability. This change should streamline the procurement process and facilitate faster turnaround. Awards of over £500k will continue to require approval by Cabinet.

7. Legal Implications

Implications by: Tessa Odiah, Locum Contracts and Procurement Solicitor

- 7.1 This report sets out the recommendations for the variation and amendment of the Council's Contract Rules. These recommendations are intended to implement a new simplified framework for procurement governance for those below Cabinet threshold.
- 7.2 The Council's Contract Rules (Rules) are issued in accordance with section 136 of the Local Government Act 1972. The Rules outlines the Council's procedure rules for procurement of all range of contract types, and are intended to promote good purchasing practice, public accountability and deter acts of corruption.
- 7.3 There is a provision in the Council's Constitution and stipulated under clause 2.1 of the Rules, which permits any amendment to correct any inconsistency in these Rules or clarify any interpretation of these Rules.
- 7.4 The proposed recommended amendments and variations set out in the body of this report would appear to be compliant with clause 2.1 referred to above and would improve compliance with procurement governance, making it easier for Services to understand how to conduct procurement. This will also enable the achievement of greater success in procurement outcomes and procurement compliance over the longer term, as demonstrated in the body of the report.
- 7.5 Therefore, if Cabinet agrees with the proposals set out in this report, then the proposed recommendations are legally compliant.

8. Procurement Implications

Implications by: Euan Beales, Head of Procurement

- 8.1 The current Contract Rules set out the requirements that procurement must comply with to ensure a fair, open and transparent process is conducted, which mitigates risks to the Council from a financial, operational, and reputational basis. Currently the Contract Rules uses 8 separate thresholds, which all require an individual process to be complied with, this is to be simplified in the proposed amendments, which would set out simply and clearly to all procuring staff what is required from them.

- 8.2 The recommended Contract Rules changes will not amend or alter the value of procurements that will require Cabinet/HWB approval but are designed to enable Officers to be guided through a process to combine market engagement with commercial guidance that will deliver on the specific outputs required by the operational leads.
- 8.3 The recommendations to amend the Contract Rules combined with a new Procurement model will consolidate our data view and will enable further strategic decisions to be made that will benefit Local supply chain provisions due to consolidated approaches and enabling flexibility of process with the lower spend thresholds.
- 8.4 Based on the detail contained in this report I fully support the recommendations as being made, as I believe this will be an enhancement to the current process, which will lead to better outcomes for the Borough and its Residents.

9. Corporate Policy, Customer and Equality Impact

- 9.1 There is no anticipated impact on the customer or equality impact but the proposals will support effective delivery of corporate policy to ensure a well-run organisation.

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

List of appendices:

- **Appendix 1:** Comparison of current and proposed thresholds

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Current Thresholds

Existing Thresholds

1	Up to £5k	One quote
2	£5k - £25k	Three quotes
3	£25k - £50k	Three quotes + publish award notice
4	£50k - £100k	Sub-PCR Tender
5	£100k - £190k	Sub-PCR Tender + Procurement Board
6	£190k +	PCR Threshold – Goods and Services
7	£660k +	PCR Threshold – Light Touch Regime
8	£4.7m +	PCR Threshold - Works

Too many,
Too complicated

Proposed New Thresholds

Up to £25k

A minimum of **two quotations**, where possible one sourced locally; DA only required where less than 2 quotes can be obtained**.

£25k – Legal Threshold*

3 quotes + publish award notice on e-tendering solution; DA required**

£190k +

PCR threshold for goods and services; Internal threshold for works, PSR to Procurement Board. DA required with legal, procurement and financial imps

* Currently £190k for goods and services; subject to change under new Regulations (coming in 2022); works threshold £4.7m so intermediate threshold recommended, matched to goods and services threshold for simplicity

** DA would need authorisation from the relevant budget holder. Legal, Financial and Procurement comments not required

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CABINET**18 January 2022**

Title: Council Tax Support Scheme 2022/23	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Decision
Wards Affected: All	Key Decision: Yes
Report Authors: James Johnston (Senior Officer) & Donna Radley (Head of Benefits)	Contact Details: E-mail: james.johnston@lbbd.gov.uk donna.radley@lbbd.gov.uk
Accountable Director: Andy Jeffs, Directors of Welfare & Support	
Accountable Strategic Leadership Director: Mark Fowler, Strategic Director of Community Solutions	
Summary	
<p>The Council has a statutory duty to consider annually whether to revise its Local Council Tax Support Scheme (CTS) for working age recipients, replace it with another scheme or retain the current scheme. The scheme that exists for pension age recipients is a nationally prescribed scheme and cannot be varied locally.</p> <p>The CTS scheme for 2022/23 requires no further changes due to the administrative improvements implemented within the 2021/22 CTS scheme. Those changes improved clarity, alignment with other welfare benefits, primarily Universal Credit, and enhanced access for those eligible for entitlement. There are expected to be new regulations published in January 2022 relating to the prescribed requirements for the pension age scheme. These will be incorporated into the Council's CTS prior to publication</p> <p>The current CTS scheme meets the current Council priorities of financial independence and resilience, with improved access to support and services, whilst protecting the most vulnerable within the borough.</p> <p>The Assembly has a legal duty to approve the CTS scheme by 31 January 2022.</p>	
Recommendation(s)	
<p>The Cabinet is asked to recommend the Assembly to:</p> <p>(i) Agree that the Council Tax Support Scheme implemented for 2021/22 remain unchanged and implemented for 2022/23; and</p> <p>(ii) Note that any changes to the prescribed requirements for the pension age scheme shall be incorporated into the CTS before publication.</p>	

Reason(s)

To assist the Council to achieve its priorities of a Well Run Organisation and Prevention, Independence and Resilience by improving access to support and services and protecting the most vulnerable in society.

1. Introduction and Background

- 1.1. The Welfare Reform Act in 2012 abolished Council Tax Benefit (CTB) from April 2013 and, in its place, support took the form of a local Council Tax Support Scheme (CTS). The Local Government Finance Act 2012 contains provisions for the setting up of local support schemes. The current scheme in Barking & Dagenham has been based around the Default Council Tax Reduction Scheme and has been ratified by Assembly.
- 1.2. Local schemes must take account of and support the following principles:
 - Work incentives and avoid disincentives for those moving into work
 - The Council's duties to protect vulnerable people (under the Equality Act 2010, the Care Act 2014, the Child Poverty Act 2010 and the Housing Act 1996)
 - The Armed Forces Covenant
- 1.3. The current scheme in operation ensures that these principles are met:
 - The support for claimants is based on each individual's ability to pay and this means tested approach is fair and equitable and protects the most vulnerable
 - Pensioners are protected under the nationally prescribed pension age CTS scheme and must be able to receive up to a 100% reduction under the national scheme rules
 - A "minimum payment" of 25% is required for all working age claimants in Barking & Dagenham. There is therefore a maximum liability of 75% for all working age claimants on which any entitlement to CTS is calculated
 - Those who are not pensioners and with capital in excess of £10,000 are not eligible for CTS under this scheme
 - Universal Credit is considered and aligned with the principles of Housing Benefit administration
- 1.4. The Council must consider whether to revise or replace its CTS scheme for working age recipients each financial year. However, it does not actually have to revise or replace its scheme and can choose to retain the scheme unchanged from the prior financial year. The scheme that exists for pension age recipients is a national scheme prescribed by regulations and this cannot be varied at a local level. Prescribed regulation changes to the pension age scheme must be applied.
- 1.5. In order to change its scheme the Council is required by law to:
 - Consult with the major precepting authorities
 - Consult with other persons it considers are likely to have an interest in the operation of the scheme

2. Proposal and Issues

- 2.1 This report proposes the retention and, therefore, continuation of the current CTS scheme into 2022/23. This will include the application method, means testing entitlement criteria, ways to appeal, the adjustment of changes in circumstances and notifications of awards.

3. Options Appraisal

- 3.1 An options appraisal for the CTS 2022/23 was undertaken in April 2021 to explore the possible options for a revised or replacement scheme. Due to Covid and its subsequent impacts on the borough, the scheme will now be reviewed during 2022/23 for consideration of implementation in 2023/24.
- 3.2 The options appraisal therefore recommends the retention of the current CTS scheme.

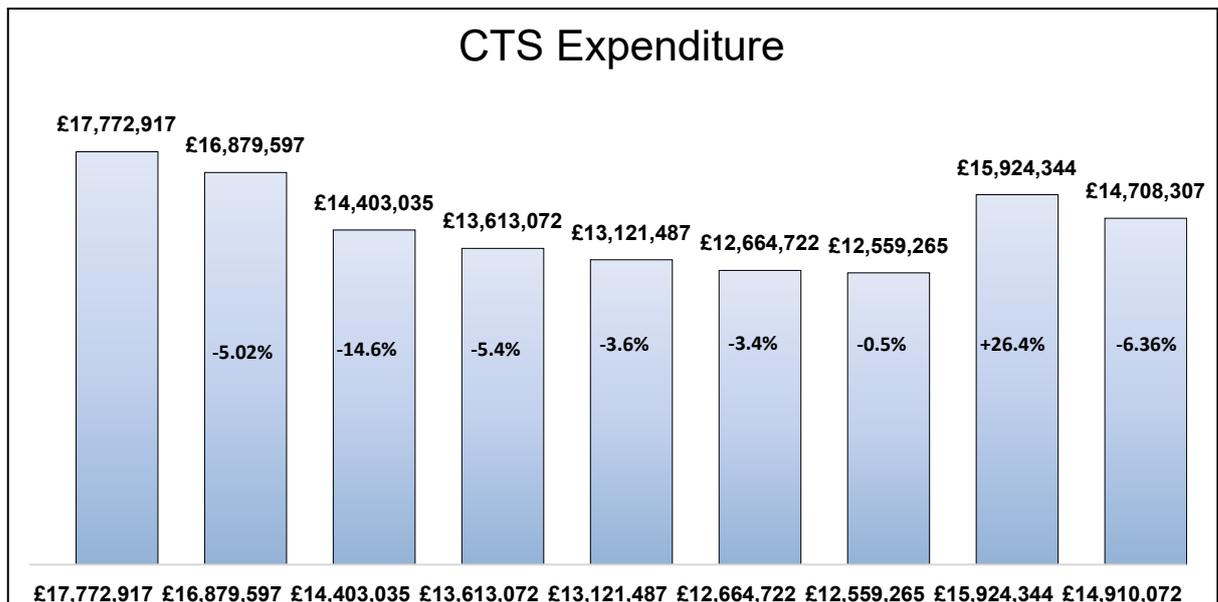
4. Consultation

- 4.1 Consultation is only required when a revision or a replacement of the CTS scheme is proposed. As no revision or a replacement of the CTS scheme are proposed for the 2022/23 scheme, public consultation is not required.
- 4.2 The proposals in this report were considered and endorsed by the Corporate Strategy Group (CSG) at its meeting on 18 November 2021.

5. Financial Implications

Implications completed by Katherine Heffernan, Head of Service Finance

- 5.1 The Council is required to maintain a CTS Scheme. This is now funded as part of the Council's overall funding settlement and so any increases or decreases in take up or cost fall upon the Council's budget (rather than being provided for by a grant) and becomes a cost to the authority's budget in the following financial year.
- 5.2 CTS expenditure had been reducing year on year from the commencement of a localised CTS scheme in 2012/13 and does vary based on demand. The impact of Covid-19 within the 2020/21 financial year saw significantly increased demand for access to the scheme resulting in an increase in expenditure of 26.4% . This was a cumulative effect of the £150 hardship payment government awarded, the number of cases that migrated to Universal Credit and also Furlough reducing household incomes. The CTS case load increased around 10% when including all these factors.
- 5.3 The overall impact of Covid-19 has been significant in terms of expenditure and case load, reversing the trend of prior years' which had seen the caseload and expenditure decline year on year.



5.4 The total current cost for the 2021/22 financial year is expected to be in the region of £14.7m, and is currently broken down (to date) as follows:

Cost of Current Scheme by age group 2021/22			
Age Group	Number of Households	Support Payable (£/annum)	Support Payable (£/week)
All working age	12,029	£9,621,162	£15.38
Pension age	4,634	£5,087,145	£21.11
Total	16,663	£14,708,307	£16.97

5.5 The Council has a duty to set a tax base for council tax purposes by 31 January, each year, using data held by the Council on 30 November the previous year. Increases in the CTS Scheme reduce the tax base for the next financial year and so can reduce the available budget. Current data has shown increased access to the scheme due to Covid-19, and the costs for 2021/22 will be in the region of £14.7 million. Increased costs for the current financial year can be attributed to greater access to the scheme, with an increased case load, caused by Covid-19 and its impact on the local economy and employment.

5.6 Additional grant funding of £2.023m was provided by the Government in 2021-22 to support the increased costs of the scheme resulting from the impact of Covid. We are still awaiting details of the Local Government funding settlement for 2022-23 which is expected to be published in December but the Government have not so far indicated that they will continue this additional support.

5.7 This report proposes no changes to the current scheme apart from the government prescribed regulation changes to the pension age scheme and these are not expected to have any financial implications arising directly.

5.8 However, it should be noted that financial impacts will arise as the result of changes to the wider economic environment and residents' financial situations. As described

above the impact of Covid has been to increase the cost of the scheme. On the other hand there are factors that will tend to decrease the costs:

- Where amounts specified such as the applicable amount rise by less than local income inflation this will over time tend to remove households from eligibility and so reduce the cost of the scheme.
- And as the existing legacy benefit case load is replaced by Universal Credit claimants, this will also reduce the cost of the scheme for working age claimants due to the tapers and architecture that are applied within the calculation of Universal Credit. This results in working age households on Universal Credit receiving on average lower CTS awards.

5.9 Although these factors will decrease the cost of the LCTS scheme it should be noted that households on very low incomes on or near the thresholds for CTS are likely to struggle to pay their Council Tax. Council Tax arrears are more common, and more severe under Universal Credit than under existing legacy benefits. As an increasing proportion of the CTS case load migrates to Universal Credit there remains an ongoing risk of increased Council Tax arrears. Increasing levels of arrears also represent a cost to the Council.

5.10 The Council must set aside a discretionary fund for circumstances of exceptional hardship. It is anticipated that a discretionary fund of £50,000 can be created to assist those with exceptional circumstances. This would be monitored and reviewed quarterly, although case law does suggest that if exceptional hardship is shown the Council must grant a discretionary reduction and cannot refuse due to a “depleted budget”. It is therefore vital that a clear policy is implemented so the Council can set their own criteria of whom would qualify for a discretionary reduction. The cost of the discretionary fund will reduce the overall Council Tax collected by £50,000.

6. Legal Implications

Implications completed by Dr Paul Feild, Senior Governance Lawyer

6.1 The CTS scheme is a continuation of the 2021/22 scheme as approved by the Assembly last year. It was produced following consultations as required by the Local Government Finance Act 1992 as amended by the Local Government Finance Act 2012.

6.2 As observed in the report the discretionary hardship fund while set at £50,000 shall be administered according to the exceptional hardship policy and the cap is not a reason for refusal.

7. Other Implications

7.1 **Risk Management** - It is considered likely that keeping the current scheme will continue to make it difficult to collect Council Tax from those entitled to a reduction under the scheme. The current minimum payment of 25% required for all working age claimants will continue to disproportionately affect the lowest socio-economic group.

Currently there are 78,569 live properties with a Council Tax Charge in this borough, and 16,663 Council Tax Support claims against these properties as of the 21 September 2021. There is an ongoing risk that the CTS caseload could continue to increase, or be maintained at the current level, reducing the tax base for the next financial year, and reducing the available budget.

- 7.2 **Corporate Policy and Equality Impact** – Although there are no new equality impacts due to the retention of the 2021/22 scheme, the Equality Impact Assessment has been reviewed and the 2022/23 version is at Appendix 1.

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

List of appendices:

- **Appendix 1** – Council Tax Support Scheme EIA 2022/23

Community and Equality Impact Assessment

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

This is to determine whether the proposals are likely to have significant positive, negative or adverse impacts on the different groups in 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

About the service or policy development

Name of service or policy	Comsol: Revenue & Benefits: Council Tax Support scheme 2022/23
Lead Officer	James Johnston (Senior Housing Benefit Officer) & Donna Radley (Head of Benefits)
Contact Details	James.johnston@lbbd.gov.uk Donna.radley@lbbd.gov.uk

Why is this service or policy development/review needed?

The Welfare Reform Act in 2012 abolished Council Tax Benefit (CTB) from April 2013 and, in its place, support took the form of a local Council Tax Support Scheme (CTS). The Local Government Finance Act 2012 contains provisions for the setting up of local support schemes.

The current scheme in Barking & Dagenham has been based around the default CTS scheme.

The CTS scheme helps residents on low incomes to pay their Council Tax. Under the current scheme, a working-age household (Working age is anyone under Pension Credit age) liable for Council Tax could get up to 75% of the charge paid through the scheme, dependent upon their circumstances.

The council must consider whether to revise or replace its CTS scheme each financial year, for working age recipients. However, it does not actually have to revise or replace its scheme and can choose to retain the scheme unchanged from the previous financial year.

This EIA is required for the implementation of the 2022/23 CTS scheme.

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?

Please state which data sources you have used for your research in your answer below

Consider:

- National & 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.

- It is Council policy to consider the impact services and policy developments could have on residents who are socio-economically disadvantaged. There is space to consider the impact below.

Demographics

➤ Local communities in general

Barking & Dagenham is a diverse borough as outlined by the following demographic trends below.

➤ Age

Barking & Dagenham currently has a total population of 214,107. Of this population currently 63.4 % (135,749) are considered of working age (16 – 64) & 9.2 % (19,807) are considered of pension age (over 65).

There are currently 16,676 live CTS cases, of which 12,032 (72%) are working age and 4644 (28%) are of pension age.

The CTS working age caseload is currently 8.8% of the working age population of the borough.

The CTS pension age caseload is currently 23.4% of the pension age population of the borough.

CTS expenditure for the financial year 2020/21 is currently £14,664,322.

Of this expenditure £9,568,454 (65.24%) is against working age claimants and £5,095,868 (34.76%) is against pension age claimants.

Working age claimants currently make up 63.4% of the population and account for 72% of the CTS caseload and 65.24% of the total CTS expenditure.

Pension age claimants currently make up 9.2% of the population and account for 28% of the CTS caseload and 34.76% of the total CTS expenditure.

(CTS case load data extraction 18/10/2021)

(Census 2020)

➤ Disability

Barking & Dagenham currently has 4,661 people of working age (16-64) claiming Disability Living Allowance & 4,100 claiming Personal Independence Payment.

(DWP Stat-Xplore 2021)

➤ **Gender reassignment**

Barking & Dagenham is currently estimated to have approximately 40 people in the borough who have or who will undergo gender reassignment.

There is currently no monitoring data available within the CTS case load data to distinguish claimant's by gender reassignment.

(Gender Identity Research and Education Society advice 2016)

➤ **Marriage & civil partnership**

Barking & Dagenham currently has 41.9% of the population aged 16 and above as registered as married, 38.8% are single and not married, and 0.2% are in a same sex civil partnership.

There is currently no monitoring data available within the CTS case load data to distinguish claimant's by civil status.

(Census 2011)

➤ **Pregnancy & maternity**

Teenage pregnancy rates are significantly higher than average. The under 18 conception rate in 2018 was 20.3 per 1,000 females aged 15 to 17, which was the 4th highest in London.

(LBBD teenage conception data 2018)

➤ **Race and ethnicity**

The proportion of the borough population identifying as coming from black and minority ethnic backgrounds has increased from 19.1% to 50.5% between the 2001 and 2011 censuses, and is now at 66%, compared to 34% identifying as White British based on the 2020 census.

This sits above the London average of 61.8%.

There is currently no monitoring data available within the CTS case load data to distinguish claimant's by race or ethnicity.

(Census 2020)

➤ **Religion**

56% of the population identify as Christian, 18.9% identify with no religion and 13.7% identify as Muslim.

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

There is currently no monitoring data available within the CTS case load data to distinguish claimant's by religion.

(Census 2011)

➤ **Sex/Gender**

Currently 51.5% of the borough's residents are female, and 49.6% are male.

(Census 2011)

➤ **Sexual orientation**

Between 10,000 – 14,000 people in Barking & Dagenham are lesbian, gay and bisexual.

There is currently no monitoring data available within the CTS case load data to distinguish claimant's by sexual orientation.

(Stonewall estimates)

➤ **Socio-economic disadvantage**

Council Tax Support is means tested across low income socio-economic groups.

All claimants will be in a lower socio-economic category.

There are currently 16,676 live CTS cases, of which 12,032 (72%) are working age and 4644 (28%) are of pension age.

The CTS working age caseload is currently 8.8% of the working age population of the borough.

The CTS pension age caseload is currently 23.4% of the pension age population of the borough.

(CTS case load data extraction 18/10/2021)

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	X		No scheme changes are proposed. The overall impact of retaining the current CTS	There are no negative impacts from the retention of the current CTS scheme.

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

			scheme changes is either neutral or positive.	
Age	X	X	<p>No scheme changes are proposed. The overall impact of retaining the current CTS scheme changes is either neutral or positive.</p> <p>Support remains in place from the Visiting & Welfare outreach service to assist pension age claimants with the application process.</p> <p>Working age new Universal Credit claimants will continue to benefit from automatic awards where eligible.</p>	<p>Pension age claimants are protected and will continue to receive full support, inclusive of outreach services.</p> <p>Working age claimants in receipt of Universal Credit will continue to benefit from an easier application process for CTS, that will automatically award entitlement where eligible, and will also re-award entitlement to CTS within a 3-month period if entitlement previously ends.</p> <p>Working age legacy benefit claimants continue to be unaffected.</p> <p>There are no negative impacts from the retention of the current CTS scheme.</p>
Disability	X	X	<p>No scheme changes are proposed. The overall impact of retaining the current CTS scheme changes is either neutral or positive.</p> <p>Pension age claimants are unaffected.</p>	<p>Pension age claimants are protected and will continue to receive full support.</p> <p>Working age claimants in receipt of Universal Credit limited capacity for work elements (disability elements) will continue to benefit from an easier application process for CTS, that will automatically award entitlement where eligible, and will also re-award entitlement to CTS within a 3-month period if entitlement previously ends.</p> <p>Working age legacy benefit claimants continue to be unaffected by the changes.</p>

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

			Working age new Universal Credit claimants with disability elements will continue to benefit from automatic awards where eligible.	There are no negative impacts from the retention of the current CTS scheme.
Gender reassignment		X	No impact.	<p>The scheme will not treat people of different genders any differently.</p> <p>There is no CTS data held for this specific category.</p>
Marriage and civil partnership		X	No impact.	<p>The scheme will not treat people either married or in a civil partnership any differently.</p> <p>There is no CTS data held for this specific category.</p>
Pregnancy and maternity	X	X	<p>No scheme changes are proposed. The overall impact of retaining the current CTS scheme changes is either neutral or positive.</p> <p>Working age new Universal Credit claimants on maternity leave will continue to benefit from automatic awards where eligible.</p> <p>No other impact.</p>	<p>The scheme will only treat people who are on maternity leave differently in so far as considering their income & household with regards to the means testing of CTS entitlement.</p> <p>Working age claimants in receipt of Universal Credit on maternity leave will continue to benefit from an easier application process for CTS, that will automatically award entitlement where eligible, and will also re-award entitlement to CTS within a 3-month period if entitlement previously ends.</p> <p>Working age legacy benefit claimants continue to be unaffected by the changes.</p> <p>There are no negative impacts from the retention of the current CTS scheme.</p>

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

Race (including Gypsies, Roma and Travellers)		X	No impact.	<p>The scheme will not treat people of different ethnicity or race any differently.</p> <p>There is no CTS data held for this specific category.</p>
Religion or belief		X	No impact.	<p>The scheme will not treat people of different religion any differently.</p> <p>There is no CTS data held for this specific category.</p>
Sex	X	X	<p>No scheme changes are proposed. The overall impact of retaining the current CTS scheme changes is either neutral or positive.</p> <p>Pension age claimants are unaffected.</p> <p>Working age new Universal Credit claimants will continue to benefit from automatic awards where eligible.</p>	<p>Pension age claimants are protected and will continue to receive full support.</p> <p>The scheme will not treat people of different gender/sex any differently.</p> <p>All Working age claimants in receipt of Universal Credit will continue to benefit from an easier application process for CTS, irrespective of gender/sex, that will automatically award entitlement where eligible, and will also re-award entitlement to CTS within a 3-month period if entitlement previously ends.</p>
Sexual orientation		X		<p>The scheme will not treat people of different sexual orientation any differently.</p> <p>There is no CTS data held for this specific category.</p>
Socio-economic Disadvantage	X	X	<p>No scheme changes are proposed. The overall impact of retaining the current CTS scheme changes is either neutral or positive.</p>	<p>Pension age claimants are protected and will continue to receive full support.</p> <p>Working age claimants in receipt of Universal Credit will continue to benefit from an easier application process for CTS, that will automatically award entitlement where eligible, and will also re-award entitlement to CTS within a 3-month period if entitlement previously ends.</p>

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

			<p>Pension age claimants are unaffected.</p> <p>Working age new Universal Credit claimants will continue to benefit from automatic awards where eligible.</p>	<p>Working age legacy benefit claimants are unaffected.</p> <p>There are no negative impacts from the proposed changes to the CTS scheme.</p>
Any community issues identified for this location?		X	No impact	No issues recognised

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.

If you have already undertaken some consultation, please include:

- Any potential problems or issues raised by the consultation
- What actions will be taken to mitigate these concerns

Barking & Dagenham Council last consulted on the principles of a draft local CTS scheme on the 19th November 2014, regarding the changes to the CTS scheme applied from the 1st April 2015.

On the 19th November 2014, an online consultation was started with a link hosted on the home page of the LBBD website. A press release was given in the local newspaper "The Post" with a shortened URL (link) to the online content. Further to this, letters were sent to 15,441 working age CTS claimants on the 21st November 2014 inviting them to participate in the consultation and online survey. In addition, two public consultation meetings were held, on Thursday 4th and Thursday 11th December 2014, which were attended in total by 48 residents. Attendees were asked to fill in a paper copy of the same survey, which were collated with the online results received on the 20th December 2014.

In total 147 consultation responses were received, and the results compiled and considered in the decision making process.

As part of the consultation process statutory government guidelines for CTS schemes were also considered.

COMMUNITY AND EQUALITY IMPACT ASSESSMENT

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.

If you have already undertaken some consultation, please include:

- Any potential problems or issues raised by the consultation
- What actions will be taken to mitigate these concerns

Equality was promoted as part of the consultation by promoting changes and publicising to all groups – assistance was offered to front line offices, Children’s Centres and the Revs & Bens service.

Support was put in place such as payment arrangements to help clear outstanding debt, signposting to skills training or job opportunities and debt advice.

Disabled people were identified as a group of concern in the consultation process. Organisations relevant to disabled people in the borough were directly informed so that they were able to understand the changes, and help disabled people to understand the transition.

Barking & Dagenham Council has not been required to conduct any further public consultation since November 2014 as changes to the subsequent CTS schemes from 2016/17 to date have been based on prescribed regulation changes to the default scheme or administrative changes only, therefore not requiring consultation.

There are no proposed changes to the CTS scheme for 2022/23 which is the retention of the prior year’s scheme.

No consultation is required regarding the retention of the current CTS scheme.

3. Monitoring and Review

How will you review community and equality impact once the service or policy has been implemented?

*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.*

Action	By when?	By who?
Impact of change monitoring by reviewing Council Tax collection rates and the number of CTS claims made and ongoing expenditure against the CTS scheme.	Ongoing	James Johnston
Regular monitoring based on performance frameworks	Ongoing	Robert Nellist

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 wider community.

Take some time to summarise 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.

Implications/ Customer Impact

The proposal for the CTS scheme 2022/23 is the retention of the current year's scheme, with prescribed regulation changes for the nationally prescribed Pension Age scheme being implemented.

Pension Age claimants continue to be protected with 100% CTS awards as per the nationally prescribed scheme.

The retention of the current CTS scheme for 2022/23 raises no new EIA issues.

The current minimum payment of 25% required for all working age claimants will continue to disproportionately affect the lowest socio-economic group and it is considered likely that keeping the current scheme will make it difficult to collect Council Tax from those entitled to a reduction under the scheme.

There are no further negative customer impacts that arise from the retention of the current CTS scheme.

Improved access to the scheme through the acceptance of new electronic Universal Credit claims as an application for CTS continue to improve access and inclusion to the scheme for low income and vulnerable residents.

Working age claimants across all demographic groups, who become new Universal Credit claimants, will see improved access to the scheme by the changes to the application process, that will automatically award entitlement to CTS, where eligible.

This new application process will also reduce the print requirement of LBBB and simplifies administration.

By also allowing for the reinstatement of CTS claims for Universal Credit claimants, that re-qualify for CTS entitlement, within a 3-month period, without the requirement for a further application form, access to the scheme continues to be improved, ensuring entitlement where eligible is awarded.

Administrative updates applied within changes to the CTS scheme for 2021/22 are continued within the retention of the scheme for 2022/23 and continue to improve the administration, efficiency, and customer experience of the scheme.

The means testing of the support for claimants, based on each individual's ability to pay, is fair and equitable and protects the most vulnerable.

The retention of the current CTS scheme will see neutral impact on demographics such as gender re-assignment, marriage and civil partnership, ethnicity, sexual orientation & religion or belief.

The CTS scheme continues to meet government guidelines for the protection of current levels of support for pensioners, the encouragement of people to work while not acting as a disincentive & considers the equality impact on the most vulnerable residents, meeting the needs and delivering outcomes, both social & economic for residents of the borough.

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
Donna Radley	Head of Benefits	11/11/21

CABINET**18 January 2022**

Title: Contract for Short Term / Spot Hire Vehicle Requirements	
Report of the Cabinet Member for Public Realm	
Open Report	For Decision
Wards Affected: None	Key Decision: No
Report Author: Kevin Stephenson - Deputy Head of Operations	Contact Details: Tel: 02039117247 E-mail: Kevin.Stephenson@lbbd.gov.uk
Accountable Strategic Leadership Director: Lisa Keating - Strategic Director My Place	
<p>Summary:</p> <p>This report presents a proposal to procure all of the Council's short term / spot hire vehicle requirements through the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via The Procurement Partnership Limited (TPPL). The framework is fully compliant with the requirements of the Public Contracts Regulations 2015 and enables the Fleet Management team to hire vehicles quickly, effectively and compliantly, at short notice, as and when required by departments.</p> <p>The Council's previous contract expired on 14 June 2021. To maintain service delivery, the CSKL framework has been used since that time and, therefore, the four-year term of the new contract applies retrospectively.</p>	
<p>Recommendation(s)</p> <p>The Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Agree the use of the Commercial Services Kent Limited Vehicle Rental Framework via The Procurement Partnership Limited for the Council's short-term and spot hire vehicle requirements for the four-year period 15 June 2021 to 14 June 2025, in accordance with the strategy set out in the report; and (ii) Delegate authority to the Strategic Director, My Place, in consultation with the Cabinet Member for Public Realm and the Strategic Director, Law and Governance, to enter into the contract and all other necessary or ancillary agreements. 	
<p>Reason(s)</p> <p>To assist the Council to achieve its priority of a 'Well Run Organisation'.</p>	

1. Introduction and Background

- 1.1 Historically, the Fleet Management team receive many last-minute / urgent requests for various vehicles due to changes across LBBD i.e., additional refuse vehicles required, due to seasonal fluctuations, vehicles to cover accident damage and breakdowns and any hire vehicles to cover growth within a service while a long-term replacement is sourced.
- 1.2 Complying with LBBD's governance requirements to obtain approval can take time where all the requests received by the Fleet team are required / requested / needed to be in place within days of the request being received.
- 1.3 LBBD 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 which can be 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 LBBD's Contracts Rules and the Procurement Regulations.
- 1.4 The Cabinet approved a previous report on 15 April 2019 for the framework to be used for short / spot hire, for the period June 2019 to June 2021. The new framework has been used since 15 June 2021 and, therefore, retrospective approval is also required to compliantly use the framework for the period up to 1 February 2022. The estimated spend for the period 15 June 2021 to 1 February 2022 is circa £323,000.

2. Proposed Procurement Strategy

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, minibuses, cars, vans, tippers etc. on hire from 1 day to 12 months as per the framework agreement. All short-term hires come with full maintenance, Tax, MOT (if required) and glass cover. Tyres are covered for fair wear and tear only. Insurance is covered by the Council's corporate policy.

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

- 2.2.1 The previous Cabinet report estimated expenditure of up to £2m for the two-year period June 2019 to June 2021. Due to existing stock now being replaced with new modern vehicles, the requirement for short/spot hire vehicles should decrease. Taking that into account and based on recent spend, the table below shows that the predicted annual spend over the four-year term to June 2025 will be £2m:

Year 1	£700k
Year 2	£550k
Year 3	£450k
Year 4	£300k

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, as stipulated in the framework. Call off from the framework for any vehicle requirements for longer than this period will be procured in accordance with LBBD's Contracts Rules. The Framework is for a 4-year period from June 2021 to June 2025.

2.4 Is the contract subject to (a) the 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. Some of the short term / spot hire vehicle requirements may be subject to the PCR 2015 but is outweighed by using a compliant route to market.

2.5 Recommended procurement procedure and reasons for the recommendation

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

2.5.2 TPPL have over 690 organisations as members, of which LBBD is one. TPPL carry out compliant tenders for a range of vehicles required by the public sector to create a list of Frameworks. Members can access organisations through these Frameworks.

2.5.3 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 seats
- Lot 5: Hire of Sweepers up to 18.5t
- Lot 6: Hire of Heavy Goods Vehicles (HGVs) up to 44t

2.5.4 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.

2.5.5 The Framework commenced on 15 June 2021 and expires 14 June 2025. 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.

2.6 The contract delivery methodology and documentation to be adopted

2.6.1 The Framework terms and conditions will be utilised.

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

- 2.7.1 By utilising the Framework and rate book LBBB are looking to match or improve on the prices we are charged from our current suppliers via a compliant route to market. This will result in saving officers time by not continually preparing reports.
- 2.7.2 By managing the process more effectively and briefing the fleet admin team and monthly checks completed by Head of Operation all short term / spot hires will be challenged, supported by a hire requested document and authorised by the Head of Service. Other council assets will be checked for full utilisation before hire is agreed.
- 2.7.3 With more control put in place we would expect to see a reduction in cost over the 4-year term and better utilisation of already owned vehicles. Due to fluctuation in demand, it may raise and lower dependant on department's needs, and any new services, eg. Food waste service.

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

- 2.8.1 Tenders will be evaluated on price (checked against the TPPL rate card) and vehicle availability and agreed with Head of Operations and the requesting departments Head of Service.

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

- 2.9.1 Where the short / spot hire value exceeds £100k suppliers will be required to make social value commitments. The Fleet team will monitor them throughout the vehicle short/spot hire term.
- 2.9.2 All Social Value commitments that are agreed with the successful supplier will be binding and these will be managed and reported on as apart to the Contract Management process.
- 2.9.3 Due to this being a framework with multiple suppliers the social value will start once individual suppliers meet the £100k social value threshold.

2.10 Contract Management methodology to be adopted

- 2.10.1 Limited contract management is required as vehicles will be short term / spot hired from the framework as and when needed through various suppliers linked to the framework. Prices and availability will determine which supplier is selected at the time. Management will be carried out by the fleet admin team utilising Tranman to ensure 12 months hire is not exceeded with overall monthly checks completed by the Deputy Head of Operations.

3. Options Appraisal

- 3.1 **Do nothing – Rejected:** There is a requirement for vehicles to be spot hired urgently by the Fleet team. LBBB must 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 short-term hire of vehicles is required. Many requests for vehicles (vehicle dependent £100 pw to £1,000 pw) can easily push the Fleet team into non-compliant spend, forcing the need for reports to be drafted and go through internal governance processes which can be time consuming.

- 3.2 **ESPO Framework no. 271 (Vehicle Hire – Self Drive) – Rejected:** This provides a 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 1st October 2020 and expires 30th September 2022 with an option to extend until 30th September 2024. This option was rejected as it does not have several suppliers that we currently use that are local to LBBB.
- 3.3 **Crown Commercial Services (CCS) Framework no. RM6013 (Public Sector Vehicle Hire Solutions) – Rejected:** This agreement gives customers access to a wide range of short or long-term hire vehicles including: cars, light commercial vehicles, 4x4 vehicles, minibuses, heavy goods vehicles, and car share. The Framework commenced on 5th September 2019 and expires on 4th September 2022 with an option to extend until 4th September 2023. This option was rejected due to limited vehicle scope and supply base. None of which are our current suppliers or local to LBBB.
- 3.4 **Spare Fleet vehicles – Rejected:** This option was considered but due to the fleet being so diverse it would be incredibly hard to calculate the correct quantity of vehicle types and combinations. Parking would also be a concern when the vehicles aren't in use as space is limited on site.

4. Waiver

- 4.1 Not applicable.

5. Consultation

- 5.1 The proposals in this report were considered and endorsed by the Procurement Board at its meeting on 16 December 2021

6. Corporate Procurement

Implications completed by: Sam Woolvett, Category Manager, Inclusive Growth

- 6.1 This report outlines the intention to use the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via TPPL as the preferred route to market where the fleet team can carry out quick and compliant mini competitions based on price and availability for LBBB's fleet requirements over the framework period. This route to market is compliant with the Councils procurement rules and with the UK Procurement regulations.

- 6.2 Running full open market tenders are unrealistic as vehicles are required with little or no notice.

7. Financial Implications

Implications completed by: Joel Gandy, Finance Business Partner

- 7.1 Within Public Realm, Fleet Management are responsible for acquiring and maintaining the Council's Fleet whether that be owned, leased, or hired vehicles and trailers. The relevant services using the vehicles are then recharged costs associated to these assets. The table below shows the level of hire purchase expenditure over recent years:

	2019/20	2020/21	2021/22*
Spot Hire	£1.075m	£0.936m	£0.700m

* Estimate for 2021/22 and for the avoidance of doubt, this table does not include lease expenditure.

- 7.2 The table above reflects the fact that hire purchase costs have begun to fall due to less vehicles needing to be required through spot hire. This is primarily down to the Fleet Vehicle Purchasing Strategy which commenced in 2018 and is ongoing. The purchasing of Fleet vehicles, as appose to leasing or hiring, does reduce the probability of breakdowns and long term hired vehicles at a more cost-effective price. However, hire requirements will continue to be necessary for planned vehicle maintenance, cover for vehicles involved in accidents and to cope with additional short-term demand.
- 7.3 This report recommends agreement to use the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework which operates over a 4-year period up to June 2025. The estimated contract value for LBBB is £2.0m due to the expectation that hire purchase expenditure should continue to reduce year on year based on current services and demand levels.
- 7.4 As the vehicles being purchased through the forementioned procurement strategy require repayment with interest over the coming years, it is essential to maintain rigorous control over the transport budgets across the authority by limiting expenditure on leasing, repairs and hire purchases.

8. Legal Implications

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

- 8.1 This report is seeking approval to use the Commercial Services Kent Limited (CSKL) Vehicle Rental Framework via The Procurement Partnership Limited (TPPL) for short term / spot hire vehicle requirements.
- 8.2 This report states that the total value of the procurement will be up to a maximum of £2 million over a period of 4 years, which is in excess of the threshold for supplies and service contracts meaning that there is a legal requirement to competitively tender the contract in Find a Tender. 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. The framework is valid until June 2025.

- 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 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.

9. Other Implications

- 9.1 **Risk and 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.
- 9.2 **TUPE, other staffing and trade union implications** – There are no staffing issues associated with the proposals.
- 9.3 **Corporate Policy and Equality Impact** – An Equality Impact Assessment (EIA) screening was completed, and it was agreed that a full EIA assessment was not needed in this case.
- 9.4 **Safeguarding Adults and Children** – Having the option to source vehicles at short notice will ensure the service we provide to the borough remains consistent to the safe movement of vulnerable adults and children.

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

List of appendices: None

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CABINET**18 January 2022**

Title: Calculation and Setting of Council Tax Base 2022/23	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report	For Decision
Wards Affected: All	Key Decision: No
Report Author: Caroline Connolly, Principal Accountant (Budgets)	Contact Details: E-mail: Caroline.Connolly@lbbd.gov.uk
Accountable Director: Philip Gregory, Finance Director (S151 Officer)	
Accountable Strategic Leadership Director: Claire Symonds, Interim Chief Executive and Managing Director	
Summary	
<p>The Council has a duty to set a Tax Base for Council Tax purposes by 31 January each year under Section 67 of the Local Government Finance Act 1992.</p> <p>This report seeks approval of the Authority's Council Tax Base for 2022/23.</p>	
Recommendation(s)	
<p>The Cabinet is recommended to agree that, in accordance with the Local Authorities (Calculation of Tax Base) (England) Regulations 2012, the amount calculated by the London Borough of Barking and Dagenham Council as its Tax Base for 2022/23 shall be 52,079.16 Band 'D' properties.</p>	
Reason(s)	
<p>To meet the Council's statutory duties under the Local Government Finance Act 1992.</p>	

1. Introduction and Background

- 1.1 The Tax Base must be conveyed to the major precepting Authorities by 31 January prior to the start of the financial year.
- 1.2 The Tax Base must be calculated in accordance with regulations made by the Secretary of State under Section 33(5) of the Local Government Finance Act 1992 and The Local Authorities (Calculation of Tax Base) (England) Regulations 2012.
- 1.3 The regulations set a prescribed period for the calculation of the tax, which is between the 1 December and 31 January in the financial year preceding that for

which the calculation of the council tax base is made. The data used in the calculation must be that held by the Council as at 30 November.

2. Proposal and Issues

2.1 The valuation of properties for Council Tax purposes is carried out by the Valuation Office Agency.

2.2 For Council Tax purposes each property is placed in a band based on its open market value as at 1 April 1991. The bands are as follows:

Range of Values Band	Valuation
Values not exceeding £40,000	A
Values exceeding £40,000 but not exceeding £52,000	B
Values exceeding £52,000 but not exceeding £68,000	C
Values exceeding £68,000 but not exceeding £88,000	D
Values exceeding £88,000 but not exceeding £120,000	E
Values exceeding £120,000 but not exceeding £160,000	F
Values exceeding £160,000 but not exceeding £320,000	G
Values exceeding £320,000	H

2.3 The Tax Base is calculated in terms of the equivalent number of Band 'D' properties after discounts and exemptions have been taken into account. There are statutory ratios which determine the proportion of the band D charge that will be charged for a property in each band. The ratios are as follows:

A = 6/9ths	E = 11/9ths
B = 7/9ths	F = 13/9ths
C = 8/9ths	G = 15/9ths
D = 1	H = 18/9ths

2.4 The standard Council Tax is set in relation to Band 'D' properties, this will mean that somebody living in a Band 'A' property pays 2/3rds of the standard amount whilst somebody in a Band 'H' property pays twice the standard amount.

2.5 The full Council Tax charge is based on the assumption that the property is occupied by two or more adults. However, some properties are exempt from any charge, and others qualify for a discount. In determining the Tax Base the relevant discounts and exemptions are taken into account:

2.6 The following table shows the number of chargeable properties at 30 November after all discounts and exemptions have been applied.

2021/22			2022/23	
Last Year Totals	Band 'D' Equivalentents	Band	Total	Band 'D' Equivalent
0.37	0.20	A*	0.70	0.40
3,701.05	2,467.40	A	3,702.40	2,468.20
8,004.10	6,225.40	B	8,108.90	6,306.90
37,036.40	32,921.20	C	37,534.60	33,364.10
8529.82	8,529.80	D	8551.10	8,551.00
1556.38	1,902.20	E	1559.20	1,905.70
313.84	453.30	F	323.20	466.90
39.22	65.40	G	41.90	69.80
4.00	8.00	H	4.50	9.00
59,185.18	52,572.90		59,826.40	53,142.00

* Disabled persons' reductions

- 2.7 When determining the tax base for the purpose of setting the Council Tax an allowance has been made for non-collection. The losses on collection allowance for 2022/23 has been assessed at 2%. In previous years the collection rate was assessed at 3%, but due to improved collection procedures we have increased the expected collection rate.
- 2.8 The adjustment, expressed as Band D equivalentents, is shown below.

Band D equivalent at 30 November 2021	53,142.00
In year losses in collection allowance of 2%	(1,062.84)
Council Tax Base for 2022/23	52,079.16

The losses at a 3% collection rate would have been 1,594.26, giving a council tax base of 51,547.74. It has been decided to decrease this debt provision due to improved collection procedures.

- 2.9 A fully detailed calculation of the tax base is contained in Appendix A.

3. Consultation

- 3.1 The calculation of the council tax base follows a prescribed process and, as such, does not require consultation.

4. Financial Implications

Implications completed by: Katherine Heffernan, Head of Service Finance

- 4.1 The Council Tax Base has increased by 1,083.45 band D equivalent properties from 2021/22 (50,995.71). At the current Council Tax charge of £1,348.91 this would represent an increase in Council tax income of £1.461m compared to the previous year.
- 4.2 The July MTFs had assumed an increase in the Council Tax base of 2.5%. However due to Covid-19, the Council has seen an increase in the number of residents claiming Council Tax Support which reduces the number of chargeable properties. The Council Tax base for 2022/23 has increased by 2.12%, this is an increase of £1.461m in income for the Council in comparison to 2021/22. It is however a shortfall against the original MTFs projections of £0.259m.
- 4.3 The Council Tax collection rate is a significant factor in determining the level of income and will affect the actual amount of Council Tax collected in 2022/23. For every 1% change in the collection rate, income would increase/decrease by £0.7m for the Council.
- 4.4 We have increased the collection rate from 97% to 98% due to improved collection procedures.

5. Legal Implications

Implications completed by: Dr Paul Feild, Senior Corporate Governance Solicitor

- 5.1 As observed above there is a legal requirement that the Council as a billing authority must set its Council Tax base before 31 January 2022 for the following financial year starting 1 April 2022. Section 31B of the Local Government Finance Act 1992, as inserted by the Localism Act 2011, imposes a duty on the Council as a billing authority, to calculate its Council Tax by applying a formula which as set out in the Local Authority (Calculation of Council Tax Base) (England) Regulations 2012. The formula involves a figure for the Council Tax Base for the year, which must itself be calculated. The basis of liability for Council Tax is the valuation band to which a dwelling has been assigned. Valuation bands range from A to H, and the relative liabilities of each band are expressed in terms of proportions of Band D.
- 5.2 The calculation to establish the relevant basic amount of council tax by is done by dividing the council tax requirement for the financial year by the billing authorities' council tax base. In brief, the council tax base is the aggregate of the relevant amounts calculated for each valuation band multiplied by the authority's estimated collection rate for the year. The estimated collection rate is the percentage of council tax payable which the authority actually expects to be paid i.e. the difference between what it ought to be paid in council tax and certain fund transfers and what it is likely to be paid.
- 5.3 The Council is under an obligation to notify major precepting authorities of the calculation.

- 5.4 For this Council the setting of the Council Tax Base is a Cabinet function. This is because Section 67 Local Government Finance Act 1992 as amended by section 84 of the Local Government Act 2003, (and more recently the Localism Act 2011), enabled the Assembly to delegate the power to set the tax base to the Cabinet. This is reflected in the Constitution at Part 2, Chapter 6 (Cabinet, Responsibility for functions) at paragraph 2.1(ii).

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

List of appendices:

- **Appendix A** – Calculation of the 2022/23 Council Tax Base

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APPENDIX A

	Description	22/23
Line 1	Total number of dwellings on the Valuation list	77,541
Line 2	Number of dwellings on valuation list exempt on 2 October 2017 (Class B & D to W exemptions)	1,943
Line 3	Number of demolished dwellings and dwellings outside area of authority on 2 October 2017	0
Line 4	Number of chargeable dwellings on 2 October 2017 (treating demolished dwellings etc as exempt) (lines 1-2-3)	75,598
Line 5	Number of chargeable dwellings in line 4 subject to disabled reduction on 2 October 2017	276
Line 6	Number of dwellings effectively subject to council tax for this band by virtue of disabled relief (line 5 after reduction)	276
Line 7	Number of chargeable dwellings adjusted in accordance with lines 5 and 6 (lines 4-5+6 or in the case of column 1, line 6)	75,598
Line 8	Number of dwellings in line 7 entitled to a single adult household 25% discount on 2 October 2017	22,051
Calculation 1		16,538.25
Line 9	Number of dwellings in line 7 entitled to a 25% discount on 2 October 2017 due to all but one resident being disregarded for council tax purposes	1,246
Calculation 2		934.50
Line 10	Number of dwellings in line 7 entitled to a 50% discount on 2 October 2017 due to all residents being disregarded for council tax purposes	53
Calculation 3		5,850.75
Line 11	Number of dwellings in line 7 classed as second homes on 2 October 2017 (b/fwd from Flex Empty tab)	160
Line 12	Number of dwellings in line 7 classed as empty and receiving a zero% discount on 2 October 2017 (b/fwd from Flex Empty tab)	506
Line 13	Number of dwellings in line 7 classed as empty and receiving a discount on 2 October 2017 and not shown in line 12 (b/fwd from Flex Empty tab)	0
Line 14	Number of dwellings in line 7 classed as empty and being charged the Empty Homes Premium on 2 October 2017 (b/fwd from Flex Empty tab)	65
Line 15	Total number of dwellings in line 7 classed as empty on 2 October 2017 (lines 12, 13 & 14).	571
Line 16	Number of dwellings that are classed as empty on 2 October 2017 and have been for more than 6 months. NB These properties should have already been included in line 15 above.	250
Line 16a	The number of dwellings included in line 16 above which are empty on 2 October 2017 because of the flooding that occurred between 1 December 2013 and 31 March 2014 and are only empty because of the flooding.	0
Line 16b	The number of dwellings included in line 16 above which are empty on 2 October 2017 because of the flooding that occurred between 1 December 2015 and 31 March 2016 and are only empty because of the flooding.	0
Line 17	Number of dwellings that are classed as empty on 2 October 2017 and have been for more than 6 months and fall to be treated under empty homes discount class D (formerly Class A exemptions). NB These properties should have already been included in line 15 above. Do NOT include any dwellings included in line 16a and 16b above.	1
Line 18	Line 16 - line 16a - line 16b - line 17. This is the equivalent of line 18 on the CTB(October 2016) and will be used in the calculation of the New Homes Bonus.	249

	Description	22/23
Line 19	Number of dwellings in line 7 where there is liability to pay 100% council tax before Family Annexe discount	52183
Line 20	Number of dwellings in line 7 that are assumed to be subject to a discount or a premium before Family Annexe discount	23,415
Line 21	Reduction in taxbase as a result of the Family Annexe discount (b/fwd from Family Annexe tab)	0.00
Line 22	Number of dwellings equivalents after applying discounts and premiums to calculate taxbase	69834.25
Line 23	Ratio	
Line 24	Total number of band D equivalents (to 1 decimal place)(line 22 x line 23)	61671.2
Line 25	Number of band D equivalents of contributions in lieu (in respect of Class O exempt dwellings) in 2017-18 (to 1 decimal place)	0
Line 26	Tax base (to 1 decimal place) (line 24 col 10 + line 25)	61671.2
Line 27	Number of dwellings equivalents after applying discounts and premiums to calculate tax base (Line 22)	69834.25
Line 28	Reduction in taxbase as a result of local council tax support (b/fwd from CT Support tab)	10007.84
Line 29	Number of dwellings equivalents after applying discounts, premiums and local tax support to calculate taxbase	59826.41
Line 30	Ratio	
Line 31	Total number of band D equivalents after allowance for council tax support (to 1 decimal place) (line 29 x line 30)	53142
Line 32	Number of band D equivalents of contributions in lieu (in respect of Class O exempt dwellings) in 2017-18 (to 1 decimal place) (line 25)	0
Line 33	Tax base after allowance for council tax support (to 1 decimal place) (line 31 col 10 + line 32)	53,142.0
Line 34	Projected changes in discounts and growth	0
Line 35	In year losses in collection at 2%	-1,062.84
Line 37	Council Tax base	52,079.16

CABINET**18 January 2022**

Title: Confirmation of Article 4 Direction - Permitted Development Rights Allowing Upwards Extensions to Certain Buildings	
Report of the Cabinet Member for Regeneration and Economic Development	
Open Report	For Decision
Wards Affected: All wards	Key Decision: Yes
Report Author: Tim Thomas – Head of Transport, Infrastructure and Policy Planning	Contact Details: Tim.Thomas@befirst.london 07834 014334
Accountable Director: Caroline Harper – Chief Planning Director, Be First	
Accountable Strategic Leadership Director: Abi Gbago, Strategic Director of Inclusive Growth	
Summary	
<p>New permitted development regulations, effective from August 2020, granted the right to extend various buildings upwards, including blocks of flats, dwellinghouses and commercial units, through the prior approval process.</p> <p>The prior approval process affords the local authority limited criteria set in law against which to examine proposals and only allows limited contributions to mitigate their impact on local infrastructure or ensure the provision of affordable housing through a S106 planning obligation. This would have a significant negative impact on local communities as their local services become strained from major developments which do not contribute to local infrastructure. The Council would also have no control on the design of these types of development, therefore undermining the Council's ambitions for improving the design quality of new developments within the borough.</p> <p>On 19 January 2021 Cabinet agreed to make a non-immediate Article 4 direction covering the whole borough except designated industrial land, withdrawing permitted development rights for additional storeys above existing residential and commercial properties.</p> <p>In line with the requirements set out in the General Permitted Development Order 2015 as amended:</p> <ul style="list-style-type: none"> • The notice was placed in the Barking and Dagenham Post on 3 March 2021 advertising that the Direction was due to come into force on 22 February 2022 subject to confirmation by the Council and inviting representations between 10 May 2021 and 21 June 2021. • The notice and associated material were placed on the Council's website • A total of 7 notices were placed across the Borough including: <ul style="list-style-type: none"> ○ 2 notices were placed at Station Parade, near Barking station ○ 1 notice was placed at Upney Lane, near Upney station ○ 1 notice was placed at Gale Street, near Becontree Station 	

- 1 notice was placed at Dagenham Heathway
- 1 notice was placed at Rainham Road South, near Dagenham East Station
- 1 notice was placed at High Road, Chadwell Heath
- A link to the notice and associated material was posted regularly on social media
- The notice was sent to the Secretary of State. No comments were received except to state that the regulations require further notification to the Secretary of State following the confirmation of the direction.

If confirmed by Cabinet, this non-immediate Article 4 direction will come into force on 22 February 2022. Once confirmed a notice will be served locally and a copy of the confirmation direction sent to the Secretary of State. From 22 February 2022 any proposals for additional storeys above existing residential and commercial properties will be considered through a planning application and relevant Local Plan policies will be applied.

Recommendation(s)

The Cabinet is recommended to confirm the Article 4 direction, covering the whole borough except designated industrial land, withdrawing permitted development rights for additional storeys above existing residential and commercial properties, to come into force on 22 February 2022.

Reason(s)

To safeguard the future regeneration and growth of the borough and contribute to the Council's priority of 'Inclusive Growth'.

1. Introduction and Background

- 1.1 An Article 4 Direction is a direction under article 4 of the General Permitted Development Order (GPDO), which enables the Secretary of State, or the Local Planning Authority, to withdraw specified permitted development (PD) rights across a defined area.
- 1.2 Provided that there is justification for both its purpose and extent, an article 4 direction can:
 - cover an area of any geographic size, from a specific site to a local authority-wide area;
 - remove specified permitted development rights related to operational development or change of use;
 - remove permitted development rights with temporary or permanent effect.
- 1.3 A justification for the removal of the permitted development rights for additional storeys above certain buildings can be found within **Appendix 1** of this report.
- 1.4 The London Borough of Barking and Dagenham's draft Local Plan outlines a target to build 44,051 new homes and create 20,000 new jobs over the next 20 years. This, in itself, creates significant pressures for new and upgraded social infrastructure to support the delivery of new homes, along with the delivery of the types and tenures of new homes that reflect the needs of the local community.

1.5 The majority of new infrastructure will be funded through developer contributions, although not all necessary infrastructure can be funded this way and there will be tough choices on how the borough will prioritise the necessary infrastructure to bring positive benefits to local communities from the delivery of new development. A framework to best manage these needs will be brought forward in the forthcoming Planning Obligations (Section 106) Supplementary Planning Document.

2. Proposal and Issues

2.1 The legal framework for the introduction of the new permitted development rights to add additional storeys on certain buildings is outlined in the report in **Appendix 1**. In the context of the London Borough of Barking and Dagenham, these rights will create significant additional impacts over and above the existing pressures for infrastructure in the borough, as the Council will only be able to secure limited contributions for new or improved infrastructure or affordable housing through a S106 agreement to mitigate their impact.

2.2 In addition, on 21 July 2020 the Government published a research paper into the quality of houses delivered through “change of use” permitted development rights that identified a number of concerns, including space standards, adequacy of natural light for occupiers, access to amenity space, the effects of surrounding land uses, and the mix of housing provided.

2.3 Therefore on 19 January 2021 Cabinet agreed to make a non-immediate Article 4 direction to withdraw permitted development rights for additional storeys above existing residential and commercial buildings across the borough except for designated industrial land. If confirmed by Cabinet, this non-immediate Article 4 direction will come into force on 22 February 2022.

2.4 Once confirmed a notice will be served locally and a copy of the confirmation direction will be sent to the Secretary of State. From 22 February 2022 any proposals for additional storeys above existing residential and commercial properties will be considered through a planning application and relevant Local Plan policies will be applied.

3. Options Appraisal

3.1 The options for consideration here were:

- Do not implement an Article 4 direction in the borough.
- Implement an immediate Article 4 direction in the borough
- Implement a non-immediate Article 4 direction in the borough.

3.2 The first option is considered inviable for reasons outlined in paragraphs 2.1 – 2.2 above which spell out the potential impact upon the Local Authority’s ability to deliver appropriate levels of infrastructure due the increased strain which this will place on the Borough’s finances.

3.3 The Council could implement an immediate Article 4 direction, following a statutory consultation of no less than 21 days. However, for a period of one year the Council are liable to compensate landowners affected by the Article 4 direction.

3.4 To avoid compensation payments, non-immediate Article 4 directions can be made which take effect at least one year from the date of issue. We recommend introducing a non-immediate Article 4 direction in this case.

4. Consultation

4.1 When intending to make an Article 4 direction, a Council as local planning authority (LPA) must give notice locally and nationally.

4.2 Local notification requires the following measures:

- Local advertisement (e.g. local newspapers)
The notice of the making of an Article 4 direction withdrawing permitted development rights for additional storeys above existing residential and commercial properties was placed in the Barking and Dagenham Post on 3 March 2021 advertising that the Direction was due to come into force on 22 February 2022 subject to confirmation by the Council and inviting representations between 10 May 2021 and 21 June 2021.
- Site notice at no fewer than 2 locations within the area to which the Direction relates for not less than 6 weeks.

4.3 A total of 7 notices were placed across the Borough including:

- 2 notices were placed at Station Parade, near Barking station
- 1 notice was placed at Upney Lane, near Upney station
- 1 notice was placed at Gale Street, near Becontree Station
- 1 notice was placed at Dagenham Heathway
- 1 notice was placed at Rainham Road South, near Dagenham East Station
- 1 notice was placed at High Road, Chadwell Heath
- Individually on every owner and occupier of every part of the land within the area to which the Direction relates.
Schedule 3 (2) of the General Permitted Development Order 2015 advises that this requirement would not apply if it is impracticable because it is difficult to identify/locate every owner and occupier or the number of owners or occupiers would make individual service impracticable. Given the size of the area under consideration and the quantity of individual owners /occupiers affected the Council did not notify individual parties in this way.

4.4 A link to the notice and associated material was posted regularly on social media.

4.5 The Council received a total of 5 responses which were all in favour of the Article 4 direction to ensure that development is built to a high quality and provides contributions to local infrastructure. The consultation website received a total of 200 visits and had 88 downloads of the associated materials.

4.6 National notification was also carried out as prescribed to the Secretary of State (SoS) on the same day the notice of the Article 4 direction was first published / displayed locally. The Council received a response from the SoS stating that no action will be taken at this stage and to notify the SoS again following the

confirmation of the Direction. The Secretary of State could still intervene on the proposed direction following confirmation.

5. Financial Implications

Implications completed by Katherine Heffernan, Head of Service Finance

- 5.1 This report seeks authorisation for the withdrawal of a specific set of permitted development rights in the borough. This could result in additional work and costs from assessing planning applications. However, the costs will be recovered through the charging of a fee for the application and so there should be no net direct impact on the Council or its subsidiaries.
- 5.2 The expected indirect financial implications for the Council are expected to be broadly beneficial as the new process should ensure that there is a full consideration of the net costs to the Council of developments and financial contributions are levied where required.

6. Legal Implications

Implications completed by Dr Paul Feild, Senior Governance Lawyer

- 6.1 The decision to make an Article 4 Direction is a Cabinet function as a Local Planning Authority policy decision.
- 6.2 The Town and Country Planning (General Permitted Development) Order 1995 (1995 Order) and the 22 instruments that have amended the 1995 Order is a general grant of planning permission by the Secretary of State for development in certain specified circumstances. The Town and Country Planning (General Permitted Development) (England) Order 2015 consolidates, for England, however these 'permitted developments' can be removed by a decision of the relevant Local Planning Authority, under Article 4 of the 1995 Order and thus require that such developments will need a formal planning application.
- 6.3 The procedure to make the Article 4 Direction is set out in Schedule 3 of the 1995 Order.

7. Other Implications

- 7.1 **Corporate Policy and Equality Impact** – A full equality impact assessment was carried out and accompanied the report to Cabinet on 19 January 2021 (<https://modgov.lbbd.gov.uk/Internet/documents/s142962/Article%204%20Direction%20Appx%203.pdf>)

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

List of appendices:

Appendix 1: Article 4 Justification paper

Appendix 2: Confirmation notice

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Justification for Article 4 Direction – Additional storeys

19 January 2020

Introduction

1. This paper sets out the reasoning for the proposed removal of the permitted development right for additional storeys on certain buildings within the London Borough of Barking and Dagenham. It considers the wider national, regional and local planning policy context and how the permitted development would impact on the Borough's growth ambitions.
2. We have already seen several high-density schemes come forward through the permitted development right. The Council will not be able to secure any contributions to mitigate their impact on local infrastructure or ensure the provision of affordable housing through a S106 planning obligation. This will have a significant negative impact on local communities as their local services become strained from major developments which do not contribute to local infrastructure.
3. It is therefore deemed appropriate to introduce an article 4 direction to remove the permitted development right for additional storeys on certain buildings across the whole borough in order to mitigate the significant impacts of these schemes on top of the significant growth already planned for the area.

Policy Context

4. The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020 came into force on 1 August 2020 and introduced:
 - A new Class A– 'New dwelling houses on detached blocks of flats' – which grants the right to extend purpose-built blocks of flats upwards by two additional storeys. The blocks of flats must consist of three storeys or more before the extension and cannot have a total height of 30 metres or more with the additional two storeys.
5. The Town and Country Planning (General Permitted Development) (England) (Amendment) (No. 2) Order 2020 amended the GPDO and granted additional permitted development rights which came into force 31 August 2020 and introduced:
 - Classes AA and AB which permit new flats on detached buildings (AA) and terraced buildings (AB) which are in commercial or mixed use as shops, for financial and professional services, restaurants and cafes, offices, betting offices, pay day loan shops, or launderettes or in a mixed use combining one of those commercial uses with use as adwellinghouse. For Class AA only, the building must already be three storeys in height, above ground level, to rely on the permitted development right.
 - Classes AC and AD which permit new flats on terraces (AC) or detached buildings (AD) which are in use as single dwellinghouses. In both cases the right is not permitted if the house has already been enlarged by the addition of one or more storeys above the original structure.

6. The new rights are subject to prior approval from the local planning authority and so an application must be made in each case. Matters which the local authority will consider include:
 - potential highways impacts
 - impact on neighbour and occupier amenity, including the extent to which the development would overlook others, invade privacy or curb natural light on other property
 - the external appearance of the building
 - the provision of adequate natural light in all habitable rooms of the new homes
 - the impact of noise from existing commercial premises on the intended occupiers of the new homes
 - impacts a taller building may have on air traffic and defence assets
 - the impact on protected vistas in London.

7. Each new permitted development right is subject to very specific conditions and limitations which must be carefully considered in each case. There are some common conditions which apply to all five classes:
 - the new dwellinghouses that are constructed must be flats;
 - the new rights only apply to buildings constructed between 1 July 1948 and 5 March 2018;
 - the rights will not apply to buildings in conservation areas or listed buildings;
 - engineering operations within the existing curtilage of the building to strengthen existing walls and foundations and to install services are permitted, along with replacement or installation of additional plant, construction of safe access and egress and construction of ancillary facilities if needed;
 - before development begins the developer must provide the local planning authority with a report for the management of the construction which sets out proposed construction hours and how adverse impacts of noise, dust, vibration and traffic on occupiers and adjoining owners will be mitigated;
 - the development must be completed within a period of three years starting with the date 'prior approval' is granted, and;
 - every dwellinghouse in the building must remain in use as a dwellinghouse and for no other purpose, although uses which are ancillary to the primary use as a dwellinghouse will be permitted.

8. The Council is required to make a decision on an application for prior approval within eight weeks. If a decision has not been made within eight weeks there is a right of appeal to the Secretary of State for non-determination of the prior approval application.

9. Local planning authorities are required to consult certain persons or bodies where specific impacts are identified. For example, should the local authority consider that there will be increased traffic as a result of the development, it must consult the relevant highway authority. Local authorities cannot take into account issues outside the scope of the prior approval process, such as the provision of local infrastructure or affordable housing. Should a prior approval application be submitted to the Council and meet all of the above requirements, planning permission will be granted and development can be started.

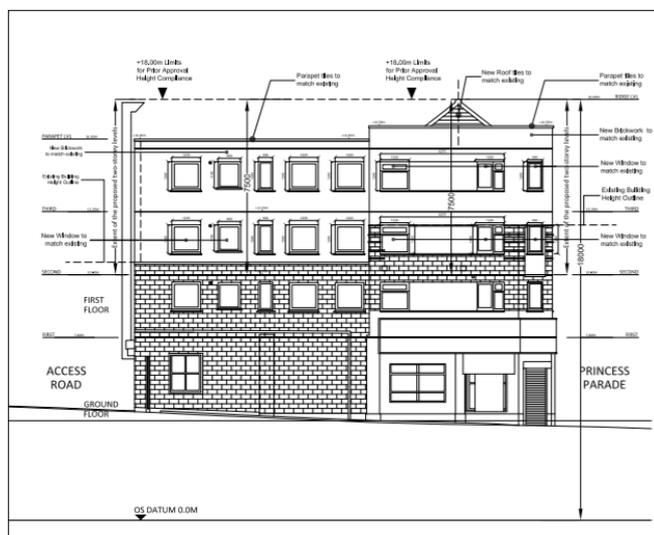
Impact

10. The Council has significant growth ambitions, with the draft Local Plan seeking to deliver 42,737 additional new homes by the year 2037. The Infrastructure Delivery Plan (2020) has identified the infrastructure needs of the borough and will assist the Council in securing the necessary financial contributions from Section 106 planning obligation agreements to ensure that any new development coming forward provides the necessary schools, hospitals and transport to support the increase in new homes. All developments will also need to ensure that they reflect the housing needs of the local communities through the correct range of housing types and tenures, including the provision of affordable housing.
11. As the prior approval application process only considers a limited range of issues, the Council will be limited in its ability to secure contributions to mitigate the impact of the development on local infrastructure or ensure the provision of affordable housing through a S106 planning obligation. This will have a significant negative impact on local communities as their local services become strained from major developments which do not contribute to local infrastructure. It will also lead to poor quality development as the Council will not be able to apply its local design standards.
12. We are already seeing the types of development which will be coming forward through the new permitted development right through new prior approval applications with 9 applications already submitted, for example:

- An application at Princess Parade, Dagenham (20/02241/PRIADB) for the construction of two additional storeys on top of an existing terraced building to create 44 new units.

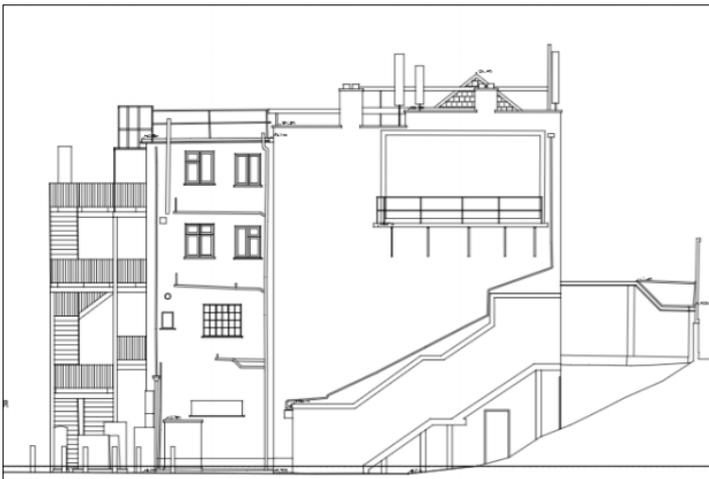


Existing side elevation



Proposed side elevation

- An application at Gale Street, Dagenham (20/02225/PRIADA) for the construction of two additional storeys on top of a detached dwelling to create 20 additional units.



Existing side elevation



Proposed side elevation

13. As more of these developments come forward, there will be further impacts on local infrastructure and a loss of affordable housing. It would also significantly undermine the Council's strategy for delivering high-quality designed buildings and places. The Council has an opportunity to remove these permitted development rights across the borough through an Article 4 Direction. This would mean that applications for additional storeys for certain buildings would be considered under a full planning permission to consider issues relating to the development rather than a set criteria. It would also mean that the Council could seek financial contributions to mitigate the impact of the development on local infrastructure and can seek the provision of affordable housing through a Section 106 agreement.

Article 4 Direction

14. An article 4 direction is a direction under article 4 of the General Permitted Development Order which enables the Secretary of State or the local planning authority to withdraw specified permitted development rights across a defined area.
15. Provided that there is justification for both its purpose and extent, an article 4 direction can:
 - cover an area of any geographic size, from a specific site to a local authority-wide area
 - remove specified permitted development rights related to operational development or change of use
 - remove permitted development rights with temporary or permanent effect
16. An article 4 direction only means that a particular development cannot be carried out under permitted development and therefore needs a planning application. This gives a local planning authority the opportunity to consider a proposal in more detail.
17. Article 4 directions may be made and implemented immediately (following a period of statutory consultation of no less than twenty-one days), in which case for a one year period local authorities are liable to compensate landowners affected by the Article 4.

18. To avoid compensation payments, non-immediate Article 4 directions can be made which take effect at least one year from the date of issue. We are intending to introduce a non-immediate Article 4 direction in this case.

Policy background

National

19. The National Planning Policy Framework states that the planning system has a key purpose of delivering sustainable development. Achieving sustainable development means the planning system has three objectives: economic, social and environmental. This means the identification and coordination of infrastructure, ensuring there are a sufficient number and range of homes to meet the needs of present and future generations, and making effective use of land.
- Paragraph 59 sets out that the Government's objective is to significantly increase the supply of new homes and that the needs of groups with specific housing requirements are addressed.
 - Paragraph 61 also sets out that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. Paragraph 62 makes clear that affordable housing should be met on-site unless a financial contribution has been agreed or that the agreed approach contributes to mixed and balanced communities.
 - Paragraph 92 sets out the need for providing social, recreational and cultural facilities in new developments and ensure that there is an integrated approach in considering the location of housing economic uses and community facilities and services.
 - Paragraph 124 states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 also states that permission should be refused for development of poor design that fails to take into account any local design standards or style guides in plans or supplementary planning documents.

Regional

20. The Mayor of London has sought a significant increase in the number of homes across London in the current London Plan and the Intend to Publish London Plan. However, the Mayor has also made clear that this must be with the appropriate range of types and tenures of housing, including affordable housing, and the necessary supporting social infrastructure. The Mayor is also seeking a programme of Good Growth, which means new development should benefit everyone who lives in London and should be environmentally sustainable and physically accessible.

London Plan 2016

- Policy 3.5 Quality and design of housing developments states that housing developments should be of the highest quality internally, externally and in relation to their context and to the wider environment.
- Policy 3.8 Housing Choice sets out that Londoners should have a genuine choice of homes that they can afford and meet their requirements for different sizes and types of dwellings in the highest quality environments.
- Policy 3.11 Affordable Housing Targets sets out that boroughs, agencies and partners should seek to maximise affordable housing provision and ensure an average of at least 17,000 more affordable homes per year in London over the term of the Plan.

- Policy 3.16 Protection and Enhancement of Social Infrastructure seeks additional and enhanced social infrastructure provision to meet the needs of its growing and diverse population.

Publication London Plan (2020)

- Policy D6 Housing quality and standards states that housing development should be of high-quality design and provide adequately-sized rooms with comfortable and functional layouts which are fit for purpose and meet the needs of Londoners without differentiating between tenures.
- Policy H4 Delivering affordable housing seeks a strategic target of 50% of all new homes to be genuinely affordable or provide affordable housing off-site or a cash in-lieu contribution.
- Policy H10 Housing size and mix seeks a range of unit sizes from new developments to delivery mixed and inclusive neighbourhoods.
- Policy S1 Developing London's social infrastructure sets out that development proposals which provide high quality, inclusive social infrastructure that addresses local or strategic need and supports service delivery strategies should be supported.

Local

21. The existing and emerging Local Plan has aligned with the London Plan in meeting the increase in new homes whilst delivering the supporting social infrastructure, ensuring the housing mix meets local needs and also addressing specific local issues such as the protection of family sized housing.

Barking and Dagenham Local Plan (2010)

- Policy CP3: High quality built environment seeks that all development proposals will be expected to achieve high quality standards in relation to the design and layout of new buildings and spaces.
- Policy CC1: Family Housing seeks a range of accommodation types and sizes on new developments with 40% of developments above 10 units to provide larger family sized units (3 to 4 bedrooms or larger).
- Policy CC2: Social Infrastructure to Meet Community Needs aims to maintain and improve community wellbeing by protecting, retaining and enhancing existing community facilities. It seeks major developments to contribute towards any additional need for community facilities arising from them.
- Policy CC3: Achieving Community Benefits Through Developer Contributions seeks to achieve sustainable growth and to maximise the quality and contribution of new developments by securing contributions towards community benefits such as affordable housing, education facilities and health care facilities.

Draft Barking and Dagenham Local Plan (2020)

- Policy SP2: Delivering a well-designed, high quality and resilient built environment seeks to promote high-quality design, providing a safe, convenient, accessible and inclusive built environment and interesting public spaces and social infrastructure for all.
- Policy SP3: Delivering the homes that meet people's needs seeks the maximum reasonable amount of affordable housing to be secured from new developments and

ensures development does not undermine the supply of self-contained housing, in particular family housing.

- Policy DMH1: Affordable Housing seeks all developments with capacity to provide 10 or more units to meet an overarching 50% of on-site affordable housing target, by applying the threshold and viability approach set out in the Mayor of London's policy guidance. Policy DMH2: Housing Mix seeks a range of unit sizes from new developments, including larger family homes.
- Policy SP4: Delivering social and cultural infrastructure facilities in the right locations seeks a range of high quality social and cultural infrastructure facilities for existing and new residents in appropriate locations by securing planning obligations.

Justification for Article 4 Direction

22. The London Borough of Barking and Dagenham has significant growth ambitions. In order to achieve this, it has created a pioneering urban development company, Be First, which has been provided an overall target of delivering 50,000 new homes and 20,000 new jobs. This will create significant pressures for new and upgraded social infrastructure to support the delivery of new homes, along with the delivery of the types and tenures of new homes that reflect the needs of the local community.
23. The majority of this will be funded through financial contributions from new development, although due to the existing weak land values not all of the necessary infrastructure can be funded through this way and there will be tough choices on how the borough will prioritise the necessary infrastructure to bring positive benefits to local communities from the delivery of new homes.
24. The Prime Minister's Foreword to the Planning White Paper (2020) stated that they are seeking a planning system that "makes it harder for developers to dodge their obligations to improve infrastructure". However, the introduction of the new permitted development for additional storeys on certain buildings will create significant additional impacts over and above the existing pressures for infrastructure as no financial contributions or affordable housing can be secured to mitigate its impact.
25. The Government's own impact assessment on the new permitted development right concluded that there may be greater costs for the local authority arising from extra pressure on local infrastructure and public services if there is a greater number of residents. It also concluded that a lack of developer contributions may leave funding gaps for the local authority to fill.
26. A Royal Institution of Chartered Surveyors (RICS) study in May 2015 on the extension of permitted development rights for office to residential conversions found that in just five local authorities they may have lost £10.8m in planning obligations and 1,667 affordable housing units from approved conversions, as opposed to the more conventional planning permission route. It also criticised the small homes that were delivered which were below nationally described space standards.
27. This was also the finding of the Government's Building Better, Building Beautiful Commission whose final report, "Living with Beauty" published 30 January 2020, concluded that 'there are no contributions towards local social or physical infrastructure via negotiable Section 106 agreements' and that 'Community Infrastructure Levy is not increased to compensate for this and developments may well create costs for local authorities'.

28. In addition, on 21 July 2020 The Government published a research paper into the quality of houses delivered through “change of use” permitted development rights that identified a number of concerns, including space standards, adequacy of natural light for occupiers, access to amenity space, the effects of surrounding land uses, and the mix of housing provided.
29. Barking and Dagenham is a combination of distinct places comprising of various building typologies and character areas relating to the historic growth of the borough. These include the Becontree Estate which has both historical and architectural significance (nationally and locally), as such it is particularly important that new development is subject to full planning design scrutiny in order to protect and preserve their unique character.
30. Strategic Policy SP2 of the Draft Barking and Dagenham Local Plan (2020) emphasises the importance of high-quality design and the need to recognise local character, adopting a design-led approach to development and site potential by responding positively to local distinctiveness and site context.
31. It is expected that all new development should make a positive contribution to the character of the surrounding area. Development proposals which fail to deliver high-quality design, and/or respond poorly to local context are typically refused planning permission. Unlike applications which are subject to full planning scrutiny the newly extended Permitted Development rights for additional storeys allow only for limited design scrutiny.
32. Given the visibility and prominence of upward extensions which to date have been proposed for the existing highest buildings within local Neighbourhood Centres, it is important that full planning scrutiny is given to their design, external appearance and impact on the wider streetscene and character of the area.
33. Much of Barking and Dagenham comprises of traditional suburban 2 storey terraced and semi-detached housing, the design and uniformity of which is a characteristic feature synonymous with the character and identity of the borough. The upward extension of random individual properties within a typical streetscene extending beyond the established roofline would negatively impact on local character and appearance, i.e. appearing as alien interventions at odds with and unrelated to neighbouring dwellings. Similarly, the upward extension of larger blocks within local Neighbourhood and District Centres would in most cases adversely compromise the character and feel of these places.
34. As referred to in the Government’s own report into the quality of houses delivered through change of use permitted development rights, this could create the worse quality residential living environments within the borough, which would fall below the amenity standards safeguarded by full planning assessment. This would thereby negatively impact on the health and well-being of residents. These aspects are often related to the internal configuration and conflicting uses of neighbouring schemes alongside external design and access issues.
35. In accordance with the aims and objectives of the National Design Guide (2019) our ambition is for well-designed new development that is influenced by and responds positively to local context in order to retain a strong sense of local identity and sense of place.

36. In order to mitigate the impact of these developments, the Council could remove the permitted development right from specific areas of the borough. However, this would lead to a disproportionate impact on the areas which have not had the permitted development right removed as they would be unable to receive improvements to local infrastructure from S106 planning obligations and would have poor quality developments impacting on their local streetscene.
37. It is therefore deemed appropriate, given the findings identified above, to introduce an article 4 direction to remove the permitted development right for additional storeys on certain buildings across the whole borough in order to mitigate the significant impacts of these schemes on top of the significant growth already planned for the area.
38. This will ensure that applications for additional storeys are considered through a full planning application where officials can consider the local impact of high density schemes on social infrastructure and secure the necessary financial contributions for new and upgraded infrastructure to mitigate any negative impacts. Officials will also be able to negotiate the appropriate affordable housing, tenure and type of housing to reflect the needs of local communities and ensure the highest quality of design.

Conclusion

39. National, regional and local planning policies are clear that the purpose of the planning system is not only to significantly increase the delivery of new homes but also to ensure that homes are supported by the necessary social infrastructure and the types and tenures of housing to create sustainable communities.
40. The new permitted development right for additional storeys on certain buildings has the potential to bring forward high density schemes, as seen by the developments already coming forward in the borough. This would create additional pressures for infrastructure and services on top of the growth ambitions that the Council is seeking to bring forward. It would also significantly undermine the Council's strategy for delivering high-quality designed buildings and places
41. The Council would be unable to mitigate these pressures through a S106 planning obligation and would not be able to finance the necessary infrastructure or affordable housing required to make the scheme acceptable. Removing these permitted development rights would therefore be appropriate within the local context of Barking and Dagenham to ensure that these schemes can be properly supported by the planning system and benefit the wider community. It would also provide the Council with more control over the type and tenure of housing that is delivered as well as ensuring that they have high-quality design.

Be First Planning Policy Team

19 January 2020

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THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) (ENGLAND) ORDER 2015

LONDON BOROUGH OF BARKING AND DAGENHAM

NOTICE OF CONFIRMATION OF ARTICLE 4(1) DIRECTION RELATING TO THE ENTIRE BOROUGH OF BARKING AND DAGENHAM EXCEPT DESIGNATED INDUSTRIAL LAND

DIRECTION UNDER ARTICLE 4(1)

NOTICE IS GIVEN that the London Borough of Barking and Dagenham has confirmed a Direction under Article 4(1) of The Town and Country Planning (General Permitted Development) (England) Order 2015 as amended ('GPDO').

The direction was made on 9 February 2021 and confirmed on XXXX 2022 and applies to:

The entire area of Barking and Dagenham except designated industrial land.

The Direction applies to development described in the following class of the GPDO:

- a. Class A of part 20 of Schedule 2, consisting of the construction of new dwellinghouses on detached blocks of flats;
- b. Class AA of part 20 of Schedule 2, consisting of the construction of new dwellinghouses on detached buildings in commercial or mixed use;
- c. Class AB of part 20 of Schedule 2, consisting of the construction of new dwellinghouses on terrace buildings in commercial or mixed use;
- d. Class AC of part 20 of Schedule 2, consisting of the construction of new dwellinghouses on terrace buildings in use as dwellinghouses;
- e. Class AD of part 20 of Schedule 2, consisting of the construction of new dwellinghouses on detached buildings in use as dwellinghouses.

The effect of the Direction is that the permission granted by Article 3 of the GPDO shall not apply to such development and such development shall not be carried out within that area unless planning permission is granted by the Council.

A copy of the Direction and map defining the area to which it relates may be seen on the Council's website.

The Direction shall come into force on 22 February 2022.

Dated:

Signed:

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CABINET

18 January 2022

Title: Amendments to the Funding Agreement for Be First Developments (Muller) Limited and Resolution to Dispose of the Muller Dairy Site on Shareholders Terms	
Report of the Cabinet Member for Finance, Performance and Core Services	
Open Report with Exempt Appendices 2 and 3 (relevant legislation: paragraphs 3 and 5 of Part I of Schedule 12A of the Local Government Act 1972)	For Decision
Wards Affected: Whalebone	Key Decision: Yes
Report Author: Jonathan Langham, Head of Commercial Development	Contact Details: Tel: 07812 965342 E-mail: jonathan.langham@befirst.london
Accountable Director: Ed Skeates, Director of Development, Be First	
Accountable Strategic Leadership Director: Claire Symonds, Acting Chief Executive and Managing Director	
<p>Summary</p> <p>This paper seeks agreement to sell the former Muller dairy site in Chadwell Heath shown on the plan in Appendix 1 following a marketing exercise that has generated a considerable level of interest.</p> <p>The Council has over the last 12 months received a number of unsolicited offers for the site and, as a result, a market testing exercise was undertaken to ascertain genuine market interest and the actual value of the site in the changing economic environment.</p> <p>This resulted in the receipt of several offers from major developers exceeding the Council's previous value expectations. As such, there is a strong justification for an early sale, particularly as changes in the housing market mean that the option to work up a mixed-use scheme and sell is now considerably higher risk.</p>	
<p>Recommendation(s)</p> <p>Cabinet is recommended to:</p> <p>(i) Agree that the Council, in its capacity as the Shareholder of Be First Developments (Muller) Limited, approves the disposal of the site shown edged red in Appendix 1 to the report to the preferred bidder on an unconditional basis, in accordance with the terms set out in Appendix 2 to the report;</p> <p>(ii) Agree that the Council authorises, as Shareholder of Be First Developments (Muller) and in conjunction with the Directors of the Company, the conversion of</p>	

the zero percent element of the loan to equity by issuing new share capital in the event of the sale not being completed by 31 March 2022;

- (iii) Authorise the Managing Director, in consultation with the Strategic Director, Law and Governance, to repatriate any profits issued by Be First Developments (Muller) Ltd back to the Council;
- (iv) Authorise the Managing Director to undertake any action or execute any legal documents required to wind up/liquidate the company; and
- (v) Delegate authority to the Managing Director, in consultation with the Strategic Director, Law and Governance, to agree and enter into any legal agreements and contract documents to fully implement the above proposals.

Reason(s)

To comply with the original objectives of the Be First business plan and generate a revenue receipt to enable the Council to reinvest in other priorities including regeneration across the borough and assist in the longer term regeneration of the wider Chadwell Heath neighbourhood.

1 Introduction and Background

- 1.1 The former Muller dairy site lies within a designated area of locally significant industrial land in Chadwell Heath. The site was purchased in 2020 as it was competitively priced, appeared to have potential for value uplift and buying it would potentially enable the Council to influence the regeneration of the Chadwell Heath area. The site offers an opportunity to either provide space to consolidate and replace existing poor quality industrial space or to provide space for new residential development if a change of use could be secured. The Muller site is, however, at the edge of the Chadwell Heath industrial area and is some way from the new Cross Rail station which may be open by 2023.
- 1.2 The purchase was approved at Cabinet in February 2020 (minute 109) and completion took place in July 2020, after extensive renegotiation with the landowner on the price paid. The site was placed in a special purpose vehicle (SPV) company, Be First Developments (Muller) Limited. Since then, a masterplan for the Chadwell Heath area has been prepared by Be First on behalf of the Council and is subject to initial consultation at present. The strategy agreed at Cabinet envisioned the site would be sold by 2023 rather than being held for the long term.

Proposal to sell the site

- 1.3 To achieve the objectives of the Muller Business Plan the site will have to be sold to generate a receipt that can be repatriated to LBBD. The original Cabinet resolution for the purchase of the Muller site did not include a resolution to allow for the site to be sold, although the intention to do so is implicit in the Be First Business Plan. Directors of the SPV need consent from Cabinet as shareholder to sell the asset in order to discharge the objectives of the business plan.

- 1.4 Since the purchase in July 2020, the Council has received a number of un-solicited bids from a variety of parties including data centre, industrial and mixed use developers. At the moment, the site is designated for industrial use in both the London and Local plans and this is formally the desired planning use.
- 1.5 Be First undertook a marketing exercise to determine the actual demand and value for the site in the context of the unsolicited offers being made and some pessimistic valuations of the site received in early 2021. By running a formal process, this would provide the Council with a mechanism to evaluate competing bids and greater control over any subsequent sale. As a result of this process, a number of offers have been received from industrial/mixed use developers; no offers were received from residential developers, which is probably a reflection on the site's location in relation to the Cross Rail station and the recent decline in the London residential market, contrasted with the current strong demand for commercial space in this part of London.
- 1.6 To provide the Council with a rationale for the assessment of the bids the following criteria were set:
- Offer price, including any additional business rates income that might be generated (50%)
 - Site coverage ratio, any proposal must re provide at least 23,500 sqm (gross internal area) of commercial floorspace to ensure no net loss of employment floorspace and a site coverage ratio in excess of the previous use (10%)
 - Compliance with the objectives of the emerging master plan (including; active frontage, interfaces with adjacent uses, provision of east/ west pedestrian and cycle linkages, public open space) (22.5%)
 - Employment generation number of jobs, quality of jobs and training opportunities (7.5%)
 - Deliverability (Level of certainty LBBB has over achievement of the proposals/outcomes put forward by the bidder) (10%)
- 1.7 In assessing the deliverability of the scheme and its relationship with the wider masterplan consideration was also given to the following wider set of issues:
- Track record of bidder delivering multi-phase and/or mixed-use regeneration schemes
 - Appetite and interest of bidder in working with LBBB towards achieving LBBB vision beyond the Muller site
 - Level of certainty LBBB has over potential to achieve desired outcomes beyond the Muller site.
- 1.8 The offers have been assessed by officers from LBBB and Be First in an evaluation report and commentary provided by an external advisor to determine if this process has secured best consideration – this information is set out in Appendix 2, which is in

the exempt section of the agenda as it contains commercially confidential information (relevant 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. The preferred party represents the best price as well as the best scheme in terms of employment generated and design. The sale of the site to the preferred party would achieve a profit in excess of that estimated in the initial Muller Business Plan. The Directors of the Muller holding company recommended the sale of the site to the preferred party to the Shareholder Panel in a meeting on 9 December 2021.

The Loan

- 1.9 The purchase and planning budget was funded by borrowing from the Public Works Loan Board (PWLB). To comply with the requirements of public subsidy rules, the loan rate has to be at market rates and the advice from the Council's consultants confirmed that the loan should be split broadly 50-50 between a zero percent interest rate, and a premium loan charge at 8.14% reflecting the risks associated with the project. The Council has been advised that when the loan facility was initiated the zero percent element of the loan should have been converted from a loan to equity in the form of shares (in order to comply with the requirements of public subsidy that the overall loan is market facing). The Cabinet resolution that gave effect to the purchase and the creation of the loan only allowed for the creation of the loan and not the issuing of share capital. Therefore, a further resolution is needed to convert the loan to equity. The legal advice on which this is based is set out in Appendix 3, which is in the exempt section of the agenda as it contains legal professional privileged information (relevant legislation: paragraph 5 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.

2 Issues and Options

The Sale

- 2.1 The business plan envisages the Muller site being sold before July 2023. It is proposed that the sale proceeds at this stage in order to maximise the value that the Council can achieve.
- 2.2 There appears to be a significant bubble in the industrial land market at present caused by the combined effect of changes in shopping and working patterns as result of Covid accelerating existing trends, supply chain issues caused by Brexit, Covid and declining investor confidence in retail and residential development.
- 2.3 This bubble is unlikely to last as the market will stabilise and investors will drift back to residential and leisure, if not retail. The current valuation of the Muller site is therefore unlikely to continue to increase in the medium term. It is for these reasons that the recommendation is to sell the site at this point to achieve a surplus which can be reinvested in delivering other Council priorities.
- 2.4 The recommended bidder's proposal is compliant with the existing planning designation of the site and fits within one of the options proposed for the site in the emerging master plan, namely industrial intensification.

- 2.5 The Council will however want to ensure that the purchaser addresses both the traffic and transport implications of the scheme. In particular, the impact on Whalebone Lane and the A12 junction at Marks Gate to ensure that it delivers the aspirations around public realm and place contained in the emerging master plan and that it interfaces appropriately with the surrounding residential area given its peripheral position in the industrial area.

The Loan

- 2.6 In relation to the loan conversion this must take place before March 2022 otherwise there is a risk (albeit limited) that there may be a challenge that the zero percent element of the loan is contrary to the objectives of Public Subsidy. If the asset is sold before then there is no need to make the conversion as the loan would be repaid at the point of sale.

3 Options Appraisal

- 3.1 The recommended approach is to secure a resolution to sell the asset to the selected party and re-pay the loan at the time of sale provided this is before March 2022, otherwise the loan will have to be, in part, converted to share capital. The alternative options available to the Council are:

Alternative Options

- 3.2 **Option 1:** The Council could choose to retain the asset and seek to get planning permission for some form of mixed use development as proposed in the February 2020 Cabinet paper.

This means the Council would not only bear the holding cost of the site but also finance the design and planning process over the next two years. In the current market context this approach carries considerable risk. The pandemic has led to inflationary/ recessionary pressure in the wider economy, which means there is uncertainty over future land values. Coupled with this, there is a significant weakness in the residential sector, partly driven by the longer term impact of Covid on people's choices around where to live and population changes driven by Brexit. Alongside this, there remains the significant planning challenges of achieving a change of use for the site given the London wide need for employment space to be retained and the GLA's current strong policy position.

- 3.3 **Option 2:** To retain the site and seek to use it as part of a comprehensive redevelopment of the Chadwell Heath industrial area. Pursuing this course of action would be a major undertaking for the Council and require very significant land assembly, either through purchasing sites as they become available and/or the use of Compulsory Purchase Orders (CPOs). Not only would this take a long time, it would also require a significant ongoing capital commitment from the Council. This would need to be set against other priorities the Council has for its capital programme, not least the delivery of new homes and infrastructure across the borough.
- 3.4 **Option 3:** An alternative option would be for the council to select a private sector partner to bring forward the redevelopment of the whole Chadwell Heath industrial area, putting the Muller site into some form of joint venture with them. There is however some uncertainty as to whether or not a private sector partner of sufficient

scale could be found. The site, while important for the borough, is relatively peripheral in wider London terms and the current residential market and uncertainty around future demand for commuting into central London make it a risky investment prospect for residential development. In addition, there are only a very small number of active players in the London market able to take on a project of this scale. Therefore, choosing this route would potentially slow down the wider transformation of the area and make it harder to achieve the sale value assumed for the Muller site.

4 Consultation

- 4.1 The matter relates entirely to financial issues for the Council and no public consultation is required. Advice has been sought from relevant experts to ensure that the Council is complying with its statutory and regulatory obligations.
- 4.2 The proposals in the report were considered and endorsed by the Council's Investment Panel on 22 December 2021.

5 Commissioning implications

Implication completed by Darren Mackin, Head of Commissioning and Place, Inclusive Growth.

- 5.1 The sale of this site to the selected bidder will provide the council with a financial return that exceeds the target which is set in the Be First business plan. This return will support the delivery of the council's wider priorities.
- 5.2 The selected bidder is proposing to intensify the amount of employment use on the site. Achieving this aim will support the delivery of the Council's wider vision for Chadwell Heath. This is because it will enable other parts of the masterplan area, including those closer to the station, to be freed up for other uses. The Council and Be First will continue to work closely with landowners, including the proposed purchaser of the Muller site, to influence and shape the way the area develops.

6. Financial and Investment Implications

Implications completed by: David Dickinson, Investment Fund Manager

- 6.1 In February 2020 Cabinet agreed the purchase of the Muller dairy site to generate a revenue receipt that can be returned to the Council at the time of disposal to assist the Council with its long-term revenue funding requirements. To achieve this end, the asset was placed in a special purchased vehicle (SPV - Be First Developments (Muller) Limited) as this proposal would be a trading asset, i.e. it will be bought and sold within a relatively short period, as opposed to a long-term hold. Parts of the site were let out during the hold period and interest has accrued against a loan made to the SPV. This has provided the Council with an income stream and letting the site has helped reduce some of the hold costs for the SPV.
- 6.2 The site was to be held for three years while the masterplan and a planning permission application were completed, with interest charges calculated on a three-year hold. A review of the disposal options was proposed for after two years from the date of purchase.

- 6.3 As outlined in the report, there is an opportunity to sell the site earlier than envisaged at a value significantly higher than originally forecast. This is due to the increase in value of industrial land, which has recently seen a large uplift, and the preferred bidder's unconditional offer is seen as a good value. While land values may continue to increase in future, this sale will lock in the current market gain, as well as progress the development of the site, which is currently largely a vacant site.
- 6.4 The report covers most of the financial implications, the tendering process and the accounting requirements and there are no additional implications.
- 6.5 The report also seeks approval from Cabinet to convert the 0% element of the loan (£27m) to equity as share capital. This part of the loan is currently at 0% and is a soft loan. The loan conversion must take place before 31 March 2022 otherwise there is a risk that there may be a challenge that the 0% element of the loan is contrary to the objectives of Public Subsidy. If the asset is sold before this date, then there is no need to make the conversion as the loan would be repaid at the point of sale.
- 6.6 If the Muller site is sold, the loan and interest charges would be paid in full by the SPV to the Council. Any operating costs, fees and taxes would then be funded, with the net surplus paid back to the Council as dividends and accounted for as revenue income.

7 Legal Implications

Implications completed by: Dr Paul Feild Senior Governance and Standards Solicitor

- 7.1 The acquisition of the Muller site was considered and agreed by the Cabinet in February 2020. It was acquired via a Special Purpose Vehicle (SPV) a limited company being 100% of the shares Council owned. The purchase financed through a loan. As part of the corporate governance, some activities of the SPV were reserved to the Shareholder by a Shareholders Agreement and such decisions as set out in the Council's Constitution at Part 2, Chapter 6, paragraph 2.1(xx) are for the Cabinet to make.
- 7.2 The acquisition of the Muller site was in pursuit of the Council's Investment and Acquisition Policy. The Council has the power to acquire land by virtue of Section 120 of the Local Government Act 1972 and to carry out the proposed scheme by the General Power of Competence given by section 1 of the Localism Act 2011 (GPC for short). Under the GPC power the Council can do anything that individuals generally may do, provided that there is no prohibition against it elsewhere. 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.
- 7.3 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 various proposed agreements, 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. If there is an intention to trade the Localism Act 2011 at section 4 requires that it be facilitated by use of a company as has been done in this case with the SPV (Be First Developments (Muller) Limited).

- 7.4 If the land were to be disposed of after a minimal period of time, then the site may constitute a trading asset and such a transaction could be likely to be considered a trade.
- 7.5 The loan was lent to the holding company for the purpose of the land acquisition. The necessary loan agreement and was secured on the assets of the SPV. The proposal in this report is to convert that part of the loan which was set at 0% to equity by way of a subscription by the Council for share capital in the SPV. As the SPV owns the land it is reflected in the underlying value of the shares.
- 7.6 The reason that this transaction must come to Cabinet is under the SPV Shareholders Agreement the issuing of shares and financing are reserved matters for the shareholders and the 2020 Cabinet decision did not delegate the power to make financing changes to officers. The key points in the minutes being it decided to:
- (iv) Agree to the Council borrowing the sum set out in Appendix 3 to the report, to finance the acquisition of the Former Muller Site including site purchase planning promotion and ground investigations works subject to all necessary due diligence dependant on confirmation, or otherwise of the site being a Transfer of a Going Concern.
 - (v) Agree to the formation of a new development holding company 'Be First Development (Holdings) Ltd' on the terms set out in the report, to be owned by the Council and hold Be First Developments (Muller) Limited as its subsidiary and to authorise the Chief Operating Officer to take all necessary action in connection with the creation of the company as Shareholder and Chief Operating Officer, in consultation with the Director of Law and Governance, including agreeing an interim business plan, Shareholder Agreement, making any necessary resolutions and entering any other associated legal documents and contracts to give effect to this proposal;
 - (vii) Authorise the Chief Operating Officer, in consultation with the Director of Law and Governance, to agree the loan agreement and any associated guarantees and debentures referred to in the report and grant any indemnities subject to all necessary due diligence;
- 7.7 As following the successful disposal of the Muller site the SPV would effectively no longer have an interest in any 'Muller' entity or asset, it is proposed that the company is wound up.
- 7.8 In summary, this report seeks authority to address a concern regarding the current arrangement's robustness to the question of public subsidiary by virtue of the 0% content of the loan and sets out a proposed chart to go forward. Furthermore, it proposes the opportune disposal of the Muller site asset on terms that would broadly deliver the business plan and significant earnings for the Council. As the Council is the 100% shareholder and these matters are matters reserved for the shareholder and under the Shareholders Agreement, it is a Cabinet decision. It is proposed that the Council's Managing Director will act as the agent of the shareholder to ensure the shareholder decisions are executed.

8. Other Implications

8.1 Risk Management

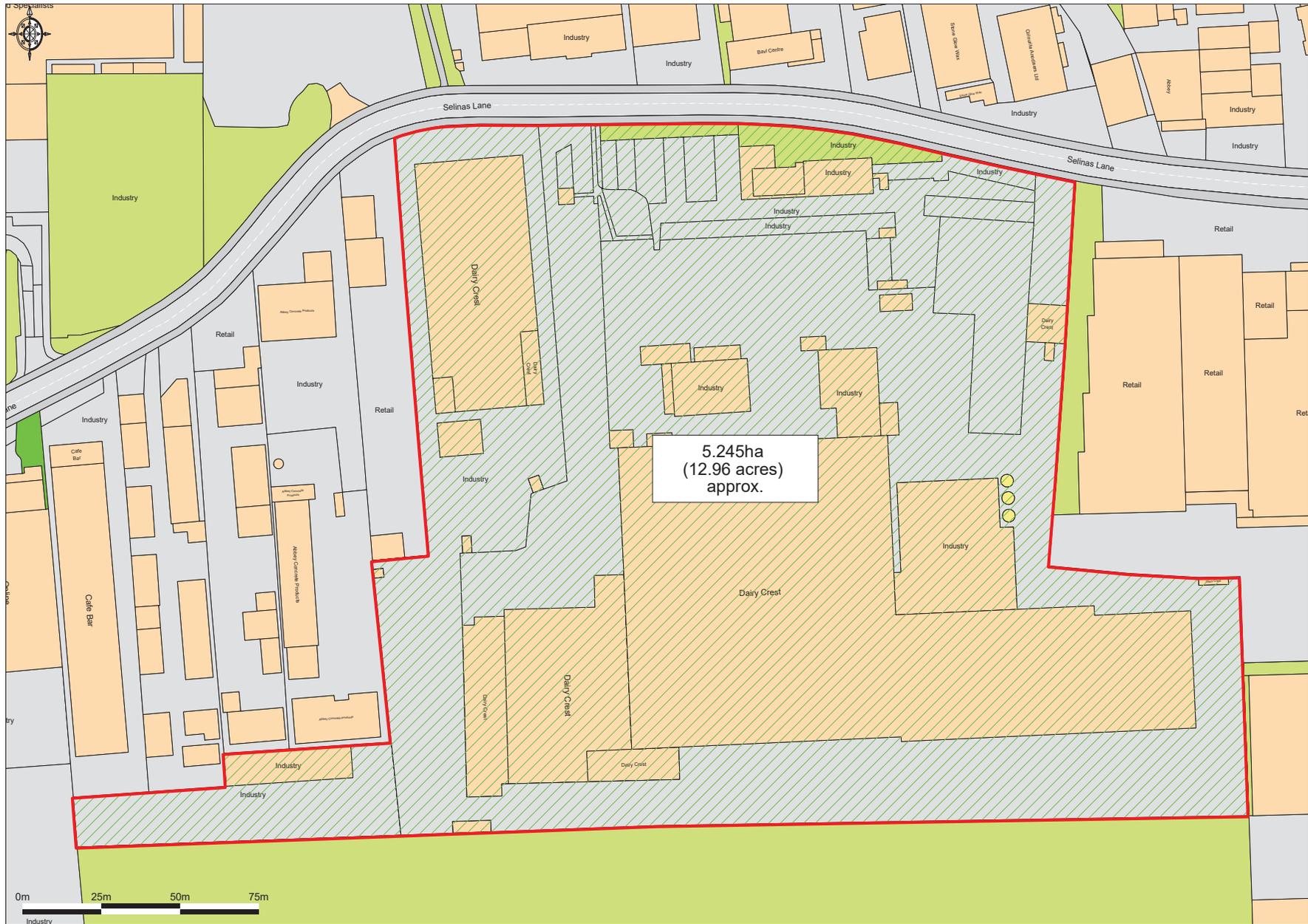
Risk/Issue	Description/Mitigation
Risk (1)	Risk: No amendment is made to the loan and there is a challenge under public subsidy principles that the funding facility is not market facing. Mitigation: The 0% element of the loan is converted to share capital and confirmed as an equity investment.
Risk (2)	Risk: The offer is not accepted, and the financial objective of the Business Plan is not accepted. Mitigation: Delegated authority is given to the Managing Director to negotiate the best terms available with the selected party.
Risk (3)	Risk: The GIS reveals increased level of contamination. Mitigation: the findings of the original and revised GIS are contrasted to determine the significance of change to determine if it is material.

Public background papers used in the preparation of the report: None

List of appendices:

- **Appendix 1** – Site Plan
- **Appendix 2** – Offer Evaluation Report and Assessment of Best Consideration (exempt document)
- **Appendix 3** – Legal Advice on the Loan GWLG October 2021 (exempt document)

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of the Local Government Act 1972.

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of the Local Government Act 1972.

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