

London Borough of Barking and Dagenham

Notice of Meeting

THE EXECUTIVE

Tuesday, 15 April 2003 - Civic Centre, Dagenham, 7:00 pm

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

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

4.4.03

Graham Farrant
Chief Executive

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AGENDA

1. **Apologies for Absence**
2. **Minutes - To confirm as correct the minutes of the meeting held on 8 April 2003 (to follow)**

Business Items

None.

Discussion Items

3. **Best Value Review of the Parks, Open Spaces and Grounds Maintenance Service: Final Report (Pages 1 - 66)**
4. **The Creation of a Neighbourhood Caretaking Service for the Council's Flatted Estates (Pages 67 - 79)**
5. **Parking Control on Housing Estates (Pages 81 - 86)**
6. **Private Sector Housing Strategy (Pages 87 - 123)**

7. **Food Safety Service Business Plan 2003/04 (Pages 125 - 127)**
8. **Health and Safety Service Business Plan 2003/04 (Pages 129 - 130)**

The Food Safety and the Health and Safety Service Business Plans are being circulated separately by the Housing and Health Department. Please bring them with you to the meeting.

9. **Changes to Home Care Services (Pages 131 - 133)**
10. **Dagenham Dock Interim Planning Guidance (Pages 135 - 210)**
11. **Business Improvement Districts (Pages 211 - 215)**
12. **Any other public items which the Chair decides are urgent**
13. **To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

Private Business

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

Discussion Items

14. **Provision of Passenger Lifts at Dagenham Dock Station, Chequers Lane in Connection with Channel Tunnel Rail Link Works (Pages 217 - 221)**

Business Items

Private Items 15 to 17 are business items. The Chair will move that these be agreed without discussion, unless any Member asks to raise a specific point.

15. **Nursing Home Care for Older People (Pages 223 - 224)**
16. **Frail Elders Day Services (Pages 225 - 226)**
17. **Annual Report on the Council's Career Trainee Scheme (Pages 227 - 233)**
18. **Any other confidential or exempt items which the Chair decides are urgent**

THE EXECUTIVE**15 APRIL 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

BEST VALUE REVIEW OF THE PARKS, OPEN SPACES AND GROUNDS MAINTENANCE SERVICE: FINAL REPORT	FOR DECISION	
<p><i>To seek the Executive's views and instructions with regard to the above Best Value Review and proposed Action Plan.</i></p> <p><u>Summary</u> This report sets out the conclusions of the Best Value Service Review of The Parks, Open Spaces and Grounds Maintenance Service.</p> <p>The Review was undertaken over a period of eighteen months, between April 2001 and October 2002. In accordance with statutory guidance, the Review included a number of stages namely,</p> <ul style="list-style-type: none"> • Challenge; • Consult; • Compare; and • Compete. <p>This report provides a summary of each of these stages as undertaken, together with a summary of the findings and the conclusions that were reached. Also included in this report is an option appraisal leading to a preferred option for the future delivery of the Service and a proposed Action Plan. This service has close links with a number of other services, most notably the Street Scene service, since a great deal of grounds maintenance work takes place outside public parks. Consequently, some of the recommendations for future service delivery reflect the outcomes of the Comprehensive Performance Assessment (CPA) inspection of the Street Scene Best Value Review.</p> <p>We have not been notified by the Best Value Inspectorate of their intention to carry out a specific inspection of this Review.</p> <p><u>Recommendation</u> The Executive is asked to support the proposed Action Plan and options for future delivery as outlined in the report.</p> <p><u>Consultation</u> The Management Team.</p>		
Contact Allan Aubrey	Head of Leisure & Community Services	Tel: 020 8227 3576 Fax: 020 8227 3129 Minicom: 020 8227 3034 E-mail: allan.aubrey@lbbd.gov.uk

Background Papers

- Final Report of the Best Value Inspection of Parks, Open Spaces and Grounds Maintenance (December 2002)
- Evidence File of the Best Value Inspection of Parks, Open Spaces and Grounds Maintenance (December 2002)

END

BEST VALUE

PARKS, OPEN SPACES

AND

GROUNDS MAINTENANCE

February 2003

Lead Officer - Allan Aubrey, Head of Leisure and Community Services
Project Manager - Peter Parkin, Parks and Countryside Manager

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CROSS REFERENCES TO EVIDENCE FILE

Report Paragraph	Subject	Location in Evidence File
1.6	Leisure Division Structure Chart	Section 2.3
1.7	Urban Green Spaces Task Force; Briefing paper on <ul style="list-style-type: none"> • Interim Report • Key recommendations from final report 	Section 9 Appendix 14
1.8, 1.14, 2.3, 5.3.4, 6.3.1.5	Parks & Green Spaces Strategy Report (all phases) Briefing Paper produced for BV Review Team	Separately boxed
1.10, 2.1.3	Position Statement as at April 2001	Section 2.4
2.1, 2.2	Service Review Initiation Form	Section 2.1
3.2	Minutes of meeting with Councillors 27 June 2001	Section 3.2
	SWOT Analysis – part of Framework Report of P&GSS	Section 6, Appendix 3
	Notes of <i>Good, Bad & Ugly Tour</i> , 12 September 2001	Section 3.2 and Section 6, Appendix 5
	Minutes of Review Team Meeting No 9 – 30 August 2001	Section 6, Appendix 4
	Report of Challenge Day, 2 November 2001	Section 6, Appendix 6
4.2.1	Results of Community Survey 1999	Section 7 Appendix 1
4.2.2	Results of MORI BVPI General Survey of Satisfaction Levels in London, Oct/Nov 2000	Section 7 Appendix 2
4.2.3	Notes of Public Consultation Meeting, Barking Park HLF Bid, 29 March 2001	Section 7 Appendix 3

4.2.4	Notes of Community Forums re Playground Refurbishment Programme, Summer 2001	Section 7 Appendix 4
4.2.6	Questionnaire and Results of Survey of Schools via Head Teachers, July 2001	Section 7 Appendix 5
4.2.7	B & D Budget Survey, September/October 2001	Section 7 Appendix 6
4.2.8	B & D Best Value Survey, October/November 2001	Section 7 Appendix 7
4.2.9	Extract from Results of B & D Community Safety Survey, November/December 2001	Section 7 Appendix 8
4.2.9.3	Crime & Disorder Strategy " <i>Safer Communities</i> "	Section 7 Appendix 9
4.2.10	Results of consultation regarding Ranger Service Activities Programme	Section 7 Appendix 10
4.2.11.3	Newlands Park <ul style="list-style-type: none"> • Submission document to LGC Awards • Submission document to Green Flag Park Awards Scheme 	Section 7 Appendix 11
4.2.11.5	Goresbrook Park – Notes of Consultation & Planning Days	Section 7 Appendix 12
4.4.3 (bullet point 4)	Parks Caretakers Issues Paper and Draft Questionnaire	Section 7 Appendix 13
5.3.1	Benchmarking Information via Essex Grounds Maintenance DSO Forum	Section 8 Appendix 1
5.3.2	Notes and documents: <ul style="list-style-type: none"> • Meeting at London Borough of Islington • Meeting at London Borough of Newham • Meeting at London Borough of Lewisham 	Section 8 Appendix 2
5.3.3	ILAM Services Parks Audit	Section 8 Appendix 3 plus separate file

5.3.4	Parks and Green Spaces Strategy – Parks Evaluation	Separate documents
5.3.5	Benchmarking information via London Parks & Grounds Maintenance Benchmarking Club	Section 8 Appendix 5
5.3.6	Comparison of National Performance Indicators	Section 8 Appendix 6
5.3.7	Comparisons with neighbouring boroughs of Newham and Redbridge	Section 8 Appendix 7
5.3.8	Comparisons provided by London Tree Officers Association	Section 8 Appendix 8
5.3.9	CIPFA Statistics – expenditure on Parks & Open Spaces	Section 8 Appendix 9
5.3.10	Green Flag Park Awards	Section 8 Appendix 10
5.4.4, 5.4.5	Review of Parks & Countryside Service targets included in “ <i>Leisure Active</i> ”, Council’s Leisure Strategy covering 1999 to 2002	Section 8 Appendix 11
5.4.8	Partnership leading to School Achievement Award for Barking Abbey School	Section 8 Appendix 12
6.2.1.4	Option Appraisal Questionnaire – blank	Section 9 Appendix 4
6.2.2	Completed Questionnaires for Service Areas	Section 9 Appendices 5 to 12
6.2.5, 6.2.7	Phase 3 Study of Funding and Management Options forming part of the Parks and Green Spaces Strategy	Separately boxed
6.2.6.3	Article from <i>Amenity Machinery and Equipment</i> , October 2002	Section 9 Appendix 13
6.2.6.4	Briefing note on interim report of Urban Green Spaces Task Force	Section 9 Appendix 14

EXECUTIVE SUMMARY

This Review has followed the broad guidelines of the Council's Best Value Toolkit; which is itself based on information and guidance from the Best Value Inspectorate. It has looked at the Parks, Open Spaces and Grounds Maintenance Service in terms of the 4 Cs – Challenge, Consult, Compare and Compete. It has involved Councillors and representatives of the workforce in the process.

The Review took place at a time when parks and urban green space nationally was under the spotlight from the Urban Parks Forum. At the same time, this Council was preparing a Parks and Green Spaces Strategy setting out its aspirations for the long-term future of the parks and green spaces in the Borough.

Research was undertaken and evidence gathered under each of the 4 Cs and relevant details recorded in the Evidence File, which supports this Report.

- **Challenge**

The principal challenge took the form of a 1 day conference involving a range of stakeholders, where an “ideal park” was defined, and perceptions of our current service compared to it.

- **Consult**

A great deal of consultative evidence was collected, via corporate surveys and specific initiatives related to this Review. It found that parks are one of the most popularly used of Council services, and that the majority of people wanted to see more resources allocated to them.

- **Compare**

Good evidence was collected on how the quality of the service compared with others, and with recognised national standards. It proved much more difficult to establish meaningful comparisons on financial and statistical data, especially drawing comparisons with the top 25%.

- **Compete**

The Review looked at options for future service delivery, and broke up the overall service into its component parts

The Review concludes that, on the basis of the evidence collected, market testing of the various aspects of the service should be progressively carried out over the 3 year Action Plan period, and the in-house team should be encouraged and assisted to bid, so that the competitiveness of any future forms of service delivery can be demonstrated. In some cases, there is felt to be potential for joint commissioning of services, or public/public partnerships with neighbouring authorities. It is also clear that resources allocated to the service need to increase in the future if it is to meet public expectations.

Action Plan

A three-year Action Plan sets out in more detail the steps to be taken in realigning the service in line with these conclusions. Implementing the Action Plan will itself require the allocation of resources not currently in place.

The main points of the Action Plan are:

Every Year:

Commission surveys in four parks.

Produce quarterly Events & Activities programme.

Establish and support one further Friends of Park Group.

Secure three further Green Flag Park Awards.

Maintain database and digital mapping systems up to date.

Set up (Year 1) and monitor Service Level Agreements for clients.

Progress Country Park extension into Beam Valley by phases.

Progress Heritage Lottery Fund application (and implementation of scheme) in Barking Park.

Produce annual training plan for staff

Year 1 ~ 2003/04

Continue benchmarking, then discuss, decide and implement future service delivery option for Arboriculture.

Detailed benchmarking for:

- General Grounds Maintenance (Housing & Highways)
- Nursery Service
- Playgrounds

Establish working group, criteria and timetable for transfer of housing land, implement transfer by end of year.

Reshape Parks & Countryside Section to match new shape of service.

Produce phased Parks Safety Programme.

Secure Charter Mark for Ranger Service.

Secure re-certification of Quality Assurance for Grounds Maintenance Services.

Year 2 ~ 2004/05

Discuss, decide and implement future service delivery options for:

- General Ground Maintenance (Housing & Highways)
- Nursery Service
- Playgrounds.

Detailed benchmarking for:

- General Grounds Maintenance (Parks & Schools)
- Parks Constabulary.

Implement phases of Parks Safety Programme.

Year 3 ~ 2005/06

Discuss, decide and implement future service delivery options for:

- General Grounds Maintenance (Parks & Schools)
- Parks Constabulary

Detailed benchmarking for:

- Countryside Services
- Ranger Services
- Landscaping and central services

(Discuss, decide and implement future service delivery options in Year 4)
Implement phases of Parks Safety Programme

1. BACKGROUND

1.1 The Best Value Review of Parks, Open Spaces and Grounds Maintenance (POSGM) has been carried out in Year 2 of a five-year programme which, when complete, will have covered all of the Council's Services. The Review started in April 2001 and completed its investigations in September 2002. This Report is to be presented to the Council's Executive on 16 April 2003 and to the Assembly on 15 May 2003.

1.2 The Review Team was:

Allan Aubrey	Head of Leisure & Community Services	Lead Officer
Peter Parkin	Group Manager, Parks & Countryside Services	Project Manager
Elaine Bevis	Leisure Services Manager	Internal Critical Friend
Mike Gallaher	Thurrock Borough Council	External Critical Friend
Jim Ventris	Grounds Maintenance Manager/Operations & Business Manager	
Paul Daulby	Strategic Development Team Leader – DLES	
John Rogers	Senior Accountant – DLES	
Kathie Brock	Assets & Admin Manager (replaced in July 2001 by	
Simon Swift	Group Manager, Parks & Leisure Development	
Michelle Moloney	Policy & Improvement Officer	Corporate Support

1.3 Councillors B Osborn, L Collins and J Wainwright were also assigned to the Review, and were initially involved via special Briefing Meetings and being invited to attend and participate in key events. In line with Corporate instructions, from December 2001, they were invited to attend the regular Review Team Meetings, although only Councillor L Collins did so.

1.4 An employees Feedback Group was established, taking a cross section of employees from different work areas, and at different levels. After the first meeting, the membership of the Group changed, with ordinary employees dropping out, to be replaced by staff at Supervisory or Team Leader level. In retrospect, it would have been preferable if this Group had met more often, and anecdotally members of the Grounds Maintenance workforce are understood to feel that they have been "kept in the dark" about progress of the Review.

1.5 Regular Review Team Meetings were held, visits were undertaken to other authorities, information was gathered, opportunities were taken to participate in surveys in the Borough and stakeholders were involved in a Challenge Conference. Further details of the methodology of the Review can be found in the Evidence File under the following sections:

- Section 2 – Details of the Service under review
- Section 3 – Best Value Review Team
- Section 4 – Reporting structure and process

1.6 The Review took place at a time when the Council was merging back together the Client and Contractor arms of its Parks and Grounds Maintenance Service, within a new Leisure Division. The Group Manager had been appointed in April 2001, but the restructuring of the rest of the Group Management Team was completed in April 2002.

As part of the same restructuring, a Parks & Leisure Development Group was established to look at the future strategy of the whole Division, and at ways of generating funding and inward investment, both for development and regeneration schemes, and for ongoing operational costs.

Sections were also established within the Leisure Division for the management and operation of Leisure Centres, Cemeteries, Leisure and Community Development Services and for Assets and Administration. A structure chart is included in the Evidence File.

1.7 Barking & Dagenham mirrors the national picture in that it has seen its year on year budget for Parks and Green spaces decline since 1979. The Public Parks Assessment carried out in 2001 reported major disinvestments over the last 20 years. Nationally, many park professionals have argued that parks and green spaces must be placed higher on the political agenda, at local and national levels.

In Barking & Dagenham, Parks and Open Spaces account for only a small percentage of the Council's overall expenditure, and even that has been declining, as the following table shows:

Parks & Open Spaces Expenditure as a % of overall expenditure.			
Year	Total LBBD Expenditure	Total Parks & Open Spaces Expenditure	Parks & Open Spaces as a % of all expenditure
1995/96	£128.3m	£2.7m	2.1%
1996/97	£132.8m	£3.0m	2.3%
1997/98	£136.6m	£3.1m	2.3%
1998/99	£148.6m	£3.0m	2.0%
1999/2000	£160.7m	£3.2m	2.0%
2000/01	£169.0m	£3.3m	1.9%
2001/02	£177.9m	£3.4m	1.9%

The Urban Parks Forum has argued that historic parks come out of this worst and that overall, there is polarisation, with good parks getting better and bad parks getting worse. The Urban Green Spaces Task Force in its interim report referred to the declining quality of urban parks due to, amongst other things, a lack of investment. The final report of the Task Force has now been published, and a summary of its key recommendations is included in the Evidence File. Its findings and recommendations will feed into the Governments 2002 cross-departmental Spending Review.

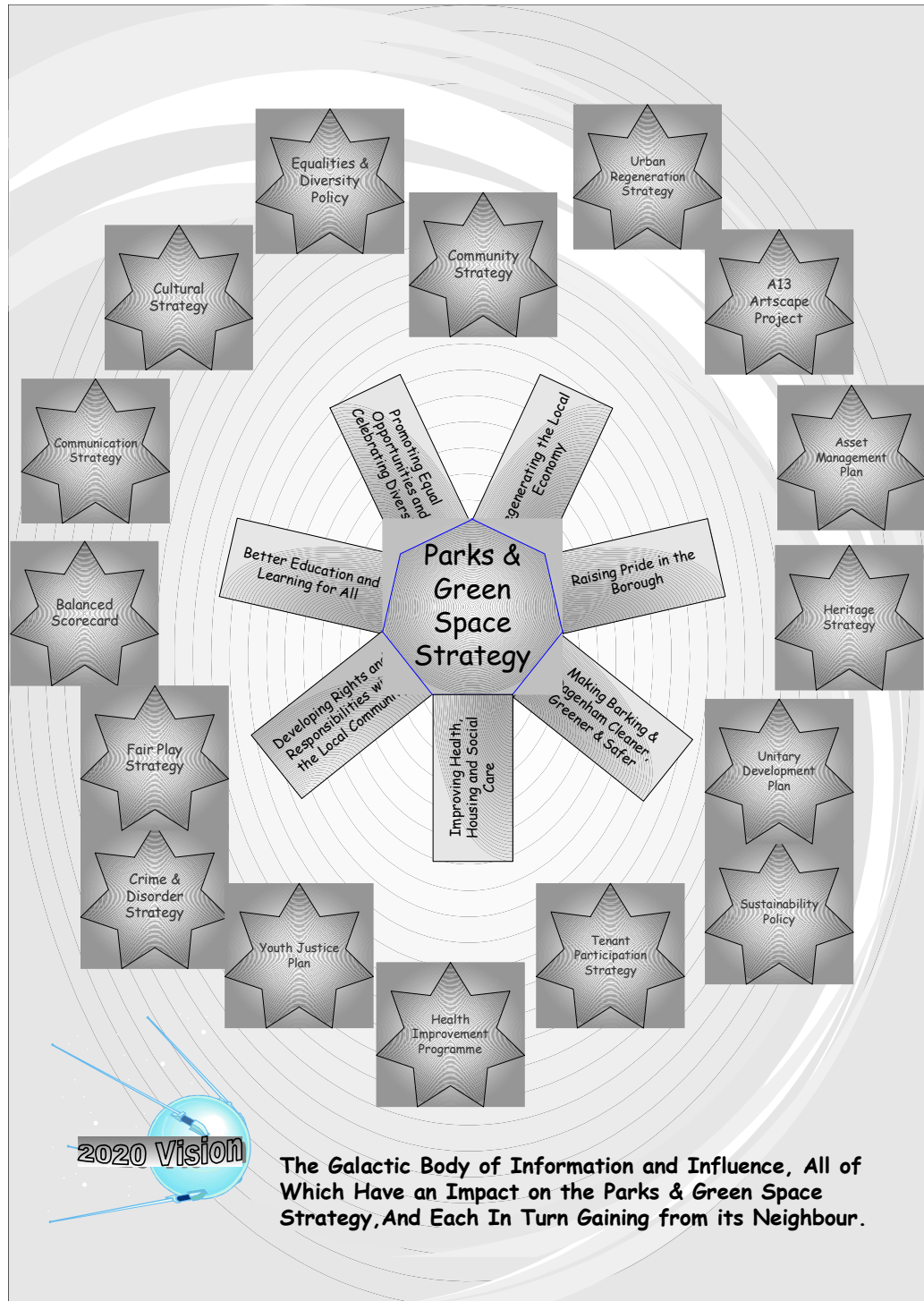
1.8 Locally, the Council has adopted the following Community Priorities.

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

The draft Parks & Green Spaces Strategy, which it is anticipated will be presented to the Executive in May 2003, shows how parks and open spaces contribute to the delivery of all seven Community Priorities.

1.9 The Council has also produced a series of strategic plans and documents which have impact for the Service:

*Leisure Strategy (to be replaced by a Cultural Strategy)
Urban Regeneration Strategy
Crime & Disorder Strategy (replacing the Community Safety Strategy)
Balanced Score Card
A13 Artscape Project
Health Improvement Programme
Housing Strategy Statement
Sustainability Policy
Tenant Participation Strategy
Unitary Development Plan (UDP)
Youth Justice Plan
2020 Vision
Fair Play Strategy
Heritage Strategy
Communications Strategy
Asset Management Plan
Equalities & Diversity Policy
Community Strategy (currently in draft form)*



- 1.10 A more detailed breakdown of the components of the Service is set down in a Position Statement produced at the start of the Review in April 2001, which is included in the Evidence File.
- 1.11 Over a three-year period (1999 – 2002) the Council has invested a total of £500,000 in the refurbishment and improvement of playgrounds in Parks, following several years of decline and under-funding. That programme is due to be continued in 2003/04/05, when further playground funding has been allocated in the Capital Programme.

- 1.12 There are positive signs that the need to reverse the gradual decline of parks infrastructure has been accepted by the Council, since the following schemes have been funded in 2002/03;

• Central Park Depot	
Access road reconstruction	£ 55,000
Infrastructure improvements	£ 50,000
• Mayesbrook Athletics Track	
Replace section damaged by tree roots, renew top surface of whole track	£220,000
• All parks (initially Barking Park)	
Refresh or provide alternative uses for tennis courts	£ 50,000
• Mayesbrook Lake	
Works to improve water quality	£100,000
• Central Park Nursery	
Demolish chimney, improve infrastructure	£ 37,500
• Programme of signage at all parks	£150,000 (part)

- 1.13 Other investment has come about indirectly from external sources and has seen, as examples, improvements and a redesign of Newlands Park and ongoing investment over four phases in Goresbrook Park. These investments have made, and continue to make, a significant impact in contrast to the continuing decline at other urban parks, but illustrate quite clearly how the situation can be improved if the right combination of circumstances can be brought together.

- 1.14 A more detailed list of external funding obtained is set out below:

SRB Rounds 1 and 2 – East Thameside Partnership

- Scrattons Eco-park £125,000
- Newlands Park Phase 1 £ 55,000
- Newlands Park Phase 2 £ 54,000
- Goresbrook Park Phase 1 £200,000

Sure Start Funding

- Newlands Park Phase 1 £ 80,000

SRB Round 5 – Heart of Thames Gateway

- Beam Valley Country Park Phase 2 £210,000
- Beam Valley Country Park Phase 3 (bid in progress) £100,000

SRB Round 6 – Hackney Groundwork Trust

- Goresbrook Park Phase 2 £225,000

Arts Lottery Funding – A13 Artscape Programme

- Newlands Park £100,000
- Goresbrook Park £ 60,000
- Castle Green £ 80,000

Heritage Lottery Fund – Urban Parks Programme

- Barking Park – production of restoration Management Plan as basis for full grant bid (Total est. project cost (£1.9m) £ 12,000

- 1.15 The additional or improved parks created by this funding give rise to demands for additional, ongoing revenue expenditure for maintenance. The question of future revenue funding is partly addressed in the draft Parks and Green Spaces Strategy; Phase 3 Report, which looks at future funding strategy. The issue will also be addressed in the Action Plan arising from the Review.
- 1.16 There have also been examples of revenue funding being obtained from external sources, but these have been exclusively secured through our partnership with Thames Chase Community Forest, and used in the Country Park, rather than urban park locations. This has included an initial 50% funding for the posts of Visitor Centre Ranger and Beam Valley Project Officer, both of which have subsequently been fully funded by the Council.

2. DETAILS OF SERVICE UNDER REVIEW

2.1 Scope of the Review

2.1.1 The following boundaries were agreed for the Review.

- Use, maintenance management and funding for all Council owned green space in the Borough, in partnership with the development of a Corporate Parks and Green Spaces Strategy.
- Parks and Open Spaces, including the Country Park, to include sports pitches, playgrounds, lakes, park infrastructure another features, including buildings but recognising that they are being dealt with in parallel by the Asset Management Plan.
- Arboricultural and Nursery Services.
- Maintenance of open space and landscaped areas around schools, highways, housing areas and public buildings.
- New landscaping construction and maintenance undertaken in house.

2.1.2 Matters of public safety and security, and the role of the Parks Constabulary (formerly Mobile Security Service) were added, following information obtained from the B & D Budget Survey and the B & D Best Value Survey (both MORI) and the Community Safety Survey, all of which revealed high levels of concern amongst the public.

2.1.3 A detailed breakdown of areas and features maintained on behalf of client departments is given in the Position Statement, a copy of which is in the Evidence File. It is important that this aspect of the Service should mesh well with other services such as Housing Estate Management, Highways, Street Scene etc., if the appearance of public land, roads and other features is to be maintained to a high standard.

2.1.4 A further issue relating to the maintenance, use and appearance of land in public ownership is the potential transfer, to the Leisure & Environmental Services Department, of land currently managed by the Housing Department. This is scheduled to take effect on 1 April 2003.

2.1.5 Whilst it is envisaged that the Housing Department will retain responsibility for land which immediately surrounds, and therefore forms the landscape setting of, flats and similar communal premises, they wish to transfer responsibility for land such as corner amenity greens as well as larger areas which were originally provided as part of the layout of housing estates, but which, especially following the sale of properties under the "Right to Buy" provisions, are now of use and benefit to the population of the Borough at large, rather than just to Housing tenants. It is therefore argued that the cost of their management and maintenance should fall on Council Taxpayers generally, rather than just on Council tenants.

- 2.1.6 At the time of writing this Report (February 2003), it has not been finally agreed which Divisions of the Leisure and Environmental Services Department would take responsibility for which areas, although logic suggests that those areas large enough to have a genuine recreational use (as opposed to a visual amenity or buffer area role) would transfer to the Parks & Countryside Section.
- 2.1.7 Although the Parks & Countryside Section already maintains these areas on behalf of the Housing Department, if “ownership” and management responsibility were to transfer, an appropriate transfer of increase in budgets would be required.

2.2 Objectives

The objectives in carrying out this Review were agreed as:

- To critically and fundamentally review the service by challenging all aspects;
- To bring forward clearly defined recommendations on future service delivery;
- To put in place a scheduled programme for continuous improvement.

To achieve those objectives, the Review would need:

- To identify and consult with key stakeholder groups;
- To assess how we compare with other providers in all sectors;
- To assess our competitiveness in terms of both cost and quality;
- To develop a five-year improvement plan that would result in all aspects of the service improving to a standard where they were within the top 25% nationally.

The Management Team (TMT) subsequently reduced the period of the improvement plan to 3 years.

2.3 Parks & Green Space Strategy

At an early stage, it was realised that the work independently commissioned by the Chief Executive to prepare a long-term strategy for the use and management of all green space within the Borough would have major impact for this Review, and although having different time frames, the two tasks should be regarded as complementary. The Group Manager, Parks & Leisure Development, who is primarily responsible for the Parks & Green Spaces Strategy, was therefore invited to join the Review Team, and the reporting date for the Best Value Review was extended beyond April 2002 to July 2002.

The draft Parks & Green Spaces Strategy contains the following Vision Statement for the long-term future of the Borough’s Parks and Green Space. The same information is also contained in the Community Strategy.

The Vision must:

- Encapsulate community needs and aspirations.
- Achieve Community, Councillor and cross-departmental Chief Officer and Officer support.
- Ensure consistency with National, Regional, Metropolitan and Local Authority Best Practice.
- Ensure that the Parks and Green Spaces of Barking & Dagenham are places of real pleasure for people as they go about their everyday lives.

By 2010 the London Borough of Barking & Dagenham will have:

- Completed a refurbishment programme that delivers high quality, accessible and functional Parks and Green Spaces for all.
- Provide Parks & Green Spaces that meet National standards of excellence through achievement of the Green Flag standard.
- Provide Park & Green Space Management Services that deliver the seven Community Priorities.

The draft Parks & Green Spaces Strategy then goes on to set down performance targets which meet all seven of the Community Priorities.

The call for higher density housing provision in the Thames Gateway area could mean that fewer residents will have access to gardens of their own or have very small gardens. Therefore the role of accessible and good quality parks and green spaces will be even more important.

Copies of all reports forming part of the Strategy are included in the Evidence File, as is a Briefing Paper prepared for the Best Value Review Team, which amounts to an Executive Summary of the draft Parks & Green Spaces Strategy documents produced so far. The Timetable for completing the drafting of the Strategy is 2002.

3. CHALLENGE

3.1 Objectives

Our objectives were to critically and fundamentally challenge all aspects of the service, both within the Review Team, using our internal and external Critical Friends, through Councillors, and outside the team through the involvement of stakeholders.

3.2 Challenge Events – Table of Findings.

Challenge Event/ Exercise	Stakeholders Involved	Key Findings	Action
Meetings with Councillors			
27 June 2001 Councillors B Osborn & L Collins			
Principle points of discussion: A fresh, outward looking approach from all involved if the process to be truly objective. Extensive consultation, down to grass roots level, would be important. Councillors ready to welcome change. Be prepared to reinvest the service using the principles of Best Value, in line with best practice. Future scenarios included partial funding from sponsorship, grants, Section 106 Agreements etc.		Fresh, outward looking approach during Review. Extensive consultation about the Service	Adoption of Parks & Green Spaces Strategy Vision by Councillors. Participated in Budget Survey, Citizen's Panel survey, Head Teachers' Survey. Regular consultation of stakeholders in future.
Possibility of voluntary groups adopting and maintaining green spaces. Strategic review of ownership, use and management of all green space in the Borough as part of the draft Parks & Green Spaces Strategy.		External funding/ sponsorship/ maintenance by voluntary groups	Targets contained in draft Parks & Green Spaces Strategy; setting up "Friends of Park" at Goresbrook; sponsorship of bedding on roundabouts.
		Strategic review of all green space via Parks & Green Spaces Strategy.	Progressing in parallel with this Review, providing valuable, in depth information.

<p>SWOT analysis as part of Framework Report of the draft Parks & Green Spaces Strategy.</p> <p>See Evidence File, Challenge Phase Appendix 3 for full analysis.</p>	<p>Key issues relate to:</p> <ul style="list-style-type: none"> • Quality of provision. • Community involvement and behaviour • Strategic management • Sustainability • General management issues. 	<p>Raising profile of service to overcome earlier underfunding. Encourage Friends of the Park groups; improve security cover. Adopt Parks & Green Spaces Strategy. Cost benefit analysis of maintenance styles and standards. Address in light of chosen delivery options.</p>
<p>Good, Bad and Ugly Tour, 12 September 2001, Councillors L Collins & J Wainwright. Principal points of discussion:</p>		
<ul style="list-style-type: none"> • Historical over-emphasis on fencing, forming an unnecessary barrier to access and movement. • Authority had abandoned sites and facilities rather than demolition and reinstatement, or redevelopment. 	<p>Legacy of poorly designed and excessive fencing</p>	<p>Rationalise and question need; don't automatically replace. Plan for replacement or restoration.</p>
<ul style="list-style-type: none"> • Canada Geese were a major problem on most lakes, but needed comprehensive, long-term action to control. 	<p>Comprehensive programme of Canada geese control measures needed.</p>	<p>Part of lakes improvement programme, but needs full initial funding then ongoing maintenance.</p>
<ul style="list-style-type: none"> • Dagenham Parish Churchyard and the "Village Green"; excellent examples of achievements through community and voluntary sector partnerships. 	<p>Partnerships had achieved reward – winning results.</p>	<p>Publicise successes; seek and promote further partnerships.</p>
<ul style="list-style-type: none"> • Wide variety of different uses of Amenity Greens evolved over time. A need to challenge the true value of amenity greens. 		
<ul style="list-style-type: none"> • In spite of vandalism, provide plenty of dog waste bins and educate dog owners to use them. 	<p>Educate dog owners about their responsibilities</p>	<p>Work with Environmental Health on publicity and enforcement; train parks staff in enforcement.</p>

<ul style="list-style-type: none"> • UDP and planning designations constrain alternative uses for existing open space. 	Planning designations constrain alternative uses.	
Visioning Exercise Review Team members Meeting No. 9, 30 August 2001		
To try and define what a good parks service looked and felt like and how close our service came to that ideal.	Many of our parks fall short of the "ideal".	Use ILAM Audit, Green Flag criteria etc to shape and set standards for the future. Adoption of management plans to deliver improvements.
Challenge Day 2 November 2001 Councillors, other council services, tenants and residents associations, workforce, members of the community, Review Team.		
The "visioning" exercise used as basis for Challenge Day, involving wide range of internal and external stakeholders including Councillors, staff from other services, tenants and residents representatives, members of the workforce, members of the community, led by members of the Review Team. Also input from the ILAM Services Consultant doing the Parks Audit.	Acceptable levels of general grounds maintenance, but parks regarded as declining and unsafe locations.	Improve horticultural standards in parks, try to provide a staff presence in parks during normal opening hours. Provide more facilities in parks, attracting more users, making the area safer, more secure and increasing the public feeling of wellbeing.

3.3 Summary of Findings

Our objectives in the Challenge phase were to critically and fundamentally challenge all aspects of the service, both within the Review Team, using our internal and external Critical Friends, through Councillors and outside the Team through the involvement of stakeholders.

The initial meeting with Councillors and *The Good, the Bad and the Ugly Tour* evoked positive and determined reactions from Councillors, which gave the Review Team a positive steer about the direction of the Action Plan.

Stakeholders involved in the Challenge Day participated fully and enthusiastically and the Review Team felt the day to have been very worthwhile, having introduced the concept of an independent quality audit (the ILAM Parks Audit), having created, albeit for one day, a forum for a wide range of service users to come together and having involved all stakeholders present, within their workshop groups, in a comprehensive “visioning” exercise around what constitutes the ideal park and how close Barking & Dagenham comes to achieving that.

3.4 Conclusions and Action Points for Action Plan

The following principal points emerged from the Challenge phase of the Review and where not addressed already, will be included in the Action Plan:

- A need to raise the profile and importance of Parks & Green Spaces and their share of the budget allocation.
- Improve horticultural standards and presentation in parks, using ILAM Audit and Green Flag criteria.
- Improve and thereafter maintain the parks and open spaces infrastructure.
- Staff up to provide a presence in parks during normal opening hours.
- Continue regular consultation with stakeholder groups and via Citizen’s Panel questionnaires.
- Rationalise fencing policy and fencing design in parks.
- Introduce programme to replace or restore abandoned facilities.
- Continue lakes improvement programme started in 2002/03 with Mayesbrook.
- Seek and encourage opportunities for partnership working and funding.
- Reduce dog fouling through enforcement and public education.
- Reprioritise existing budgets to ensure the ongoing maintenance of new and improved facilities and areas.
- Complete and implement the Parks & Green Spaces Strategy.
- Be prepared to argue the case for varying UDP and planning designations, if park needs justify it.
- Increase park usage and hence feelings of safety and wellbeing through an increased programme of activities, facilities and attractions.

4. CONSULTATION

4.1 Objectives

Our objectives were to identify the key stakeholder groups of the service and consult with as wide a cross section of them as possible during the Review period, to establish their views on the current service and their needs for the future.

Since consultation with users was a relatively new feature for this service (in common with many of the services offered by the Council), having once made contacts and carried out the first round of consultation, we wanted to make it a regular and on-going feature for the future and it is identified in Year 1 of the Action Plan. Consultation is also included in the Leisure Division Balanced Score Card.

4.2 Key Events in the Consultation Phase

Detailed findings are contained in the Evidence File

4.2.1 Community Survey – 1999.

4.2.2 MORI BVIP General Survey of Satisfaction Levels, London-wide, October/November 2000

4.2.3 Barking Park Heritage Lottery Fund (HLF) Bid – Public Consultation Meeting – 29 March 2001

4.2.4 Community Forums re Playground Refurbishment Programme – Summer 2001

4.2.5 Initial Youth Forum Meeting

On 21 June, at an exploratory meeting to assess interest in setting up a Youth Forum in the Borough, the opportunity was taken to discuss informally with a group of sixth form students present suggestions for “teen” facilities at Mayesbrook and Parsloes Park, e.g. a wheels area, ball court, teen shelter which formed part of the playground refurbishment programme mentioned above. These suggestions were enthusiastically received by those with whom they were discussed and their prediction that *“People will travel from other parts of the Borough to use something like that”* (a skate area at Parsloes Park) have proved to be correct.

4.2.6 Schools via Head Teachers – July 2001

4.2.7 Barking & Dagenham Budget Survey – September/October 2001

4.2.8 Barking & Dagenham Best Value Survey – October/November 2001

4.2.9 Community Safety Survey – November/December 2001

4.2.10 Rangers’ Walks and Talks Programme – Evaluation Forms – Ongoing

4.2.11 “Planning for Real” Days

4.3 Consultation Events – Table of Findings

Consultation Event/Exercise	Stakeholders Involved	Key Findings	Action
Community Survey 1999	Sample of whole community	39% regularly use parks	Service deserves appropriate profile and priority
London-wide survey of satisfaction levels	Sample of whole community	At 42%, satisfaction level 10% below London average	Establish reasons for low satisfaction and rectify.
Barking Park HLF Bid	Interested members of public attending	Support for improvements to Park; vociferous local opposition to RITP	Continue to develop HLF bid. Council to reconsider options for lido site in view of rejection by Sec of State of RITP proposal.
Community Forums and adjacent schools re playground refurbishment programme	Residents attending Community Forums	General support that improvement being done, concern about levels of vandalism	Implement refurbishment programme using vandal-resistant equipment; emphasise community’s responsibility for vandalism.
Schools via Head Teachers	Schools and through them, pupils	Good level of satisfaction with grounds maintenance service; unaware of full range of services offered.	Maintain generally good reputation with schools; market availability of other services.

B & D Budget Survey	Random sample of residents	Cleaner, Greener & Safer is most important Community Priority; Parks & Open Spaces second most important Council service used by 57% of residents in last year; 30% want to see more spent on them; 29% want to see more patrols in parks.	Use this evidence to influence budgets and resources in favour of the service; specifically, address the issue of staff presence/ attendance/ patrols in parks.
B & D Best Value Survey	Sample of whole community via Citizen's Panel	40%+ satisfied, 33% dissatisfied with parks; concern about personal safety and vandalism limits people's use of parks; equipped children's play areas are seen as a priority.	Use this evidence to influence budgets and resources in favour of the service; specifically, address the issue of staff presence/ attendance/ patrols in parks.
Community Safety Survey	Sample of whole community via Citizen's Panel	Parks are considered to be the least safe of locations in the Borough.	Use this evidence to influence budgets and resources in favour of the service; specifically, address the issue of staff presence/ attendance/ patrols in parks.
Rangers' Walks and Talks Programme	Participants in activities, visitors to Millennium Centre	83% of participants sampled over 4 months rated activities as Excellent.	Continue use of evaluation forms to monitor standards and satisfaction levels, and identify shortfalls.
Planning for Real days	Community groups and individuals close to sites undergoing improvements	Community is keen to get involved in one-off days and to offer views and opinions.	Continue this type of consultation whenever appropriate; use to try and develop "Friends of the Park" groups.

4.4 Summary, Conclusions and Key Points for Action Plan

4.4.1 In the 18 months or so preceding the production of this report, a great deal of consultation of different types has taken place, although previously there was very little. It has not therefore been possible to use the consultation to track trends, but it has been especially useful in highlighting those aspects of the service which are particularly important to stakeholders and where action for the future will need to be concentrated.

4.4.2 Specifically, it is recognised that the Review has not consulted as much as it would have liked with hard-to-reach groups in the community and the assistance of the Departmental Equalities Officer has been engaged to address this shortfall in the first year of the Action Plan period.

4.4.3 Other key actions which the Consultation phase has shown need to be addressed in the Action Plan are:

- Raise the profile of the service within the Borough, with a view to increasing its share of budget and resources.
- Continue to seek sponsorship/external funding/inward investment for improvement/regeneration of parks; the public wishes to see improvements happening.
- Emphasise successes and achievements, to raise satisfaction levels with the service.
- Find ways to achieve a staff presence in parks during normal opening hours
 - Instil confidence in the minds of visitors, thereby increasing visits
 - Reduce incidence and cost of vandalism, which will also encourage visits
 - Emphasise the responsibility of communities for the actions of those of their members who cause vandalism.
- Continue the upgrading and refurbishment of equipped children's play areas in parks.
- Market the availability of services provided by the Parks & Countryside Group to schools, whilst maintaining standards of the core grounds maintenance service.
- Continue to progress the HLF bid for Barking Park; reconsider options for the lido site.
- Continue to consult via "Planning for Real" involvement prior to refurbishment/improvement schemes; seek to develop and expand these into "Friends of the Park" groups.
- Expand the role of the Parks & Countryside Ranger Service.

5. COMPARE

5.1 Objectives

Our objectives in this phase were to compare the service, both in terms of quality and of cost, with the best in the country, which would not only show us where we currently stood, but would also give us indications of action we would need to take to bring about improvements.

5.2 Cautionary Note

The BV Guidelines require local authorities, as part of the COMPARE phase, to carry out statistical and financial benchmarking with other service providers and to use the information obtained to plan continuous improvements to the service to bring it up to the standard of the top 25%. This Review has experienced great difficulty in obtaining clear, firm statistical and financial benchmarking information in spite of attempts in a variety of directions, including with organisations and sources which might have been expected to have been more productive.

Nevertheless, linked statistical and financial information has been collected from a number of sources and is contained in the Evidence File, but, for the reasons given there, caution must be exercised in drawing conclusions regarding the competitiveness of the service.

However, the focus of the COMPARE phase has also been on qualitative benchmarking information, which is felt to have provided more reliable results.

By looking at these two aspects in parallel, a fairly representative picture can be obtained.

5.3 Comparative Information Sought and Obtained

5.3.1 Essex Grounds Maintenance DSO Forum

The Council was a founder member of this organisation 10 years ago and has been a regular participant and contributor throughout.

Prompted by this Review, authorities were asked to submit their average charges for a “basket” of basic, commonly occurring maintenance tasks.

Detailed results are contained in the Evidence File, (Section 8) Compare Phase, Appendix 1. In summary, they indicate a cost effective service across the range of common tasks sampled.

5.3.2 Visits to Other London Boroughs

In the interests of wanting to learn from the experience of Boroughs which have been cited as examples of good practice, visits were made to colleagues in Islington, Newham and Lewisham.

Information on the outcomes of these visits is included in the Evidence File, (Section 8) Compare Phase, Appendix 2.

5.3.3 ILAM Services Parks Audit

Through its consultancy arm, ILAM Services, the Institute of Leisure and Amenity Management has introduced an independent qualitative audit service for providers of parks and open spaces. A detailed written and photographic report is produced for each site, with recommendations for improvements. It also allows the authority to assess how its parks perform against an average based on all other parks audited at any particular time.

A file containing the full Audit Report is included in the Evidence File.

5.3.4 Parks & Green Spaces Strategy Parks Evaluation

As part of its development of a Parks & Green Spaces Strategy to set the long-term vision for the use and management of green space in the Borough, the Council commissioned Landscape Design Associates to produce a Parks Evaluation report, looking at parks in greater depth, in their geographical, social and landscape context.

The full report is contained in the Evidence File. (Section 8) Compare Phase, Appendix 4.

5.3.5 London Parks & Grounds Maintenance Benchmarking Club

In January 2002 contact was made with the London Parks & Grounds Maintenance Benchmarking Club. Initial high hopes that this would be an established source of reliable financial and statistical benchmarking information soon foundered.

However, all the indications are that we should continue to participate fully in the Club's programme of meetings and information exchange.

5.3.6 Comparison of National PI's

There are no longer any Audit Commission Performance Indicators (ACPIs) relating to Parks and Open Spaces. However, the Council has retained some of the former ACPIs as local PIs. These principally relate to children's playgrounds, and the standards to which they currently conform, and are:

5.3.6.1 The Number of Playgrounds and Play Areas Provided by the Council per 1,000 Children under 12

5.3.6.2 Standards of Playgrounds.

Using definitions evolved by the National Playing Fields Association (NPFA), three standards are defined for children's play areas:

A Local Area for Play (LAP)

A Local Equipped Area for Play (LEAP)

A Neighbourhood Equipped Play Area for Play (NEAP)

In summary, playground performance indicators over a four-year period (y/e March 1999 to y/e March 2002) show that the three-year playground refurbishment programme has had a significant effect on the conformance to standard of the existing playgrounds in our parks.

5.3.6.3 No of Sports Pitches Available to the Public

The term sports pitches includes tennis courts, basketball courts, bowling greens as well as soccer pitches (of all sizes) and cricket pitches marked and maintained on grass.

We consistently provide more than the top 25% of authorities both nationally and in London.

Providing a large number of sports pitches on grass has an undoubted effect on the landscape and appearance of the Borough's parks, since they generally require flat, short mown grass, which severely limits the diversity of landscape which can be achieved.

5.3.6.4 Net Expenditure per Hectare on Parks and Open Spaces

This performance indicator is identical to the conclusions drawn from analysis of statistics collected by CIPFA, which are discussed at paragraph 5.3.10 of this Section of the report.

5.3.6.5 Further details of the above PI's are included in the Evidence File, (Section 8) Compare Phase. Performance Indicators for the service in the future will be related to service targets coming out of the Leisure Division's Balanced Score Card.

5.3.7 Information from the neighbouring London Boroughs of Redbridge and Newham

We were provided with Schedules of Rates for various tasks that operate in Redbridge and Newham. These rates showed a broad variation and represented tendered rates rather than true costs. There was also no indication of the standard of service delivered for the quoted rates.

5.3.7.1 Source documents and working papers are included in Appendix 7 of the Compare Phase of the Evidence File.

- 5.3.7.2 The conclusions drawn from this exercise are that our rates show as competitive against those of our neighbours.
- 5.3.8 Comparisons of information provided by the London Tree Officers Association (LTOA).
- 5.3.8.1 Only 16 London Boroughs provided information to the LTOA which limits analysis and conclusions which can be drawn.
- 5.3.8.2 Detailed working papers are included in Appendix 8 of the Compare Phase in the Evidence File.
- 5.3.9 CIPFA Statistics.
- 5.3.9.1 The Chartered Institute of Public Finance and Accountancy (CIPFA) annually collects statistics on a wide range of local authority services. In theory, these should provide a fair and accurate comparison of service costs and financial efficiency between authorities. In practice, they are subject to a wide range of interpretation as to what constitutes good performance or poor performance. The CIPFA statistic that measures the cost of provision of parks and open spaces per hectare has also been adopted as an Audit Commission Performance Indicator.
- 5.3.9.2 Using CIPFA published information, comparisons were drawn with other London Boroughs over a six-year period, 1996/7 through to 2001/2, comparing the cost of parks and open spaces per hectare, and the cost of parks and open spaces per 1,000 population.
- 5.3.9.3 Broad Conclusions to be Drawn
- Over a six-year period, a borough that is the 13th largest in terms of area of parks and open spaces ranks 12th to 15th highest in terms of cost per hectare.
 - Over the same period, a borough that is the 2nd smallest in terms of population ranks 5th to 7th highest in terms of cost per 1,000 population

This exercise suggests that overall, the service is neither unduly expensive, nor remarkably low cost, over the six year period examined.

5.3.9.4 Satisfaction Levels

In October and November 2000, MORI conducted a London wide survey of satisfaction levels with local authority services, the key indicator being “Net satisfaction”. Note that the relevant question in the survey actually measures satisfaction with “parks, open spaces, play areas and other community recreation facilities”, so non-parks service areas will be influencing the results.

- 5.3.9.5 If money is being spent wisely and effectively, it can be expected that there will be good correlation between spending and satisfaction levels. This certainly happens in the case of Westminster, consistently the highest or second-highest spender per hectare, and a 78% net satisfaction rate. Similarly, across all London boroughs, a correlation coefficient of 0.4942 was calculated, which is statistically significant.
- 5.3.9.6 In terms of the quality of the service in Barking & Dagenham, our research has shown:
- Moderate to high levels of dissatisfaction with standards, and a wish to see more resources devoted to parks (MORI surveys)
 - Slightly below average quality, maintenance and presentation (ILAM Services Parks Audit)
 - Slightly below average (2.2 on a scale of 1 to 5) in terms of a comprehensive evaluation of existing parks (LDA Evaluation of Parks for Phase 2 of Parks and Green Spaces Strategy)
- 5.3.9.7 The overall picture can be summed up as a once unspectacular, but now improving service being delivered for a middle of the road price, where opportunities for regeneration and innovation have been taken whenever they have occurred, resulting in external recognition for a number of significant successes.
- 5.3.9.8 For the future, the Council has invested in the preparation of a Parks and Green Spaces Strategy to lay the foundations for further improvements and regeneration to its parks, and the seven-year Capital Programme has significant impact for parks over its time.
- 5.3.10 Green Flag Park Awards
- 5.3.10.1 Comparisons with other London boroughs over the four year period 1998 to 2001 shows that we are in the top 15% on the basis of Green Flags awarded. The Green Flag Award is now widely recognised as the “industry standard”, and it is our declared target, enshrined in our Parks and Green Spaces Strategy, to achieve Green Flags for all of our parks by 2020. There are milestones in the Council’s Balanced Scorecard, which show a staged progression towards that ultimate aim. When achieved, it will be a guarantee to the residents of Barking and Dagenham that their parks are being managed to a nationally recognised, high standard.

5.4 Conclusions and Key Points for Action Plan

5.4.1 This phase of the Review has been very successful in obtaining independent assessments and audits of the **quality** of various aspects of the Service; e.g. ILAM Parks Audit, LDA Parks Evaluation for the Parks & Green Spaces Strategy and has made a number of useful networking contacts with other local authorities, either directly or via grouping of other service providers.

5.4.2 The collection of statistical and financial information for quantitative benchmarking has proven to be far more difficult and the impression has been gained that the parks and grounds maintenance industry generally, including professional organisations like ILAM, has made only very slow progress in this direction.

Nevertheless, valid comparisons on Schedules of Rates prices have been carried out with our neighbours of Redbridge and Newham, and via the Essex Grounds Maintenance DSO Forum. These show that, on the basis of the exercises undertaken, our rates **are** competitive with other contractors, including private sector contractors.

Financial and statistical benchmarking should nevertheless remain a high priority action point for the Action Plan, to be addressed in Year 1.

5.4.3 In terms of performance indicators, only the existing ACPI's have been collected and monitored. There is a need to develop more local indicators regarding people's usage of parks, and the quality of that experience, which will require key questions to be included in future Council-wide opinion surveys, which will themselves need to be a regular feature of the Council's work programme. These steps are covered in the Action Plan arising from the Leisure Division's Balanced Scorecard.

5.4.4 But the Service has nevertheless achieved a number of targets set for it in "Leisure Active", the Council's Leisure Strategy covering the years 1999 to 2002. Of the 21 identified targets within Leisure Active which were aimed at the Parks & Countryside Service, over 85% (18) have either been achieved (14) or are on target (4) to be completed.

A detailed breakdown of these targets is included in the Evidence File, (Section8, Compare Phase, Appendix 11)

5.4.5 Of the four targets not achieved, the Review of Parks Security was beset by staffing problems and the introduction of a park watch scheme is something which it is more appropriate for this Review to address within its Implementation Plan. Only in the case of the failure to review sports provision on sports grounds can it be said that there is no obvious mitigation other than that of resource constraints.

5.4.6 Three key issues that can be identified from the Review of Leisure Active (Parks & Open Spaces Action Plan) that need to be considered as part of the Action Plan for this Review are:

- No system of regular review of targets set and overall co-ordination is non-existent.
- Implementation of targets has been ad-hoc and a number are still at draft stage.
- No evidence of direct marketing of targets delivered as part of Leisure Active.

5.4.7 It has also had a number of notable successes and achievements by national and regional standards:

Source	Award	LBBB Position
London in Bloom	Various categories of awards for horticultural & environmental standards	<p><u>1998</u></p> <p>Most improved London Borough.</p> <p><u>1999</u></p> <p>Old Dagenham Parish Churchyard 3rd place in wildflower and environment category.</p> <p>Barking Town Quay – 2nd place in Improvement Trophy.</p> <p><u>2001</u></p> <p>2nd place Most Improved London Borough;</p> <p>Dagenham Village Memorial Green 2nd place in Improvement Trophy.</p>
Metropolitan Public Gardens Association	Silver Spade Award in recognition of the most significant contribution to public open space in London.	<p><u>1999</u></p> <p>Eastbrookend Country Park.</p>
Green Flag Park Award	National standard for good management practice for Parks & Open Spaces.	<p><u>1998, 1999 & 2000</u></p> <p>Eastbrookend Country Park awarded.</p>

5.4.8 Locally, in 2002 Barking Abbey School, a specialist sports college, received a Schools Achievement Award from the DfES, part of which must be shared with partner organisations, which the school feels have been of particular help to them. The school decided to make an award of £50 per person to the grounds maintenance team responsible for the maintenance of its site and outdoor sports facilities, an indication of the value placed by the school on the service provided.

5.4.9 The qualitative benchmarking was more successful and informative and it is the intention to repeat the independent ILAM Parks Audit at intervals of three years, which will allow us to:

- See if our standards are improving as compared to the National average of standards (and the ILAM Database will be increasing all the time).
- See if the Parks & Green Spaces Strategy is having the desired effect on parks and open spaces.
- See if our standards of service delivery are improving.
- Meet the targets set for the Service in the Community Strategy and in the Council's 2020 Vision Statement, of which the principle ones are:

Community Strategy – 2010

- 100% of playgrounds in Barking & Dagenham parks will be equipped to a standard which meets the NPFA Neighbourhood equipped areas for play (NEAP).
- 15% increase total woodland cover within parks and green spaces.
- 10% increase in the number of events and activities held in parks and green spaces.
- 40% increase in the number of parks that have secured the National Green Flag Park Standard.

2020 Vision Statement

- Renovate all parks, playgrounds and green spaces by 2020 in accordance with agreed management plans based on community needs.
- Establish a programme of delegated management agreements.
- Increase woodland cover by 25%.
- Establish a network of new nature reserves.

6. COMPETE

6.1 Objectives

Our objectives in this phase of the Review were to assess the competitiveness of different aspects of the service in terms of both cost and quality and to ensure that the most appropriate service delivery options for the future were put forward for consideration by Councillors at the Executive and the Assembly.

6.2 How We Went About It

6.2.1 As a team exercise, we used a detailed questionnaire that had been devised by Southend-on-Sea BC and which asked key questions around the Government's seven options for service delivery. We applied the questionnaire separately to various component sections of the whole service. Because of the shortage of good financial and statistical benchmarking referred to, it has not proven possible to draw firm conclusions in all cases, but in some cases, it has been possible to reject certain delivery options.

6.2.2 Completed questionnaires for individual aspects of the service, for the Parks, Open Spaces and Grounds Maintenance Service as a whole and the summary Optional Appraisals derived from them, are included in the Evidence File. (Section 9, Compete Phase, Appendices 5 – 12)

6.2.3 The Review Team also recognised the value and importance of taking an impartial view of future service delivery options available to the Council, in the interests of the standard, quality and cost of the service which residents were expecting.

6.2.4 Landscape Design Associates, the consultants engaged to assist with the Parks & Green Spaces Strategy, were therefore commissioned to produce a paper which looked at the wide range of possibilities and examined case studies of solutions implemented elsewhere to assess:

- If they were working satisfactorily and to expectation.
- If they might be appropriate for implementation in Barking & Dagenham.

6.2.5 The results of this research is contained in the Phase 3 Study of Funding and Management Options which forms part of the draft Parks & Green Space Strategy and which is included in the Evidence File.

6.2.6 In summary, the main issues are set out below.

6.2.6.1 As part of its modernising agenda, Central Government is not only considering the future of urban green space, but also the future **mechanisms for managing and improving the land**. Best Value guidance requires that local authorities must challenge themselves about whether they are the best placed organisation to deliver that service which, as the Barking & Dagenham MORI Budget Survey indicates, is the most used of any local authority service provision.

6.2.6.2 CCT is accepted as having had a devastating affect on the quality of parks and green space and consequently is an approach that should be discontinued. BV requires authorities to “secure continuous improvement in the way their functions are exercised, having regard to a **combination of economy, efficiency and effectiveness**”. As part of their BV inspections, several local authorities have been criticised for not exploring alternative procurement methods. This goes beyond the outsourcing of grounds maintenance and the procurement of repairs or materials and into the very heart of the parks service – its management and development functions. There has also been a specific emphasis on the involvement of the voluntary sector, not only at an individual site level, but also in wider service delivery issues.

6.2.6.3 In October 2002, the publication “Amenity Machinery & Equipment” noted that, according to The Contracts Handbook (CDC Publishing Ltd) *“Since the introduction of Best Value in public purchasing, the penetration of private contractors (in the Grounds Maintenance market) has fallen from over 30% in 1998 to 16% in 2002 as more than 100 local authorities have closed their doors on the private sector.”*

In 1994, Brophy topped the league table of contractors with 64 councils, whilst today Glendale leads with only 35. The current factor contributing most to this trend is that huge budget cutting is devastating the ability to provide service, and the article cites an example of Glendale surrendering a contract at Sutton because it could no longer deliver a suitable standard of service within the budget cuts required.

6.2.6.4 In its interim report, there are clear indications that the Urban Green Spaces Task Force is keen to see a diversity of parks and green spaces, supported by **a mixed economy of service provision to include private, voluntary and community sectors**. Their recommendations for what constitutes good practice in the delivery of parks services include:

- Form a collaborative and enabling partnership.
- Plan sustainable management and maintenance arrangements.
- Ensure long-term viability and sustainability.

6.2.6.5 All of the above shows that there is a clear and consistent message coming from Central Government aimed at local authority (parks) services, although it is not always being heeded. The message is that they must:

- Reassess the way they work.
- Consider working in partnership with other sectors.
- Wherever possible, they must look to generate external funding.
- Work with the community.

6.2.7 The Phase 3 Study looks in detail at a range of different methods by which the service (or various aspects of it) **could be** delivered in the future and produces a diagram to illustrate the various hierarchies. (See page 10 of the Phase 3 study).

- 6.2.8 The strengths and weaknesses of each method are discussed and examples given of where they have been implemented and how they are seen as working. However, no model should be seen as perfect in all circumstances, nor even as a “preferred” method, either by the majority of local authorities or by the BV Inspectorate.
- 6.2.9 The primary problems of many local authority parks services, including Barking & Dagenham, are:
- The low political profile of parks and green spaces.
 - Consistent under-funding in both capital and revenue over the last twenty five years.
 - The inability of local authorities to dedicate adequate resources because parks are not allocated specific funds under the Standard Spending Assessment rules set by Central Government.
 - The devastating decline in the Parks estate that this has engendered and the consequent need for investment of additional resources.
 - The demoralisation of parks staff from officer level to grounds maintenance staff that this itself has engendered.
 - The debilitating reduction in skill levels from Officer level to grounds maintenance staff.
- 6.2.10 Consideration of any management options should attempt to address all of these issues holistically. The aim should be to put in place one or a series of management arrangements to achieve a well-funded, well-managed parks and green spaces service that measures its success through providing a diversity of well-used, well-managed and beautiful parks and green spaces that satisfy identified community needs.
- 6.3 Conclusions
- 6.3.1 Overall Option Appraisal
- 6.3.1.1 Because of the diversity of the elements of the service and the wide range of options for service delivery which both exist elsewhere and which came out of our own exercise, it is difficult to draw any overall conclusions for the whole of the service.
- 6.3.1.2 We know, however, that there is an established, commercial market for certain service aspects, especially the “mainstream” function of general grounds maintenance and arboriculture. We also know that the private sector’s share of the overall market has been declining in recent years. The voluntary or “not for profit” sector is active in certain aspects of countryside management, environmental regeneration and environmental conservation. For matters of enforcement and the exercise of the Power of Arrest, it is understood that these must be exercised by direct employees of the Council and cannot be delegated to an agent or contractor. Certain services, e.g. children’s play, already make extensive use of private sector contractors and suppliers. But, with the sole exception of the Lewisham model, there is no single delivery option that will “fit” all of the diverse service elements.

- 6.3.1.3 The model adopted by the London Borough of Lewisham is an all embracing “service management and operations” one (with the exception of byelaw enforcement and Powers of Arrest), which also brings in agreed levels of capital investment in facilities and infrastructure in the early years of a ten year agreement.
- 6.3.1.4 In considering its options for future service delivery, this Review has recognised that reviews of other, related services, e.g. Streetscene, various aspects of the Housing Service, have been taking place simultaneously. Although the Streetscene Review was completed in March 2001, it was not inspected until July 2002 as part of the Comprehensive Performance Assessment. Arising from that inspection, which judged that the service “would not improve” under its published Action Plan, further thought has been given to how best to deliver an improved, seamless Streetscene service.
- 6.3.1.5 It is also important to remember that the majority of the work which the Grounds Maintenance service does is on behalf of client departments like Highways, Housing and Education (schools) rather than within its own parks. Taking into consideration Central Government’s wish to see service delivery brought closer to the Community, Barking & Dagenham has established 6 Community Forums and, within its Housing Service, 6 Community Housing Partnerships, share the same boundaries as the Community Forums. It is the Council’s intention that these areas of the Borough, through the close involvement of community and tenants representatives, will in time have the authority and budget responsibility to decide on and fund the standards of maintenance they wish to see in their own neighbourhoods.
- 6.3.1.6 These factors will call for changes in the operations of grounds maintenance services in the Borough as compared to past practice under CCT contracts where, with the exception of sites locations and features requiring specialised or targeted standards of maintenance a universal, all-encompassing maintenance specification was applied to the majority of sites, regardless of ownership. Whilst it can be argued that this gave economies of scale (and CCT **was** financially driven), it was a long way from current expectations and demands. Because of the pressure to make service costs match up with historical budgets, it also resulted in a range of different rates against almost identical specifications and standards.
- 6.3.1.7 It is therefore reasonable to foresee a grounds maintenance service theoretically being delivered under bespoke Service Level Agreements in 4, 5 or perhaps 6 different styles and standards, to meet the needs, expectations and budgets of client groups, arising out of consultation with the public on the back of Streetscene and Housing Management BV Reviews.

- 6.3.1.8 As the grounds maintenance service contributes significantly to the street scene, it is currently being proposed that **routine and basic** grounds maintenance tasks to areas forming part of the street scene should be repositioned into a reshaped Streetscene unit.

The effect of this could be to create a service with three arms:

- a) basic, straightforward maintenance, mostly of highway and housing sites,
- b) higher standard horticultural and other technical maintenance, e.g. parks, sports surfaces (including schools), floral bedding, landscaping, nursery, arboriculture, ranger service, playground inspection and maintenance,
- c) intelligent client to act on behalf of other departments for “basic” services delivered by Streetscene, and “expert” services delivered by Parks.

- 6.3.1.9 In order to address the value for money aspects of these three arms, which do not necessarily have to be delivered directly by the Council, service delivery options for all three, including their individual sub-divisions, should be progressively considered and, if appropriate, market tested over the 5 year period of the Action Plan for this Review.

6.3.2 Options that are Appropriate

- 6.3.2.1 We have already noted the difficulties in trying to establish the relative competitiveness of the current service because of the dearth of sufficient, reliable financial and statistical benchmarking information. However, the benchmarking information we **did** collect showed our service to be generally very competitive with its comparators, albeit comparison with the top 25% was not possible.

- 6.3.2.2 We also recognise that the last occasion on which significant parts of the service were market tested under CCT arrangements was in 1997.

- 6.3.2.3 From our Option Appraisal exercise, we saw that two recurring options which appear to be appropriate in a number of cases are those of joint commissioning of services and public/public partnerships with neighbouring authorities.

6.3.3 Options that the Review Team Prefers

- 6.3.3.1 Balancing all the information obtained from the Review, but having particular regard to the qualitative and the financial and statistical benchmarking, and in the light also of the outcome of the Option Appraisals, and the fact that the bulk of the service has not been market tested since 1997 or earlier, the Review Team feels that a “mixed economy” approach should be adopted to future service delivery. In certain cases, the Council may opt progressively to market test relevant aspects of the service over the period of the Action Plan, and if so, in every case, the in-house service should be encouraged and assisted to submit a bid. Evidence has been produced during this Review (see particularly Section 5.4.7 of this report) which demonstrates the standards that various branches of the service have achieved, which we believe should be regarded as having earned them the opportunity.

6.3.3.2 At the same time, options should also be explored and encouraged for opportunities for joint commissioning and/or public/public partnership with neighbouring authorities in the delivery of services. These options might be particularly appropriate for more specialised aspects of the service, away from general grounds maintenance, for example:

- A Parks & Countryside Ranger Service
- An arboricultural service
- Management and maintenance of children's playgrounds
- Management and operation of a plant nursery
- Provision of a soft landscaping service

6.3.3.3 The procurement process of market testing (whichever option or options are chosen) will itself require resources to implement and will take time to put in place. It will also have implications for:

- The clients on whose behalf we provide a grounds maintenance service;
- Many other aspects of the Council's organisation (e.g. support services).

6.3.3.4 In the meantime, the service will need to continue to be provided, monitoring of standards and service will continue to be required on behalf of clients and the Grounds Maintenance database will need to be kept up to date so that there is a sound statistical, financial and geographical basis on which the service can be market tested. All of these aspects will need to be fully and properly resourced throughout the procurement process.

7. Conclusions of the Review

7.1 The objectives at the start of this Review were:

- To critically and fundamentally review the service by challenging all aspects;
- To bring forward clearly defined recommendations on future service delivery;
- To put in place a scheduled programme for continuous improvement.

7.2 To achieve those objectives, the Review would need:

- To identify and consult with key stakeholder groups;
- To assess how we compare with other providers in all sectors;
- To assess our competitiveness in terms of both cost and quality;
- To develop a five-year improvement plan that would result in all aspects of the service improving to a standard where they were within the top 25% nationally.

7.3 We can now see how successful we have been in reaching those objectives. We have:

- Identified our key stakeholders.
- Consulted with many of them (but not all) about the service we currently provide.
- Challenged the service we provide and compared it to the “ideal” service
- Compared the quality of our Parks with the current national average, via an independent Auditor (ILAM Services).
- Drawing on the Parks & Green Spaces Strategy, we have obtained an independent view of the landscape quality of our parks, together with recommendations for improvements, changes and developments which will form the framework for individual park management plans for the future.

7.4 Those objectives which we have not yet achieved and which will be priority elements in our Action Plan, include:

- Establishing financial and statistical benchmarking with other providers, both public and private sector, and particularly with the top 25%.
- Carrying out consultation with specific groups in the community to establish their needs.
- Carrying out consultation on grounds maintenance services outside parks.
- The transfer of the management of certain categories of Housing land to open space use.

8. ACTION PLAN

- 8.1 At the direction of TMT a three-year Action Plan has been produced to set out the further work that will need to be done, both to fully complete certain aspects of this report, and to implement its recommendations, once agreed by the Council.
- 8.2 The format of the Action Plan fits in with the Council's Balanced Scorecard approach to service planning and delivery, and also identifies the resources that will be required to undertake and implement the various actions.
- 8.3 The Review Team is anxious to make clear that, whilst it considers that the full implementation of the Action Plan will indeed bring about the recommended improvements to the service, the short-term resource and cost demands will need to be met before long-term benefits will be achieved.
- 8.4 For example, if aspects of the service are to be market tested, then there is a clear need to make sure that the preparation of contract documentation, the short-listing of suitable contractors, and the evaluation of bids is fully and appropriately resourced, including maintaining a strong "client" presence throughout the duration of any subsequent contracts, which will ensure that standards of service delivery to the public are maintained at the desired level.

Similarly, since it is a recommendation that the in-house provider should be encouraged to submit bids during all market-testing exercises, sufficient resources will need to be made available for the preparation and structuring of tender bids, at the same time as the existing service delivery is maintained.

Time and resources must also be found for the important, yet so far unachieved objectives referred to in [Paragraph 7.4](#) above to be properly and thoroughly addressed.

If this Report and Action Plan are accepted on that basis, one of the first tasks will be to put in place the staffing arrangements required to deliver it in accordance with the timetable. It is estimated that work attributable to the Action Plan, which will be over and above day to day operational work necessary to keep services to the public operating, will require the equivalent of 4 full-time posts, at an annual cost in the order of £150,000, including overheads. Resources elsewhere, including perhaps in front-line services.

The present, interim management structure of the Parks & Countryside Section will therefore need to be modified accordingly for the short to medium term.

If the cost of these additional resources is to be met from existing budgets, it follows that an increase in one aspect of the Section's operations will mean a proportionate decrease in

In the long-term, resource requirements will depend, amongst other things, on the options chosen for future service delivery for the various aspects of the service which are chosen over the next three years, and cannot therefore be forecast at this stage.

To demonstrate progress in the principal areas, the service areas of Arboriculture, General Grounds Maintenance (Streetscene Services) and General Grounds Maintenance (Parks and Schools) are scheduled to be dealt first in the Action Plan.

This timetable must give time for the important, yet so far unachieved, objectives referred to in Paragraph 7.4 above to be properly and thoroughly addressed.

- 8.5 It also needs to be recognised that improvements to landscapes and landscape features in parks, something which is identified in the daft Parks & Green Spaces Strategy as being required **and** targeted by 2020, will usually result in generally higher maintenance specifications and costs. Existing parks were often criticised for their drab, uniform and uninspiring appearance of large expanses of short-mown grass, but short grass is very economical to maintain!
- 8.6 Mention is also made of maximising the use of external funding, where available, to bring about improvements and regeneration of parks and open spaces. Examples are quoted of where this has already been done, and the awards and external recognition that has been achieved for individual schemes. But increasingly, external funding agencies and grant-givers are insisting on a commitment from the recipient that they will agree to fund the future maintenance of the improved area, to its improved standard, for an agreed period. This is felt to be an entirely reasonable request, and one which the Council should readily agree to address in return for the initial financial assistance received.
- 8.7 Future delivery of aspects of the overall service.
- 8.7.1 Option appraisals carried out in respect of various aspects of the service were mostly inconclusive, because of the lack of good financial and statistical benchmarking information, which in most cases still remains to be rectified. Nevertheless, over the period of the Action Plan, work has to be programmed to collect good benchmarking information, and to further develop future service delivery options. The following paragraphs summarise the thought processes used to prioritise that work within the three-year Action Plan.

8.7.2 Nursery Service

1. A desirable, rather than essential, service that has contributed to London in Bloom awards, but is one of only a handful remaining in London boroughs.
2. Benchmark with other nurseries, and with alternative methods of service delivery.
3. Discuss with neighbours the potential for joint working.
4. Investigate potential for partnership working with groups and organisations in the community which provide training and employment opportunities for people with special needs.
5. Routine market test; review / improve existing service as part of formulating in house bid.
6. Close down if not offering best value.

8.7.3 Arboricultural Service

1. Essential service; we have trees, so we need the service delivered somehow.
2. Carry out informal partial market testing with local contractors on parcels of routine work, e.g. street tree maintenance. This may indicate the need for review / improvement of existing in house service.
3. Discuss with neighbours the potential for joint working
4. Routine market test
5. Cannot close this service down.

8.7.4 General Grounds Maintenance (Streetscene sector)

1. Agree and implement transfer of housing land issue, and adjust Grounds Maintenance data base accordingly
2. There is a well established market for general grounds maintenance. Housing and highways grounds maintenance has not been market tested since 1996.
3. Establish if **all** Streetscene services are to be market tested as one comprehensive service. If so, Grounds Maintenance (Streetscene sector) could be market tested as part of that.
4. Alternatively, market test as a sub-division of a comprehensive parks & schools grounds maintenance contract.

8.7.5 General Grounds Maintenance (Parks & Schools)

1. Agree and implement transfer of housing land issue, and adjust Grounds Maintenance data base accordingly
2. Review specifications / SLAs with individual schools or with Education Department.
3. Review Parks and Green Spaces Strategy recommendations for parks, and develop initial outline management plans.
4. There is a well-established market for general grounds maintenance. Parks grounds maintenance, and schools have not been market tested since 1997.
5. Using 2 & 3 above, develop contract format and content to market test the service.

8.7.6 Landscaping and Central Services

1. Bulk of work comes from internal clients, so we assume they already market test our prices, or are happy with the quality of service they receive, as much of the work is repeat business.
2. Central Services also provides a small, multi-skilled workforce undertaking a wide variety of small, ad hoc jobs which are difficult to tender or quote for, and are often required at short notice, e.g. fly-tip removal, travellers, fencing, bins, benches and signs.
3. Could market test on a “term contract” / schedule of rates basis, but in-house team requires a guarantee of steady workflow, unless it is allowed to operate outside the authority. Operational difficulty is guaranteeing that we get contractors services at short notice when we really need them.
4. On balance, recommend we informally and periodically check for market competitiveness via market quotes, but aim to retain the service in-house for the flexibility and responsiveness that gives.

8.7.7 Countryside Service

1. Service will be expanding in the future as the Beam Valley is opened up.
2. Service quality is good (Green Flags), there are willing consumers, but it has not been benchmarked financially.
3. Discuss the potential for joint / shared service delivery with London Wildlife Trust, Thames Chase Community Forest, LB Havering etc.
4. Benchmark with similar services
5. Depending on outcome of 3 & 4, either tweak, refine and retain in house, or develop a specification to market test.

8.7.8 Parks Constabulary

1. Seen as essential and the public would certainly like to see the service expanded. – perception of parks as unsafe places.
2. Cannot delegate power of arrest as a means of byelaw enforcement to contractors’ employees
3. Service deserves a BV Review – was to have been part of a corporate security review (Year 1) but that was abandoned.
4. Additional resources are badly needed to come anywhere near to the public’s expectations. If it doesn’t get additional resources, consider abandoning service altogether, or refocus it on to parks alone.
5. If service retained, benchmark (via London Parks and Grounds Maintenance Benchmarking Club or COSPA) and refine or adjust accordingly.

8.7.9 Play Areas and Playground Equipment.

1. Installations and repairs already done by private sector companies.
2. Client / commissioning role is in house, as is routine visual inspections. One post of Playground Ranger, who also has some "non-play" responsibilities.
3. Agree and implement transfer of land / playgrounds / ball courts from Housing, including resources needed for management of service – likely to be **very** significant.
4. Once size of future service demand is established, consider again options for future service delivery.
5. Talk to neighbouring boroughs about potential for co-operation / pooling of resources.
6. Consider possibility of long-term "Term Contractor" arrangement with supply / maintenance company.

8.7.10 Sports Activities and Events.

1. We have a high number of playing pitches
2. Seems logical to link pitch lettings and management with market testing of parks service.
3. Need for major investment in upgrading changing accommodation in early years of Action Plan.
4. Believed income generation opportunities are currently being missed.

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**BEST VALUE REVIEW OF
 PARKS, OPEN SPACES
 AND GROUNDS MAINTENANCE**

BEST VALUE ACTION PLAN

YEAR 1
 2003/04

<p>Keys to abbreviations: Community Priorities</p> <p>PE&CD Promoting equalities and celebrating diversity BELA Better education and learning for all DR&R Developing rights and responsibilities with the local community IHH&SC Improving health, housing and social care CG&S Making Barking and Dagenham cleaner, greener and safer RGP Restoring general pride in the Borough RLE Regenerating the local economy</p>	<p>Lead Officers</p> <p>GM P&C Group Manager, Parks & Countryside GM P&LD Group Manager, Parks & Leisure Development RSM Ranger Services Manager B&O Man. Business & Operations Manager ACLO Asset & Client Liaison Officer</p>
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Improvement Required	Importance	Comm Priority	Key Actions	Quarter	Outputs Demonstrating Progress	Resources	Lead
COMMUNITY FIRST			YEAR 1 - 2003/04				
Reduce barriers to participation & increase levels of satisfaction		PE&CD	Produce Consultation Plan	1	Plan agreed	Existing budget provision	GM P&C
			Commission and implement surveys (4 in total, 1 of each type of park)	2-3	Surveys completed	Engage external survey team (cost dependant on tenders)	GM P&C
			Analyse survey results and develop Management Plans for those parks	4	Action Plans produced	Existing budget provision	GM P&C
Increase usage and community ownership of parks and green spaces		D R R / Comm. Strategy	Produce quarterly Events & Activities Programme	Every quarter	Programme produced – number of events taking place compared to 2002/03	Requires additional Ranger Post (£25k per annum)	RSM
		D R R	Establish 2 Delegated Management Agreements for clubs / user groups	4	Delegated Management Agreements established	Existing budget provision	Club Liaison Officer
		D R R	Establish and support 1 Friends of Park Group		Group established and operating, with support	Subject to additional Ranger post (See above). Assistance from Groundwork Trust	GM P&C RSM
Develop a Park Safe Programme	H	C G&S / Comm. Safety Strategy	Produce a 5 year Parks Safety Programme	4	Parks Safety Programme adopted		GM P&C Parks Constab. Manager RSM
		C G&S	Expand Parks Constabulary Unit		Appoint to <u>new</u> posts resulting in greater patrolling levels	Subject to <u>additional</u> funding for new posts (approx £150k)	Head of Leisure Parks Constab. Manager

PERFORMANCE COUNTS	Provide high quality parks and green space services	H	D R R / Comm. Strategy R G P	YEAR 1 - 2003/04			Charter produced and adopted	Existing budgets	RSM	
				Publish Parks Charter setting service standards						Existing budget provision
				Secure Charter Mark for Ranger Service	3					Existing budget provision
				Secure 3 Green Flag Awards: Suggest Eastbrookend, Newlands and Greatfields	1					Existing budget provision
					2					Depends on pre-application assessment
					3					Flag poles (existing budgets)
				Secure re-certification of QA to ISO9001:2000 for Grounds Maintenance Service	1-2					Dedicated officer(s) time.
					3-4					Existing budget Provision
Benchmarking Parks & Green Space Services			C G&S				Relevant and usable information obtained	Dedicated officer(s) time.	GM P&C Bus & Ops Manager Arb. Officer	
				Focus on arboriculture and General GM (hsg & h'ways)	1-4					Existing budget Provision
				Focus on Nursery Service and Playgrounds	1-4					Dedicated officer(s) time.

Consider future delivery options for aspects of the service	C G&S	Arboriculture – informally market test baskets of work - discuss possible co-operation with neighbours General GM – establish future shape of service with Streetscene - establish intentions re future service delivery of unified service	1-4	Quotations obtained for comparison of prices, some work outsourced for comparison of quality Discussions held and decisions taken on future shape of service	Dedicated officer(s) time.	B&O Manager Arb Officer
Produce SLAs for Client Departments	C G&S	Consult clients on their requirements Produce / agree SLAs	1-2 3	Consultation meetings held SLAs drafted and agreed with clients, budgets in place		ACLOs ACLOs Area Managers
		Set up monitoring systems for future quarterly monitoring	4	Monitoring and feedback systems agreed with clients	Dependent on client needs; costs of monitoring to be recovered from clients	B&O Manager ACLOs
FUNDING THE FUTURE		YEAR 1 - 2003/04				
Bring Grounds Maintenance software, database and mapping up to date	H	Update GM database and digital mapping system with changes		Records up to date; backlog no greater than 1 month.	Dedicated officer(s) time. (ACLOs & Data Clerks)	B&O Manager ACLOs Data Clerks
		Transfer existing digital mapping system to corporate ArcView system		Mapping information accessible as required on ArcView	Possible transfer costs payable to ArcView. Support from Corporate GIS	B&O Manager Data Clerks
		Transfer up to date database and mapping systems to Windows version of CONFIRM		New software purchased and installed, information successfully transferred and operating	£24k software purchase (not budgeted) plus dedicated officer(s) time.	B&O Manager Data Clerks
Transfer of Housing green space to L&ES	H	Establish departmental working group and agree criteria for land classification	1	Group established	Dedicated officer(s) time.	GM P&C

				Set timetable for land transfer programme	1	Timetable adopted		
				Implement land transfer programme from Housing	2 onwards to end of Yr. (1 or 2)	Land transfer programme completed	Budgets for maintenance of transferred land must be in place	GM P&C B&O Manager Area Managers ACLOs
Reshape Parks & Countryside Section to match new shape of service				(Dependent on extent of co-working with Streetscene) Produce Business Plan for restructuring of service	1	Business Plan produced	Possibly engage consultants? (Cost dependant upon tenders)	
				Consultation programme and timetable for implementation	2	Programmes completed	Major support from HR and dedicated Group Manager time.	
				Executive and Assembly approval	3	Restructure approved	Salary costs likely to exceed current interim structure costs (approx. £150k total)	
				Implement restructure	4	Restructure complete	Major support from HR and dedicated Group Manager time for assimilations or recruitment	
Secure funding for refurbishment of Barking Park	M		C G&S / Regen. Strategy Target	Prepare Stage 2 application to Heritage Lottery Fund	4	Stage 2 HLF application successful – funding secured	Draw down from Capital Programme to match external funding	GM P&LD
Complete development of Country Park in Beam Valley	M		C G&S / Regen. Strategy Target	Implement phases 2-4 of Beam Valley Country Park	4	Phases completed to budget and park open	Capital Programme	GM P&LD Beam Valley Dev. Off.
Implement a playground refurbishment programme	M		C G&S / Regen. Strategy Target	Seek funding from NPFA (and others) for equipment at King George V	1	Funding secured		

			Consult with community on ideas	2	Consultation complete	Existing resources (from existing budgets)	
			Implement improvements and installation of equipment	3-4	Improved park re-opens	Draw down from Capital Programme to match external funding	
			Clarify land take for school on Castle Green, liaise with Housing over provision at Goresbrook Village	1	Clarification obtained	Existing resources	
			Consult with community on ideas	2	Consultation complete	Existing resources	
			Implement improvements and installation of equipment	3-4	Equipment installed	Capital Programme	
Woodland Improvement Programme	H	C G&S RGP DRR	Implement programme (LPSA Target L9, or if unsuccessful, Community Strategy Target from Year 3)	2-4	Trees planted / work undertaken in accordance with programme	LPSA funding, or if unsuccessful, Capital Programme from Year 3	Arboricultural Officer
PEOPLE MATTER			YEAR 1 - 2003/04				
Ensure staff are adequately trained to carry out their duties effectively and efficiently.	H	PE&CD BELA	Produce annual training plan for staff	1	Number of training days undertaken; target of 2 days per employee per year	Existing training budgets	All line managers HR support

BEST VALUE REVIEW OF

PARKS, OPEN SPACES

AND GROUNDS MAINTENANCE

BEST VALUE ACTION PLAN

YEAR 2

2004/05

<p>Keys to abbreviations: Community Priorities PE&CD Promoting equalities and celebrating diversity BELA Better education and learning for all DR&R Developing rights and responsibilities with the local community IHH&SC Improving health, housing and social care CG&S Making Barking and Dagenham cleaner, greener and safer RGP Restoring general pride in the Borough RLE Regenerating the local economy</p>	<p>Lead Officers GM P&C Group Manager, Parks & Countryside GM P&LD Group Manager, Parks & Leisure Development RSM Ranger Services Manager B&O Man. Business & Operations Manager ACLO Asset & Client Liaison Officer</p>
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Improvement Required	Importance	Comm Priority	Key Actions	Quarter	Outputs Demonstrating Progress	Resources	Lead
COMMUNITY FIRST			YEAR 2 -2004/05				
Reduce barriers to participation & increase levels of satisfaction			Commission and implement surveys (4 in total, 1 of each type of park)	2-3	Surveys completed	Engage external survey team (cost depending on tenders)	GM P&C
			Analyse survey results and develop Management Plans for those parks	4	Action Plans produced	Existing budget provision	GM P&C
			Implement Year 1 Action Plan of Parks and Green Spaces Strategy	1 – 4	Number of improvements implemented	Improvements will generally increase maintenance costs. Costs unquantifiable until the improvements are identified.	GM P&C
Increase usage and community ownership of parks and green spaces			Produce quarterly Events & Activities Programme	Every quarter	Programme produced – number of events taking place compared to 2002/03	Subject to additional Ranger Post in Year 1	
		D R R	Establish 2 further Delegated Management Agreements for clubs / user groups	4	Delegated Management Agreements established	Existing budget provision	
		D R R	Establish and support 1 further Friends of Park Group		Group established and operating, with support	Subject to additional Ranger post (See above). Assistance from Groundwork Trust	

Park Safe Programme	H	C G S	Implement year 1 of Parks Safety Programme	4	Surveys reveal park users feel safer	Subject to additional Constabulary resources in Year 1	GM P&C Parks Constab. Manager RSM
PERFORMANCE COUNTS			YEAR 2 - 2004/05				
Provide high quality parks and green space services	H	C G S R G P	Secure 3 further Green Flag Awards: (6 in total)	1	Green Flag Working Group established	Existing budget provision	GM P&C
				2	Green Flag applications submitted	Depends on pre-application assessment	RSM, ACLOs, Area Managers
				3	Green Flags awarded	Flag poles (existing budget provision)	
			Certification to ISO14001	1-2	Submit documents for pre-assessment	Dedicated officers time.	B&O Manager + Operational Managers
			Secure certification of QA to ISO14001	3-4	ISO 14001 Certification awarded	Dedicated officers time.	B&O Manager + Operational Managers
Benchmarking Parks & Green spaces services	H	C G S	Focus on General GM (parks & schools) and Parks Constabulary	1-4	Relevant and useable information obtained	Existing budget provision	GM P&C Bus & Ops Manager Parks Constab Manager
Options for service delivery			Implement chosen service delivery options for General GM (housing / highways)	1-4	Subject to decisions on Streetscene	Dedicated officers time.	GM P&C Bus & Ops Manager
Consider future delivery options for aspects of the service			Implement chosen service delivery options for Nursery Service and Playgrounds	1-4	Discussions with neighbours, clients, contractors and in-house team	Dedicated officers time.	GM P&C Bus & Ops Manager Nursery Manager RSM

Develop SLAs for Client Departments	H		Monitor SLAs on behalf of internal customers	1-4	Monitoring undertaken, standards maintained to Client satisfaction	Existing resources	ACLOs
Produce annual Parks & Green Spaces Report	M		Produce annual Parks & Green Spaces Report	4	Report produced, and percentage of projects delivered to programme	Existing resources	GM P&C
Develop local performance indicators			Measure key areas of service: - satisfaction levels - usage levels - Friends Groups - External awards - Inward investment	1-4	Accurate information collected and recorded for use in future service planning		
			Develop future targets for above indicators	3	Targets agreed for 2005/06		
			Develop a performance management framework	4	Framework agreed and in place for 2005/06		
FUNDING THE FUTURE			YEAR 2 - 2004/05				
Keep accurate records of grounds maintenance assets	H		Maintain GM database and digital mapping up to date	1-4	Records updated every month; costs accurately recharged	Dedicated officers time.	ACLOs Data Clerks
Implement Year 2 of Parks & Green Spaces Strategy Action Plan	M		Commission and implement Year 3 of the Park Capital Improvement Programme	1-4	Programme completed and within budget allocation	Capital Programme	Park Development Officer
	M		Implement Year 1 of Barking Park Regeneration Programme	2-4	Programme implemented and within budget allocation	Capital Programme	Park Development Officer
Attract inward investment	H		Prepare grant aid submissions for Park Improvement Programme	1-4	Percentage of inward investment secured for Park Improvement Projects	Existing budget provision	Park Development Officer
Woodland Improvement Programme	H	C G&S RGP DRR	Implement programme (LPSA Target L9, or if unsuccessful, Community Strategy Target from Year 3)	2-4	Trees planted / work undertaken in accordance with programme	LPSA funding, or if unsuccessful, Capital Programme from Year 3	Arboricultural Officer

PEOPLE MATTER			YEAR 2 - 2004/05						
Ensure staff are adequately trained to carry out their duties effectively and efficiently.	H	PE&CD B E L A	Produce annual training plan for staff	1	Number of training days undertaken; target of 2 days per employee per year	Existing training budgets	All line managers HR support		

BEST VALUE REVIEW OF
PARKS, OPEN SPACES
AND GROUNDS MAINTENANCE

BEST VALUE ACTION PLAN

YEAR 3
2005/06

<p>Keys to abbreviations: Community Priorities</p> <p>PE&CD Promoting equalities and celebrating diversity BELA Better education and learning for all DR&R Developing rights and responsibilities with the local community IHH&SC Improving health, housing and social care CG&S Making Barking and Dagenham cleaner, greener and safer RGP Restoring general pride in the Borough RLE Regenerating the local economy</p>	<p>Lead Officers</p> <p>GM P&C Group Manager, Parks & Countryside GM P&LD Group Manager, Parks & Leisure Development RSM Ranger Services Manager B&O Man. Business & Operations Manager ACLO Asset & Client Liaison Officer</p>
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Improvement Required	Importance	Comm Priority	Key Actions	Quarter	Outputs Demonstrating Progress	Resources	Lead
COMMUNITY FIRST			YEAR 3 - 2005/06				
Reduce barriers to participation & increase levels of satisfaction		PECD	Commission and implement surveys (4 in total, 1 of each type of park)	2-3	Surveys completed	Engage external survey team (cost dependant on tenders)	GM P&C
			Analyse survey results and develop Management Plans for those parks	4	Action Plans produced	Existing budget provision	GM P&C
		CG&S RGP	Implement Year 2 Action Plan of Parks and Green Spaces Strategy	1 – 4	Number of improvements implemented	Improvements will generally increase maintenance costs. Cost cannot be quantified until improvements are identified.	GM P&C
Increase usage and community ownership of parks and green spaces			Produce quarterly Events & Activities Programme	Every quarter	Programme produced – number of events taking place compared to 2003/04	Subject to additional Ranger Post in Year 1	
		D R R	Establish 2 further Delegated Management Agreements for clubs / user groups	4	Delegated Management Agreements established	Existing budget provision	
		D R R	Establish and support 1 further Friends of Park Group		Group established and operating, with support	Subject to additional Ranger post (See above). Assistance from Groundwork Trust	

Park Safe Programme	H	CG&S	Implement year 2 of Parks Safety Programme	4	Surveys reveal park users feel safer	Subject to additional Constabulary resources in Year 1	GM P&C Parks Constab. Manager RSM
PERFORMANCE COUNTS			YEAR 3 - 2005/06				
Provide high quality parks and green space services	H	CG&S RGP	Secure 3 further Green Flag Awards: (9 in total)	1	Green Flag Working Group established	Existing budget provision	GM P&C
				2	Green Flag applications submitted	Depends on pre-application assessment	RSM, ACLOs, Area Managers
				3	Green Flags awarded	Flag poles (existing budgets)	
Benchmarking Parks & Green Space Services			Focus on Countryside / Ranger Service and Landscaping / Central Services	1-4	Relevant and usable information obtained to aid decision making	Dedicated officer(s) time	GM P&C Bus & Ops Manager RSM
Consider future delivery options for aspects of the service.			Implement chosen service delivery options for General GM (parks & schools) and Parks Constabulary	1-4	Discussions with neighbours, clients, contractors and in-house team	Dedicated officer(s) time	GM P&C Bus & Ops Manager
Develop SLAs for Client Departments	H		Monitor SLAs on behalf of internal customers	1-4	Monitoring undertaken, standards maintained to Client satisfaction	Existing resources	ACLOs
Produce annual Parks & Green Spaces Report	M		Produce annual Parks & Green Spaces Report	4	Report produced, and percentage of projects delivered to programme	Existing resources	GM P&C
Develop local performance indicators			Measure key areas of service: - satisfaction levels - usage levels - Friends Groups - External awards - Inward investment	1-4	Accurate information collected and recorded for use in future service planning		
			Monitor and manage service to achieve targets set	1-4	Targets achieved or exceeded	Current resources	
			Develop future targets for above indicators	3	Targets agreed for 2006/07	Current resources	

Woodland Improvement Programme	H	C G&S RGP DRR	Implement programme (LPSA Target L9, or if unsuccessful, Community Strategy Target from Year 3)	1-4	Trees planted / work undertaken in accordance with programme	LPSA funding, or if unsuccessful, Capital Programme from Year 3	Arboricultural Officer
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FUNDING THE FUTURE				YEAR 3 - 2005/06								
Keep accurate records of grounds maintenance assets	H			Maintain GM database and digital mapping up to date	1-4		Records updated every month; costs accurately recharged	Dedicated officers time.	ACLOs Data Clerks			
Implement Year 3 of Parks & Green Spaces Strategy Action Plan	M			Commission and implement Year 4 of the Park Capital Improvement Programme	1-4		Programme completed and within budget allocation	Capital Programme	Park Development Officer			
	M	R G P		Implement Year 2 of Barking Park Regeneration Programme	2-4		Programme implemented and within budget allocation	Capital Programme	Park Development Officer			
Attract inward investment	H			Prepare grant aid submissions for Park Improvement Programme	1-4		Percentage of inward investment secured for Park Improvement Projects	Existing budget provision	Park Development Officer			
Woodland Improvement Programme	H	C G&S RGP DRR		Implement programme (LPSA Target L9, or if unsuccessful, Community Strategy Target from Year 3)	1-2		Trees planted / work undertaken in accordance with programme	LPSA funding, or if unsuccessful, Capital Programme from Year 3	Arboricultural Officer			
PEOPLE MATTER				YEAR 3 - 2005/06								
Ensure staff are adequately trained to carry out their duties effectively and efficiently.	H	PE&CD BELA		Produce annual training plan for staff	1		Number of training days undertaken; target of 2 days per employee per year	Existing training budgets	All line managers HR support			

BEST VALUE REVIEW OF
PARKS, OPEN SPACES
AND GROUNDS MAINTENANCE

BEST VALUE ACTION PLAN
ONGOING YEAR 4 and Beyond

2006/07>

<p>Keys to abbreviations: Community Priorities</p> <p>PE&CD Promoting equalities and celebrating diversity BELA Better education and learning for all DR&R Developing rights and responsibilities with the local community IHH&SC Improving health, housing and social care CG&S Making Barking and Dagenham cleaner, greener and safer RGP Restoring general pride in the Borough RLE Regenerating the local economy</p>	<p>Lead Officers</p> <p>GM P&C Group Manager, Parks & Countryside GM P&LD Group Manager, Parks & Leisure Development RSM Ranger Services Manager B&O Man. Business & Operations Manager ACLO Asset & Client Liaison Officer</p>
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Improvement Required	Importance	Comm Priority	Key Actions	Quarter	Outputs Demonstrating Progress	Resources	Lead
COMMUNITY FIRST			YEAR 4 and Beyond - 2006/07>				
Reduce barriers to participation & increase levels of satisfaction		PE&CD	Commission and implement surveys (4 in total, 1 of each type of park)	2-3	Surveys completed	Engage external survey team (cost dependant on tenders)	GM P&C
			Analyse survey results and develop Management Plans for those parks	4	Action Plans produced	Existing budget provision	GM P&C
		C G&S	Implement Year 3 Action Plan of Parks and Green Spaces Strategy	1 – 4	Number of improvements implemented	Improvements will generally increase maintenance costs. Cost cannot be quantified until improvements are identified.	GM P&C
Increase usage and community ownership of parks and green spaces			Produce quarterly Events & Activities Programme	Every quarter	Programme produced – number of events taking place compared to 2004/05	Subject to additional Ranger Post in Year 1	
		D R R	Establish 2 further Delegated Management Agreements for clubs / user groups	4	Delegated Management Agreements established	Existing budget provision	
		D R R	Establish and support 1 further Friends of Park Group		Group established and operating, with support	Subject to additional Ranger post (See above). Assistance from Groundwork Trust	

Park Safe Programme	H	C G&S	Implement year 3 of Parks Safety Programme	4	Surveys reveal park users feel safer	Subject to additional Constabulary resources in Year 1	GM P&C Parks Constab. Manager RSM
PERFORMANCE COUNTS			YEAR 4 and Beyond - 2006/07 >				
Provide high quality parks and green space services	H	C G&S R G P	Secure 3 further Green Flag Awards: (12 in total)	1	Green Flag Working Group established	Existing budget provision	GM P&C
				2	Green Flag applications submitted	Depends on pre-application assessment	RSM, ACLOs, Area Managers
				3	Green Flags awarded	Flag poles (from existing budget)	
Consider future delivery options for aspects of the service			Implement chosen service delivery options for Countryside / Ranger Services and Landscaping / Central Services	1-4	Discussions with neighbours, clients, contractors and in-house team	Dedicated officer(s) time	GM P&C Bus & Ops Manager RSM (Year 4 only)
Develop SLAs for Client Departments	H		Monitor SLAs on behalf of internal customers	1-4	Monitoring undertaken, standards maintained to Client satisfaction	Existing resources	ACLOs
Produce annual Parks & Green Spaces Report	M		Produce annual Parks & Green Spaces Report	4	Report produced, and percentage of projects delivered to programme	Existing resources	GM P&C
Develop local performance indicators			Measure key areas of service: - satisfaction levels - usage levels - Friends Groups - External awards - Inward investment	1-4	Accurate information collected and recorded for use in future service planning		
			Monitor and manage service to achieve targets set	1-4	Targets achieved or exceeded	Current resources	
			Develop future targets for above indicators	3	Targets agreed for 2007/08	Current resources	
Charter Mark for Ranger Service	H	R G P	Resubmit application for Charter Mark		Application successful	Current resources	RSM (Year 4 only)

FUNDING THE FUTURE			YEAR 4 and Beyond - 2006/07 >							
Keep accurate records of grounds maintenance assets	H		Maintain GM database and digital mapping up to date	1-4		Records updated every month; costs accurately recharged	Dedicated officers time.	ACLOs Data Clerks		
Implement Year 4 of Parks & Green Spaces Strategy Action Plan	M	R G P	Commission and implement Year 5 of the Park Capital Improvement Programme	1-4		Programme completed and within budget allocation	Capital Programme	Park Development Officer		
	M	R G P	Implement Year 3 of Barking Park Regeneration Programme	2-4		Programme implemented and within budget allocation	Capital Programme	Park Development Officer		
Attract inward investment	H		Prepare grant aid submissions for Park Improvement Programme	1-4		Percentage of inward investment secured for Park Improvement Projects	Existing budget provision	Park Development Officer		
PEOPLE MATTER			YEAR 4 and Beyond - 2006/07 >							
Ensure staff are adequately trained to carry out their duties effectively and efficiently.	H	PE&CD BELA	Produce annual training plan for staff	1		Number of training days undertaken; target of 2 days per employee per year	Existing training budgets	All line managers HR support		
Investors In People (IIP) Accreditation	H		Submit application for renewal of IIP	3-4		IIP accreditation gained	Existing resources	GM P&C (Year 4 only)		

END

THE EXECUTIVE**15 APRIL 2003****REPORT OF DIRECTOR OF HOUSING & HEALTH**

THE CREATION OF A NEIGHBOURHOOD CARETAKING SERVICE FOR THE COUNCIL'S FLATTED ESTATES	FOR DECISION	
<i>This report sets out proposals for a comprehensive estate cleaning and caretaking service for the Borough.</i>		
<u>Summary</u>		
This report seeks Executive Authority to establish a new Neighbourhood Caretaking Service to service all the Council's flatted estates; the redeployment of existing staff, the recruitment of new staff and the acquisition of new equipment for the service.		
The key features are:		
<ul style="list-style-type: none"> • Comprehensive integrated cleaning on all estates • A single seamless service in Housing and Health monitored and accountable to the Community Housing Partnerships • Significant new investment in staff, training and equipment • Funded from existing budgets • Career opportunities for staff and eventual harmonisation of terms and conditions. 		
<u>Recommendation</u>		
The Executive is asked to agree that:		
<ol style="list-style-type: none"> 1. The Director of Housing & Health establish the new Neighbourhood Caretaking Service to enable the phased roll-out of the service across the Borough this year. 2. The Director of Housing and Health implements the new service through the assimilation of existing staff and recruitment of new staff (as outlined in 2.4) and the purchase of new equipment. 		
<u>Reason</u>		
To help ensure a comprehensive, high quality and consistent caretaking service for all flatted estates across the Borough.		
Contact: Jim Ripley	Head of Landlord Services	Tel: 020 8227 2827 Fax: 020 8227 2846 Minicom: 020 8227 5755 E-mail: jim.ripley@lbbd.gov.uk

1. Introduction

1.1 Introduction

The Council is committed to making the Borough Cleaner, Greener and Safer and a key part of achieving this objective is to provide a comprehensive and seamless service to enhance the estate cleaning and caretaking service that is provided to some of the Council's flatted estates. At present, only the high rise (tower blocks), some low to medium rise blocks and some estates have these services.

Two previous reports have been submitted to the Executive on the future of the caretaking service on 17 September and 17 December 2002.

In addition, the Cleaning Review Steering Group has been meeting regularly since October 2002 to drive forward the introduction of a comprehensive cleaning service. The Group has been actively involved at all stages in the development of the proposals set out in this report. A list of the current members of the Group is at Appendix 1 to this report.

1.2 The Current Service

The current services are delivered by both DLES and H& H as set out below:

DLES

- 3 Operation Clean Sweep Teams (100%);
- Inputs (of between 5 – 80% of the time) from 18 manual sweepers and a Lit Vac operator; and
- Inputs from two (3 Full Time Equivalents) East and West Teams (amounting to 28% of the time available).

H & H

- 40 'caretaking' posts¹;
- The graffiti removal team; and
- Temporary agency/contract staff on specific cleaning initiatives on some estates.

Whilst, good co-operation and planning between the two Directorates is attempted the services delivered are often not seamless and fully integrated. There is recognition that the scale of the service required additional resources over and above that currently available. The Council's refuse collection service and the street cleansing teams, working both on estates and the immediate area, complement the inputs of these staff.

The service delivered at present is variable in quality and only available to residents in some of the blocks of flats (mainly the Tower Blocks and some medium rise blocks). The service standards are set in terms of fairly rigid inputs and work procedures that whilst undertaken often do not result in the outcomes residents and the Council wish to see.

¹ Includes residential and non-residential caretakers and mobile porters.

The provision of residential caretakers in high-rise blocks across the Borough is largely valued by the residents of those blocks in terms of the cleaning service and the additional security and out of hours service that is provided.

Comparisons of the costs of the services provided currently to the blocks receiving the service with other London Boroughs reveals that the service is relatively expensive per dwelling.

1.3 Overall aims and objectives

The overall aims and objectives for the proposed new service are to:

- Create a new service team focused entirely on the delivery of the caretaking service headed up by a manager with proven expertise, experience and competencies;
- Deliver an integrated and consistent high quality caretaking service for all the flatted estates in each of the six Community Housing Partnership areas; and,
- Create multi-skilled and multi-tasking caretaking teams for each Community Housing Partnership Area supported by appropriate investment in new equipment and training.

1.4 Potential benefits for residents

At present only some residents (mainly in high rise blocks) receive a caretaking and cleaning service. The proposed service will enable the Council to deploy more staff to deliver a consistent and high quality service. The residents of all flats that have communal entrances and external areas on estates will all receive the new service.

The service standards will be enforceable by the Community Housing Partnership Boards through the supervisory and management structure of the new service. The standards will be determined by an output and outcome based specification and associated performance indicators. The outcomes will be defined pictorially and the outcome will either pass or fail.

The Council will develop in consultation with service users a core service for all CHPs. Thereafter, there will be the opportunity for each CHP to tailor services for local circumstances subject to the core standard always being maintained and the availability of financial resources.

The current borough-wide graffiti removal team will be re-equipped and enhanced by the introduction of a Borough-wide 'Deep Cleaning Team' who will undertake an annual programme of cleaning.

1.5 Potential benefits for staff

Caretaking staff will all be part of structured multi-skilled and multi-tasking teams. They will be focused on the delivery of services for one CHP and will be supported by the Borough-wide graffiti removal and deep cleaning teams. For the first year of the service an additional temporary deep cleaning team will help catch up with the backlog of the cleaning.

1.6 Training

The new service and structure will, for the first time, enable career development and will introduce formal vocational training for a number of trainee caretakers.

At present discussions are underway with the Department of Education, Arts & Libraries to determine whether school students selected for the Flexi Learning Programme could benefit from the opportunity to be included in a training programme within the Neighbourhood Caretaking Service.

In addition, contact is being made with PATH to ascertain whether a PATH Trainee could be employed to work on the development of the service standards and the implementation of the Service.

2. **Proposals**

2.1 A community focused service

It is inherent in these proposals that that the new service should enable locally focused and delivered services to be provided to the flatted estates in each CHP area. However, mindful of the Council's duty to ensure Best Value and genuine value for money the proposed new service has been devised to maximise the availability of operational staff and keep overheads to a minimum. Three Area Teams will be created each with two CHP based teams (See section 2.2 below).

The number of caretakers required to deliver the service has been calculated proportionate to the numbers of flats and maisonettes on flatted estates in each CHP area and on the basis that each caretaker would be responsible for about 150 flatted units. This will for most residential caretakers represent an increase in the number of units and blocks for which they are responsible. The ratio of caretakers to flatted units has been drawn up in the light of the experience of other London housing authorities with similar housing estates and locations.

The existing residential caretakers will remain residential and all other staff will be non-residential. The retention of this residential status has been budgeted for within the allowance for other costs.

2.2 Organisational structure

The proposed organisational structure for the service is set out overleaf. The Manager of the Service will report directly to the Head of Landlord Services and will be accountable for the delivery of the service to each Community Housing Partnership Board.

The Barking Area (CHPs 2 & 4) will also have an Area Manager due to the scale of the operation in that area. All the teams will have working Team Leaders and Supervisors to provide day-to-day management, make deployment decisions and provide a client and quality assurance role. The client and quality assurance role will be exercised in partnership with a Borough-wide Customer Panel and with local residents' representatives for each CHP area.



Key to the successful introduction and ongoing delivery of this service will be the recruitment of an experienced Manager with the appropriate skills and competencies. The Manager will be required to:

- Help shape the structure of the service;
- Ensure that the staffing complement is maintained;
- Service standards continue to reflect both the Council’s priorities and those of local residents;
- Be accountable to each of the CHPs for the performance of the service.

To that end it is proposed to advertise both externally and internally to attract the right person for the job.

The introduction of a formalised training programme for the service, in line with the Council’s commitment to the ‘Learning Revolution’ will require the creation of a post with responsibility for training. This post-holder will also be responsible for Health & Safety assessments to ensure that all staff work safely.

Further details are at Appendix 2 to this report.

2.3 Recruitment to New Service

It is proposed that recruitment to the new service is as follows:

2.3.1 The Director of Housing and Health recruits a Neighbourhood Caretaking Manager following internal and external advertisements.

2.3.2 Implementation of the new structure, through which the position of individual staff members in DLES and HH will be determined, in 2 phases:

- (a) Assimilation of staff to posts in the new structure which replace posts deleted in the old structure; in accordance with the Councils established redeployment procedures; and,
- (b) Restricted (or limited) recruitment to other posts in the structure including ring-fenced interviews where appropriate. It is suggested that subject to consultation with the trade unions, any agency/temporary staff who have been in post for over 1 year should be interviewed against a set of competency criteria, and if successful assimilated into the appropriate new posts.

2.3.3 The recruitment of additional staff to ensure that the staffing complement of each Team is met prior to each Team's roll out date.

2.3.4 There are some differences between the pay and conditions for those employed by DLES and HH and as negotiations progress we aim to achieve harmonisation.

2.4 Consultation

Extensive information and consultation programmes are being implemented for both residents and staff.

Resident Consultation includes:

- Reports and presentations to each CHP in the period from 13 May until 16 June.
- Presentations to each Community Forum in the period from 10 March until 19 May.
- The inclusion of a special insert for all tenants and leaseholders in the 'Citizen' inviting feedback on the initial proposals.
- Creation of a Customer Panel (during April) largely recruited from tenants and leaseholders who live on flatted estates. The Panel, comprising some 20 representatives will be instrumental in shaping the service standards and the monitoring of the service once it is operational.

Staff consultation includes:

- A series of meetings with Housing & Health operational staff and Trades Union representatives in late 2002 and early 2003.
- A series of four staff briefing and consultation meetings held on 24 and 25 March 2003. All directly affected staff from both DLES and H & H were invited to attend these sessions held at the Civic Centre and the Town Hall.
- Articles planned for 'People Matters' in April and June 2003.

3. **Financial Implications**

3.1 The zero based budget for the new service has been drawn up on the basis of spot salaries that are indicative and are subject to the introduction of new job descriptions and formal evaluation of all posts into the appropriate salary grades.

3.2 The overall available funding for the new service has been drawn together from a number of budget headings within the HRA. These original budgets cover:

- Sums charged to the HRA by DLES for general housing areas and Operation Clean Sweep.
- Landlord Services original caretaking and mobile porter services.
- The Caretaking Supervisors within Landlord Services.
- The Graffiti Removal Team within H & H.
- Other HRA money.

These budgets have been identified and agreed in consultation with the Finance Sections of both Housing & Health and Leisure and Environmental Services.

The indicative total available budgets are set out the table overleaf:

CARETAKING SERVICE		2002/3 BUDGET
CARETAKING		£815,880
MOBILE-BARKING	£1,860	
-BECONTREE	£37,360	
-DAGENHAM	£85,630	
		£124,850
OPERATION CLEAN SWEEP		£260,000
	Other	£495,200
		£495,200
	sub-total	£1,695,930
CARETAKING SUPERVISORS		£59,150
OTHER HRA MONEY		£250,000
	TOTAL	£2,005,080

Appendix 3 to this report sets out the apportionment of the available budget between the six CHPs on the basis of the numbers of flats. This is the same methodology as that used for the apportionment of £1 million of the Major Repairs Allowance for the Community Safety Initiative in September 2002.

A sum equivalent to 10% of the overall budget for Year 1 of the service (£200,508) has been identified and ring-fenced for:

- The acquisition (either through leasing or outright acquisition)² of new much needed equipment and the associated training of staff;
- Development of the Service's quality assurance plan with the associated performance standards and the pictorial references;
- Training and support for the Customer Panel;
- The ongoing provision of supplies and materials; and,
- Making available and upgrading existing local operational bases for staff on estates.

² It is anticipated that the new vehicle based equipment for the Deep Cleaning Team will incur leasing charges of £700 per month for a five year leasing period. In addition, a number of portable steam cleaning machines with generators will be acquired. These costs can be met from the equipment budget.

This sum will

A sum of just over £130,000 has been set aside within the new zero based budget to cover any other costs associated with the introduction and implementation of the service including residential caretakers rent and heating costs, staffing costs associated with assimilation of staff into the new service and any payments to staffing agencies.

3.3 Potential impact on the HRA

The anticipated costs for the new service can be met from existing budgets within the HRA.

3.4 Potential impact on the General Fund

All the services to be provided by the Neighbourhood Caretaking Service are Landlord Functions and there are no anticipated charges to the General Fund.

4. **Implementation Timetable**

Subject to the agreement of the Executive and the timely recruitment of the Manager for the Service it is planned to rollout the service across the Borough before December 2003.

This programme will enable service refinements and lessons to be learnt from the first phase of implementation and the inputs from residents including the Customer Panel on the service standards to fine-tune the service during the year.

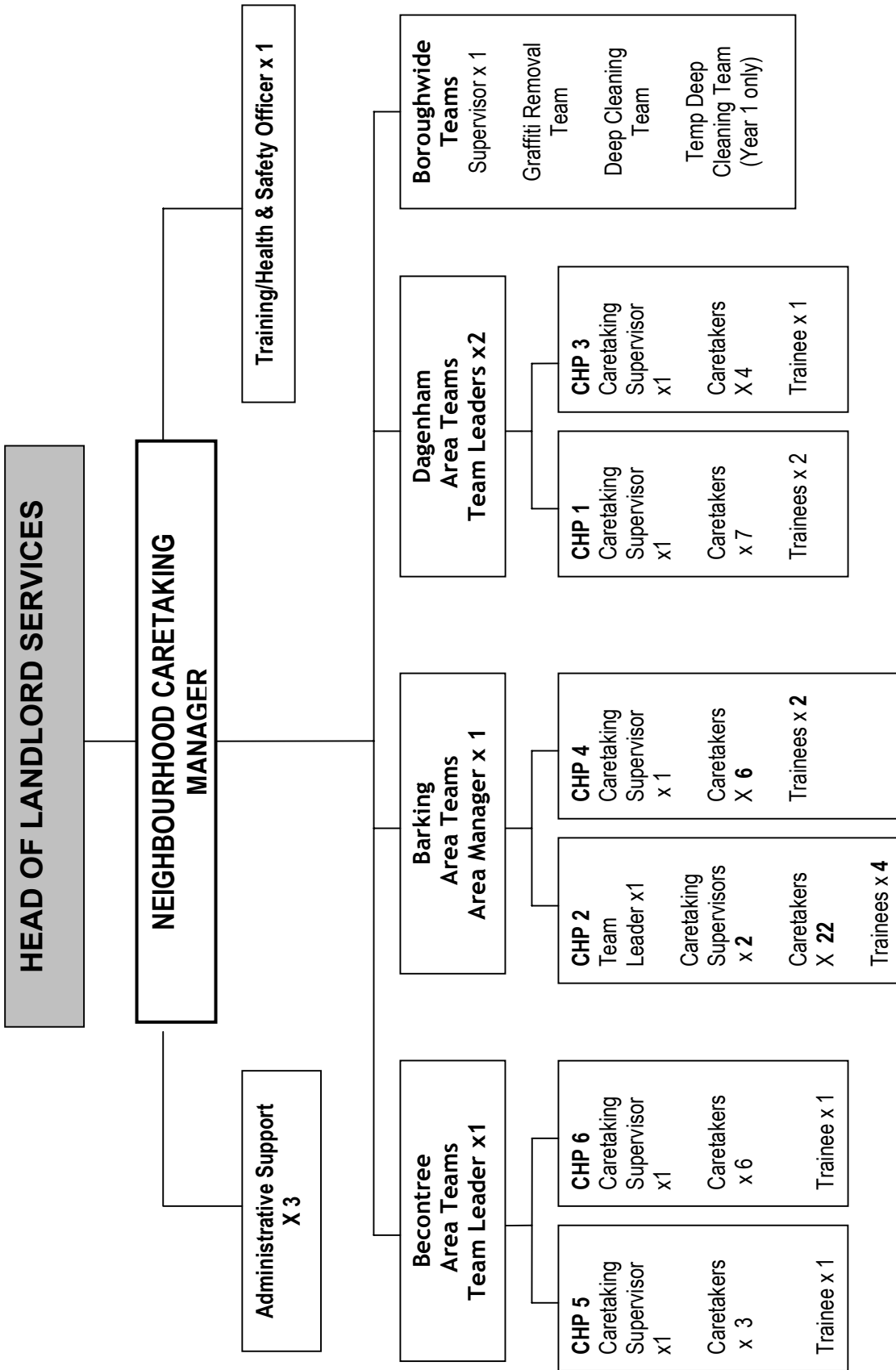
2 x Tenants Federation Representatives
4 Councillors
2 x Community Housing Managers - HH
Apex Union
Employee Relations Advisor - CE
GMB Union
Group Manager for Transport and Waste - DLES
Head of Environmental Services - DLES
Head of Housing Customer Services - HH
Head of Housing Services - HH
Head of Landlord Services - HH
Head of Strategy and Review - DLES
Manager Operations Waste Service - DLES
Policy Officer - HH
Principal Solicitor for Legal and Property - CE
Procurement Officer - CE
T&GW Union
Unison Union

INDICATIVE ZERO BASED BUDGET FOR THE NEW SERVICE

	Indicative Salary	Notional Operatives	Proposed Operatives	Flatted Units per CHP	Operatives /flats
Dagenham Area (CHPs 1 & 3)	£353,696				
2 x CHP Team Leader	£25,000				
2 x CHP Caretaking Supervisors	£21,500				
Caretakers (Residential) x 7	£17,000				
Caretakers x 4	£17,000				
Trainees x 3	£11,000				
Admin Support x 1	£16,000				
sub-total	£313,000				
Direct Salary Oncosts 16%	£50,080				
DAGENHAM AREA TOTAL STAFFING BUDGET	£363,080	13	18	2663	148
Difference Budget and Costs	-£9,384				
Borough-wide Teams					
Supervisor	21,500				
Graffiti Removal (x 2 Operatives)	£17,000				
Deep Cleaning (x 3 Operatives)	£17,000				
Year 1 Backlog Deep Cleaning Team (x 3 Operatives)	£17,000		3		
sub-total	£157,500				
Direct Salary Oncosts 16%	£25,200				
BOROUGH-WIDE TEAMS TOTAL STAFFING BUDGET	£182,700	n/a	6	n/a	n/a
Total Service Staffing Budget	£1,670,400				
Materials/Equipment/Accommodation	£200,508				
Total Costs	£1,870,908				
TOTAL POTENTIAL BUDGET	£2,005,080	54	80	Staff for Year One	
DIFFERENCE	£134,172				
Allowance for other costs	£134,172				

APPORTIONMENT OF THE BUDGETS

REVISION 5 18.03.03																			
200 units per operative, DLES budgets revised																			
ORIGINAL CARETAKING BUDGET																			£1,695,930
CARETAKING SUPERVISOR STAFF																			£59,150
NEW HRA MONEY																			£250,000
TOTAL																			£2,005,080
Materials etc % of Total Budget							10%												£200,508
STAFFING BUDGET																			£1,804,572
BARKING																			
AREA FORUM /CHP 2	329	1,757	1,890	836	4,812	-	836	200	5,848										£630,517
AREA FORUM /CHP 4	430	465	138	72	1,105	19	2,212	66	3,402										£532,349
TOTAL	759	2,222	2,028	908	5,917	19	3,048	266	9,250	30									£1,162,866
BECONTREE																			
AREA FORUM /CHP 5	568	181	-	20	769	-	2,956	65	3,021										£105,026
AREA FORUM /CHP 6	281	691	311	127	1,410	10	2,070	48	2,128										£182,984
TOTAL	849	872	311	147	2,179	10	5,026	113	5,149	11									£288,010
DAGENHAM																			
AREA FORUM/CHP 1	403	593	457	256	1,709	89	2,088	102	3,988										£227,376
AREA FORUM/CHP 3	155	602	93	104	954	66	402	47	1,469										£126,320
TOTAL	558	1,195	550	360	2,663	155	2,490	149	5,457	13									£353,696
BOROUGH TOTAL	2,166	4,289	2,889	1,415	10,759	184	10,564	528	22,035	54									£1,804,572



Please note that the numbers of staff for each CHP area are provisional

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THE EXECUTIVE**15 APRIL 2003****REPORT OF THE DIRECTOR OF HOUSING AND HEALTH**

PARKING CONTROL ON COUNCIL HOUSING ESTATES	FOR DECISION	
<p><i>This report seeks Executive approval on the principle of introducing parking control on housing estates by the use of a permit system and wheel clamping subject to residents consultation.</i></p>		
<p><u>Summary</u></p>		
<p>This report sets out why car parking on council estates is a problem and outlines a method of control. The report points out that some estates are partly or wholly served by adopted highways and parking control for adopted roads must conform to the rules for Controlled Parking Zones (CPZ). The report recommends that permits for housing estates are the same as for CPZs and outlines a suggested method of consulting with residents before any new scheme is implemented.</p>		
<p><u>Recommendations</u></p>		
<p>The Executive is asked to agree:</p>		
<ol style="list-style-type: none"> 1. The proposed consultation process as outlined in Appendix 1; 2. The proposed rules for wheel clamping as outlined in Appendix 2; 3. That this report be circulated to the Community Forums and Community Housing Partnerships for information; 4. That the charges for estate parking control areas are the same as in CPZs, as set out in paragraph 3.4; 5. The appointment of a contractor using the process outlined in paragraph 6; and 6. That surplus revenues be made available to the relevant Community Housing partnerships to decide on how to spend. 		
<p><u>Reason</u></p>		
<p>To allow the Council to respond to resident's demands to introduce parking control on Council housing estates. No scheme will be introduced without resident consultation as outlined in Appendix 1.</p>		
<p>Contact: Jim Ripley</p>	<p>Head of Housing Landlord Services</p>	<p>Tel: 020 8227 3738 Fax: 020 8227 5705 Minicom: 020 8227 5755 E-mail: jim.ripley@lbbd.gov.uk</p>

1. Background

- 1.1 Many Council estates are subject to parking by non-residents who are shopping in town centres (particularly Barking) or commuting from nearby stations. This results in less parking for the residents and their visitors. Controlled Parking Zones are effective in dealing with parking on the public highway around stations and shopping centres. Controlled access schemes such as the gated access to Whiting Avenue estate have been vandalised beyond repair. Many residents have complained about the situation and some have tried to ask illicit parkers to move and been subjected to threats.
- 1.2 The congestion charge may make the situation worse, as commuters look to park their cars for free, near underground and train stations.
- 1.3 Town Centre car parks are well used and raise substantial income. However those wishing not to pay these charges may chose to park in housing areas, as ample free parking is available on adjacent Council estates.
- 1.4 There are no effective controls against antisocial parking on housing estates. Emergency access points are continually blocked and the access roads to bin areas are frequently parked on, leading to missed refuse collections.

2. Why Wheel Clamping?

- 2.1 The introduction of wheel clamping on housing estate car parks areas and access roads will enable the Council to introduce schemes on estates where residents want them and thereby respond to their demands.
- 2.2 The issuing of annual permits to residents will allow us to ensure that all resident's cars are properly taxed and insured. It will also enable us to check that the applicants for permits are either the genuine tenants or leaseholder, or are authorised occupants.
- 2.3 Wheel clamping will provide an effective deterrent to illicit parking by those without permits. Through the designation and clear marking of 'no parking' areas (such as around bin areas and emergency access points), clamping schemes will enable effective parking control.
- 2.4 The proposed wheel clamping scheme will be self-financing.
- 2.5 Proper parking control on housing estates should result in greater use of Council car parks and therefore more income to the Council
- 2.6 Enforcement of parking control on housing areas and access roads will be the responsibility of an approved contractor minimising any risk to Council employees.
- 2.7 Haringey Council introduced a similar wheel clamping scheme to our proposed one last April, and have found it to be highly popular with residents.

3. Controlled Parking Zones (CPZs)

- 3.1 The Council already has several CPZs on designated highways. Any adopted roads on estates could NOT be subject to this wheel clamping scheme but would need to have CPZ restrictions introduced in tandem with this scheme as some estates have had all or part of their roads adopted.
- 3.2 Should an estate such as Gascoigne want to introduce effective parking control, and it has some estate roads and adopted roads, it would have to introduce concurrently wheel clamping and a CPZ. Although there would be the 2 schemes operating together there would in effect be 1 zone including both. Therefore a residents permit would have to be valid for both schemes in the zone.
- 3.3 It therefore follows that the same charges for residents and visitors would have to apply between any estate wheel clamping zone and the CPZ.
- 3.4 Parking charges for CPZ areas are currently under review. Current charges are set out below:

Residents Parking Permits: £17.00 each per year for the first 2 vehicles and £21.20 each per additional vehicle at the same address.

Visitors Parking Permits: £3.20 per card. There are 10 visits per card.

Each visit covers 4 and a half hours.

It is proposed that tenants should be given the option of paying the permit fees as part of their weekly rent. We are currently looking into the feasibility of this.

4. Administration

- 4.1 The scheme would be administered by the Community Housing Team in conjunction with the Department of Leisure and Environmental Services (DLES) Parking Services to provide a seamless service to residents.
- 4.2 The Council will endeavour to procure a wheel clamping contract which is not only self-financing, cut could depending on use, potentially result in a small income. Should that happen it is proposed that the money is ring fenced for environmental improvements in the relevant Community Housing Partnership.
- 4.3 It is proposed that revenues (minus administrative charges to DLES and the Department of Housing and Health (DHH)) from the issuing of permits on this scheme will be divided on a pro rata basis between DHH and DLES in relation to the proportion of parking spaces on Housing land and public highways.

5. Consultation

- 5.1 Consultation on any new scheme would be led by the Community Housing Team (CHT) with assistance from DLES (Parking Services). Where the estate has adopted roads, consultation would be joint between the CHT and DLES (Parking Control).

- 5.2 The consultation process is outlined as Appendix 1.
- 5.3 The rules of the scheme are attached as Appendix 2.
- 5.4 Penalty charges for illicit parking in wheel clamping zone (we are proposing the same charges as are in force at Haringey):

De-clamping £80

Tow away (only possible should be suitable pound to located) £150.

Penalties in CPZs would remain unchanged as they are fixed by legislation.

6. Appointment of Contractor

- 6.1 The Council will invite tenders from contractors for a wheel clamping and vehicle removal scheme that is self-financing and includes provisions for profit share. The tenders will be evaluated by a panel including:

Head of Landlord Services

Councillors

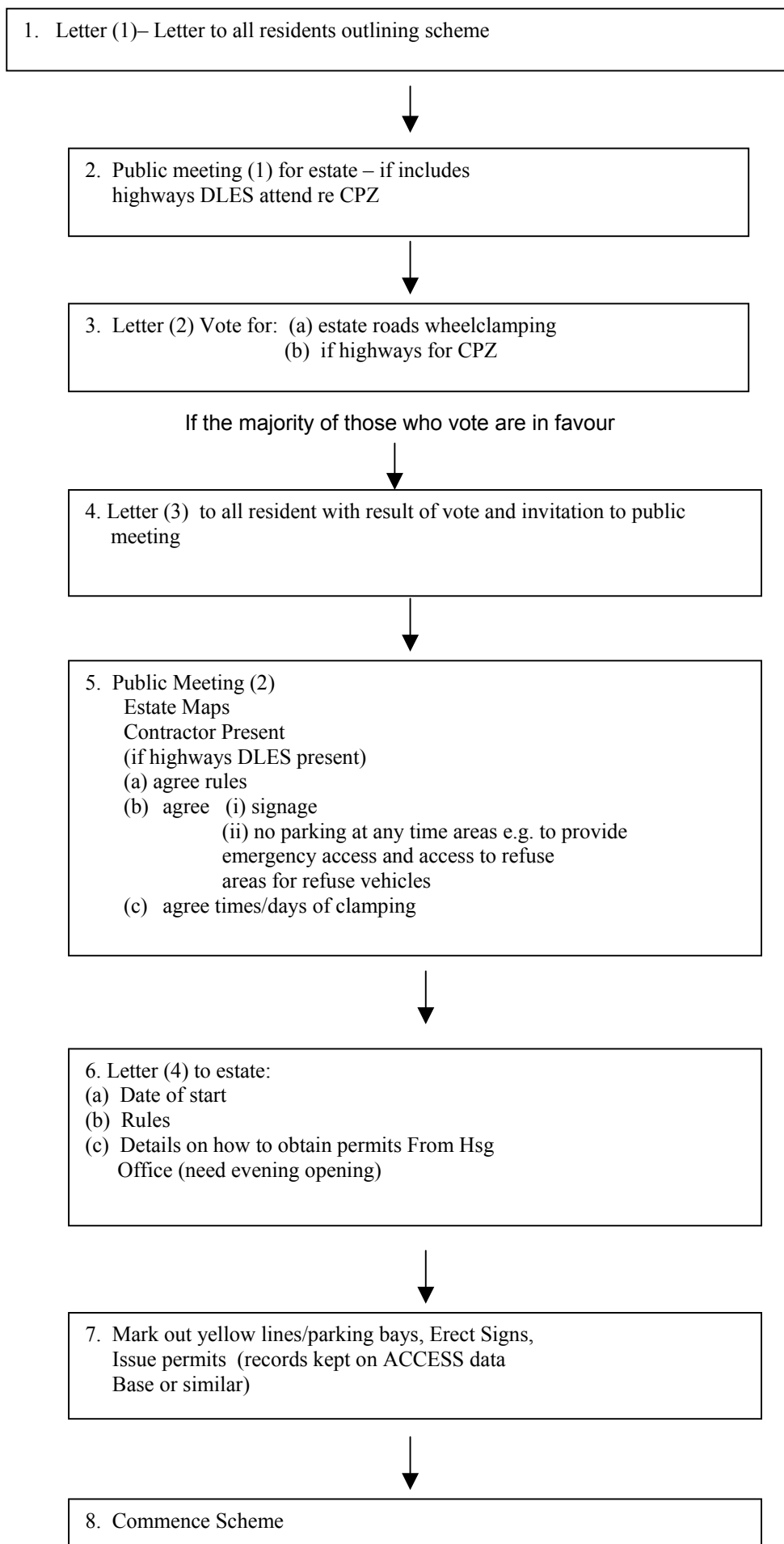
DLES

Representative/s from Tenants Federation/CHPs

The following Background Papers were used in the preparation of this report:

British Parking Association Draft Code of Practice for clamping vehicles on private land.

CONSULTATION PROCESS – BY ESTATE



RULES FOR WHEELCLAMPING SCHEME

	Recommendation	Decision
1. Charges	Same as CPZ	Exec
2. Times of scheme	Days (Mon-Fri or Mon-Sat or 7 days)	Estate Meeting (2)
3. Permits	i) Issued annually by Housing Office	Exec
	ii) No limit on number	Exec
	(iii) Only issued on production of valid log book and current tax and insurance	Exec
4. Business Permits	Issued free to bona fide contractors and staff/Members. No permit necessary for vehicles with Council livery.	Exec
5. Whole Borough	introduced on estate after consultation process	Estate Meeting (2)
6. Appeals	First appeal to CHM Second appeal to HoS Third appeal to DoH	Exec
7. Parking /No Parking Areas	Estate Consultation Process	Estate Meeting (2)
8. Disabled	Exemptions for charges	Exec

THE EXECUTIVE**8 APRIL 2003****REPORT OF THE DIRECTOR OF HOUSING & HEALTH**

PRIVATE SECTOR HOUSING STRATEGY - REPORT FOLLOWING CONSULTATION	FOR DECISION
<p><i>From July 2003, the Council's power to provide financial assistance towards the repair of privately owned properties will be subject to its having formally approved and published its policies and criteria for providing such assistance. The proposed policies and criteria are set out in the revised Private Sector Housing Strategy, which accompanies this report.</i></p> <p><u>Summary</u></p> <p>This report informs the Executive of the outcome of the public consultation on the Private Sector Housing Strategy, which was agreed by the Executive, in draft form, on 17 December 2002.</p> <p>The draft strategy has been extensively publicised and copies have been provided to those requesting them. A number of comments have been received, mainly from agencies and property professionals and a number of meetings have been held. There has been considerable support, and very little criticism of, the overall strategy. The comments received have been helpful and some changes are proposed, as a result.</p> <p>The most significant changes, from the draft proposals, are that</p> <ul style="list-style-type: none"> i) A 'safety net' grant be introduced for some home owners aged under 60 where property conditions are detrimental to health and safety ii) Most types of grant be repayable on the sale of the property, as detailed in the Strategy iii) The proposal to provide HMO grants and mortgage guarantees be withdrawn iv) The proposed assistance with mortgage arrangement fees, in Home Improvement Zones, be replaced by an equivalent Improvement Grant <p>Other detailed changes have been made to the Strategy document, most of which are aimed at updating, clarifying and shortening the document. A copy of the proposed final strategy is supplied with the Agenda.</p> <p><u>Recommendation</u></p> <p>The Executive is asked to note the comments received on the draft Strategy and the officers' responses and to approve the publication of the Strategy, as amended.</p> <p><u>Reason</u></p> <p>The Private Sector Strategy describes the way in which the Council will progress its strategic objective of giving all residents the opportunity to live in a home meeting the Government's 'decent homes' standard. From July 2003, the Council's power to give grants and other assistance towards home improvement will be dependent on its having agreed and published its policy.</p>	

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1. **Background**

- 1.1 From July 2003 onwards, the Council's legal powers to provide grants and other forms of assistance towards private sector housing repair and improvement will be dependent on its having agreed and published its grant policies. The Private Sector Housing Strategy meets this requirement but also addresses the Council's overall strategic objective which is that, by 2010, all residents should have the opportunity to live in a property which meets the Government's 'decent homes' standard.
- 1.2 On December 17, 2002, the Executive agreed the draft Private Sector Housing Strategy, as the basis for public consultation. This report describes the consultation which has taken place, reports the main comments received and proposes a number changes to the strategy.

2. **The Consultation process**

- 2.1 Consultation has been wide-ranging and has been undertaken as set out in the following table

CONSULTEES		CONSULTATION METHOD
1.	Borough residents	Article in the February edition of the Citizen
2.	Mortgage lenders	Letter to 8 major mortgage lenders
3	Estate Agents	Letter to 28 Estate Agents and follow-up meetings
4	Landlords	Letter to 77 landlords registered for the Landlord's Forum
5	Older residents	Correspondence and meetings with Age Concern
6	Disabled residents	Letter to 4 organisations representing disabled people
7	Grant recipients	Letter to 55 residents who received grants in 2002

The issues raised by consultees are set out below

3. **Equity Release**

- 3.1 The strategy proposes, in line with Government policy, that older people be encouraged to fund repairs to their properties through equity release, where they can afford to do so. The Council has joined the London-wide 'HouseProud' Equity release scheme which provides a guarantee against re-possession in the event of failure to maintain payments.
- 3.2 While Age Concern, nationally, supports HouseProud, Barking and Dagenham Age Concern have expressed their concern that equity release may not be in the interests of their clients. Their concerns, and officers' comments are as follows:-

Age Concern reservations about Equity release	
Concern	Response
The scheme is based on floating interest rates	Equity release will not be supported where increased interest rates would be likely to jeopardise the client's ability to pay. HouseProud are investigating fixed interest loans
The advice is provided by telephone rather than face to face	Officers share this concern and have taken it up with HouseProud
There are no arrangements for ensuring that the client has the mental capacity to understand the implications of the scheme	It is proposed that all potential clients be interviewed by an officer from the Private Sector Housing team before referral for Equity Release. They will take advice from appropriate agencies if they have any concerns on this issue
There is no facility for advocacy or support	The Council will encourage clients to have an advocate with them where any difficulty of this sort is foreseen
The scheme has no 'history' as it was set up only in November 2002	This is inevitable with any new scheme
Most of Age Concern's clients are dependent on means tested benefits and therefore unable to take on additional commitments	Clients over 75 may not have to make repayments – instead, interest will be 'rolled up' and recovered when the property is sold. Where clients are unable to afford Equity Release, they will be considered for Repair grants
There is an assumption that interest on new loans will be met by income support, which cannot be guaranteed	Loans will not be made where the funds to meet repayments are not confirmed

4. Home Improvement Zones

- 4.1 The area approach to improvement was supported but some changes were suggested to the proposed areas. Officers continue to support the original choice of areas but recommend the extension of the first zone (Rylands Estate, South Dagenham) to include School Road and Orchard Road. The appropriateness of the boundaries was one of the issues on which it was intended to consult with residents before a Home Improvement Zone is formally launched.
- 4.2 A meeting has been held with a major mortgage provider, who expressed an interest in working with the Council to promote repair and improvement in the Home Improvement Zones. The company advises that, in many cases, they would offer mortgages, further advances or re-mortgages without charging an arrangement fee. The draft strategy proposed paying these fees, up to £500, where residents borrow to bring their home up to the 'decent homes' standard.

4.3 In these circumstances, it is proposed to re-designate this payment an 'Improvement grant', (of £500), payable when the owner invests over £5,000 in bringing their property up to the 'decent homes standard.

5. Energy Efficiency

5.1 The strategy contains a proposal to engage a company to (a) undertake area-based inspections to assess the energy efficiency of 3,000 properties (b) promote the installation of insulation and heating measures in those properties, taking advantage of the grants which are available for this work (c) provide information on all properties for the Council's energy database.

5.2 This project has been tendered and a contract awarded. The cost will be met from the private sector housing capital programme.

6. Houses in Multiple Occupation

6.1 The draft strategy included a small provision for grants to owners of Houses in Multiple Occupation (HMOs) as a contribution towards the cost of providing an adequate means of escape, on the grounds that

- HMOs provide an important source of low-cost accommodation
- Means of escape works add nothing to the value of the property
- A grant may encourage landlords to stay in this market, rather than letting the property as self-contained accommodation or selling it.

6.2 While the rationale for an HMO grant remains sound, officers have concluded that it is, in practice, impossible to devise criteria for allocating a very small number of such grants in a fair and transparent manner.

6.3 It is, therefore, proposed that no HMO grants be offered at this time. However, the Council's draft Capital programme for 2004/05 includes an additional £1 million for private sector housing and it is suggested that an HMO grant be re-introduced next year if additional resources do become available.

7. 'Safety Net' Grants

7.1 Concerns have been expressed about the absence of any grant assistance for people under 60 years of age, some of whom may live in unfit, or even dangerous, properties and be living on means - tested benefits, and therefore be unable to secure any type of funding.

7.2 In these circumstances, the Council has the power to serve a notice, carry the works out in default, place a charge on the property and, then, recover its costs at any time it considers appropriate.

7.3 However, a more customer-friendly approach is now recommended, under which the Council will offer a 'Safety Net' grant, to cover situations where a property is in urgent need of repair and presents a risk to the health or safety of the occupier. This grant will (by agreement) be secured on the property, to be recovered when the property is eventually sold.

8. Repayment of Grants

- 8.1 Under the existing statutory arrangements, grants are repayable where properties are sold within five years of the grant being made and, in the current financial year, over £60,000 has already been received in repayments.
- 8.2 Given the long-term increase in house prices, and the fact that the Council no longer receives any Government contribution towards renovation grants, it seems reasonable that grants should be repaid on re-sale. This imposes no financial burden on the grant recipient, as no ongoing repayments of interest or capital are required and the interest charged when repayment is finally made, is calculated on a simple, rather than a compound basis. The amount of work involved in administration and collection is also minimised by this approach.
- 8.3 It is not proposed that the smaller grants be recovered and details of the proposed arrangements for each type of grant are set out in Chapter 5 of the Strategy.
- 8.4 It is anticipated that the income from repayments will increase, gradually, from their current level and the application of these repayments to the grant programme will greatly increase the Council's ability to achieve its objective of 'decent homes for all'.

9. Mortgage Guarantees

- 9.1 A number of agencies expressed concern at the proposal to offer mortgage guarantees. They advised that there are mortgage products available for people with substantial equity but poor credit ratings and considered that the Council could be putting public money at risk by making guarantees to those who are unable to obtain secured loans through existing channels.
- 9.2 Some of those refused loans may be eligible for repair grants or safety net grants. The fact that these involve no repayments but are recoverable on the sale of the property would limit the Council's risk and any costs associated with debt recovery.

10. 'Decent Homes'

- 10.1 The Council's strategy is based round the Government's 'decent homes standard', which set the standards to be achieved by local authorities in their own housing stock. Unfortunately, the term implies that homes falling below this standard (nearly 50% of private properties in Barking and Dagenham) are 'not decent'. To describe residents' homes in this way could be regarded as insulting and not conducive to the development of partnership with residents. It is proposed, therefore, that the Council use the term 'Modern homes' in its publicity material and work with residents. This term will be used in exactly the same sense as 'decent homes'.

11. Conclusion

- 11.1 The strategy has the potential, without incurring additional capital expenditure, to make a major contribution towards the Council's aims of (a) enabling all residents to live in a 'decent home' and (b) greatly improving the energy efficiency of the private sector housing stock.

11.2 However, it represents a radical departure from previous practice and the impact of the various measures cannot be accurately predicted. It is proposed, therefore, to report back to the Executive after around 6 months of full operation, to report progress and consider any adjustments which may be needed in the light of the experience gained.

Background papers

- Housing Renewal Guidance – ODPM 2002
- Executive Report ‘Private Sector Housing Strategy’ 17 December 2002 Consultation File

London Borough of Barking and Dagenham

Private Sector Housing Strategy

April 2003

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1. INTRODUCTION

This Strategy describes the condition of the private sector housing stock in Barking and Dagenham and identifies the issues which need to be addressed to meet the Council's housing policy objectives, and, in particular, its commitment to securing 'A decent home and living environment for everyone'.

It responds to the recent Audit Commission's Best Value Inspection of the private sector housing service, which identified the 'need for clear direction and policy'.

It sets out the Council's policy on private sector renewal, in response to the Government's 'Regulatory Reform (Housing Assistance) (England and Wales) Order 2002. It meets the requirement of that Order for a published policy, which will bring into effect the Council's powers to offer financial assistance under the Housing Grants, Construction and Regeneration Act, as amended.

The strategy has been the subject of extensive public consultation, undertaken January to March 2003. It forms part of the Council's overall Housing Strategy, into which it will be incorporated in July 2003.

The strategy, and the associated financial provision, are set for a period of 3 years. However, the policies are very different from anything previously implemented in the Borough and their effect, and the level of take-up, cannot be predicted accurately. It is proposed, therefore, to undertake a review six months after full implementation, i.e. December 2003 and to consider, at that stage, any changes which may be needed in the light of the experience gained.

2. LOCAL ISSUES AND NEEDS

2.1 The housing stock – tenure and type

In April 2002, there were 68,963 residential properties in Barking and Dagenham. 22,490 of these were owned by the Council, the remaining 46,473 being in the private sector.

39,265 properties (56.9% of the total stock) were owner-occupied and, of these, approximately 12,270 were former Council houses, sold under the Right to Buy. 2,150 of these were leasehold flats, where the Council remained the freeholder.

2,506 properties (3.6% of the stock) are owned by Housing Associations, now known as Registered Social Landlords (RSLs).

The private rented sector comprised 4,220 properties - just 6.1% of the overall stock in Barking and Dagenham, as compared with 14% in Greater London. Nearly 300 of these properties were estimated to be Houses in Multiple Occupation.

Excluding RSLs, 439 private sector properties (1.0% of private sector properties) were estimated to be empty.

Almost 90% of the private sector stock consists of houses and bungalows. The flats and maisonettes are all low-rise, up to 6 storeys. Most flats are in purpose built blocks but 11% have been formed through conversion and 13% are situated over commercial premises.

Approximately 3,500 private properties were built before the First World War, but the majority of private properties within the Borough (nearly 30,000) date from between the wars.

2.2 The local housing market

Around 10,000 of the 68,963 homes in the Borough have been provided in the past ten years, mostly in the private sector.

Over a third of the Council's former stock has been sold under the Right to Buy and the ex-Council properties now represent around a third of the owner-occupied stock. These are generally well built but some lack modern facilities and are, visibly, being left behind by the 'Shape up for Homes' programme, which is transforming the condition of the homes remaining with the Council

The private rented stock has grown over recent years (from 2,706 in 1977 to over 4,000 now) and rent levels range from £112 to £197 per week. Around a quarter of these properties are occupied by asylum seekers. The recent growth in private renting has resulted from the increased interest in 'Buy to Let' but there is evidence that this market is becoming saturated and that returns on investment are falling. The recent rate of growth in this sector is, therefore, unlikely to be sustained.

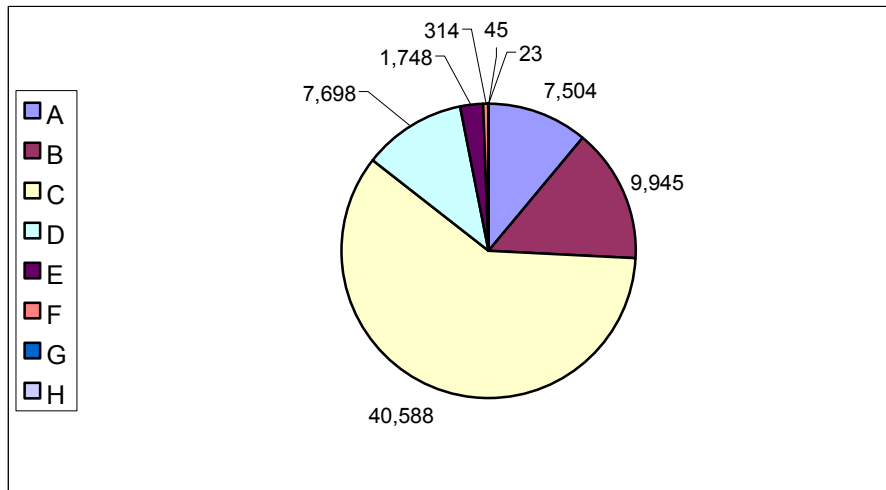
The RSL sector is relatively small, at 2,506 units, but is now growing rapidly, as a result of a major investment programme and the trickle transfer of 499 vacant Council properties.

Barking and Dagenham experienced one of the highest rates of house prices increase in the year to September 2002 but, despite this, the average price was just

£124,000, the lowest figure in London and exactly half the London average. Between 2,500 and 3,000 properties are sold per annum (around 6% of the private sector stock)

There is an unusually high concentration of properties in the lower tax bands -

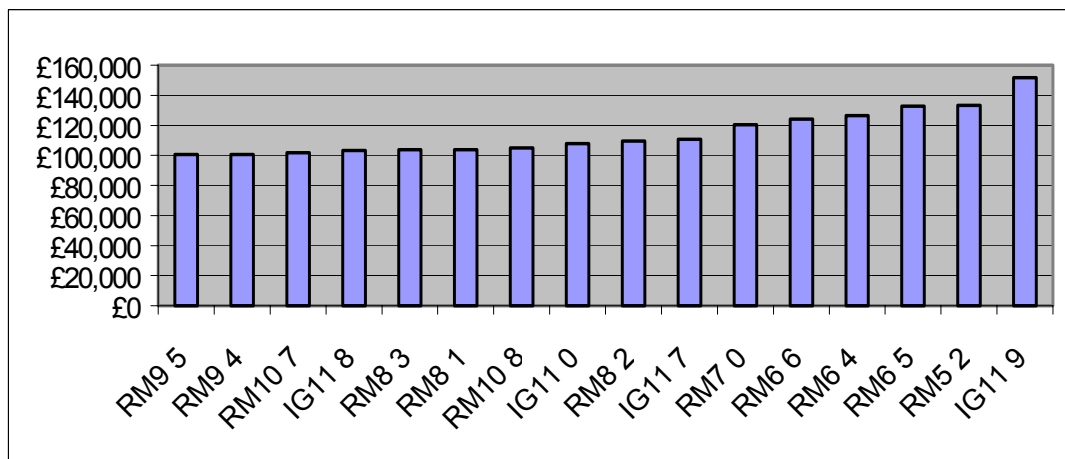
Table 1 - Properties by Council Tax Band



Source: LBBB - Council Tax Section

In 2002, the average price of a 1 bedroom property was £61,225 and of a four bedroom property £143,000. There are substantial variations across the Borough. In mid 2002, the lowest average prices were found (in ascending order) in East Dagenham, the Becontree Estate, Eastbrook and Whalebone wards. Average sale prices, by postcode, for a 3-month period in mid - 2002 were as follows:-

Table 2 - Average sale price by postcode- Apr/Jun 2002



While these relatively low values have the benefit of affordability, they also have negative impacts. They (a) reflect relatively poor standards and discourage investment (b) may limit the ability of some residents to fund improvements through equity release (c) appear to make Barking and Dagenham attractive to neighbouring boroughs looking for temporary accommodation for their homeless families.

2.3 Stock conditions

During 2002, the Council commissioned a private sector Stock Condition Survey. This was undertaken by NBA Consortium Services Ltd and involved a full survey of 1,500 properties.

The survey assessed the condition of the stock against the 'fitness' standard (Local Government and Housing Act 1989) and the 'decent homes' standard (as defined by the Department of Transport, Local Government and the Regions in 2002). The 'decent homes' standard (or DHS) was devised for the purpose of raising standards in the public sector housing but the Government recommended that local authorities assess the private sector stock against the same criteria.

To meet the 'decent home standard' a property must:-

- Meet the fitness standard
- Be in a reasonable state of repair
- Have modern facilities and services
- Provide a reasonable degree of thermal comfort

The following table shows the incidence of unfitness and non-decent homes.

Table 3 - Stock condition – by age

Property age	Total Dwellings	Number unfit	% unfit	Number non-decent	% non-decent
Pre -1919	3,500	371	10.6%	1,621	46.3%
1919 - 1944	29,415	1,593	5.4%	15,061	51.2%
1945 - 1964	4,326	25	0.6%	1,895	43.8%
Post 1964	5,990	0	0.0%	575	9.6%
Total	43,231	1,989	4.6%	19,152	44.5%

(N.B. numbers calculated from % figures in the stock conditions report – there are some minor inconsistencies)

Table 4 - Stock condition – by tenure

Tenure	Total dwellings	Number unfit	% unfit	Number non-decent	% non-decent
Owner-occupied	37,284	1,655	4.4%	17,154	46.0%
Private rented	3,967	334	8.4%	1,825	46.0%
RSL	1,979*	0	0.0%	241	12.2%
	43,230	1,989	4.6%	19,220	44.5%

** Number used by stock condition survey consultants – differs from HIP data, which is more recent*

The proportion of properties which are unfit (4.6%) shows a big reduction from that (10.6%) found in the previous survey, which was carried out in 1997.

It is estimated that £490 million (£11,327 per property) needs to be spent over the next 10 years to bring all private sector properties into, and maintain them in, a good state of repair. Needs were similar for rented and owner-occupied properties.

The most common reason for unfitness, accounting for 45% of all unfit properties, was inadequate bathroom, w.c. and/or wash-hand basin. Other significant factors included inadequate facilities for the preparation and cooking of food (27%) and disrepair (13%).

Only 7.6% of owners perceived their property as needing major repair.

2.4 Regeneration

Barking and Dagenham forms part of the Thames Gateway area, described by a government minister as 'one of the most exciting and extensive regeneration opportunities in Europe'. This includes 7 kilometres of Thames frontage, with the potential for 11- 12,000 new homes over the next 20 years.

The proposals for the sites include new rail links and other facilities which will benefit those living in existing housing adjacent to the site. However, residents in these areas (which contain some of the poorest private housing conditions in the Borough) have expressed concern about being left out and left behind by these new developments.

There are three formal regeneration areas in the Borough:-

Table 5 - Regeneration areas

Regeneration Area		Proposals	Implications for existing private sector housing
Barking Reach	'The London Riverside'	To provide 10,000 new homes, subject to development of new transport links	Thames View is a 1950's council estate which has been identified as a priority for regeneration
South Dagenham		Plans for 5,000 new homes over the next 10 years	' a catalyst for investment within the existing housing areas directly to the north'
Barking Town Centre		Currently 75% social housing. 4,000 new (Housing Association and private) homes proposed	Includes areas of 19th century private housing and Council housing, some of which is being redeveloped

The 'Community Beneficiary Area' for the Thames Gateway includes a number of areas of private housing in need of investment, including the Rylands Estate and the A13 Corridor.

2.5 Energy efficiency

The energy efficiency of the stock has been measured, using the Standard Assessment Procedure (SAP), which has now been adopted nationally as the way of measuring energy efficiency. This gives a figure from 1 to 100 for each assessed property and an estimated average for the Borough - the higher the figure, the more energy efficient the property.

The average SAP rating for private sector dwellings in Barking and Dagenham is 55. This is above the national average (45) but below the target set by the Government to meet its obligations on climate change (70+) and further still below the level (80 –

85) which would be achieved if all dwellings met the insulation standards of the 1995 Building Regulations

The survey indicated that, while 90% of dwellings in the Borough have central heating, mainly using radiator 'wet' systems, 10% are still dependent on radiant fires. It also found that 58% of properties lack adequate roof insulation (150 mm deep) and that 84% do not have insulated cavities or wall insulation

2.6 Demographic trends

At the time of the 2001 census, the Borough's population stood at 163,944. It has grown by 10% in the last 10 years and is set to grow by 14% between 2001 and 2021.

The population is older than the average for London. 14.7% of the population (24,118 residents) are aged 65 or over compared with 12.43% in London, as a whole. Around 14,300 householders (33% of the total) are of pensionable age.

The proportion of the population from ethnic minorities is expected to increase from 16%, at present, to almost 25% over the next 20 years.

2.7 Social and economic conditions

Barking and Dagenham is not a typical London Borough. It has been unusually homogenous socio-economically and in terms of its housing stock. A high proportion of the population have lived all or most of their lives in the Borough and migration is very low.

The Borough is the 7th most deprived of all London Boroughs and the 15th in the country. Three of the 20 wards (Abbey, Gascoigne and Fanshawe) are among the most deprived in the country but deprivation is not limited to these areas and 14 of the remaining 17 wards are among the 20% most deprived wards in the country.

The health of any population typically reflects its level of deprivation and the overall health of the population in Barking and Dagenham is comparatively poor, with a mortality rate 11% above the average for England and Wales. Health scores are generally lower in the southern part of the Borough.

Unemployment, at 5.3%, is above the London average and the average income is the lowest in the capital. The proportion of the population with higher educational qualifications is among the lowest in the country.

6,641 owner-occupiers (18%) are in receipt of Council Tax Benefit and 3,018 private sector tenants (76%) are in receipt of Housing Benefit

2.8 Crime and security

During 2001, the Council, with its partners, carried out its second crime and disorder audit. This showed that Barking and Dagenham was slightly below the London average in terms of reported crime. The incidence of residential burglaries was also slightly below the London average, with 29.1 reported per 1,000 of population as compared with 33.2 per thousand for London as a whole. Around 1,200 residential burglaries are recorded each year but the fear of crime is much higher than the crime figures would suggest. 59% of respondents felt threatened by crime in their area.

3. CORPORATE AND STRATEGIC OBJECTIVES

This private sector housing strategy links with, and contributes to, a number of existing Council strategies, as set out below:-

The Community Strategy, which was agreed by the Barking and Dagenham partnership, in 2001, states that 'Housing is a key issue' in influencing people's decisions to live and stay in the Borough. It sets, as one of its key objectives

'Providing affordable, high quality housing across all tenures by ensuring that all homes meet the decent homes standard by 2010'

The Crime and Disorder Strategy has 'safer homes' as one of its six priorities. Details are set out in section 4.6 below.

The Supporting People Strategy emphasises the needs of frail elderly people, including preventing avoidable hospital admissions and avoiding delayed discharge. The Government's contribution to the funding of the Home Improvement Agency will, from April 2003, be in the form of Supporting People Grant.

Regeneration Strategy 'An Urban Renaissance in East London' seeks to ensure that 'all residents have a decent home and living environment which will support Barking and Dagenham's social and economic regeneration'. Identifies four regeneration areas, two of which include areas of existing private sector housing.

Public Health Strategy 'Health Inequalities: the Annual Public Health Report for 2001/2' shows that the population of Barking and Dagenham is considerably older than the average for London and suffers worse health, with mortality rates 11% above the average for England and Wales. Problems are concentrated in the South of the Borough (the main focus of the Council's regeneration activity) and among asylum seekers. Poor heating and insulation are the main housing factors contributing to poor health.

The Affordable Warmth Strategy (1999) has focused on improving energy efficiency in the Council's own stock and on the negotiation of lower tariffs

The Housing Strategy sets out a number of key priorities, one of which relates to the private sector stock. This commits the Council to tackling the problem of the 48% of private properties which are 'non-decent' through grants, advice and incentives, focused on the worst areas.

It sets out an action plan for 2003 to 2006, under which the Council will:-

- Seek to achieve 100% decency for private sector homes by 2010
- Have a private sector strategy in place by December 2002
- Establish an East London landlord accreditation scheme by 2003
- Partner a pan-London equity release initiative by Oct 2002, targeting 50 homeowners per year, generating additional £750K private investment to tackle poor housing conditions
- Increase opportunities within the private rented sector by 0.5% each year
- Bring 10% empty private sector homes back into use per year
- Achieve a national upper quartile enforcement performance by March 2005

4. THE COUNCIL'S PRIORITIES

4.1 Improving housing conditions; achieving the decent homes standard

Around 2,000 private sector properties (4.6 % of the private stock) are estimated to be unfit and around 19,000 (44.5%) are fit but fall short of the Government's 'Decent Homes Standard' (DHS)

The Council's objective is to give all residents the opportunity to live in a 'decent home' by 2010. Responsibility for repairing and improving private properties lies with the owners and the Council cannot fund the necessary improvements (which are estimated at £232 million over the next 10 years). What it can, and will, do is to actively promote improvement, provide technical and financial advice and, in certain cases, direct financial support.

With average property values of £124,000, an average repair need per property of around £11,000 over the next 10 years and average household income, for those with mortgages, of over £29,000, it is likely that most owners could afford to finance the necessary repairs.

The main reasons for such a high proportion of homes falling below the 'decent homes' standards appear to be that (a) 95% of owners are satisfied with their accommodation and many whose properties are technically unfit or in need of major repair are not aware of the fact and (b) there has been little interest, from older owner-occupiers, in releasing any of the equity in their properties or trust in the available equity release deals. This demonstrates the need for the Council to undertake educational and promotional work and to help residents to unlock the financial resources which are potentially available to them.

Achieving 'decent homes for all' is a major challenge for the Council. In order to achieve it, the Council will:-

- Set up pilot Home Improvement Zones, as areas for promotion of home improvement and as priority areas for financial assistance
- Support the 'HouseProud' equity release scheme to enable older owner-occupiers to fund the repair and improvement of their properties
- Maintain a targeted programme of grants for those who lack the means to carry out the repairs needed to their property (see ch.5 below)
- Support a Home Improvement Agency which will help people over 60 and disabled people to keep their properties in good repair and, where necessary, adapted to meet their needs (see chapter 6)
- Take enforcement action in relation to unfit properties, prioritising all tenanted properties and owner-occupied properties where the disrepair has a detrimental impact on the surrounding neighbourhood
- Create a database of private sector properties which will enable the Council to identify more accurately the 'non-decent' homes in the Borough, to target advice assistance and enforcement activity and to measure progress

- Monitor changing housing conditions by conducting stock condition surveys every five years

4.2 Targeting resources to areas of greatest need

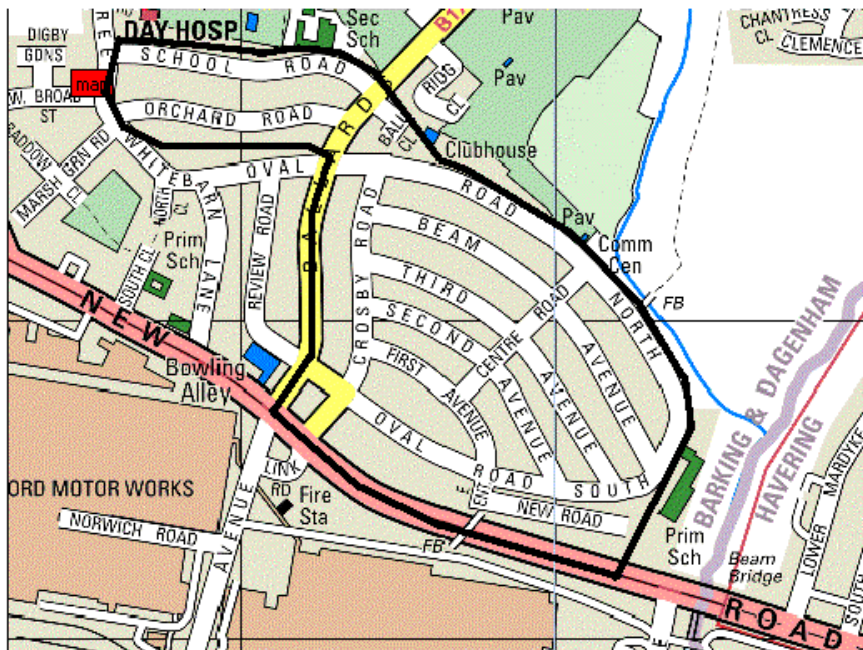
The Council recognises that its commitment on decent homes requires a much wider engagement with the community than in the past and a systematic and targeted approach to the promotion of home improvement.

The Council's private sector housing renewal work will be targeted on areas which (a) have concentrations of privately owned properties in poor condition (b) are in, or linked to, regeneration schemes and (c) have relatively low house prices. Such areas will be far smaller than whole wards, which generally contain a wide range of house types, conditions and tenures.

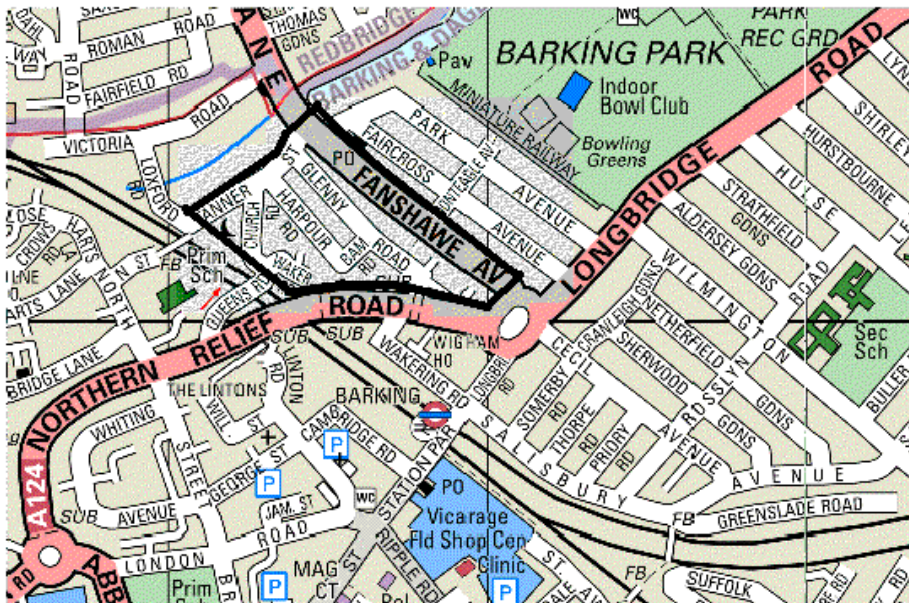
The Council will designate small areas of housing with high levels of disrepair as Home Improvement Zones. Within these areas, it will undertake promotional work and provide free property surveys and advice on the technical and financial aspects of securing home improvement. Where these zones are linked with regeneration projects, opportunities will be sought for environmental and infrastructure improvements. Grants will be provided in certain cases (as described in the following chapter) but the majority of funding will need to be provided by the owners. The intention will be to achieve visible improvements in the areas concerned and to increase property values.

Four Home Improvement Zones are proposed, initially, in the following areas:-

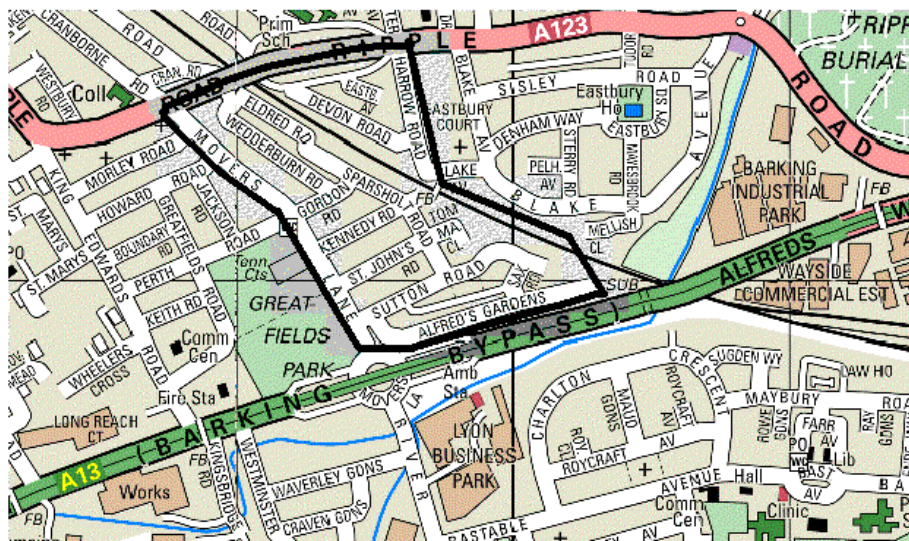
- Rylands, South Dagenham – This area adjoins the South Dagenham part of the Thames Gateway development area. It consists primarily of low-cost inter-war housing which would, ideally, derive some benefit from the major redevelopment taking place on the adjoining site



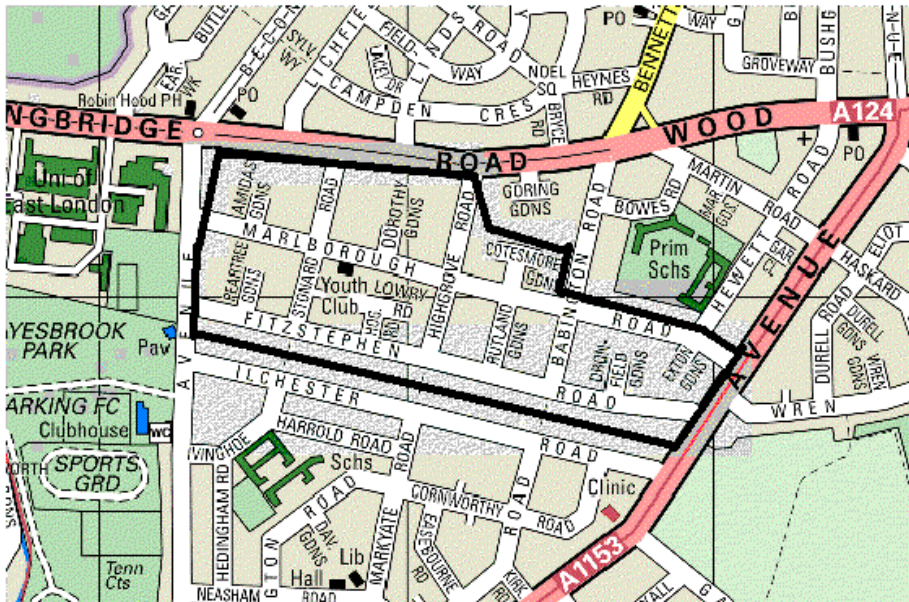
- Fanshawe, Barking Town Centre – This area is already the subject of major redevelopment, but this is largely confined to the Council estates. The private sector housing is much older (mainly pre-1919) and some is in need of modernisation and improvement



- Movers Lane – The area to the east of Movers Lane comprises mainly late 19th and early 20th century properties. Those to the north-east of the railway line were designated a General Improvement Area in the 1970s, but are appropriate, 25 years on, for inclusion in a Home Improvement Zone.



Becontree Estate – This estate dominates the central area of the Borough. The condition of the sold Council houses is falling behind that of the Council’s stock as the Council’s ‘Shape-up’ programme brings all its properties up to the ‘decent homes’ standard. The Council’s presence as the major landlord in the area may provide some unique opportunities for promoting improvement among owner-occupiers.



4.2.1 Home improvement zones – the process

The Council will involve residents, from the outset, in any area - based improvement activity. Before confirming a ‘home improvement zone’ it will write to all residents and hold public meetings to explain its proposals, hear the views of residents on

- Their support, or otherwise, for the principle of a home improvement zone
- Their willingness and ability to invest in the repair and improvement of their homes
- The appropriateness of the boundaries chosen for the zone
- The likely efficacy of the forms of assistance proposed by the Council
- Any broader considerations for the area – such as the need for environmental improvements, action in relation to particular sites, development/redevelopment opportunities, etc.

Once an improvement zone has been confirmed, the Council will

- promote improvement activity and endeavour to promote belief in the area, undertaking environmental improvements where opportunities allow
- provide free property surveys to establish whether, and in what respects, each property falls short of the DHS
- discuss with residents whether they wish, and are able, to fund the necessary repairs and improvements
- identify those who wish, but are unable, to fund the works due to

(a) inadequate equity in the property (b) insufficient income to repay a loan (c) inability to secure credit and, where possible, assist them through the provision of grants, access to credit and equity release (see next chapter)

- support those investing in major home improvement through a small grant to survey, legal and administration costs incurred in relation to new loans and further advances (see ch.5)
- assist those aged over 60 with Equity release, with assistance from the Home Improvement Agency, if required
- refer those in need of energy efficiency works who are able to fund the works themselves or are eligible for a grant to the appropriate agency
- monitor activity and maintain a database showing the properties (a) already at DHS (b) below DHS and (c) improved to DHS during the course of the project
- complete the consultation surveys and commissioning of works within 12 months of declaration of an area

4.3 Helping older and vulnerable people

A third of all households in the private sector in Barking and Dagenham are headed by people of retirement age. On average, older people (a) live in worse housing conditions than younger people (b) own most or all of the equity in their property (c) have a relatively low income

The Council will encourage such residents to use some of the value of their properties to fund the necessary repairs and improvements. It has joined the London-wide, 'HouseProud' equity release scheme which should overcome some of the resistance to equity release by (a) offering fair and reasonable terms (b) providing a guarantee against re-possession in the event of financial difficulty (c) arranging for the 'set-up' costs to be met by the Council.

Older people will be given priority for a number of grants and other forms of assistance (see ch.5)

The Council will continue to fund a Home Improvement Agency to help older and disabled people with all aspects of home repair and improvement (see ch.6). Assistance will be tailored to the needs of the individual – there will be no presumption of dependence simply due to a client's age.

Disabled people will be helped with disabled facilities grants or, where more appropriate, with relocation to a more suitable property. Priority will also be given, through the agency, to helping those who need work undertaken to their home to enable them to leave hospital.

4.4 Increasing energy efficiency

The UK Climate Change Programme requires a reduction in domestic energy use of 30% over the next ten years. The Council's 5th Home Energy Conservation Act (HECA) report for the period to 31 March 2001, showed that energy savings of 8.1% in public and private dwellings had been achieved in Barking and Dagenham since 1996. The rate of improvement needs to increase if the target is to be met.

The Council estimates that there are 16,460 private sector properties suitable for, but lacking loft insulation and 5,320 properties with uninsulated cavity walls. (These categories overlap and it is assumed that 18,000 properties, in all, require insulation works).

The Council has a twin approach to energy matters. It is committed to

- (a) tackling fuel poverty
- (b) reducing energy consumption

4.4.1 The Affordable Warmth Strategy

In 1999, the Council developed and adopted an Affordable Warmth Strategy, in conjunction with National Energy Action, the Health Authority and voluntary sector representatives. Its biggest single outcome was probably the major programme of energy efficiency work now being implemented in the Council's housing stock.

The strategy has also led to the Council negotiating lower tariffs for the provision of gas and electricity to its tenants through the Greater London Energy Efficiency Network (GLEEN). It is now intended to offer this facility to residents in the private sector. This service will be accompanied by energy advice, identifying where heating bills are higher than they need to be and advising on how to reduce them. The fuel supplier will also allow the Council to distribute energy information with the fuel bills.

Finally, the strategy has led to greater Council involvement with external companies and agencies involved in the installation of energy conservation measures.

4.4.2 Energy conservation programmes

There is already a relatively generous subsidy regime in place to encourage investment in energy efficiency measures. The Warm Front scheme, which is funded by the Government, provides help with heating and insulation to elderly people and those with children who are in receipt of benefits. The 'Warm Homes' scheme is funded by the energy suppliers and managed by a private sector company. Grants are available for loft, cavity wall and hot water cylinder insulation to those in receipt of a specified benefit

These grants typically meet up to 40% of the cost, with a maximum of £180 towards cavity wall insulation and £114 towards loft insulation.

While these schemes have generated considerable activity, this has not, unfortunately, been recorded on an IT database, so the Council does not know what has been achieved to date or which properties and areas need to be targeted in future. The Council is addressing this problem by establishing an energy data- base for private sector housing.

4.4.3 The Council's Energy Efficiency Programme

The Council has engaged a company experienced in energy efficiency promotion to undertake surveys of 3,000 properties per annum, within a defined geographical area, to identify (a) the current level of energy efficiency (b) the works needed to bring the property up to current standards (c) any entitlement of the owner to energy grants and, then, to secure the funding and arrange the insulation works.

Where owners are not eligible for grant, the agency will advise on insulation and energy matters and arrange for the works if the owner wishes to undertake them at his/her cost.

This programme will enable most of the properties which are not adequately insulated at present to be visited and, subject to the willingness of the owner, to be brought up to current energy efficiency standards between now and 2010. However, solid wall properties will continue to be a problem because there is no easy or economical method for insulating solid walls.

The company will report progress on a regular basis and the Council will develop and maintain a database of the properties inspected so that it can measure progress, plan future inspections and minimise abortive visits.

4.5 Supporting the private rented sector

The Council wishes to see a thriving and well-managed private rented sector, providing a flexible source of accommodation, particularly for those who need mobility and those who do not want or are unable to access social housing. It wishes to see this sector expand, while at the same time, providing good property conditions and standards of management. It will do this in a number of ways

4.5.1 The accredited landlord scheme

The Council has established an accreditation scheme for private sector landlords, uniquely, on a cross-Borough basis, with neighbouring Boroughs, Havering and Redbridge. This is designed to

- Set standards of accommodation and property management for privately rented accommodation. This will help occupants and potential occupants to make an informed judgement about the quality of that accommodation
- Provide owners of rented accommodation with guidance and assurance with regard to the acceptability of the standard of accommodation which they are providing

4.5.2 Landlords' Forum

The Council has established a joint Landlords' Forum, with Havering and Redbridge. This provides the opportunity to exchange views and information and to alert the Council to problems faced by landlords. There are currently over 300 landlords and managing agents on the Barking and Dagenham mailing list.

4.6 Houses in Multiple Occupation (HMOs)

The Council sees HMOs as an important source of short-term accommodation for those unable to access self contained accommodation. The Unitary Development Plan (currently under review) states that it will normally permit the creation of new HMOs:-

- which comply with the Council's occupation standards for Housing in Multiple Occupation
- where there is a demonstrated need
- where it would not result in more than 10% of properties in any one street and no more than 2 properties adjacent to each other being in such use or having an expired consent for such use.

and that it will resist proposals for change of use and conversion which would result in the loss of houses in multiple occupation.

4.6.1 HMO notification scheme

The Council has implemented a 'Houses in Multiple Occupation Notification Scheme'.

It has produced comprehensive guidance for landlords and tenants on the standards and legislation which need to be complied with in HMOs.

4.6.2 Programmed inspections

The Council will regularly inspect HMOs to ensure that they comply with all current requirements. The Council has drawn up a risk assessment scheme and established inspection frequencies according to the level of risk.

4.7 Reducing the number of empty properties

The Council's estimate of the number of empty properties, including those temporarily empty, pending letting or sale, is currently around 450, with around 250 of these being vacant on a long-term basis. However, this is an estimate only and one of the first priorities is to develop a reliable empty properties database.

The Council is committed to reducing the number of empty properties. It has agreed an Empty Property Strategy and appointed a dedicated Empty Properties Officer. It brought 42 properties back into use in 2001/2 (the number was boosted by one major scheme) and has set a target of 25 for 2002/3, representing 10% of the long-term vacant stock.

The Council will use all available methods to identify empty properties, including Council tax records. It will undertake publicity campaigns and invite staff and members of the public to identify long term vacant properties.

The Council will endeavour to inspect all long-term vacant properties, prioritising inspections through a risk-based pro-active programme.

The Council will seek to work with owners, offering a wide range of assistance, including (a) Advice and assistance (b) Grants, in appropriate cases (c) Social Housing Grant funding, where purchase by a Housing Association is a suitable option

Where co-operation is unsuccessful, the Council will, in appropriate cases, use its legal powers to tackle long-term vacant properties. These include enforced sale under the Law of Property Act 1925 and Compulsory Purchase

4.8 Improving home security

As indicated above, over a thousand residential burglaries are reported each year in Barking and Dagenham. The Council will work with the police and the Home Improvement Agency, to help victims of burglary and those who are at particular risk. The new service will provide crime prevention advice and, where appropriate, arrange for the installation of appropriate security measures and provide a grant to cover the costs.

The Council's Careline system will be available, as an additional re-assurance, to those who are victims of, or in fear of crime, subject to the prevailing charging and assessment arrangements.

4.9 Ensuring fairness in service delivery

The Council is committed to ensuring that all sections of the community have equal access to its services.

In preparing its 2003/4 Housing Strategy, the Council, through its agents, Fordham Research, set up a number of Focus groups, including one representing the Black and Minority Ethnic communities. This covered both private and public sector housing and the majority of the feedback received related to the latter. However, the following issues were raised in connection with private sector housing

- Access to private rented housing is limited by the refusal of many landlords to accept tenants who depend on benefits
- Translation services were considered inadequate

Regrettably, it is the case in Barking and Dagenham, as elsewhere, that many landlords are reluctant to accept tenants who are in receipt of Housing Benefit. This, of course, can cause problems for any benefit recipients, regardless of ethnicity.

The comment about translation services is surprising because the Council provides a 24-hour telephone interpreting service and will also provide translations of documents when required.

In order to establish whether there is any prima facie evidence of discrimination in the way services are delivered, the Council will monitor the ethnicity of those receiving or making

- Successful applications for grants and loans
- Unsuccessful applications for grants and loans
- Service requests
- Prosecutions
- Complaints

5. FINANCIAL ASSISTANCE

The Council has reviewed its policies for helping those whose properties need repair and improvement, in the light of the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002. It proposes to continue at least the current levels of funding for private sector housing - £600,000 per annum, plus £850,000 for disabled facilities grants, but aims to achieve a far larger amount of investment than in the past by encouraging and incentivising investment by home owners.

Most owner-occupiers have substantial equity in their properties and, with low interest rates, are able to borrow to fund the necessary repairs. Those of retirement age will be able to benefit from the new equity release scheme, which requires payment of interest only.

Many younger owner-occupiers will be able to secure the necessary funding if they are convinced of the need but the Council will work with lending institutions to improve access to affordable funding for those who have difficulty in funding the necessary works.

There remain various groups with a special case for grant aid and a number of Council policy objectives which can be furthered by the provision of a grant.

The Council will offer the following types of financial assistance:-

5.1 Equity Release

- for older people and those with disabilities

The Council's preferred option for those over 60 (and disabled people) will be a referral, via the Home Improvement Agency, to the London-wide HouseProud scheme, which will offer equity release funding. The Council has joined this scheme and will contribute

- The £10,000 annual fee to HouseProud
- £50,000 p.a. in arrangement fees (assuming 100 loans @ £500 each)

The link with HouseProud and all the necessary administration and support to applicants will be provided by the Home Improvement Agency

- for others

Equity release schemes are not so attractive for younger people, who will generally be looking to reduce their debts and build up their equity. However, the Council will encourage owner-occupiers, whose properties are in disrepair, to fund the necessary repairs themselves, from savings or borrowing, where they can afford to do so.

The normal route will be for homeowners to apply for a further advance from their existing lender. However, the Council will develop partnerships with lenders who will (a) promote borrowing for improvement (b) lend to their own mortgagees and those who are mortgage-free (c) offer re-mortgage options which will facilitate investment in repairs.

5.2 Grants

The Council will continue to make grants available in certain circumstances where properties are substandard and owners are unable to fund the necessary repairs themselves or to benefit from loans and equity release.

5.2.1 Repair Grants

Where people aged over 60 have properties needing substantial repair, the Council will assess the needs and the options available. Where appropriate, they will be referred to the HouseProud equity release scheme. However, some older people will not be able to obtain equity release either because they cannot afford the interest payments or because the value of repairs required is below the £3,000 minimum figure set by Houseproud.

To help those older people for whom equity release is inappropriate, the Council will consider offering a Repair Grant to cover the cost of the works, to a maximum of £5,000, where:-

- The property is unfit or in substantial disrepair
- The works needed cost £1,000 or more
- The property is owner-occupied and the owner does not own a second home
- The owner has lived in the property for at least the past three years
- The property is at least 10 years old
- The property will meet the 'decent homes' standard once the works have been carried out
- The works comply with the quality standards set by the Council
- The works are undertaken by a builder/supplier approved by the Council
- The owner (including all co-owners) is either aged 60 or over, or is disabled
- The owner (including all co-owners) is unable to fund the works through secured borrowing, including equity release, or savings.
- The disrepair is not covered by insurance.

When a grant is paid, a charge will be placed on the property, and the grant will be repayable to the Council, with interest, when the property is sold.

Provision has been made for 81 repair grants in 2003/4 at a total cost of £324,000. If demand exceeds supply, priority will be given to applicants in the following order -

- (a) Whose health or safety are endangered by the conditions in their homes
- (b) Live in an unfit property
- (c) Live in a Home Improvement Zone
- (d) Others (in date order of application)

5.2.2 Improvement Grants

In order to stimulate investment in Home Improvement Zones, the Council will help those who experience difficulty in funding repairs by paying a grant of £500, to cover credit arrangement charges (or, if the lender does not make such charges, as an incentive to invest in the repair and improvement of the property), where

- the property is situated within a designated Home Improvement Zone
- household income is below £20,000

- a minimum of £5,000 is being invested in works required to raise the property to the decent homes standard
- the property is below the decent homes standard and will meet that standard on completion of the work

Provision has been made for the payment of Improvement Grants to 200 households. These grants will be payable on completion of the works and will not be repayable to the Council provided they have been legitimately claimed.

5.2.3 Safety Net Repair Grant

The Council recognises that there are some owners, aged under 60, who, due to their low, or uncertain, income are unable to finance essential repairs and that, in extreme cases, this could put their health and safety, or that of their family, at risk.

The Council will consider offering a 'Safety net' grant, up to a maximum of £5,000, where

- The applicant is aged 18 or over
- The property is owner-occupied and the owner does not own a second home
- The property is tenanted, with the tenant having repairing obligations (subject to the agreement of the freeholder)
- The property represents a health or safety risk, e.g. due to faulty electrical or gas installations, elements (e.g. windows, chimneys stacks, slates/tiles, roofs or ceilings) liable to fall or otherwise cause injury, water penetration causing immediate health risk
- The works needed cost £1,000 or more
- The owner has lived in the property for at least the past 3 years
- The works comply with the quality standards set by the Council
- The works are undertaken by a builder or supplier approved by the Council
- The owner is unable to fund the works through secured borrowing (including equity release) or savings
- The disrepair is not covered by insurance

A charge will be placed on the property and the grant will be repayable to the Council, with interest, when the property is sold.

5.2.4 Empty property grants

The Council's preferred option for empty properties, where re-instatement is not commercially viable, is to involve a housing association and Social Housing Grant funding. Where this option is not available, an Empty Property Grant will be considered, on the following conditions

- The property will, on completion of works, meet the Decent Homes Standard
- The Council will receive 3 year nomination rights to the property at a rent level within Housing benefit limits
- The owner will become an accredited landlord

The grant will meet the cost of the works (subject to a financial appraisal to confirm the need for a grant), up to a maximum of £10,000 for a 3 year nomination. Up to two empty property grants will be paid each financial year at up to £10,000 each.

Empty property grants will be repayable to the Council, with interest, if, within 3 years, the property is sold, or the owner fails to remain accredited or the nomination agreement is not adhered to.

5.2.5 Home security grants

The Council's home security scheme is designed to assist elderly and vulnerable people, who have been the victim of burglary, assault or arson in the home or anybody identified by the police as being 'at risk'.

Assistance may comprise advice or the installation of security measures, funded by a grant of up to £400.

It is estimated that such grants will be paid on 50 properties per annum at an average of £200, resulting in expenditure of £10,000.

5.2.6 Mandatory Disabled Facilities Grants (DFGs)

Mandatory Disabled Facilities Grants are available to those meeting the eligibility criteria (which include a means test) to ensure that

- The applicant is able to access the property and essential rooms within it
- The property is safe for the disabled person and anyone living with them
- The applicant is able to use the kitchen and cater independently
- Heating, lighting and power supplies are satisfactory and controllable
- The disabled person is able to care for a dependent person living with them

The Council is legally required to provide grant aid to meet these needs, provided that the works identified are 'necessary and appropriate' and 'reasonable and practical' having regard to the age and condition of the dwelling. Reconciling the needs of the applicant with the need to secure value for money is not easy but the Council has sought to do this through a major review of DFG policies and procedures carried out by the Council's Community Disability Service. The new document 'Procedural Guidelines and Working Arrangements for the procurement of Major Adaptations for people with a disability' will ensure more consistency and better value for money through a much improved procurement process.

Prompt delivery of adaptations is a crucial issue, particularly for older disabled people and the Council has now resolved longstanding problems in the delivery of adaptations.

The number of applications for Disabled Facilities Grants is growing rapidly and, despite the savings which are anticipated from the new policies and procurement arrangements, expenditure is anticipated to increase substantially over the coming years.

Mandatory DFG's are repayable, with interest, if the property is sold within 5 years

5.2.7 Discretionary Disabled Facilities Grants

The Council will continue to consider applications for discretionary DFGs above the £25,000 limit for mandatory grants and for discretionary works. The tests of reasonableness and practicality will apply, as will the 'test of resources' which is part of the statutory arrangements for DFGs.

Discretionary DFG's will be recovered by the Council on the sale of the property.

5.2.8 Relocation grant

Carrying out major adaptations to an inherently unsuitable property is not always the best way forward for a disabled person – sometimes it makes more sense for them to move to a more suitable property (and, where appropriate, the Council is able to discharge its legal responsibility towards disabled people in this way). However, moving house is costly and the previous grant regime did not allow grant to be applied to meeting these costs.

The new arrangements allow local authorities to make relocation grants, though, unfortunately, these do not attract the 60% government subsidy which is paid on mandatory disabled facilities grants.

Where the Council considers that a move to a more suitable property is

- (a) practical, in that suitable properties exist at a price the client can afford
- (b) more cost - effective than funding adaptations through a DFG
- (c) appropriate to the circumstances of the applicant , and where
- (d) the applicant would qualify for a DFG under the test of resources

The Council will offer a grant of up to £10,000 to cover the relocation costs (i.e. professional fees, removals, carpets and curtains, re-connection of services, etc.)

The grant will not contribute towards the purchase price of the new property and it is recognised that number of cases where a suitable property can be obtained at a price below or equal to that of the existing property will be limited. Provision is made, therefore, for just one removal grant per annum, at a cost of £10,000

5.3 Repayment of grant

The requirements with regard to the repayment of grants are summarised below

Type of grant	Repayment conditions
Repair grant	Repay, on the sale of the property
Improvement grant	None
Safety net grant	Repay, on the sale of the property
Empty property grant	Repay where the owner sells the property within 3 years, fails to remain accredited, or to honour the nomination agreement
Home security grant	None
Mandatory disabled facilities grant	Repay if the property is sold within 5 years
Discretionary disabled facilities grant	Repay, when the property is sold

Interest will be applied to the amount outstanding when the grant is recovered. It is estimated that the Council will initially receive approximately £40,000 per annum in repaid grants, this sum increasing as grant-aided properties are sold in future years. The moneys received which will be re-invested in the grants programme

5.4 Repayment of monies owing to the Council

It is the Council's policy to deduct from any grant any monies (e.g. Council tax, Housing benefit overpayments) owing to the Council

5.5 The Council's capital programme

The Council has made capital programme provision for grants (other than DFGs, which are separately funded) of £600,000 for 2002/3 and 2003/4.

It is intended to maintain the current overall level of resources under the new scheme and the amount provisionally allotted for each programme is as follows:-

Table 8 - Proposed level of financial assistance towards repairs

Type of assistance	Average cost	Estimated number	Total cost
HouseProud – equity release annual fee	£10,000	N/A	£10,000
HouseProud arrangement fees	£500	100	£50,000
Repair grants	£4,000	81	£324,000
Safety net grants	£3,000	22	£66,000
Improvement grants	£500	200	£100,000
Empty property grants	£5,000	2	£10,000
Home security grants	£200	50	£10,000
Relocation grants	£10,000	1	£10,000
Works in default	£10,000	4	£40,000
Capitalised salaries	N/A	N/A	£62,000
Total	N/A	460	£682,000
LESS			
Works in default – costs recovered			£40,000 CR
Repayment of grants			£42,000 CR
NET COST			£600,000

Given the lack of previous experience in non-grant based programmes, it is impossible to estimate take-up accurately. This can be mitigated by a flexible approach to the individual funding programmes and by permitting virements between the various budget heads. It is also proposed to review the operation of the new scheme in December 2003. This will provide the opportunity for changes to be made both to the scheme itself and to the capital programme expenditure profile.

A relatively slow take-up can be anticipated following the abolition of a more generous (to some) grant regime.

All financial assistance will be offered on a 'subject to available resources' basis.

6. THE HOME IMPROVEMENT AGENCY

6.1 The Agency's current role

Home Improvement Agency (HIA) Services are designed to help elderly and disabled homeowners to repair, improve and adapt their homes. Where residents are vulnerable and unable to manage the work themselves these agencies organise the financial and practical details of the works from start to finish. They help clients to find reliable, good quality builders and ensure that appropriate contract documentation and administration procedures are in place. Anchor Staying Put have provided such a service in Barking and Dagenham for around 12 years

6.2 Reviewing the role and market testing the delivery

Representatives of the Housing and Social Services Departments and the Primary Care Trust have reviewed the role of the HIA, as recommended in a recent Best Value inspection, and have prepared an interim specification, to which Anchor will work in 2003/4. This makes the HIA responsible for

- implementing the disabled facilities grant programme
- promoting and administering the new equity release scheme, in conjunction with House Proud
- administering the new home security grants
- providing practical and moral support to the occupier throughout the building process
- promoting home repair and improvement, generally, but with reduced dependence on Council grants, drawing, instead, on the full range of available funding sources, such as client's savings, loans and equity release, financial support from client's family, charities, Social Fund grants and loans and Local Authority Grants

6.3 Funding

In the past, the Council has contributed to the cost of the service by paying a grant, seconding a member of staff and offering free accommodation. This has been supplemented by a Government grant, provided on a 'match-funding' basis and by fee income from the contract supervision of grant-funded works.

In future, Government funding will be provided in the form of Supporting People (SP) grant, and the procurement arrangements will need to comply with SP requirements. This will include the market-testing of the service from 2004/5.

6.4 Governance

The Council will ensure that satisfactory governance and performance management arrangements are in place. The work of the Agency will be monitored on a quarterly basis by a Management Committee, comprising representatives of the Council's Housing and Social Services Departments, the Primary Care Trust.

The organisational and governance arrangements will be reviewed in 2004/5 in the light of the Government's proposals in this area.

7. ADVICE AND ASSISTANCE

The Council is committed to providing, and helping others to provide, effective advice services on all housing matters.

The Council itself provides advice services, covering public and private housing, at its 6 community housing offices. More specialist advice for the private sector, and particularly in relation to tenancy relations matters is available through the private housing team.

In cases of dispute between landlords and tenants, the Council will provide advice, with a view to resolving the dispute. If this fails and the tenant is subject to harassment or illegal eviction, the Council will act swiftly and effectively to protect the rights of the tenant, pursuing injunctions and prosecutions where appropriate.

This advice is available over the telephone, through leaflets and booklets and on the Internet.

Current publications (and the Council's website) include advice on:

- Housing standards, including fitness and decent homes
- Energy conservation
- Empty homes
- The Council's policies in relation to grants, other assistance and enforcement
- Grants and assistance available from other agencies
- The range of financial products available to fund home improvement

The Council also supports voluntary advice services, both financially and with information and training, to ensure that the advice they provide is up to date and that they are fully aware of any changes in the Council's policies and services.

In the housing improvement zones, the amount of advice and support given will be much greater, with residents benefiting from free property surveys and advice on procuring works and dealing with builders.

It is not only residents who need information and advice – so do those providing services to them – in particular, banks and building societies, estate agents and solicitors. The Council will seek to engage with the residential property market professionals, keeping them informed of local and policies and standards ('decent homes', the 'fitness' standard and its successor, for example)

8. ENFORCEMENT

8.1 Customer Care and approach to enforcement

The Council is a signatory to the Enforcement Concordat and is committed to applying its principles. It will seek to prevent the need for enforcement measures through education, advice and support. Wherever possible, it will seek to secure the necessary repairs by agreement rather than the use of enforcement powers.

In undertaking its enforcement work the Council will

- Set and publish the service standards which it expects to achieve (see ch.9 below), monitor its performance against those standards and publish the results
- Provide information, in plain English, on the rules that we apply and will make these widely available
- Keep records on every person owning, renting and, particularly, letting properties in the Borough, wherever enforcement has been, or is likely to be an issue. Such records will be subject to the rules of the Data Protection Registrar and will be used to help the Council perform its enforcement functions effectively. Where the detection, prevention or prosecution of crime is involved, relevant information may be disclosed to other parties, such as the police (under the Sharing of Information protocol) and the Inland Revenue
- Provide a courteous and efficient service. Our staff will identify themselves by name and provide a contact point and telephone number for further dealings with us
- Provide information in different languages for businesses and individuals where appropriate
- Actively seek the views of those who receive our services about how we can improve. We will provide well publicised, effective and timely complaints procedures. In cases where disputes cannot be resolved, we will explain any right of complaint or appeal, with details of the process and the likely time-scales involved
- Always apply the Council's equality policies when carrying out our enforcement functions. We will always respect the rights and freedoms of individuals as set out in the Human Rights Act, 1998 and we will comply with the protocols described in the Act
- Minimise the cost of compliance by ensuring that any action we require is proportionate to the risks and seriousness of the breach
- As far as the law allows, take account of the circumstances and attitude of alleged offenders when considering action. We will take into consideration the views of anyone who is alleged to have been injured or suffered loss
- Use risk assessment to target our resources and to prioritise our activities. Our response times and inspection intervals will be traceable to an assessment of risk and seriousness of offence

8.2 Enforcement Decisions

We will take account of any previous history in relation to the property and the landlord, including any previous offences and the extent of compliance with previous advice. Those who ignore advice on compliance will be subject to a higher level of action where it is available.

The Council will have regard to the circumstances of the person against whom it is considering enforcement action and seek appropriate professional advice and support before embarking on any action which could be detrimental to an elderly, disabled or otherwise vulnerable person.

8.3 Enforcement Options

We will use the full range of enforcement options to achieve compliance. These options include :

Informal action - will be taken in the first instance where the matter is not serious, the past history shows no similar problems, there is no risk to health and we have confidence that compliance will be achieved. Where advice has been given and repeat offences are found, formal action is likely to follow.

Service of notices – the Council will serve appropriate notices where necessary to protect the health and safety of residents

Work in default - Where we have served a statutory notice and it is not complied with, we will exercise the powers available to us to arrange for the work to be carried out at the owner's expense. We will always seek to recover our full costs, including administrative costs and interest charges, from the person receiving the original notice.

Formal Caution – A formal precaution will be considered, in appropriate cases, as an alternative to prosecution. This would be taken into account by the Courts in the event of a subsequent offence.

Prosecution - will be taken where there is a probability of securing a conviction and prosecution serves the public interest.

Compulsory Purchase – in appropriate cases of persistent and serious breaches of the law, the Council will consider the compulsory purchase of dwellings and their sale to other suitable landlords, including registered social landlords.

Recovery of Costs - We will seek to recover the full economic costs of prosecuting offenders.

Publicity - We will seek publicity for all of our successful prosecution cases in order to inform others about the consequences of failing to comply with legal requirements.

Enforcement Procedures - We will maintain written enforcement procedures designed to implement this policy. Officers will be trained in the use of these procedures and will have authority to take enforcement actions traceable to them. Where enforcement results in a formal caution or prosecution, Officers will provide a copy of this policy and a justification for their action.

9. PERFORMANCE AND SERVICE STANDARDS

9.1 Performance targets

The Council has established performance management framework for its private sector housing work.

The Government has set a number of targets for private sector housing, under its Best Value arrangements and the Council has agreed others - these are set out below. Performance against these targets is monitored on a monthly basis. Also set out below are the provisional targets set for the Home Improvement Agency.

The proposals set out in this document for achieving the Council's policy of securing 'decent homes' in the private sector involve new programmes of activity and new policy tools. Levels of activity and expenditure are proposed for planning and budgeting purposes. The new policies will be piloted and reviewed during 2003/4. Following this review, it will be possible to refine the approach and the targets.

9.2 Private sector strategy – long term targets

Area	Measures	Target	Monitoring Method & Frequency
Unfitness	Number of properties made fit per annum through Council action	50	Ongoing monitoring on database
	Total number of properties made fit per annum	400	Stock condition survey 2007
Non-decent homes	Number of properties made 'decent' per annum through Council action.	700	Ongoing monitoring on database
	Total number of properties made 'decent' per annum	2,500	Stock condition survey 2007
Energy efficiency	Number of homes provided with energy efficiency measures through the Council's scheme	3,000	Ongoing monitoring of energy agency activity on database.
	Average SAP rating for the Borough	70	Assessment through annual Home Energy Conservation Act report

9.3. Best Value Performance Indicators

PERFORMANCE INDICATOR (annual)	2001/2 out-turn	2002/3 target (local)	2002/3 (est.)	2003/4 target
BVPI 62 – Unfit properties The percentage of unfit private sector properties made fit or demolished	1.9%	2.2%	2%	2.5%
BVPI 64 – Empty properties The number of private sector vacant dwellings that are returned into occupation or demolished during the year as a direct result of action by the local authority	42	18	15	25
BVPI 166 – Enforcement - Score against checklist on compliance with good practice	90%	100%	100%	100%

9.5 Local Service standards

Corporate standards	Target	
Response times for correspondence	10 working days	
Response to telephone calls	20 seconds (7 rings)	
Response to voicemail messages	24 hours	
Acknowledgement of formal complaints	5 working days	
Full investigation and response to complaints	20 days	
Responsive work – response times	Target	
Emergencies, including Illegal evictions	1 st response - Same day	
Complaints	1 st response - 2 days	
Grants/ Financial assistance	Approval - 28 days	
Prosecutions	Completion - 4 months from decision to proceed	
Programmed work - frequency		
HMO inspections – high-risk properties	6-monthly	
HMO inspections – medium-risk properties	Annually	
HMO inspections – low risk properties	3-yearly	
Bed and breakfast hotels	6 monthly	
Regulation and Accreditation - timescales		
First response following accreditation request	3 days	
Confirmation	5 days	
Regulation and Accreditation - volumes		
HMO registration scheme	95% of known HMO's	
Landlords accreditation scheme	50 in 2003/04	
Enforcement work - compliance timescales		
Housing Act notices	28 days from expiry	
Others	7 days from expiry	
Enforcement work - volumes	2002/03	2003/04
No. formal notices served	10	30
No. complied with	5	10
No. works in default	0	3
No. cautions issued	0	3
No. prosecutions completed	0	2
% prosecutions successful	0	100%
No. press releases	0	12

9.5 Targets for the Home Improvement Agency			
Performance measure	2001/2 Out-turn	2002/3 (est.)	2003/4 target
Number of enquiries received	219	275	450
Response times			
Median time from first contact to first visit	5.99 weeks	6 weeks	5 weeks
Minor jobs – average time from first visit to completion	28 weeks	27 weeks	26 weeks
Major jobs – average time from first visit to completion	37 weeks	36 weeks	35 weeks
Investment secured			
Value of works completed (excluding fees and v.a.t.)	£515,000	£350,000	£850,000
% of work funded other than through grants	4%	0%	30%
Amount of private sector investment spent	£23,000	£0	£250,000
Volume of repair and improvement work achieved			
Number of Equity Release jobs completed	N/A	2	40
No. DFGs completed	29	63	100
No. security grants completed	N/A	0	75
Total number of jobs completed	122	140	190

References

- Community Strategy - Barking and Dagenham Partnership, 2001
The Housing Strategy – LB Barking and Dagenham, July 2002
Housing Needs Survey– LB Barking and Dagenham, June 2002
Crime and Disorder Strategy – LB Barking and Dagenham, March 2002
Climate Change and Energy Strategy - LB Barking and Dagenham (draft) 2002
Regeneration Strategy 'An Urban Renaissance in East London' – LB Barking and Dagenham
Health Inequalities – Barking and Dagenham Primary Care Trust 2002
LB Barking and Dagenham UDP, 1995
- Housing Renewal Guidance – Office of the Deputy Prime Minister 2002
Home Improvement Agencies – Development and Reform Office of the Deputy Prime Minister 2002

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THE EXECUTIVE**15 APRIL 2003****REPORT OF THE DIRECTOR OF HOUSING AND HEALTH**

2003/04 FOOD SAFETY SERVICE BUSINESS PLAN		FOR DISCUSSION
<p><i>All Local Authorities are required by the Food Standards Act 1999 to produce a Food Safety Service Business Plan. The Act requires Food Safety Service Business Plans to be submitted to members for approval to ensure local transparency and accountability.</i></p> <p><u>Summary</u></p> <p>This report sets out the Food Safety Service Plan for the year 2003/04. The plan follows guidance given by the Food Standards Agency in the 'Framework Agreement on Local Authority Food Law Enforcement'. The plan forms the basis on which the Food Safety Service will be delivered.</p> <p><u>Recommendation</u></p> <p>The Executive is asked to approve the plan prior to its submission to the Assembly on the 14 May 2003 for formal adoption.</p> <p><u>Reasons</u></p> <ul style="list-style-type: none"> • To give clear details of the Council's Food Safety service; • To describe how it will operate in the coming year; and • To show how it contributes to and supports others in delivering the Corporate Objectives to the community as a whole. 		
<p>Contact: Darren Henaghan</p>	<p>Team Leader – Commercial Environmental Health</p>	<p>Tel: 020 8227 5660 Fax: 0208 227 5699 Minicom: 0208 227 5755 E-mail: darren.henaghan@lbbd.gov.uk</p>

1. Background

- 1.1 2002/03 has been a busy year for the Food Safety Service. The Plan, which has been forwarded to Members before this meeting, includes a review of the year's performance and describes how the service will be provided over the coming year.
- 1.2 The Plan details how the Food Safety Service in Health and Consumer Services, contributes to and supports others in delivering the Corporate Objectives to the Community as a whole. We realise that we have a unique position in the Council by visiting around one thousand business owners each year and we strive to use our time with these businesses to the best effect.

During these visits we promote the reputation of the Council, advise them about recent changes in their legal responsibilities and tell them about training opportunities we may be offering and of course inspect, tackling any deficiencies found where they may be putting the wellbeing of consumers at risk.

- 1.3 This is the third annual Food Safety Service Business Plan and marks the end of another successful year for the food team. We have achieved our key performance indicator by completing 100% of our scheduled food hygiene and food standards inspections whilst at the same time running the “Best Food in Barking and Dagenham Award”. This competition, part funded by the Neighbourhood Renewal Fund, asks the public to nominate who they feel offers the best food in the Borough. 50 local businesses were nominated, one of which had almost 70 votes. The final judging is now taking place by our taste panel and we will announce the winners during the Barking Festival in May.
- 1.4 The Food Team has firmly established a partnership arrangement with Barking College of Further Education to provide low cost easy access food hygiene training that is carefully tailored to meet the needs of the participants. This year we trained 186 local people in food hygiene including 46 people from the Chinese community who were trained in Cantonese. This year the team intends to provide a new course for people with learning difficulties. We believe that we are the only Council in the country that offers this service.
- 1.5 The White Paper "The Food Standards Agency – A Force for Change" identified the need for stronger links between central and local government on food law enforcement. It also identified the Food Standards Agency (the 'FSA') as having a key role overseeing local authority enforcement activities. It envisaged the FSA setting and monitoring standards and auditing local authorities' food law enforcement activities to ensure that work is effective and consistent. The Food Standards Act 1999 empowers the FSA to monitor and audit local authorities.
- 1.6 In September 2000, after a period of consultation, the FSA issued a “Framework Agreement on Local Authority Food Law Enforcement”. This document provides the framework for closer liaison between the FSA and the Council. It includes the following components:
 - service planning guidance;
 - enforcement standards setting out key aspects of the enforcement approach to be used by local authorities;
 - an enhanced enforcement monitoring scheme. (The Council has measures in place to ensure that any information requested by the FSA can be provided.); and
 - an audit scheme providing in depth qualitative information on enforcement activity
- 1.7 The plan set out in this report follows the guidance in the Framework Agreement (as required by the FSA).

2. Contents of the Plan

2.1 The plan covers the following areas:

- Service Aims and Objectives, including the clear link made by the Balanced Scorecard between the Council's Community Priorities and 2020 vision and the objectives set by the Food Safety Service;
- Background, including a description of the Borough and its political structure;
- Service Delivery, including the policy the Council adopts when inspecting food businesses, dealing with food complaints and advising and educating food business owners and staff;
- The resources we will put into the Food Safety Service;
- How we ensure that we consistently provide a high quality, easily accessible service that is relevant to all service users.
- How we will review our performance over the year and how we will use this information to plan again next year.

Background papers used to prepare this report:

- Barking & Dagenham Food Safety Service Business Plan 2003/04 - London Borough of Barking & Dagenham, April 2003.
- Framework Agreement on Local Authority Food Law Enforcement - Food Standards Agency, September 2000
- The Food Standards Agency - A Force for Change - Government White Paper, January 1998

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THE EXECUTIVE**15th APRIL 2003****REPORT OF THE DIRECTOR OF HOUSING AND HEALTH**

2003/04 HEALTH AND SAFETY SERVICE BUSINESS PLAN	FOR DISCUSSION	
<p><i>All Local Authorities are required by statutory guidance issued under the Health and Safety at Work etc. Act 1974 to produce a Health and Safety Service Business Plan. The Act requires that the Health and Safety Service Business Plans are approved by members, to ensure local transparency and accountability.</i></p> <p><u>Summary</u></p> <p>This report sets out the Health and Safety Service Plan for the year 2003/04. The plan follows guidance given to all Local Authorities by the Health and Safety Commission in their statutory guidance document "Health and Safety in Local Authority Enforced Sectors". The plan forms the basis on which the Health and Safety Service will be delivered.</p> <p><u>Recommendations</u></p> <p>The Executive is asked to approve the plan.</p> <p><u>Reasons</u></p> <ul style="list-style-type: none"> • To give clear details of the Council's Health and Safety service; • To describe how it will operate in the coming year; and • To show how it contributes to and supports others in delivering the Corporate Objectives to the community as a whole. 		
<p>Contact: Darren Henaghan</p>	<p>Team Leader – Commercial Environmental Health</p>	<p>Tel: 020 8227 5660 Fax: 0208 227 5699 Minicom: 0208 227 5755 E-mail: darren.henaghan@lbbd.gov.uk</p>

1. Background

- 1.1 This is the second annual Health and Safety Service Business Plan and follows statutory guidance issued by the Health and Safety Commission (the 'HSC'). In recent years a number of high profile national safety issues, most notably on the railways, have brought into focus the need for a new emphasis in Health and Safety Enforcement.
- 1.2 Chair of the HSC, Bill Callaghan, and the Deputy Prime Minister launched the *Revitalising Health and Safety Strategy Statement* in June 2000. It includes a 44-point action plan designed to achieve a 20% reduction in cases of work related ill health and a 10% reduction in fatal and major accidents at work.

- 1.3 2002/03 has been an excellent year for the Health and Safety Service. We have completed 100% of our scheduled inspections alongside two major initiatives to tackle transport based accidents in warehouses and work related ill health in offices and call centres in the Abbey Ward.
- 1.4 The team received a real boost in January this year when it won the Health and Safety Commission's HELA Award for innovation, the highest accolade that can be given to a Health and Safety Service in a Local Authority, for its warehouse transport initiative. This was closely followed by an external audit of the service by the All London Environmental Health Managers (ALEHM) group that found that the Council scored three out of four overall with two areas been sighted as best practice.

2. Contents of the Plan

- 2.1 The plan, which has been previously circulated to members, covers the following areas:
- Service Aims and Objectives, including the clear link made by the Balanced Scorecard between the Council's Community Priorities and 2020 vision and the objectives set by the Health and Safety Service;
 - Background, including a description of the Borough and it's political structure;
 - Service Delivery, including the methods the Health and Safety Team will use to contribute, at a local level, to the delivery of the HSCs National Priorities;
 - The resources we will put into the Health and Safety Service;
 - How we ensure that we consistently provide a high quality, easily accessible service that is relevant to all service users.
 - How we will review our performance over the year and how we will use this information to plan again next year.

Background papers used to prepare this report:

- *Barking & Dagenham Health & Safety Service Business Plan 2003/04* - London Borough of Barking & Dagenham, April 2003.
- *HELA 2002 Report On Health And Safety In The Local Authority Enforced Sector* - Health & Safety Commission, June 2002
- *Revitalising Health and Safety Strategy Statement* - Health & Safety Commission, June 2000
- *Reforming the Law on Involuntary Manslaughter* - The Home Office, May 2000

THE EXECUTIVE**15 APRIL 2003****REPORT OF THE DIRECTOR OF SOCIAL SERVICES**

CHANGES TO HOME CARE SERVICE		FOR DECISION
<p><i>This report concerns efficiencies in the home care service.</i></p> <p><u>Summary</u></p> <p>This Report details proposals to reduce the level of unused hours within homecare by a reduction in contracted hours for 14 (fourteen) staff with a compensation package previously used in other departments. This measure will improve efficiency and reduce contracted hours by a total of 80 (eighty) per week in order to better direct services towards Older People requiring a higher level of support in the community.</p> <p><u>Recommendation</u></p> <p>The Executive is asked to agree approval for the purchase of home care contracted hours at a one off cost of £13,998.40. The cost of which will be met from within the home care budget, the effect of which will be cost neutral for the financial year.</p> <p><u>Reason</u></p> <p>There is a need to target Social Services revenue within the home care service at older people with complex needs living in the community.</p>		
<p>Contact: Cathy Mitchell</p>	<p>Director of Older People Services</p>	<p>Tel: 020 8227 2331 Fax: 020 8227 2241 E-mail: catherine.mitchell@lbbd.gov.uk Minicom 020 8227 2462</p>

1. Background

- 1.1 The Joint Review in 1997 said that Social Services were spreading financial resources too thinly across all older people and needed to target them towards people with complex needs. Therefore Social Services has identified those older people with the greatest need who can be legitimately funded using the Social Services budget which means that older people with a lower level need can no longer receive funding from Social Services.
- 1.2 Over recent years the physical and mental ability of Older People now accessing the Home Care Service has changed dramatically, as have the requests for the type of assistance required by the older person in assisting them to remain at home, with a significant shift from domestic care to personal care and support.

- 1.3 This change of needs of Frail Older People has had significant impact on the home care service, in that the times assistance is most requested now falls within core hours of 7am to 11am and 4pm to 10pm. And whilst home care was predominantly a weekday service, there has been a considerable increase in the level of weekend support required.
- 1.4 The contracts of employment for homecare workers is explicit as to the number of hours and times of day each worker is scheduled for duty. These contracts are predominately based on attendances between Monday and Friday and are out step with the needs of a modern service. In view of these contractual rights it was necessary to identify a means for varying terms for those staff with unused hours.
- 1.5 The flexibility of staff within the home care service with regard to their contracted hours was changed as a result of Executive approval of report "Changes in the Home Care Service" 14th August 2001. Further changes have been effected through staff recruited to the service since that date. However, there has for some time been a significant number of unused hours in the service, a large number of which were outside of core hours.

(Unused hours are defined as contracted hours available, for which there is no user requiring a service)

- 1.6 Discussions regarding unused hours began with the GMB Trade Union, as the main union representing home carers, in June 2002. Since that time they have been both supportive and co-operative in trying to assist in reducing the unused hours in the service, however, no significant impact had been achieved in reducing the unused hours. A compensation package previously used in another department was agreed as the appropriate mechanism to equitably achieve the reduction in unused hours.
- 1.7 In December 2002 jointly agreed letters were sent to 50 home care staff who were identified as having regular periods of unused hours within their weekly contracted hours. In January 2003 each staff member then had a follow up meeting with their trade union representative, human resources and management.

Process:

June 2002	Unused hours 1643 (average over 4 weeks = 410.81hrs)
Nov 2002	Unused hours 1486 (average over 4 weeks = 371.5 hrs).
Dec/Jan	Letters & Personal Interviews
Feb 2003	Unused hours 706.5 (average over 4 weeks = 176.62).

- 1.8 Of the original 50 staff identified, 36 agreed to work flexibly within their existing contracted hours, 14 requested a compensation package for reducing their contracting hours using a formula as previously agreed with the trade union.
Formula:
Number of contract hours reduced x home care hourly rate of pay x 26 weeks

2. Financial Implications

- 2.1 Purchase of home care contracted hours at a cost of £13,998.40 the cost of which will be met from within the home care budget, the effect of which will be cost neutral for the financial year.

3. Conclusion

- 3.1 The adoption of this proposal will bring much greater efficiency to the service, and will enable the service to both meet needs, and to demonstrate a joint commitment between the Council, the Trade Union and staff to meeting the expectations of service users and of Government.

Background Papers:

- Joint Review Report
- Executive Report Dec 2001

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THE EXECUTIVE**15 APRIL 2003****REPORT OF THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

DAGENHAM DOCK INTERIM PLANNING GUIDANCE		FOR DECISION
<p><i>This report lays out the responses from the public consultation on new planning guidance for Dagenham Dock and presents an amended version to be adopted as Interim Planning Guidance (IPG).</i></p> <p><u>Summary</u></p> <p>In January 2002 the Executive supported the vision of Dagenham Dock as a Sustainable Industrial Park. In order to assist the delivery of this vision it was essential that planning guidance be revised to support the vision and encourage the land uses and quality of development the vision seeks. In December the Executive supported the draft guidance going out to public consultation. This report presents the results of the consultation and the amendments made in the light of the comments.</p> <p><u>Recommendation</u></p> <p>The Executive are asked to formally adopt the amended Dagenham Dock Interim Planning Guidance.</p> <p><u>Reason</u></p> <p>In order for it adopted as Interim Planning Guidance and used as a material consideration in the determination of planning applications.</p>		
<p>Contact Officer Bernadette McGuigan</p>	<p>Development Projects Manager</p>	<p>Telephone: 020 8227 3881 Fax: 020 8227 3896 Minicom: 020 8227 3034 E-mail: bernadette.mcquigan@lbbd.gov.uk</p>

1 Background

- 1.1 The Executive supported the vision (and associated strategy) for Dagenham Dock as a 'Sustainable Industrial Park' at a meeting on the 21st January 2002 (Minute 319 refers). This was followed by approval to the consultation draft of Interim Planning Guidance (IPG) going out to public consultation at a meeting on the 17th December (Minute 243 refers).
- 1.2 The consultation period ran from 20th December 2002 through to the 7th February 2003. Around 200 copies were produced and distributed as well as being made available on the Council's website. All known occupiers and landowners were sent a full copy

- 1.3 This process of producing Interim Planning Guidance (supplementary planning guidance) is in accordance with guidance set out in Planning Policy Guidance Note No 12 (development Plans). This states that “[Supplementary Planning Guidance] should be prepared in consultation with the general public, businesses, and other interested parties and their views should be taken into account before it is finalised. It should then be the subject of a council resolution to adopt it as supplementary guidance.”
- 1.4 It is important to emphasise that the purpose of the Interim Planning Guidance is not to rewrite or introduce new planning policies but to provide guidance, supplementing, elucidating and exemplifying the policies and proposals of existing UDP policies.
- 1.5 In particular, the Interim Planning Guidance is intended to clarify Policy BR4 of the adopted UDP to emphasise the form of the higher standard of development sought within the Dagenham Dock Employment Area in accordance with recent central Government policy statements and the emerging London Plan.

2. Responses

- 2.1 Appendix 1 consists of a spreadsheet which includes every response broken down into individual comments. Each comment is given a specific officer reply as well as details of how the guidance has or has not been amended in the light of it. Copies of the full responses have been made available in the Members room.
- 2.2 Responses to the guidance were mixed with predominantly favourable responses from the Mayor of London (including GLA, TfL and LDA), London Remade, LB Bexley, Thames Gateway London Partnership, Heart of Thames Gateway SRB Partnership, Sustrans and the Port Of London Authority.
- 2.3 Objections to the guidance came from major landowners/developers Innogy, Ravenbourne and Keenmount. The CPRE/FoE also objected although it should be noted that many of the concerns related to ELWA/Shanks rather than the IPG. There were also a number of responses highlighting very specific issues of concern. Every respondent will be provided with an individual response to their comments.
- 2.4 The Mayor of London’s response (including comments by the GLA, AUU, TfL and LDA) concluded the proposed guidance is consistent with the objectives of the Draft London Plan and therefore is “generally supported in strategic planning terms”.
- 2.5 The Mayor expects that LBBD will continue to work closely with his Architecture & Urbanism Unit, the LDA, and TfL in finalising the guidance and progressing the Opportunity area planning framework. Key points raised included:
 - The IPG should not be considered to fulfil the role of an Opportunity Area framework (as the Opportunity Area is the wider ‘Dagenham Riverside’) but should form an important supplementary document in developing such a framework.
 - Employment provision should be quantified. Regularly monitoring reports on progress toward implementation of a SIP should be made particularly in regard to exclusion of further B8 uses.
 - Greater clarity on ‘green industry’ uses.

- Flooding issues need to be addressed
 - ELT Safeguarding plan should be included within the guidance.
 - All the points made in the Mayor's response have been addressed and the Council will continue to work closely with the GLA family in progressing the vision.
- 2.6 The main objections to the guidance come from three planning consultancies on behalf of landowners Innogy, Ravenbourne and Keenmount.
- 2.7 In very broad summary their objections relate to the guidance's resistance to B8 (storage and distribution) development which they view as restricting their flexibility and hindering the redevelopment of Dagenham Dock.
- 2.8 They argue there is no policy support for a restriction on future B8 development as neither the UDP or Draft SDS restrict employment classes. They believe there is a lack of demand for 'green industries' and manufacturing/industry in general and that the local skills base is better suited for warehousing and distribution employment. Criticism is also made that the guidance goes outside the scope of Town and Country Planning powers.
- 2.9 In response, it is true to say that neither the UDP or the draft London plan seek to restrict B8 uses as they cover much wider areas. The guidance points out there are numerous B8 uses in operation, with planning permission, and that the guidance lays out a strong case for why Dagenham Dock should resist any further B8 development in favour of B1b&c and B2 manufacturing uses. Dagenham Dock has numerous B8 uses which will remain - the threat to a mix of employment types comes from a crowding out of other uses by B8 not by restricting further B8 development.
- 2.10 Furthermore, the aim of ensuring a good supply and mix of employment land for development is in accordance with National Planning Policy as set out in Planning Policy Guidance Note 4 (Industrial and Commercial Development and Small Firms).
- 2.11 This states that "Policies should provide for choice, flexibility and competition. [...] They should aim to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure. They should also ensure that there is a variety of sites available to meet differing needs."
- 2.12 The Council acknowledges that demand is relatively strong for storage and distribution uses in the area and as a result such uses generate higher land/rental values. Significant storage and distribution uses have recently been developed with further permissions to be implemented. There is a need to ensure that manufacturing, general industry and Research and Development is not crowded out by strong B8 demand. The UDP and DD Masterplan policy of preventing an 'undue concentration' of B8 uses has proved unworkable.
- 2.13 The new guidance lays out a strong case for why further B8 uses should be restricted in Dagenham Dock in a policy which can be practically implemented. The Guidance is strongly in tune with the wider London Riverside Strategy of manufacturing growth. The case put forward by the landowners for greater flexibility due to lack of demand is understood and addressed below. However, the likelihood of substantial public funding for transport and infrastructure over the

coming years requires a clear vision and planning framework for the site to ensure physical and economic benefits are maximised.

- 2.14 On the issue of demand, a number of studies on the demand for land/employment prospects for the environmental business sector are currently underway to quantify the 'drivers of change' referred to in the guidance. It is important to ensure at this stage that further storage and distribution development does not prevent environmental businesses or other industrial/manufacturing/R&D uses occurring and thereby squandering the vision.
- 2.15 To address concerns, the Council will take on board the Mayor of London's recommendation to monitor the situation. If the outcome of the studies, the market situation and in particular the impact of the ETRCL development, result in lack of regeneration over the coming years due to poor demand then a review will consider whether some further B8 development can be permitted.
- 2.16 Developers and landowners will also have show clear evidence that sites have been marketed for B2 uses at appropriate rental levels. This conforms to Planning Policy Guidance Note 12 [para. 4.12] which stresses that local authorities should aim to ensure that proposals for economic development, and the allocation of land for that purpose, are realistic. The monitoring will also take account of public transport improvements to ensure TfL's concerns over density increases are included.
- 2.17 Regarding the objection that the vision for a 'Sustainable Industrial Park' goes outside the scope of planning powers, the guidance highlights that it forms part of a 'toolkit' of measures to deliver the SIP acknowledging the limits of planning powers. Policies are worded to take account of the extent of planning powers whilst ensuring promotion and encouragement of elements in line with the SIP vision.

3. Amendments to the Guidance and Status

- 3.1 The consultation draft has undergone a number of amendments in the light of comments received. Appendix 2 consists of the amended guidance presented with tracked changes. The amendments make the document more clear and robust whilst retaining the original thrust of the draft version.
- 3.2 The process of consultation has been undertaken in accordance with guidance set out in Planning Policy Guidance Note No 12 (Development Plans). This states that "[Supplementary Planning Guidance] should be prepared in consultation with the general public, businesses, and other interested parties and their views should be taken into account before it is finalised. It should then be the subject of a council resolution to adopt it as supplementary guidance."
- 3.3 The Interim Planning Guidance clearly derives out of strategic guidance set out at the National level and the draft London Plan. Of key consideration has been the need to ensure planning policies "provide for choice, flexibility and competition", so that there is "sufficient land available which is readily capable of development and well served by infrastructure" (PPG 4: para 6). Importantly this should ensure that there are "a variety of sites available to meet differing needs".

- 3.4 Once adopted the Interim Planning Guidance will be used as a material consideration, and given added weight in the determination of planning application within the Dagenham Dock area. It will also be incorporated into UDP review process and the Opportunity Area Framework for Dagenham/London Riverside.
- 3.5 The commitment within the IPG to monitoring the situation in terms of demand and employment will ensure that proposals for the economic development of Dagenham Dock, and the allocation of land for this purpose, are realistic (PPG 12: para. 4.12). This will be supported by the findings from existing and future studies on the demand for land/employment prospects for the environmental business sector.

4. Financial

There are no financial implications arising from this report.

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Name of Respondant	Summary of Response	Initial Response	Textual Amendments
<p>RN1: Nathaniel Lichfield & Partners on behalf of Ravenbourne Development</p>	<p>1) Seeks to promote inappropriate policy priorities which would prejudice future development/investment regeneration initiatives. b) Constrain employment opportunities with repercussions for local workforce.</p>	<p>The IPG lays out policies based on a clear context and rationale linked into wider strategic objectives and policies. The Guidance aims to generate significant employment opportunities in a growth sector where a range of skills are required and training opportunities are available.</p>	<p>No change.</p>
	<p>2) Draft SDS policy objectives misinterpreted.</p>	<p>The GLA have formally responded to the guidance without making such a point.</p>	<p>No change.</p>
	<p>3) Difficult to see how SIP can be created through promoting B1/B2 and resisting B8. Question the ability to deliver SIP through T&CP Act.</p>	<p>The guidance recognises the extent of the Use Classes Order and ensures the text is worded to reflect it. The guidance also highlights that the planning system forms part of a 'toolkit' of measures to deliver the SIP thereby acknowledging that the planning system on its own would not deliver an SIP. The guidance lays out the planning policies within the context of the SIP vision yet each policy in its own right serves a planning function.</p>	<p>No change.</p>
	<p>5) Lacks benefit of planning policy support at any level.</p>	<p>The Mayor of London has provided comments on the guidance which are broadly supportive. The guidance will form part of the UDP review process.</p>	<p>No change.</p>
	<p>6) UDP and DD Masterplan do not resist range of employment uses.</p>	<p>The UDP and DD MASTERPLAN highlight that there should not be an undue concentration of B8 uses. The guidance recognises that this guidance presents a strong policy. The UDP review process will undoubtedly seek a range of employment types across the Borough however it will highlight areas where a specific strategy promotes certain uses and restricts others. The Guidance highlights clear reasons why at such a scale it is appropriate to restrict any additional B8 uses in order to avoid an 'undue concentration' and support the vision.</p>	<p>No change.</p>
	<p>7) SDS policy 3B:12 does not justify safeguarding large areas of industrial for environmental industries at the expense of other employment generating uses.</p>	<p>The Guidance acknowledges that whilst environmental industries are strongly encouraged, B1 b&c and B2 uses are permitted.</p>	<p>No change.</p>

<p>8) Search for suitable env. Ind sites should be part of UDP review</p>	<p>The UDP review is underway. With river and rail accessibility, existing aggregate and recycling operations and distance from residential areas, Dagenham Dock is the most suitable site in the Borough for environmental industries and this will be highlighted in the deposit draft of the UDP.</p>	<p>No change.</p>
<p>9) Encouragement of some industries should not mean ruling out others.</p>	<p>Further B8 is restricted for the reasons highlighted but the guidance still enables a wide range of employment uses.</p>	<p>No change.</p>
<p>10) Restricting employment uses conflicts with draft SDS objectives for the area.</p>	<p>The guidance highlights that Dagenham Dock and the wider area have significant B8 uses and that this guidance is seeking to ensure that land is available for non B8 employment uses. Therefore rather than conflicting with the SDS objective it supports it. This is backed up by the Mayor's response to the draft guidance and the Mayoral Stage 2 report on the Innogy application.</p>	<p>No change.</p>
<p>11) DDVIS was not subject to consultation and has no weight as a material consideration. It is the only documented support for the SIP concept.</p>	<p>DDVIS is a publically available document (downloadable from the Council's website or viewable at the Planning Reception). It has been adopted by the Council as a Strategy to take the regeneration of DD forward however the guidance clearly states that it is not planning guidance. Although explicit reference to the SIP is not made in the draft SDS the guidance is broadly supported by it and the London Riverside Urban Strategy. The guidance also highlights a wide range of policies and strategies that it is strongly in tune with. As mentioned earlier whilst the SIP vision forms the context and rationale for the IPG, each policies in its own right serves a planning purpose which can be justified independently.</p>	<p>No Change.</p>

<p>12) Reference to Shell Haven study should not be extrapolated to all B8 uses as it is storage of oil. Gross simplification of relationship b/w employment and land use. British Bakeries (B8) for example employ more people per sq m than Antalis (B2).</p>	<p>The Shell Haven study refers to plans for new employment uses on a new park associated with a redeveloped port facility. The B8 figures supplied therefore are not for storage of oil, but for all B8 uses. Nevertheless as the Shell Haven Study is not widely available and would involve very large B8 units, the text has been amended to refer to the report available on the internet prepared by Arup in July 2001 for EP instead. This report does include higher job numbers for B8 uses, but the main point is that it is widely accepted that B8 uses generally result in lower employment than B1/B2. The Council acknowledges that the relationship between land use and employment generation is complex however, whilst there are exceptions, on average B8 uses employ less people per sq. m than B1 or B2 uses. Whilst British Bakeries do employ more people per Sq Ft than Antalis it is likely that when drivers (non-site employees) are excluded, the position would be different.</p>	<p>Acknowledgment made that the relationship between land use and job numbers is not a straightforward one. Reference to the Shellhaven report has been deleted and replaced by reference to the Arup report.</p>
<p>13) Proliferation of B8: - Why is a number of B8 uses a disadvantage? - There are no large development sites along the A13 coming forward for B8. - Thames Gateway Park is one of the last available B8 sites.</p>	<p>-As the Guidance makes clear there are already a substantial number of B8 uses already in the area, with new permissions for many more. The Guidance seeks to ensure that other employment uses are not excluded by virtue of the higher land values generated by B8 development. -Many of the large development sites along the A13/River Road have gone for B8 use. -It is also therefore one of the last available B2 sites.</p>	<p>No change.</p>
<p>14) Traffic: Only where there is insufficient capacity in the local network that cannot be addressed through mitigation should this be an issue of concern.</p>	<p>It is appropriate for planning guidance relating to an area to address the cumulative impact of development proposals on the road network to ensure future development does not have a negative impact upon the area. Planning Guidance is the ideal location for such strategic considerations.</p>	<p>No change.</p>

<p>15) Skills mismatch: Specialist industries will require considerable retraining of locals to ensure they are able to take up these jobs. B8 uses match existing skills in the area and will therefore ensure better local job take up.</p>	<p>As highlighted there is considerable B8 employment in the area already, the IPG seeks to go further. 'Green Collar jobs' require a range of skills and in particular offer good training and job progression opportunities.</p>	
<p>16) Little evidence of demand for environmental industries generally, or in DD in particular. Their client's have experienced no such demand.</p>	<p>This issue is addressed in detail in the Committee report.</p>	<p>New paragraph added about demand and monitoring.</p>
<p>17) Suggest amendment to include B8 as an acceptable Use or at least for Thames Gateway Park sites.</p>	<p>This would remove a major objective of the IPG</p>	<p>No change.</p>
<p>18) Floorspace ratio is a mechanism to restrict type of land uses.</p>	<p>The floorspace ratio is included to ensure that development on the site next to Dagenham Dock station</p>	<p>No change.</p>
<p>19) Question the practicalities, reasonableness and enforceability of Floorspace ratio: - hard to know job numbers, especially for speculative development - job numbers can change through time and are hence, unenforceable. Requested floorspace ratio is removed.</p>	<p>Dagenham Dock Station is likely to receive substantial investment over the coming years making it one of London Riverside's key interchanges. It is essential that land around the station is maximised and therefore an employment density range is included in the policy. The Council recognise that use of such figures can produce some practical difficulties and would therefore take these into account.</p>	<p>Insert "The Council recognise there may be some practical issues regarding the employment density and would take these into account in determining planning applications."</p>
<p>20) Redraft DD7 to clarify contribution would be related to proposals and to mitigate an identified impact.</p>	<p>Obligations would be required in line with the latest national guidance.</p>	<p>No change.</p>
<p>21) Developers would be required to contribute a sizeable part of site for ELT turning circle - such a contribution requires a successful redevelopment.</p>	<p>Developers should also recognise the benefits of the ELT for the site. A very frequent high quality transit system serving the development site would enhance land values and encourage development.</p>	<p>No change.</p>
<p>1) Formally object as it does not match the claim to be a comprehensive innovative strategy because key issues are not addressed. Guidance risks prejudicing the sustainable regeneration image of the whole TG.</p>	<p>The Guidance itself aims to add to the sustainable regeneration image of Thames Gateway but it has a limited scope/remit - what it cannot do is alter the key issues you refer to such as ELWA proposals etc.</p>	<p>No change.</p>
<p>2) IPG does not address anomalies whereby best practice kerbside collection conflicts with need to collect permanently large quantities of mixed waste to support commercial fuel production.</p>	<p>These issues are outside the scope of the guidance.</p>	<p>No change.</p>
<p>3) ELWA's IWMS does not refer to DD SIP.</p>	<p>The IWMS strategy was produced in advance of the SIP proposals however, we have sought to engage ELWA in discussions over the SIP and therefore their future strategies may make reference to it.</p>	<p>No change.</p>

<p>4) Add London Community Recycling Network (LCRN) to appendix C: Agreed.</p> <p>5) Refer to LCRN as commercially viable, leading edge, best practice, Agreed. separation system.</p> <p>6) Reduction of 'waste miles' is inadequately addressed. Processes are available where recycling can occur at local facilities reducing lorry movements to central sites.</p> <p>7) Add to DD7: In accordance with proximity principle, proposals for waste recycling operations that can be carried out at remote locations in safe and hygienic modular plant close to source will not be permitted.</p> <p>8) An exemplary sustainable strategy would rule out incineration which perpetuates 'dustbin of London' image. This also works against recycling. Guidance is silent on incinerator site.</p>	<p>The guidance does not enable local recycling to be considered within it. The guidance highlights the proximity principle and that any secondary materials should be locally sourced.</p> <p>Whilst the proximity principle is acknowledged in the guidance, it is difficult to state a planning policy preventing recycling operations if they could be carried out at remote locations closer to their source.</p> <p>The guidance did not mention the 'incinerator site' as no proposal is envisaged to come forward. Any applications would be based on their merits however as you rightly point out incinerator works against recycling and would add to a negative image of the area and therefore would not be acceptable.</p>	<p>LCRN added to Appendix C</p> <p>Included in description of LCRN.</p> <p>No change.</p> <p>No change.</p>
<p>9) An exemplary sustainable strategy would rule out residual fuel production. ELWA's BIOMRF is at the expense of recycling innovation. Mixed waste perpetuates 'dustbin of London' image.</p> <p>10) Renewable energy production target of 20% is too low given large roof areas. Change to 40%.</p> <p>11) Refer to brown roofs as well as green to widen the range of species assisted.</p> <p>12) Add to DD11: Incineration, processing and/or use as fuel of separable recyclable materials will not be permitted in DD.</p>	<p>ELWA's strategy and proposals are outside the scope of the guidance.</p> <p>20% is a good start compared to other guidance and further percentages can be sought through negotiation.</p>	<p>No change.</p> <p>No change.</p> <p>New paragraph added to Design and Landscaping section.</p> <p>No change.</p>
		<p>Insert new paragraph "The public consultation process revealed some concern that the draft version made no mention was made of waste incineration. Mass burn waste incineration would work against the whole vision of a Sustainable Industrial Park as well as perpetuating the historically negative environmental image of the area. Therefore the Council would resist any proposals for such a facility. This is in line with the Draft London Plan Policy 4A.1 which presumes against mass burn incineration with the focus on waste minimisation, recycling and new and emerging conversion technologies."</p>

	<p>13) ELWA strategy which does not adopt the ultimate aim of 'zero waste' prejudices the SIP vision.</p> <p>14) State of the art sustainability is not adequately articulated in the guidance and is fatally compromised unless ELWA changes its proposals. Solutions should be built into IPG.</p>	<p>This is a comment on ELWA's strategy rather than the guidance.</p> <p>The remit of the IPG does not include ELWA's proposals.</p>	<p>No change.</p> <p>No change.</p>
<p>RN3: Scrattons Tenants and Residents Association</p>	<p>1) Welcome all forms of industry that will increase employment opportunities, but it must be linked to Borough's Cleaner, greener and safer policy. There are too many noise, dust and dirt creators already. Agree that Infrastructure requires an upgrade.</p> <p>2) Need to look closely at future levels of transport and not underestimate the future growth of the area.</p> <p>3) Suggest an Eastern relief road be built from Chequers Lane to A13 Marsh Lane junction to reduce pressure and pollution at Goresbrook Interchange.</p>	<p>Transforming the image of DD and ensuring development meets high quality env standards is a key objective of the IPG. Issues such as noise, dust and dirt can be addressed through planning conditions in line with the guidance's objectives of an improved environmental standard for DD.</p> <p>This issue is being examined across the wider London Riverside area with studies underway into transport needs and means of encouraging a greater shift to public transport.</p> <p>This is a potential long term scenario, but it is not appropriate or necessary to include it in the current guidance as concentration is focussed on achieving a more sustainable modal split which would not threaten the capacity threshold of Goresbrook Interchange..</p>	<p>No change.</p> <p>No change.</p> <p>No change.</p>
<p>RN4: RPS on Behalf of Keenmount Ltd</p>	<p>1) PAGE 6 PARA 1: The reference in the last sentence of this paragraph to the vision incorporating "the retention of existing businesses which have appropriate planning consents" is unnecessary and unduly restrictive. It is difficult to see how the this could be achieved unless the Planning Authority are seeking to compulsorily purchase the sites that they believe do not have "appropriate planning consents". In any event the statement is inconsistent with the Thames Gateway Planning Framework – RPG9A paragraph 5.2.3 which deals with economic development in the Thames Gateway. It states:</p> <p>"In order to avoid the loss of the potential for employment, industrial areas which are not in conflict with this guidance should not be favoured for other forms of development".</p>	<p>Existing permitted uses are unaffected by the guidance.</p> <p>The reference refers to the potential for enforcement action against uses without planning consent.</p> <p>Dagenham Dock is, and will remain, an employment area. The quoted reference relates to non employment uses.</p>	<p>No change.</p> <p>No change.</p>

<p>2) PAGE 6 AIM NO. 5 Whilst Keenmount Minerals Limited do not raise objection to the aim of bringing the site's existing recycling waste transfer and aggregate companies into the Vision, there is no reason why sites currently or previously occupied by those uses have to remain in waste or aggregate use. Land owned by Keenmount Minerals Limited to the west of Chequers Lane had until recently the benefit of planning permission for redevelopment of the site to provide industrial/warehouse buildings (B2 and B8) with ancillary offices including a seed bed centre, parking and an access road (Reference: TP/220/96). This consent was granted on the 21st January 1997 and recently expired last year. This underlines the common sense view that sites do not have to remain in their existing use and this point should be acknowledged in this section of the IPG.</p>	<p>An unimplemented planning permission which has now lapsed is no justification for not producing planning guidance for a site which takes accounts of changes in the wider context.</p>	<p>No change.</p>
<p>3) PAGE 6 "COMPONENTS" Objection is raised on the basis that the future uses proposed to be accommodated on the sustainable industrial park do not include B8 (Storage and Distribution) uses or indeed B1(A) uses. Keenmount Minerals had until recently the benefit of a planning consent for amongst other things B8 uses on their land to the west of Chequers Lane. Furthermore the existing uses on Dagenham Dock include a number of B8 uses (there is no explanation in the text as to what will happen to these) and indeed the adopted UDP Policy E1 provides for the retention and expansion of employment areas for B1, B2 and B8 uses. Dagenham Dock is identified as such an employment area. The text should therefore be amended so as not to unduly restrict the type of uses that could be accommodated within the overall scope of the vision for the sustainable industrial park.</p>	<p>The planning guidance covers new applications, existing B8 development will remain. See Committee report.</p>	<p></p>

<p>4) PAGE 9 PARAGRAPH 2 The text in this paragraph quotes from the urban strategy for London Riverside noting that the second objective of the strategy is to provide for "industries that serve London" as well as "for the growth sector of environmental technology". Since the industries that serve London include the whole range of B1, B2, B8 and a number of sui generis uses, this objective in actual fact supports the full range of employment uses on sites such as Dagenham Dock and does not restrict sites like Dagenham Dock only to the growth sector of environmental technology. The text of this paragraph should therefore be changed to reflect the urban strategy.</p>	<p>The Objectives for London Riverside cover the whole of the London Riverside area. The section within the document which breaks this down into individual sites identifies Dagenham Dock for the environmental industries sector. To reduce any confusion the wording will be altered to clarify that the guidance is entirely consistent with the Urban Strategy for London Riverside.</p>
<p>5) PAGE 9 PARAGRAPHS 3 AND 4 Whilst it is noted that this interim planning guidance is intended to be replaced by the Deposit Draft of the UDP Review, it is nevertheless understood from discussions with the planning authority that the review of the UDP is at present on hold and the Deposit Draft may not be published for some time yet as a result of the changes proposed in the Government's Green Paper on Planning Reform. Until such time as the UDP Review is commenced then the adopted UDP carries the full force of Section 54A of the Town and Country Planning Act. The adopted UDP supports the full range of employment uses under Policy E1 and indeed encourages the promotion of employment within the Borough under Policy E6.</p>	<p>New paragraphs added in introduction laying out more clearly the purpose and status of the IPG.</p>
<p>6) PAGE 8 PARAGRAPHS 5, 6 AND PARAGRAPHS 1 AND 2 PAGE 10 Objection is raised by Keenmount Minerals Limited to the selective references to the adopted Dagenham Dock Master Plan supplementary guidance (1999). That Master Plan actually supports flexible land use allocations across the majority of the Dagenham Dock site (see page 11 of the document) and also supports a full range of B1 (A, B and C), B2 and B8 use classes across the majority of Dagenham Dock (see page 12 of the document). The retention of a full range of uses is consistent with the Mayor of London's Draft London Plan (June 2002) and there is no reason why the consultation draft of the interim planning guidance should not refer to the full range of employment uses on this site.</p>	<p>See Committee Report</p>

	See Committee Report.	Introduction includes additional text regarding status and purpose of the guidance.
<p>7) SECTION 5 POLICY DD1 Objection is raised by Keenmount Minerals Limited to the policy as presently worded. Paragraph 1 of the policy is too inflexible as this is only supplementary guidance which does not carry the full weight of the adopted UDP which allows a full range of employment uses on the Dagenham Dock site. Objection is raised to paragraph 2 of the policy on the grounds that it is unnecessary in the context of the policies of the adopted UDP.</p>		
<p>8) PAGE 11 – "LAND USE" Objection is raised to the wording of the last paragraph on page 11 because it fails to refer to the suitability of Use Class B1(a) and B8 type developments at Dagenham Dock. There is nothing in the draft London Plan or indeed in the Dagenham Dock Vision Implementation Strategy which prevents the full range of B1, B2 and B8 uses on the Dock site. This interim policy guidance is therefore inconsistent with the very documents that it claims support from. The text should be amended accordingly.</p>	<p>There is no surprise that the draft London Plan does not prevent the full range of employment uses. The plan covers the whole of London. The DD guidance covers one area with the Borough. Barking & Dagenham encourages all employment uses and as the guidance states considerable B8 uses have been approved in the area (including DD). It is to ensure other employment uses can be developed that there is a need to restrict B8 uses. Therefore the guidance does not conflict with the draft London Plan.</p>	<p>No change.</p>
<p>9) PAGE 12 BULLET POINT NO. 5 Support the need to seek a mix of unit sizes and indeed draw attention to the fact that land to the west of Chequers Lane on part of the former distillers site had until very recently the benefit of planning permission for redevelopment of the site to provide industrial/warehouse buildings with ancillary offices including seed bed centre (15,350m²) and parking and access road under planning permission reference: TP/220/96. By identifying this same parcel of land in the interim planning guidance document and on the proposals plan (Plan 3) as a recycling industry's site the IPG is failing to have regard to pre-existing commercial initiatives which would help to support the overarching SIP objectives. The designation of this parcel of land on the proposals plan should therefore be deleted.</p>	<p>An unimplemented planning permission which has now lapsed is no justification for producing planning guidance for a site. A Seed Bed Centre with an environmental focus could still be acceptable under the policy.</p>	<p>No change.</p>
<p>10) PAGE 12 LAST PARAGRAPH It is clear that a number of sui generis uses would be appropriate occupiers for the Dagenham Dock site even within the narrow definition of green industries applied by the planning authority. Further support should be given for sui generis uses being located at Dagenham Dock.</p>	<p>Due to the obviously diverse nature of Sui generis uses it is difficult to highlight support for the use class as a whole. The DD2 policy of support for "Sui generis uses in line with the SIP proposals" would appear to address the point made.</p>	<p>No change.</p>

<p>11) POLICY DD2 Object to the wording of this policy as it is too inflexible. Restricting B8 uses is not only inconsistent with the draft London Plan which supports sustainable B2 and B8 uses in Strategic Employment Locations (which include part of Dagenham Dock) but it would also deter occupiers who might otherwise fit the Council's preferred industries from locating at Dagenham Dock. Policy 3B.6 and 3B.12 of the draft London Plan both indicate that B8 uses in particular will be appropriate in Strategic Employment Locations. Resisting B8 uses is therefore inconsistent with the draft London Plan.</p>	<p>See Committee Report. There are B8 uses in Dagenham Dock already (and with permissions) - the guidance aims to ensure other employment uses are not crowded out by B8 uses and is therefore in tune with the draft SDS and UDP.</p>	<p>No change.</p>
<p>Furthermore resistance to Use Class B1(A) developments is also unduly restrictive particularly given that a number of such uses would be appropriate, even within the restrictive definition of "appropriate uses" applied in the IPG, where they form separate planning units which are associated with another use which the Council would regard as "appropriate", for example. The Dagenham Dock Vision Implementation Strategy (November 2001) upon which the draft IPG is based envisages B1, B2 and B8 uses on this site (see paragraph 1, page 51 and Table 5) and indeed the draft London Plan also envisages using wharfs which are critical to aggregate storage and processing operations (see for example draft London Plan Policy BR.18 – Wharfs on the Blue Ribbon Network). In conclusion therefore the policy is unduly restrictive by failing to support B1(A) and B8 uses at Dagenham Dock and the policy text should therefore be amended to include reference to support for such uses.</p>	<p>Stand alone office uses are not deemed appropriate for DD with the focus for such uses on town centres. The DDVIS does refer to B8 uses, although it means existing and already approved ones. Reference to B1 is for B1 (b) and (C) uses as included in the guidance. The Riverside/aggregates zone does permit aggregate storage and processing operations.</p>	<p>No change.</p>
<p>12) PAGE 13 PARA 4 TO PAGE 14 PARA 6 Objection is raised to the text following Policy DD2 as it is, in the view of Keenmount Minerals Limited, contrary to market forces. As stated above B8 and indeed B1(A) uses which may also be green industries are supported by the draft London Plan and are identified in the Vision Implementation Strategy. B8 type uses are also supported in paragraph 5.2.7 of RPG9A and therefore the text should be adjusted to reflect this clear support for a wider range of uses than currently stated.</p>	<p>B8 uses are supported in RPG9A as that guidance covers a much wider area - the Borough's UDP review will also enable B8 development. The DDIPG covers a much smaller area where restrictions on sub-region wide acceptable uses can be made.</p>	<p>No change.</p>

<p>13) POLICY DD3 : RECYCLING INDUSTRIES ZONE</p> <p>Strongly object to the inclusion of this policy in the SIP and to the consequent identification of parcels of land on the proposals plan as recycling industries sites.</p> <p>The incorporation of this policy is unreasonably restrictive to those occupiers in those areas identified on the plan as recycling industry areas.</p> <p>The Council itself has recently taken enforcement action against such a use on land identified for this purpose and it is therefore inconsistent to now want to support such uses in the same locations.</p> <p>At the time the DDVIS was drawn up it was done up in the knowledge that there was an extant planning permission for B2 and B8 uses on land owned by Keenmount Minerals Limited to the west of Chequers Lane (permission reference: TP/220/96).</p> <p>It is therefore inconsistent and indeed wholly unreasonable to now identify specific parcels of land for recycling industries and in effect to blight the land by preventing other potential uses such as those that were permitted on Keenmount Mineral's land and those supported elsewhere on the Dock site in the IPG.</p> <p>Keenmount Minerals Limited therefore consider that:</p> <p>(a) recycling industries should be accepted along with other B1, B2 and B8 uses across the whole of Dagenham Dock and not just in one small area;</p> <p>(b) those areas currently designated on plan 3 as recycling industries zones should be redesignated as green collar zone (as proposed to be amended);</p> <p>(c) a full range of uses should be accepted on those green collar zone sites including B1, B2 and B8 uses;</p> <p>(d) Policy DD3 should be deleted entirely from the IPG.</p>	<p>The enforcement action was taken against a number of scrap yards/car breakers who had an extremely poor environmental standard and site appearance, and operated without planning permission. The Guidance is not inconsistent with the enforcement action taken, indeed the text even refers to the action and that further action could be taken. The guidance makes clear that new applications will need to show clearly how the site will be run and how it will look.</p>	<p>No change.</p>
<p>(a) This view is shared by the GLA and is not necessarily ruled out in the guidance. Recycling industries could be given approval within the Green Collar Zone provided they meet the other requirements. The guidance seeks to ensure that there is land for recycling industries.</p> <p>b) There is a need to allocate land specific for env. industries/recycling.</p> <p>c) See response to RN1 (13)</p>	<p>No change.</p>	<p>No change.</p>

<p>Raise a detailed objection to criteria (i) and (ii) of the DD3 since those matters are to some extent dependent upon control over other party's land and may not be achievable, and to criterion (iii) on the basis that it is not enforceable – it would not be possible to enforce against materials being stockpiled for “excessive” periods without defining appropriate timescales etc and it would clearly not be possible if consent already existed which did not restrict stockpiling timescales. In conclusion therefore it is considered the policy should be deleted together with the text that follows and the recycling industry zone sites be redesignated on plan 3 in the same way as the rest of the site, ie under green collar zone (as proposed to be amended).</p>	<p>The criteria relate entirely to the site. It is recognised that there may be enforcement difficulties however the Council will work with applicants to produce workable and reasonable conditions to deliver the planning objectives.</p>	<p>No change.</p>
<p>14) PAGE 15 PARAGRAPH 2 It is correct to state that the Dagenham Dock Master Plan did identify a low technology park however it was identified only in the south east corner of the site. The area presently allocated for recycling industries under draft Policy DD3 covers a much larger area and is unjustifiable for the reasons given above.</p>	<p>The boundary of the recycling zone has enlarged from the earlier low tech park area but is justified as part of the overall vision for the site and the demands for such uses.</p>	<p>No change.</p>
<p>15) PAGE 15 PARAGRAPH 3 There is no incentive for existing occupiers to enhance sites and therefore this desire is in reality undeliverable.</p>	<p>It is hoped that the redevelopment of sites in line with this guidance will encourage other occupiers to improve their site appearance. Whilst it is accepted that there is no current incentive available, there is no reason for not including it as an aspiration in the guidance.</p>	<p>No change.</p>
<p>16) PAGE 15 PARAGRAPH 4 B1, B2, and B8 uses may also accord with draft London Plan Policy 3B.12.</p>	<p>It is arguable whether a B8 use could satisfy the policy.</p>	<p>No change.</p>
<p>17) POLICY DD10 Whilst it is laudable to seek to secure contributions towards a number of infrastructural improvements to the area in reality this is unrealistic as piecemeal financial contributions towards infrastructure works will not deliver the changes that this IPG seeks within the timescales that they are sought. If the infrastructure of Dagenham Dock is to be improved then these improvements need to take place at an early stage and as part of a comprehensive package rather than as and when funding becomes available through isolated planning obligations.</p>	<p>The Council recognise that contributions to infrastructure via S106 contribution would not fully fund the required improvements. The guidance highlights that the Council and its partners will work together to secure funding from a variety of sources. It is however appropriate and reasonable for new development to contribute toward such works as they would be the main beneficiary. We welcome your suggestions on securing the funding required at an early stage.</p>	<p>No change.</p>

<p>RN5: Millencrest Ltd</p>	<p>18) POLICY DD11 – ENVIRONMENTAL STANDARDS Objection to the wording of this policy as it is considered to be unduly restrictive. In particular to criterion no. (iii) and to the last paragraph of the policy which deals with renewable energy. It is contrary to the general objective of seeking not to restrict market forces unduly in planning policy guidance to require occupiers to sign up to an Environmental Management Scheme across the board. A “one scheme fits all” approach is highly unlikely to work in a location like Dagenham Dock with such a diverse range of existing and potential occupiers.</p> <p>DD11: Furthermore the requirement that all development over 2,000m² will be expected to incorporate renewable energy production equipment to provide at least 20% of predicted energy requirements is wholly unreasonable and unrealistic. Occupiers above this threshold may well end up being unable to achieve targets like this or the requirement may well dissuade otherwise entirely “appropriate” occupiers from locating in Dagenham Dock. Both criterion (iii) and the last paragraph of the policy should be deleted.</p> <p>19) PAGE 23 PARAGRAPHS 1-2 The introduction of a site wide Environmental Management System is very unlikely to work in practice. Whilst it is laudable to express this as a “desire” in the IPG, it should not be expressed as an “imperative”. The text should be amended accordingly.</p> <p>20) PLAN 3 – DAGENHAM DOCK SIP PROPOSALS PLAN Objection is raised to the identification of areas of land to the east and west of Chequers Lane as recycling industries under Policy DD3. These designations should be removed in their entirety and the sites redesignated in the same manner as the majority of the rest of the site, ie green collar zone under Policy DD2 (as proposed to be amended).</p> <p>Many objections are verbatim to those submitted by Nathaniel Lichfield & Partners and are therefore responded to above.</p> <p>1) Guidance gives reference to high quality design which presents the public face of the SIP. B8 uses are compatible with this eg. Thames Gateway Park.</p>	<p>A site wide EMS system is highlighted as a long term aim. A detailed and prescriptive ‘one scheme fits all’ approach would not be suitable. However a flexible scheme with broad site wide parameters could be applicable and rather than restricting market forces, many firms find an EMS helps save resources and save money in addition to social and environmental benefits.</p> <p>The inclusion of the policy follows the policies adopted in many revised UDPs and indeed is supported by a Draft SDS policy. In implementing the policy, the council will work with the applicants to deliver the requirement in the most reasonable means including providing advice and support information.</p> <p>See response above.</p> <p>See above.</p>	<p>No change.</p> <p>No Change.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p>
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	<p>2) Overall objectives fail to have due regard to lack of precise control the Council will have over the operations on-going within the Dagenham Docks area.</p> <p>3) Brain Haulage represents one of the last available B8 sites. There is little need therefore to restrict future B8 if concern relates to a proliferation.</p>	<p>Guidance recognises that it covers future planning applications and not existing operators. Nevertheless existing operators could seek to redevelop their sites or alter their operations in a way in which planning would become involved.</p> <p>Illogical argument - there are only a limited number of development sites left therefore they should go to B8.</p>	<p>No change.</p> <p>No change.</p>
<p>RN6: Rainham Preservation and Improvement Society</p>	<p>Basic idea of maximising waste is very good. Need assurances that the use of Hindmans Way and Frog Island will be ruled out as a site for an incinerator as the use is not conducive to the Mayor's plan for riverside housing.</p>	<p>Frog Island is outside the plan area and the Borough. For Hindmans Way no proposal for an incinerator is envisaged and the guidance does not implicitly support such a use. See responses made to CPRE.</p>	<p>See response made to CPRE.</p>
<p>RN7: EPSRC</p>	<p>EPSRC put themselves forward as both a potential source of research funding and a provider of advice about funding sources for the proposed ETRCL and the businesses and R&D organisations. EPSRC is co-sponsoring the Sustainable Technologies Initiative and would like to be included in Annex C.</p>	<p>Welcome EPSRC comments and will ensure they are engaged in discussions over the ETRCL.</p>	<p>No change.</p>
<p>RN8: Local Resident (Heathway)</p>	<p>1) River jetty should be used for passenger movements.</p> <p>2) Fail to cover tourist infrastructure DD will be a no-go and prohibited area for any recreational purposes as it has been for decades.</p> <p>3) Asking local peoples views has proved a waste of time previously when no notice has been taken.</p>	<p>The use of the river for passenger transport is supported as a sustainable transport mode however will all the jetties in private ownership and used for freight movements there is limited opportunity for a passenger service therefore due to limited likelihood the idea has not be presented in the guidance. Nevertheless the Council would look favourably on any passenger river transport facility that did not conflict with the guidance.</p> <p>Tourist/recreational opportunities at DD are not envisaged as being a major growth area or focus for specific attention. There is likely to be some level of visitor/educational facility at the ETRCL and maybe in association with other leading edge businesses wishing to showcase their processes. The Sustrans route will offer an attractive route through the SIP.</p> <p>Local residents' views are taken account of whilst the planning guidance can encourage certain uses it is reliant on development proposals coming forward from the private sector.</p>	<p>No change.</p> <p>No change.</p> <p>No change.</p>

<p>RN9: London Remade</p>	<p>4) Council run door collection programme is needed for recycling. 5) Proposals are at jeopardy without the revoking the incinerator licence 6) ELWA/Shanks BIOMRF proposals involve burning vast quantities of waste defeating the object of a green recycling programme. 7) The ELT route will be of no use to those who wish to travel north to south in the Borough. The new provision will copy existing good links. 8) Recycling plants pollute the atmosphere with carcinogenic toxins and particles. SIP plan adds to the dirty atmosphere. Why are you so keen to kill off the population of Dagenham? 9) Include the Council's access officer in future discussions/proposals. 1) Supports the principle of the aims. The concept of an industrial area where greater use can be made of recyclable materials, where 'green business' practices will be encouraged, and one which can support higher employment densities than storage/ warehousing uses is one that we fully endorse. It links closely with the overall aims of London Remade to encourage the manufacture of higher value products using recycled materials. 2) IPG seems to fit well with policies in the draft London Plan and the Mayor's waste strategy. Appreciate the problems you may currently have in resisting applications for what you regard as inappropriate, and although it is a matter for the borough, if London Remade can be of help using our links at the GLA and the Mayor's office, please let me know</p>	<p>This issue is not within the scope of the guidance. See comments on incinerator made to CPRE. This issue is not within the scope of the guidance. The Council recognise that good north/south transport links are essential for getting local people into new jobs at DD. An original aim of the ELT was to create north/South links, however as you rightly point out the first phase does mostly travel east/west. Future phases of ELT could travel through Dagenham onto Romford. Other bus links will be explored as part of the wider regeneration strategy. SIP aims to highlight that modern environmental businesses are not 'bad neighbour' uses but will have high environmental standards and improved site appearance. Recycling plants per se are not polluting. The Council's Access Officer is consulted on planning applications. Support welcome. The Council view London Remade as either a key partner in the development of the ETRCL and the wider SIP, or at least a complimentary rather than competing organisation. Thank you for support.</p>	<p>No change. See response made to CPRE. No change. No change. No change. No change.</p>
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	<p>3) The main concern is related to the proposal for the actual ETRCL. Whilst the concept is attractive, I have some reservations about the funding aspects, how you might get the private sector involved and the operational aspects. In our experience, a technology centre is best achieved through a site that is actually processing/manufacturing something where technology and the latest practices can be demonstrated. I have my doubts about a more general technology centre. I would be pleased to discuss these in more detail with Scott Wilson.</p> <p>4) I would be interested in being a member of the steering group subject to diary commitments.</p>	<p>The Council will ensure these comments are taken up in the work being carried out by Scott Wilson and that London Remade is fully engaged in the ETRCL development process.</p> <p>Welcome this commitment.</p>	<p>No change.</p> <p>No change.</p>
<p>RN10: Sustrans</p>	<p>1) We are pleased to see that the document clearly sets out the Council's support for development of the Sustrans North-East Thames route.</p> <p>2) p. 6: The Vision includes "sustainable transport", but there is no mention of this in either the Aims or the Components. We suggest that an additional component stating "Industries which are committed to encouraging and enabling their employees to use sustainable transport for journeys to work" or similar is added.</p> <p>3) p.19: Sustrans route – Sustrans would like to see both route options being developed since they meet different needs. The Goresbrook habitat corridor would provide an attractive route for new cyclists and leisure trips, whilst the Choats Road/Chequers Lane provides a less attractive but more utilitarian route for work trips. The Choats Road/Chequers Lane option needs to be pursued if the Sustrans North-East Thames route is to be completed by 2005.</p> <p>4) In order to ensure pathway continuity, any riverside path at Dagenham Dock should therefore be given status of a combined footpath and cycleway.</p> <p>5) p.21 Bullet point four: Section 106 agreements should also be actively sought to secure funds or land for walking and cycling infrastructure through, and linking to, the site.</p> <p>6) p.36 Appendix C: Sustrans should be listed as an organisation to provide guidance and technical advice on cycling and walking infrastructure and cycle parking.</p>	<p>The route offers a foot/cycle path of strategic importance.</p> <p>Sustainable transport is an aim and is highlighted strongly throughout the document. It is therefore worth adding it to the list of aims (although it should be noted that the heading says ".aims include:". The components relate to land uses and therefore it is not wholly appropriate to add the suggested wording which is addressed elsewhere in the text.</p> <p>Agreed that both routes are desired.</p> <p>Agreed.</p> <p>This section has been amended, taking on board TGLP's suggestions. However your point is addressed clearly in the policy on obligations.</p> <p>Agreed.</p>	<p>No change.</p> <p>Include "sustainable transport" as an aim.</p> <p>Wording changed to highlight the long term future for both routes serving different purposes with the Goresbrook route becoming the Sustrans route once operational and the other forming part of the cycle path network.</p> <p>Change references to Riverside walk to Riverside Cycle/Footpath.</p> <p>No change.</p> <p>Sustrans included in Appendix C.</p>

	7) Two useful websites related to green travel planning to include in Appendix C are: www.local-transport.dft.gov.uk/travelplans www.travelwise.org.uk	Include website addresses in Appendix C.
RN11: LBBD Env Protection Team	<p>1) All applicants will need to undertake intrusive site investigations at the development area as required in the standard planning condition U1.</p> <p>2) There is also the opportunity to use this site to demonstrate the application of remedial technologies in the area. The current approach, removing contaminated material to a landfill site is not sustainable. For a site such as a 'Sustainable Industrial Park' demonstrating remediation techniques for the site by cost effective and sustainable means would reflect positively on the development. It would be able to provide further information upon request. (Stuart Proudlock – Contaminated Land Officer)</p>	Noted, but not seen as necessary to include in the guidance.
Page 15	<p>3) Within the "Context and Rationale" (section 2) could you, as well as mentioning the "regenerating the economy" priority also address the "creating a Cleaner and Greener borough"?</p> <p>4) Within the "current planning policies" (section 4) and also appendix A, it is also worth mentioning the Mayor's Energy Strategy, which will back up your case for 20% renewables on site.</p>	<p>Insert Land Remediation section in environmental standards saying "There is an opportunity in Dagenham Dock to adopt more sustainable methods of land remediation rather than the traditional approach of removing contaminated material to landfill. Further information on this can be provided by the Council's Contaminated Land Officer."</p> <p>Insert "Cleaner, greener and safer" as a Community priority.</p> <p>Mayor's Energy Strategy included in Section 4.</p>
	<p>5) The power station (pg. 14) could offer the site for Combined Heat and Power plant that could serve the industrial park and offices.</p>	<p>The options for CHP have been explored in detail with the power station in the past and due to the high energy efficiency level of the plant there is no scope for such a facility. The open scope of the text does enable a wide range of options to be explored in the future, however we would prefer not to highlight anything specific without some degree of likelihood.</p>
	<p>6) DD6 – is there anything that we can do to promote the use of the river?</p>	<p>The PLA can provide grants.</p> <p>Insert "The Council will also work with organisations, particularly the Port of London Authority, to attract funding/grants in support of greater river/rail freight movements in line with the guidance."</p>

	<p>7) In the support/grants/funding section (pg. 34) you can mention the 40% grants for solar power sites through commercial developments (visit http://www.est.org.uk/solar/index_solar.html).</p> <p>8) Could we also (for the information of potential clients) stress about the environmental improvements that we are intending to do for the area?</p> <p>9) Is it worth placing on the maps, the transport links that would further encourage "green" industries?</p> <p>10) Whilst we actively encourage operators to adopt higher environmental standards, regulators cannot require criteria such as storage not visible from the highway, limited duration for stockpiling of materials, minimised visual impacts through siting design and landscaping and could not necessarily require containment within solid retaining walls.</p> <p>11) Can the planning system as part of the toolkit of measures to deliver regeneration to the dock impose such conditions and require existing operators in the area to erect 'imaginative screens, earth bunds, gabion walls and green walls' in order to create a more attractive appearance?</p>	<p>Agreed.</p> <p>These are subject to securing funding with nothing that could be stated as a certainty at this stage.</p> <p>River transport is presumable indicated by showing the jetties. Rail links could be included on the plan.</p> <p>The planning system to a greater or lesser extent can address these requirements for new applications.</p> <p>Such requirements could only apply in the case of new planning applications.</p>	<p>Insert "There are also a range of grants available for utilising renewable energy such as www.est.org.uk/solar/index_solar.html"</p> <p>No change.</p> <p>Include rail links on plan.</p> <p>No change.</p> <p>No change.</p>
<p>RN12: TGLP</p>	<p>1) TGLP welcomes the IPG as it complements the Urban Strategy for London Riverside which TGLP is closely involved with.</p> <p>2) Recommends a revised version of the spatial hierarchy on page 8.</p> <p>3) "Other requirements" in policy DD2 is not clear. Recommend "Business not falling within the above use classes but associated with the environmental business sector will be strongly encouraged."</p> <p>4) Suggest use of term 'planning unit' is confusing. Proposed new wording.</p>	<p>Welcome support.</p> <p>Agreed.</p> <p>The policy aim is to highlight the strong encouragement of the environmental business sector even though there is no distinct land use class. In order to clarify the other requirements line the addition of "in this guidance" will be made.</p> <p>Agree. New wording accepted.</p>	<p>No change.</p> <p>Suggestion taken up in full.</p> <p>Insert "in this Guidance"</p> <p>Final sentence of policy DD2 amended to "main business use" rather than "planning unit".</p>

<p>IRN13: Barton Willmore Partnership on behalf of Innogy plc</p>	<p>5) Suggest rewording of DD5 for greater clarity. Change first part from reserving land for aggregates to not normally granting uses other than aggregates. Replace "Subject to the following criteria" with "Such development will only be permitted where".</p> <p>6) Keen to see a specific transport links policy. Gives suggestion largely consisting of text already in the document amended into policy form.</p> <p>7) Recommend IPG includes safeguarding route for ELT.</p> <p>8) Policy DD11- add reference to staff travel database and car parking space reduction targets in the policy.</p> <p>9) Appendix A - some draft London Plan policies are referred to in other policies but not quoted.</p> <p>10) Include Gateway to London in Appendix C.</p>	<p>Wording changes accepted with the addition of making reference to the proposals plan.</p> <p>Wording changes accepted.</p> <p>Agreed.</p> <p>Agreed.</p> <p>Agreed that relevant policies.</p> <p>Agreed.</p> <p>The commitment to work with partners is not constrained to the public sector. It is recognised that, particularly in the development of the ETRCL, the private sector and HE institutions are important partners. Innogy presents itself as a leading edge environmental company and we would be keen to work with them on any proposals in line with the guidance.</p> <p>As stated, this guidance will be carried forward into the UDP. However given delays in progressing the UDP review and uncertainty over the future format of development plans it is necessary to lay out interim policy now.</p>	<p>Policy DD5: Change first paragraph to "In the Aggregates/Riverside Zone identified on the Dagenham Dock Proposals Plan, The Council will not normally grant applications for development of operations other than the manufacture.... Replace "Subject to the following criteria" with "Such development will only be permitted where". Transport section rearranged broadly in line with TGLP's suggested wording. Safeguarding plans will form an annex to the document Add to point 1) "though all should include a staff travel database in order to encourage car sharing schemes and, where applicable, set targets to reduce parking spaces as public transport provision improves." Add relevant policies. Gateway to London included in Appendix C.</p>
			<p>No change.</p> <p>Highlight that IPG does not fulfil the role of an Area Framework. Include job numbers.</p>

	<p>3) IPG does not fulfil the strategic objectives of the SDS. Innogy have made separate representation on the SDS. In particular the IPG fails policy 2A.2</p> <p>4) Limited weight should be placed on the LR Urban Strategy. Representations have been made.</p> <p>5) IPG is premature and policy amendments should be set out in the UDP review after revised draft SDS.</p> <p>6) Policy aspirations fall outside the scope of T&CP powers. 'Green Collar Zone' is vague and bears no resemblance to the Use Classes Order (UCO) - such vague and unsustainable policy will only serve to generate uncertainty and limit development interest.</p> <p>IPG should address barriers to regeneration and use planning powers to address those matters rather than reliance on the delivery of 'green collar industries'</p> <p>Successful regeneration of DD requires - a) Flexible enabling land use planning policies to encourage redevelopment, re-use and decontamination. b) Investment in highways and infrastructure. c) Productive use of development and policy initiatives to address existing barriers, secure environmental improvements and enforcement of unlawful land uses and development. d) Strategic planning policies aimed at delivering strategic public transport initiatives and ensuring strategic links between DD and other strategic sites. IPG fails in this.</p>	<p>It is now recognised that the IPG does not fulfil the role of an Opportunity Area framework as it only covers part of the 'Dagenham Riverside' Opportunity Area. However the IPG does cover the issues highlighted in Policy 2A.2 apart from providing job numbers.</p> <p>The LR strategy provides a strategic grounding for the IPG.</p> <p>The IPG is fully justified in reference to PPG12 and placed in its policy context. The contents will feed into the UDP review.</p> <p>The text acknowledges the UCO and IPG policy is worded to reflect it. However the encouragement of the 'environmental business sector' is a legitimate aspiration for the Guidance.</p> <p>The IPG forms part of a strategy to regenerate DD with other infrastructure and environmental improvements recognised as critical.</p> <p>It is disputed that the IPG fails to address these issues. The only point raised which is not in the guidance is the issue of flexible land use b) The IPG highlights that the Council will work with its partners to improve highways and infrastructure and any further details would be outside the scope of the planning guidance and would be subject to regular change depending on regeneration finance etc.c) The IPG highlights that the guidance forms part of a package of regeneration tools for Dagenham Dock and that the barriers, unlawful uses and general enforcement issues are highlighted in the text. d) The IPG makes reference to the importance of strategic transport initiatives. It supports the ELT and DLR proposals as well as cyclist/pedestrian links. The potential of DD station is also highlighted.</p>	<p>Changes made recognising the guidances role as not being an area framework.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p> <p>See Committee report.</p> <p>See Committee report.</p>
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<p>B8 represents a market demand and opportunity to secure redevelopment and wider benefits. The arbitrary resistance to B8 has not been justified nor substantiated.</p> <p>One of the stated aims of the IPG is to enhance employment levels but there is no analysis of the existing employment levels generated by current uses and likely levels by 'green collar' uses as opposed to Class B uses.</p>	<p>The reasons for the resistance to further B8 is clearly stated on pages 13 and 14 with some additions relating to other comments made. The Council do not dispute the market demand for B8 uses but are keen to ensure that market demand for B8 uses does not crowd out other employment uses, particularly B2.</p> <p>An aim of the IPG is to increase employment levels although it is recognised that retaining aggregate uses may not result in the highest levels of employment. However there are other beneficial factors in retaining such uses. The Council does possess data on current employment levels in DD although with large amounts of vacant land, container storage and construction compounds it is difficult to see the worth in presenting this information. Undoubtedly there may be some B8 uses where employment densities are higher than for some B2/Env Business. However policies are focussed on more than just total numbers. 'Green collar' uses provide a range of employment across skills/education ranges and give opportunities for training and career progression. A number of studies are being carried out into the employment prospects for the environmental business sector.</p>	<p>Additions made to policy justification.</p> <p>No change.</p>
<p>Want to know funding and delivery proposals for the ETRCL.</p> <p>DD1: Merit of SIP not demonstrated. Policy should be redrafted to be wider in scope, seek to encourage proposals that result in positive regeneration</p> <p>DD1: It is not appropriate for each and every application to be accompanied by a 'statement in support' of IPG.</p> <p>Compliance with IPG should not be a determining factor in planning applications due to its limited weight/merit.</p>	<p>LBB/LLDA have appointed Scott Wilson to produce a business case for the ETRCL. The results of their work will be presented in March/April.</p> <p>Cannot agree that the merit of the SIP is not demonstrated.</p> <p>Statements vary in size depending on scale and type of application.</p> <p>The Council is giving significant weight to the IPG due to the changing policy context and the fact the guidance will be included within the UDP review. The Council obviously believes in the merit of the SIP proposals.</p>	<p>No change.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p>
<p>DD2: Identification/boundaries of Green Collar zone not justified.</p>		

	<p>DD2: Resistance to B8 use in principle is not justified.</p> <p>DD2: Policy would prohibit redevelopment for viable use and result in continued degradation, vacancy and failure to achieve wider improvements</p> <p>DD2: No reliance can be placed on Policy 3B.12 of the SDS which is subject to objection at EIP.</p> <p>Reference to SERPLAN is not specific and should be replaced by London specific examples.</p> <p>B8 uses typically generate lower levels of traffic than either B1 or B2 uses.</p> <p>DD3: Need to protect/encourage recycling industries is not justified.</p> <p>DD3: Reasons given contradict reasons to resist B8 ie. Employment yield.</p> <p>DD3: No analysis of employment yields or market demand given.</p> <p>DD4: IPG should not be prescriptive as it its [ETRCL zone] location (assuming merit and need can be established).</p> <p>DD5: Protection for aggregates not justified, with considerable environmental issues arising from such a use.</p> <p>DD5: Protection for aggregates contradicts reasons against B8.</p>	<p>Policy is justified, although some amendments have been made to sharpen the justification and highlight the monitoring of the situation.</p> <p>Planning policy should not favour a particular land use just because it is viable.</p> <p>The draft SDS is highlighted throughout the guidance as the latest indication of London wide policy.</p> <p>Likely employment yields are not irrelevant as they refer to the SE not just London.</p> <p>B1 and B2 uses generate more traffic generally due to higher staff numbers. Improvements in public transport can create a modal shift, however the point raised in the guidance is that B8 uses generally generate more business/commercial vehicle movements which by their nature cannot use public transport.</p> <p>The whole guidance seeks to highlight the need for land for the environmental business sector.</p> <p>Do not believe the are contradictory.</p> <p>See response to GLA.</p> <p>It is essential that the ETRCL is located on a prominent part of DD. In discussion with your client they suggested the best location (available in the short term) is the site highlighted.</p> <p>Environmental issues in terms of dust from vehicles is noted. Any new applications would need to meet strict environmental criteria</p> <p>Text relating to B8 highlights that there are many existing and permitted B8 uses on site and aggregates uses are amongst them. Aggregate uses which utilise the river The text refers to the desire to encourage greater added value processes at aggregate sites (eg encourage things like RMCs glasphalt process). However we recognise that the council's role is limited as far as the encouragement of such operations is concerned unless new applications come forward.</p>	<p>Justification improved.</p> <p>No change.</p> <p>No change.</p> <p>Changes made to the section to clarify it and update references.</p> <p>Refer made to 'non-staff' traffic levels.</p> <p>Add "Whilst higher staff numbers are encouraged and could result in more traffic, there is a greater opportunity for modal shift (people using public transport) for staff travel than for business/commercial travel"</p> <p>No change.</p> <p>No change.</p> <p>See new paragraph in Draft SDS section.</p>
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	DD5: Zones reflect existing rather than any proposed change in boundaries.	Do not see a problem with this.	No change.
	DD7: Employment density requirement not explained or justified.	It is explained as maximising land use adjacent to public transport.	No change.
	DD8: Exact extent of habitat and any necessary mitigation measures should be determined at application stage.	No reason not to include a habitat corridor in the guidance to ensure developers are aware of potential requirements with details for discussion at application stage.	No change.
	DD9: Maximisation will be a function of site specific constraints and need to secure viable development meeting market and operational needs.	The Council recognise site specific issues in terms of maximising land use and will work with applications to achieve best land taking account of operational needs.	No change.
	DD9: Design criteria should be set out in SPG or UDP not DDVIS.	Agreed.	Reference to DDVIS in this regard removed.
	Safeguarding of land for transport links can only be in context of a robust deliverable scheme - neither ELT or DLR are well advanced and do not set out detailed requirement and extent of safeguarded land.	No safeguarding is highlighted for DLR in the guidance due to the reasons you highlight, however ELT is advanced with a funded scheme and safeguarded drawings. The safeguarded drawings will be included as an annex of the adopted IPG.	Safeguarding plans will form an annex to the document.
	Council will seek safeguarded land or financial contributions not both. Any contributions sought should reflect guidance in Circular 1/97.	The planning obligations policy highlights what contributions will be sought for and the Council would obviously take account of the latest national guidance	No change.
	Landowners should be party to Council's study to assess feasibility of creating a North Thames cycle/pedestrian path. The duplication of routes should be assessed.	Study can be made available to landowner. Whilst there is only a need for a single Sustrans route there is a need for both routes as shown on the proposals plan - the route following the road network can act as an interim Sustrans route until the route following the Goresbrook is shown as feasible and is implemented. If and when this route is created then the interim route can form the cycle network for Dagenham Dock providing cyclist access for development sites.	No change.
	DD10: Unduly prescriptive and fails to ensure obligations will be necessary and related in scale and kind to the proposal.	A criticism is often made that developers lack certainty, this guidance aims to ensure applicants are aware of requirements. The three possible obligations listed all relate to the Dagenham Dock site and the actual level of contribution will vary relating to the scale/type of proposal. The Council will obviously take account of the latest national guidance on obligations.	No change.

	<p>DD10: Contributions to 'site management' are not justified especially having regard to limited public ownership. ETRCL contribution not justified.</p> <p>DD10: Private ownership is not a barrier to regeneration. Power already rests with the LPA/LDA to take ownership where justified.</p> <p>DD11: Requirement for improved resource efficiency, use of alternative power and EMS not justified and not appropriate for planning policy. Building Regs and EA approvals already address these.</p> <p>DD11: Detailed provisions of Green Travel Plans (GTPs) cannot be identified within the framework. They should take account of commercial issues, logistical/personnel and political issues affecting business.</p> <p>DD11: With regard a model S106 for GTPs, all obligations must satisfy tests in Circular 1/97.</p>	<p>With the objective of bring private roads into public ownership once it is achieved then there will be a clearer justification. ETRCL contributions are likely to resolve around site wide issues such as green travel planning, local recycling etc however such contributions will be discussed with applicants to ensure they relate to the development in question</p> <p>The existing UDP highlights clearly that private road ownership has been a barrier to barriers for many years. The guidance highlights that the Council or LDA may take act to acquire the roads.</p> <p>Planning policies are increasingly bringing environmental issues forward and the policies in this guidance follow adopted policies elsewhere (eg. Merton's latest UDP).</p> <p>All these issues are relevant in the drawing up of the GTP and in setting targets. However the typical content can be laid out in a model agreement saying what a GTP should include</p> <p>Agreed.</p>	<p>No change.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p> <p>No change.</p>
<p>RNT4: Port of London Authority</p>	<p>1) PLA broadly supports the themes, strategies and general policy direction. Wharves in B&D handled more cargo than any other London Borough over 3,000,000 tonnes in 2001 an increase of 8.6% from the previous year. It is likely that most of the DD terminals will be recommended for safeguarding by the Mayor.</p> <p>2) Welcome DD6 and support commitment to recycling and other 'green' industries. It is essential that riverside sites with the capability of handling waterborne cargo be reserved for the recycling of London's waste.</p> <p>3) Potential green/Infrastructure corridor down to Jetty No7 should highlight its possible use as a link between jetty and recycling zones.</p>	<p>This information will be included in the text.</p> <p>Welcome support although acknowledge the limitations of the UCO.</p>	<p>Insert on page 18 "Wharves in Barking and Dagenham handled more cargo than any other London Borough with over 3,000,000 tonnes in 2001 - an increase of 8.6% from the previous year. Within Dagenham Dock there are 6 terminals of which 5 are currently operational." and "It is likely that most of the wharves in Dagenham Dock will be recommended for safeguarding by the Mayor of London."</p> <p>No change.</p> <p>to link the recycling zone to Jetty No7.</p>

	<p>4) Plan appears to exclude White Mountain Roadstone and Rugby Cement from the aggregates zones.</p> <p>5) RMC's jetty has been excluded from the aggregates zones.</p> <p>6) Concerned that DD2 should not preclude future uses that might wish to make use of the river to bring in cargo.</p>	<p>Rugby Cement (RMC) is within the aggregates zone although the land currently used by GRS Roadstone (owned by RMC) is not, as they were only given a temporary permission and were never part of the UDP Riverside zone. White Mountain Roadstone should be yellow though.</p> <p>Error on plan.</p> <p>Whilst the Council is keen to ensure use of the river is maximised for freight movements we are also keen to ensure that Dagenham Dock does not become a storage area with limited jobs. The strategy aims to encourage value added processes and for aggregates, in particular this includes the creation of manufactured aggregates etc on site rather than solely storage.</p>	<p>Amend plan to ensure White Mountain Roadstone is yellow rather than green.</p> <p>Change colour of RMC jetty to yellow.</p> <p>No change.</p>
<p>Page 89</p> <p>RMT5: GVA Griffiths on behalf of TDG</p>	<p>7) It is the PLA's experience that riverside paths and cargo handling operations are not necessarily incompatible. Needs suitable design and management arrangements.</p> <p>1) Objectives of developing a Sustainable Industrial Park must be balanced against the wider objective of promoting economic regeneration of the area. Policies should allow for changes in the market and a range of industrial and commercial development with B1 and B2 so as to maximise the potential for eco dev and to ensure that the emphasis on 'green industries' does not frustrate regeneration.</p> <p>2) Policy DD1 does not enable flexibility thereby prejudicing future development proposals and the ability to maximise employment generation.</p> <p>3) Further explanation of reference to CPO powers is required.</p> <p>4) TDG considers that policies contained within the IPG are too detailed for inclusion within the UDP and that are more appropriate as SPG.</p>	<p>PLA's position is noted but so is Hanson's. Riverside path to remain as a long term objective.</p> <p>The policies do not resist B1 b or C or B2 uses but gives encouragement to 'green industries'. Also refer to the Committee report.</p> <p>Policy DD1 whilst encouraging the environmental business sector would enable B1(b and c) and B2 development</p> <p>Potential use of CPO powers are laid out more clearly in the Site Management and Infrastructure section therefore reference will link to it.</p> <p>Reference is made to the IPG's inclusion in the UDP review to highlight the policies will get The precise format of the UDP is still to be determined in light of latest guidance on new development plans. It may be the case that policy DD1 is included in the plan with the rest as SPG.</p>	<p>No Change.</p> <p>No change.</p> <p>No change.</p> <p>Add "(see Site Infrastructure and Management section)".</p> <p>No change.</p>

<p>RN16: Hanson</p>	<p>1) Serious objections to any longer term objective of the creation of a riverside walk for reasons mentioned in the text.</p> <p>2) Policy DD10 is of concern as it is unclear how contributions will be calculated. Many firms (inc. Hanson) already contribute to a private company - it is unreasonable to make two payments. Greater clarity needed.</p> <p>3) Best solution for improvement is for the Council to use CPO powers to acquire roads/drains then upgrade using (largely) Govt funding to adoptable standards. This would encourage new development.</p> <p>4) Policy DD11: Unsure about practicality of achieving 20% of predicted energy requirements from renewables particularly for the type of operation Hanson run. Wish to see it deleted.</p>	<p>The guidance acknowledges the difficulty in creating a riverside walk and therefore leaves it as a longer term objective. Bodies such as the PLA and GLA believe such conflicts can be resolved therefore it is worth retaining. As a major riparian landowner your objection is clearly noted.</p> <p>The policy refers to contributions as part of planning applications (ie new development) and has no ability to gain contributions from existing businesses.</p> <p>This solution is likely to be followed if roads cannot be acquired by agreement or through planning obligations. As new developments will benefit from new roads it is essential that contributions are made and used as matching funding for public sector contributions.</p> <p>The policy can only be applied to new developments and the scale and type of development will be taken into account.</p>	<p>No Change.</p> <p>No change.</p> <p>No change.</p> <p>See changes made to Renewables policy elsewhere.</p>
<p>RN17: Leigh & Latchford</p>	<p>1) Improvements of little value unless immediate action is taken to restoring access roads. Makes recruitment difficult and makes pressure to relocate.</p>	<p>The Council recognise the barriers to investment/development that private roads are and address it in the guidance.</p>	<p>No change.</p>
<p>RN18: GLA</p>	<p>1) Mayor expects LBBB to continue to work with AUU, LDA and TfL in finalising IPG and progressing wider planning framework.</p> <p>2) Regular monitoring reports are required to show progress toward implementation particularly in relation to B8 exclusion. Include more evidence of other existing commitment/provision.</p> <p>3) IPG should quantify additional employment provision in DD in line with Draft SDS.</p> <p>4) More precise definition of 'green industry', 'environmental goods and services' and 'sustainable industrial and business accommodation'. Specific examples should be used.</p>	<p>LBBB will continue to work with partners to progress the SIP.</p> <p>See paragraph 2.7 of the Executive report.</p> <p>Draft SDS gives a figure of 4000 new jobs to 2016 for Dagenham Riverside with no breakdown between the sites within the area. Rather than give a figure at this stage, the council is keen to utilise various pieces of research into employment numbers currently being carried out before providing a figure/target. However the Council is confident that Dagenham Riverside can far exceed the 4000 figure with Dagenham Dock itself expected to achieve at least this number.</p> <p>To clarify things the guidance will adopt the OECD classification of the Environmental Sector.</p>	<p>Reference already made to working with partners.</p> <p>New paragraph added to 'Green Collar Zone' section reflecting text of Executive report.</p> <p>A new paragraph has been added to the Draft London Plan section.</p> <p>New footnote added to Section 3 laying out the OECD definition.</p>

<p>5) Zones should not act as a barrier to preventing appropriate uses from operating throughout DD - eg. Recycling industries may be appropriate outside Recycling Industries zone.</p> <p>6) IPG is not an Opportunity Area framework as envisaged by the SDS since the area in question is the larger Dagenham Riverside area. Delete this reference. IPG will however form an important supplementary document in development the framework.</p> <p>7) Document makes limited reference to flooding issues. A precautionary approach with input from the EA should be adopted.</p>	<p>Recycling operations could operate within the green zone collar however limits are made on the extent of open storage. The policy as worded enables Suit generis uses in tune with the SIP proposals which would therefore include recycling operations.</p> <p>Confusion occurred due to DD being listed as an Opportunity area rather than the larger 'Dagenham Riverside'.</p> <p>It is agreed that flooding issues have not be addressed in the guidance.</p>	<p>No change.</p>
<p>8) Developments should incorporate wildlife habitats & features of biodiversity value within landscaping and blgs (eg green roofs). Refer to Biodiversity Strategy and Draft SDS policies in 'Design & Landscape' section.</p> <p>9) Policy should be included which requires site layout to encourage pedestrian and cycle access with direct access b/t big access points and public transport.</p> <p>10) Planning guidance needs to take account of increase in density allowed for by potential DLR extension.</p>	<p>Green roofs are referred to although not in the Design and Landscaping section. A new para will be added in this section to highlight these issues.</p> <p>Agreed.</p> <p>Reference is made in various sections of the IPG to the potential for increased density as a result of improved public transport however it is difficult to see how policies could reasonably reflect this any more. Reference is also made to future density related to public transport in reviewing land use.</p>	<p>References to DD as an 'Opportunity area' replaced by DD lies within the Dagenham Riverside 'Opportunity area'. Reference to the document being the area framework removed.</p> <p>Insert new section on flood protection into Environmental Standards section: Dagenham Dock lies within the River Thames flood plain and is shown on the Environment Agency's Indicative Flood Risk Maps as being within the 0.1% risk per year of tidal flooding. In determining applications the Council will consult with the Environment Agency on flooding issues and in line with PPG25 will require a flood risk assessment where necessary.</p> <p>Insert "Developers are encouraged to adopt innovative environmental practices such as green/brown roofs which as well as providing new habitats can aid energy efficiency and reduce impact on drainage systems. The Mayor of London's Biodiversity Strategy and draft London Plan both support this as give further examples."</p> <p>Include as a design & landscape bullet point.</p> <p>Sentence added to new paragraph on monitoring.</p>

	<p>11) New developments b/t the core infrastructure should provide key pedestrian and cycle networks across their site to ensure pedestrian 'cut throughs' and a secondary ped/cycle network.</p> <p>12) Habitat corridor should not prejudice future requirements for proposed DLR.</p> <p>13) ELT safeguarding plans should be included in final version.</p> <p>14) TfL recommends a strategy be formulated for making and attributing contributions toward public transport/general access by individual developments.</p>	<p>Improving pedestrian/cyclist connectivity is highlighted as a key objective however it does need to be balanced against site security issues and ensuring pedestrians/cyclists are not put at risk. The main ped/cycle routes highlighted should be well used to ensure safety whereas a blanket promotion of 'cut throughs' could raise such problems. In determining applications the Council will seek to ensure pedestrian/cyclist accessibility is encouraged in line with the guidance's objectives.</p> <p>The habitat policy would not prejudice the future development of DLR however the council would be keen to ensure any impacts are mitigated and that during construction disruption is minimised. New text to be added to highlight this.</p> <p>Agreed</p> <p>A formula based predominantly on site size (with some variation depending on traffic levels) has been produced to calculate contributions for the three elements highted in the obligations policy. The formula will be explain during pre-application discussions however it is difficult to lay out a formula in the guidance as there need to be some reference to site specific issues.</p> <p>Agreed</p> <p>Agreed.</p> <p>Noted and included.</p> <p>Noted.</p>	<p>No change.</p> <p>Insert after habitat policy "It is possible that if DLR is extended from Beckton through to Dagenham Dock that the route could cross a habitat corridor. In this event, the Council would work with DLR to ensure any disruption to the corridor is kept to a minimum and that any suitable mitigation measures are undertaken."</p> <p>Include safeguarding plan as an Appendix and refer to it in the text.</p> <p>No change.</p>
<p>RN19: Union Railways</p>	<p>1) Part of land within IPG area is within limits of CTRL safeguarding directions. Planning applications submitted for this land need to go to UR for consultation. Current Planning policies section should inc reference to this.</p> <p>2) Appendix C should inc UR and reference to Directions.</p> <p>3) Important to recognise compatibility b/t land uses and CTRL eg for telecommunications. Standard wording provided.</p> <p>4) New station at Stratford will enhance accessibility inc international accessibility to ETRCL.</p>	<p>Agreed</p> <p>Agreed.</p> <p>Noted and included.</p> <p>Noted.</p>	<p>Paragraph added to Current Policies section.</p> <p>CTRL/URN inc in appendix C.</p> <p>Reference and standard wording provided in Appendix C.</p> <p>No change.</p>
<p>RN20: LB Bexley</p>	<p>1) Express general support for the IPG which in general seems highly supportive of agreed regional objectives.</p>	<p>Welcome support.</p>	<p>No change.</p>

<p>2) Policy DD1: It would be helpful to acknowledge that many new businesses might migrate to the site without needing planning consent.</p>	<p>With a lack of business premises in DD it is likely that new businesses coming into the area would have to apply for pp.</p>	<p>No change.</p>
<p>3) With a presumption against B8 uses are you unwittingly dissuading businesses for whom ship-borne or rail transport might be important. Might DD2 indicate that B8 uses demonstrating a genuine need for a transhipment facility could be considered. This would resolve stark contrast b/t DD2 and DD6.</p>	<p>The Riverside/aggregates zone provides land which can (and currently does) meet these needs. The import/exportation of materials can fit in with both policies DD2 and DD6 however only if there is processing/manufacture and not just storage/transfer. The Strategy aims to support use of the river/rail for material movements but to also promoted added value operations and not use valuable land solely for storage.</p>	<p>No change.</p>
<p>4) Landscaping and design: add minimising opportunities for crime, lighting of ped/cyclist routes, refuse storage requirements.</p>	<p>Agreed.</p>	<p>Add to design bullet points -Minimising opportunities for crime or vandalism (including through good quality lighting) - Integrating refuse/recycling storage facilities within design of building and landscaping.</p>
<p>5) DLR does not allow cyclists onboard. Therefore cycle parking facilities are required at DD station. Also suggest toilet facilities.</p>	<p>Agreed although longer term DD station proposals are likely to form part of South Dagenham masterplan.</p>	<p>New footnote highlighting potential of DD station.</p>
<p>6) Pg 24: 4th definition should include age and disability in factors mentioned.</p>	<p>Agreed.</p>	<p>Age and disability included in recruitment practices section.</p>

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**DAGENHAM DOCK
 INTERIM PLANNING GUIDANCE FOR A
 SUSTAINABLE INDUSTRIAL PARK (SIP)**

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“With ever increasing environmental targets and legislation, Dagenham Dock offers the opportunity to be a trail blazing example of how addressing environmental problems can provide new investment, employment and physical regeneration within London’s largest area of opportunity.”

“The increased rates of recycling and reuse of waste sought in the Mayor’s Municipal Waste Management Strategy will require locations to be found for such green industries.” Draft London Plan

1. INTRODUCTION

The Dagenham Dock site comprises 133 hectares (329 acres) of largely under-utilised brownfield land bounded to the south by the River Thames and to the north by the London-Tilbury-Southend railway line and, by 2007, the Channel Tunnel Rail Link. To the west lies the London's largest housing opportunity site, Barking Reach whilst to the east is the high profile, Ford Motor Company Plant, the largest single employer in the Borough.

Dagenham Dock is located in a major development corridor between the A13 dual carriageway and the River Thames in the Heart of the Thames Gateway Single Regeneration Budget area. Dagenham Dock lies within the Dagenham Riverside 'Opportunity area' within the East London sub-region in the Mayor of London's draft London Plan. It also lies in the 'London Riverside' Zone of Change as defined by the Thames Gateway Strategic Executive. This zone contains some of London's largest vacant sites offering considerable new housing, employment and mixed-use development opportunities. See Plans 1 and 2 showing the location of, and sites within, London Riverside.

Dagenham Dock has long been characterised by poor access, fragmented ownership, poor quality infrastructure, contaminated land, limited public transport and open storage of scrap metal, containers and aggregates. The site has excellent visibility, due to the recently completed elevated section of the A13. As part of advanced works for the Channel Tunnel Rail Link, and with funding from the East Thameside Partnership, a new link road between Dagenham Dock and the Goresbrook Interchange (A13) has been built (Choats Manor Way). This new access has raised development interest in Dagenham Dock and removed longstanding barriers to investment.

In this exciting new context, Barking and Dagenham Council commissioned the consultancy Scott Wilson to develop a Vision Implementation Strategy to capitalise on the development opportunities and to deliver a series of regeneration objectives. The Strategy proposes that Dagenham Dock is developed as a Sustainable Industrial Park, a "new generation" manufacturing centre catering to contemporary needs for new environmental industries, reuse and recycling. This acknowledges the profile of existing industries on the site but also recognises the huge growth potential of this sector and its employment generating potential across a range of skills.

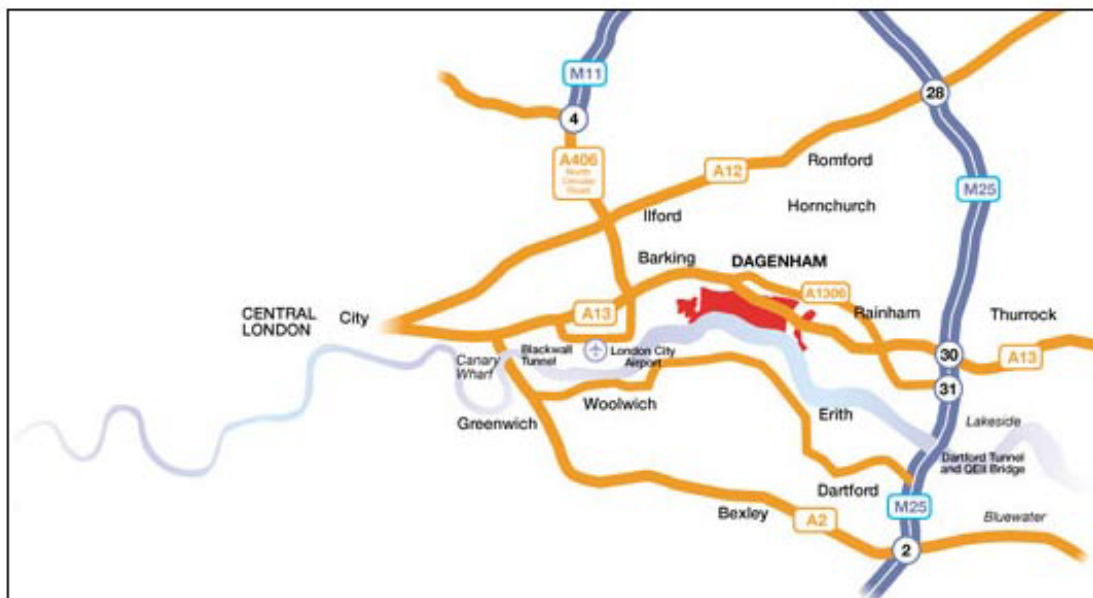
This Interim Policy Guidance has been prepared to ensure that detailed planning guidance is available to landowners, prospective developers, investors and other stakeholders, and to support implementation of the vision for the site's regeneration. Developers are advised that this Guidance will be given weight as a material consideration in planning decisions¹, and applicants will be required to submit a statement on how the application complies with this guidance. This guidance will form an important supplementary document in relation to the development of the Planning

¹ In line with PPG12 : Development Plans and Regional Planning Guidance. Feb 1992

Framework for the Dagenham Riverside Opportunity Area envisaged in Policy 2A.2 of the draft London Plan.

It is important to emphasise that the purpose of the Interim Planning Guidance is not to rewrite or introduce new planning policies but to provide guidance, supplementing, elucidating and exemplifying the policies and proposals of existing UDP policies. In particular, the Interim Planning Guidance is intended to clarify Policies BR4 and E1 of the adopted UDP to emphasise the form of the higher standard of development sought within the Dagenham Dock Employment Area in accordance with recent central Government policy statements and the emerging London Plan. This document does highlight some numbered policies of particular development control importance however it should be noted that once approved the whole document will be a material consideration in determining planning applications. This document also includes draft interim policy proposed for incorporation into the review of the UDP at the earliest opportunity. The Borough's UDP was adopted in 1995 and is currently under review with First Deposit draft due early 2003.

The process of producing Interim Planning Guidance/supplementary planning guidance is in accordance with guidance set out in Planning Policy Guidance Note No 12 (Development Plans). This states that "[Supplementary Planning Guidance] should be prepared in consultation with the general public, businesses, and other interested parties and their views should be taken into account before it is finalised. It should then be the subject of a council resolution to adopt it as supplementary guidance." Public consultation ran from the 20th December 2002 to the 7th February 2003 with a revised version adopted by Members on the 8th April 2003.

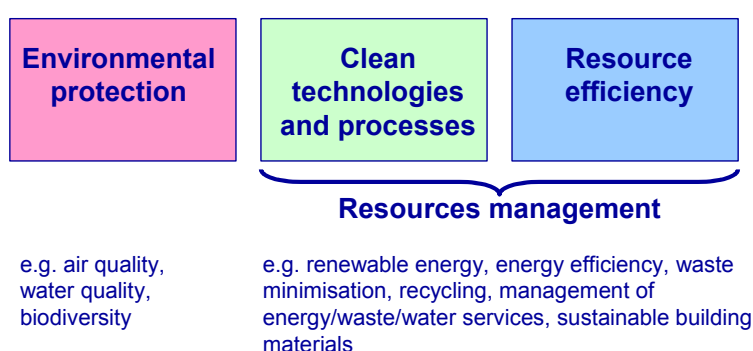


LOCATION MAP

Plan 1 : Location of London Riverside (Also refer to Plan 3)

2. CONTEXT AND RATIONALE

The Draft London Plan recognises that the environmental goods and services sector is worth over £230 billion worldwide and is forecast to double by 2010. It identifies environmental pressures (and the subsequent regulation applied to tackle them) as the drivers for this sector. It is increasingly being recognised that solving environmental problems can result in job creation at a range of skills levels and have significant business start-up potential. Appendix B of this document goes into more details about the drivers for change. Many of the London Plan's policies are strongly related to this guidance and therefore have been highlighted throughout this document and laid out in Appendix A. The DTI's Joint Environmental Markets Unit (JEMU) (see appendix C for further details) gives the following definition of the 'environment sector':



The London Development Agency (LDA) is working closely with the Council in delivering the vision. The LDA's Economic Development Strategy has recommended:

- the development of an environmental business sector and the promotion of 'Green Business' practices
- engagement with key partners to promote and support waste reclamation and sustainable waste treatment initiatives
- the promotion of efficient energy use and encourage renewable energy production
- the promotion of new businesses using environmentally friendly technologies
- the promotion of opportunities for the attraction, development and growth of environmental industries
- the initiation of demonstration projects with business organisations to raise business awareness of green management practices.

The London Borough of Barking and Dagenham has prepared a Vision 2020 document which sets out the Council's priorities - key amongst these are 'regenerating the local economy' and 'making Barking & Dagenham Cleaner, Greener and Safer'. The decline in manufacturing employment in the Borough, associated particularly with the changes at Fords, creates the need for new manufacturing employment. Barking & Dagenham still has the highest proportion of manufacturing employment for any London Borough however there is a need to move towards new types of manufacturing. It is apparent that the greatest potential for manufacturing development in the UK

relates to technological and scientific innovation². Traditional manufacturing, requiring large labour inputs, has increasingly relocated outside the UK to cheaper labour market areas as a consequence of globalisation. Next year the Centre of Engineering and Manufacturing Excellence (CEME) opens putting Dagenham on the map for 'new generation' manufacturing focussing on design/technology-led value-added manufacturing. The Draft London Plan states "High value added activities such as... green industries are projected to be important in those areas of London where manufacturing has restructured and remains vibrant"³.

Manufacturing as a whole faces a radical new challenge, to move towards a more sustainable system whereby waste is minimised and products are recycled. This desirable objective and the overriding issue of sustainability are increasingly being pursued through legislation and policy development at the European, national and local level. Thus the Greater London Authority (GLA) has recently adopted policies requiring much higher levels of recycling and reuse of waste. The draft London Plan states "it is essential that London plans to take advantage of the new growth opportunities, which have economic, social and environmental benefits, including new opportunities for business start ups and growth and employment at a range of skills levels". The quest for enhanced environmental performance is also part of a wider recognition by industry and Government of the need for corporate social responsibility.

The environmental imperative is increasingly being recognised. It is acknowledged that London needs to tackle its own waste problem and not export it elsewhere causing greater detrimental environmental impact - hence the acceptance of the 'proximity principle'⁴. In addition there is a growing public awareness of environmental issues and the desire to purchase more environmental friendly products and services whilst green procurement practices are increasingly being used by central and local government and numerous organisations and companies.

Dr Nick Tucker of the Warwick Manufacturing Group identifies three key advantages of this growth sector of manufacturing. Firstly the jobs are unexportable – the proximity principle requires waste to be dealt with as near as possible to its source. Secondly with the raw material being waste it is difficult to undercut products with imports. And thirdly it is 'good for us': everyone benefits from businesses addressing the triple bottom line – financial, social and environmental performance. The Vision Implementation Strategy and this guidance have been produced to facilitate the development of the Dagenham Dock site and to create a facility relevant to the changing nature of manufacturing, the needs of London and the needs of Barking and Dagenham.

² The Ancer Spa report 'Potential for Manufacturing and Wider Employment Development' lays out the substantial potential for manufacturing employment in the London Riverside area. This report formed part of LB Havering's submission to the SDS EIP.

³ Paragraph 1A.33 Page 28 Draft London Plan

⁴ Defined in the draft London Plan as "Dealing with waste as near as practicable to its place of production" Page 296.

3. THE CONCEPT

The Vision

The vision for Dagenham Dock is the creation of a modern, sustainable industrial park. It will embrace research and development, sustainable industrial and business accommodation⁵, recycling operations, energy efficiency, 'green links' between businesses (see footnote 28), sustainable transportation, environmental technology and waste minimisation. The Park will offer substantial new employment opportunities in a growth sector and a dramatically improved appearance. The vision incorporates the retention of existing businesses which have appropriate planning consents and the retention and use of the riverside wharves.

Many other European countries are substantially advanced of the UK in utilising secondary materials and the development of an SIP at Dagenham Dock offers the potential to be a trail blazing example of how addressing environmental problems can also have positive benefits in terms of job creation and physical regeneration of brownfield sites. The SIP proposes to put Dagenham Dock on the map for environmental/recycling technologies and development of the environmental business sector⁶ to complement Dagenham's forward looking manufacturing focus with new developments such as CEME.

Aims

The aims of the Vision Implementation Strategy include:

- The creation of a clear identity for Dagenham Dock as an SIP.
- Physical regeneration of the site and its infrastructure to secure thousands of new jobs across a range of skills in a dramatically improved working environment.
- To promote the development of new technologies and skills required to meet the environmental challenges of the 21st century particularly those facing London.
- Promotion of sustainable transport and regeneration, environmental management, energy efficiency and higher environmental standards.

⁵ Premises which have a reduced environmental footprint through design (more details of such measures are included throughout the guidance with additional sources of information provided in the appendices).

⁶ This guidance uses as number of interchangeable terms including the environmental business sector, green collar and green industry. The OECD Environmental Goods and Services Manual 1999 provides a classification for the environmental sector broadly similar to the JEMU definition:

- 1) Pollution Management a) Environmental Goods b) Environmental Services c) Construction
- 2) Cleaner Technologies and products – Any activity which continuously improves, reduces or eliminates the environmental impact of technologies, processes or products.
- 3) Resources management – Eg. Recycled materials.

- To bring the site's existing recycling, waste transfer and aggregate companies into the vision.
- To provide a local community resource by providing employment and education/training opportunities.

Components

Dagenham Dock Sustainable Industrial Park is intended to accommodate:

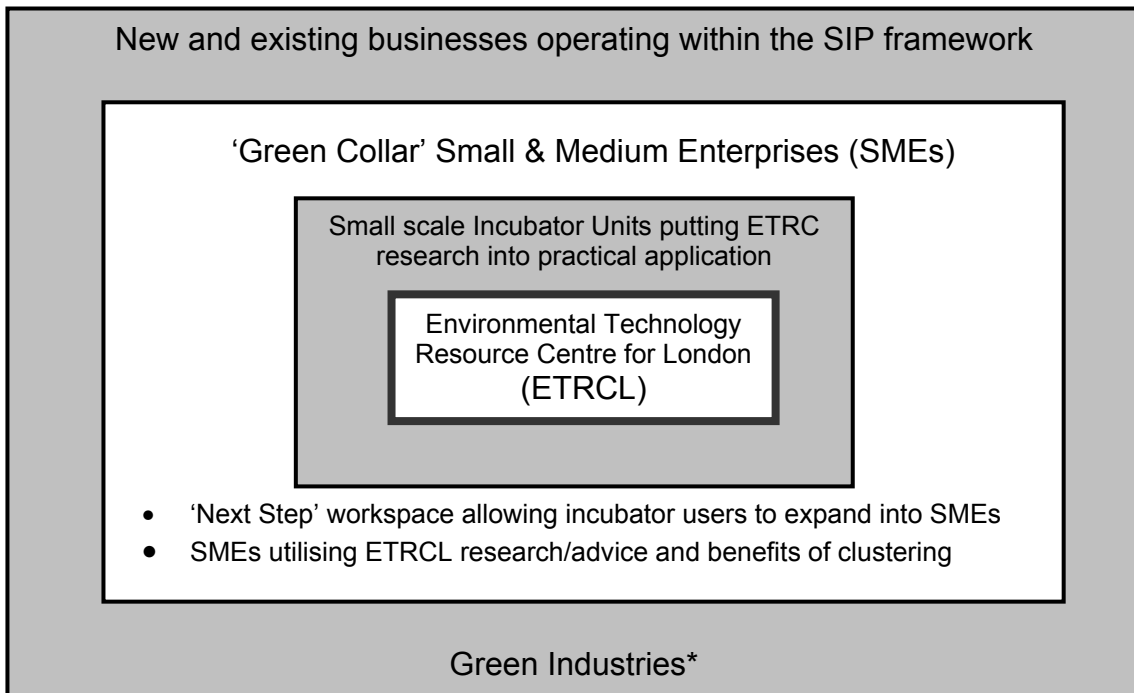
- Research and development related to recycling, re-use and waste minimisation, etc
- Environmental service and recycling industries (at a range of scales)
- Manufacturing industries with a “green focus” willing and able to demonstrate commitment to sustainable operation
- “Green chain” industries where the waste products of one industry are used as the resource inputs for a second industry
- Educational facilities related to sustainable manufacturing

The Environmental Technology Resource Centre (ETRCL) for London will form the centrepiece of the Park. It is envisaged the Centre would:

- Carry out ‘ground truthing’⁷ R&D on re-use, recycling and waste minimisation.
- Research/implementation of new legislation/directives (the economic drivers).
- Educational and training facilities linked to the above.
- Provide advice and guidance to businesses at Dagenham Dock
- Through IT links and web based trading mechanism operate a wider “virtual” sustainable industrial park
- Potentially act as a sister to the CEME development putting Dagenham firmly on the map as a centre for modern manufacturing.

One of the biggest challenges the environmental business sector faces in developing markets for secondary materials is meeting the same or better quality standards than raw materials. This requires the type of R&D the ETRCL can develop. The diagram overleaf illustrates the general economic development concept behind the Sustainable Industrial Park proposals with the ETRCL forming the centre although not necessarily being the first element delivered.

⁷ R&D which brings commercial viability and practical business application to academic research.



* See Draft London Plan definition in Appendix A.

4. CURRENT PLANNING POLICIES

This section highlights other planning policy and related documents to be taken account of in determining planning applications in addition to this guidance.

National Guidance including:

- Planning Policy Guidance Notes
- Green Papers including, Our Towns and Cities: The future - Delivering and Urban Renaissance

Regional

- Mayor of London – Draft London Plan

The Mayor of London published his draft London Plan (Draft Spatial Development Strategy for Greater London) in June 2002. This supersedes Regional Planning Guidance in London i.e. RPG3 and RPG9a. Borough UDPs must be in broad conformity with the London Plan, and it sets the policy framework for the Mayor's involvement in major planning decisions in London. Many of the policies have particular relevance to Dagenham Dock and strongly support the development of an SIP. For example Policy 3B.12 requires boroughs to identify and safeguard land & premises in appropriate locations, at appropriate river & rail locations, to secure capacity for appropriate environmental industries and facilities for recycling and processing of waste. It describes the environmental sector as spanning a wide spectrum of activities from renewable energy generation, energy management and air pollution control to waste management and materials reprocessing. Policy 3B.12 states that "the Mayor, LDA, other agencies and sub regional partnerships should support the establishment of green industries and green practices in business through funding, training, business support, market development, promotion initiatives and land use policies" whilst Policy BR31 welcomes the use of waterside sites, especially those within Preferred Industrial Locations [which Dagenham Dock is] for green industries.

Dagenham Dock lies within the 'Dagenham Riverside' Opportunity Area as defined in the Draft London Plan. Policy 2A.2 of the plan requires planning frameworks for these areas to seek to exceed the minimum guidelines for employment numbers. The draft SDS provides a figure of 4,000 new jobs by 2016 for Dagenham Riverside. Dagenham Riverside offers the potential to far exceed this figure with Dagenham Dock alone expected to reach it. A number of pieces of research are currently being carried out into employment potential both in the area and related to environmental industries which the Council are keen to utilise prior to presenting a detailed figure/target for job numbers.

The policy section of this guidance makes strong reference to policies in the draft plan with Appendix A containing the key policies of relevance for ease of reference.

- Mayor of London - Biodiversity Strategy 'Connecting with London's Nature' (July 2002)
- Mayor of London - Air Quality Strategy 'Cleaning London's Air' (September 2002)
- Mayor of London - Transport Strategy (July 2001)

- Mayor of London – Economic Development Strategy ‘Success through Diversity’ (July 2001)
- Mayor of London – Draft Municipal Waste Management Strategy (September 2002)
- Mayor of London – Draft Energy Strategy ‘Green Light to Clean Power’ (January 2003)
- London Biodiversity Partnership – London Biodiversity Action Plan
- London Rivers Association – River Calling
- London Sustainable Development Commission – London Sustainable Development Framework (forthcoming)

Sub- Regional Partnerships

- Thames Gateway London Partnership – Heroic Change
- Mayor of London/Thames Gateway London Partnership – Sub-Regional Framework for East London (forthcoming)
- Thames Estuary Partnership – Thames Strategy East (forthcoming)

Cross Borough

An Urban Strategy for London Riverside

Building on from the draft London Plan, an Urban Strategy for London Riverside has been produced and adopted by the Members of the London Riverside Action Group⁸. It was formally launched on the 13th November 2002 followed by a period of public consultation. The strategy has 5 key objectives for London Riverside with the second one being to “provide an accessible and sustainable home for industries that serve London and for the growth sector of environmental technology.” For Dagenham Dock the strategy states “it will become a sustainable industrial area, with a special focus on green industries and a new environmental technology research centre, to capitalise on its position on the river and the forecast growth in this sector.”

Borough

The Unitary Development Plan

The current Unitary Development Plan (UDP) for Barking & Dagenham was adopted in October 1995 and is now under review. As indicated in the introduction, it is intended that the First Deposit draft UDP will be issued in early 2003 and that policy guidance in section 5 will be incorporated into the UDP review at the earliest opportunity.

The consultation responses to this interim policy document will help shape the policy direction within the emerging UDP review. Once the First Deposit Draft is formally placed on deposit for consultation purposes the policies contained within it will supersede the equivalent interim policy guidance contained in this document.

⁸ London Riverside Action Group members: Heart of Thames Gateway, LB Barking & Dagenham, LB Havering, London Development Agency, Thames Gateway London Partnership, TfL, Thames Gateway Strategic Partnership, GLA and Thurrock Borough Council with LB Newham as an observer.

Area Based The Dagenham Dock Masterplan

The Dagenham Dock Masterplan was prepared and adopted as Supplementary Planning Guidance in 1999 after extensive consultation. It set out a series of physical layout and planning principles that remain broadly relevant. The main aims of the Masterplan were:

- **Economic Development and Employment Generation** – to stimulate and encourage the growth of Dagenham Dock’s industrial base and to promote and create employment opportunities for local people.
- **Sustainable Transport Strategy** – to reflect transport’s contribution to sustainable development by reducing the amount of travel, restraining traffic and improving public transport.
- **Road and Drainage Infrastructure Improvements** – to improve Dagenham Dock’s competitiveness by upgrading and creating a comprehensive and efficient road and drainage infrastructure network whilst minimising environmental detriment.
- **High Quality Design Standards** – to improve the image of Dagenham Dock by encouraging high quality design, layout and appearance in the overall built environment, and to create an attractive landscaped commercial environment so as to complement and enhance inward investment.

These objectives remain valid but have been developed and refined in the Vision Implementation Strategy and this guidance. Once this guidance is adopted it will supercede the Dagenham Dock Masterplan.

The Dagenham Dock Vision Implementation Strategy (DDVIS)

The Strategy was prepared by Scott Wilson for Barking and Dagenham Council and the London Development Agency in 2001. The Executive Summary was formally approved by the Council in January 2002 with the document published on the Council’s web site. The Strategy and its Action plans are not planning guidance however they provide the basis on which this guidance has been produced and remains a blueprint for the Council and its partners to work towards the delivery of an SIP.

Following on from the production of the Strategy, an extensive programme of stakeholder consultation was held in early 2002 to gauge support for the project, to elicit interest and to seek views on the form and content of this guidance.

CTRL Safeguarding Directions

Part of Dagenham Dock is within the limits of the land safeguarded under the Direction for Channel Tunnel Rail Link (CTRL) which came in force 9th February 1996. Where applications for planning permission are made for land within the limits Union Railways (North) Limited will be consulted with the Council giving effect to any recommendations. See Appendix C for further details and contacts.

5. INTERIM POLICY GUIDANCE

In order to deliver the vision for Dagenham Dock as a Sustainable Industrial Park it is essential that the planning framework supports and encourages planning applications which contribute to the vision whilst resisting applications which run counter to it. The 1999 Dagenham Dock Masterplan needed revising in light of the new vision and the changed context of the area which requires policies to be updated to reflect the London Riverside agenda. In addition the 1995 UDP is under review and this guidance will form part of that process.

DD1: Dagenham Dock Sustainable Industrial Park (SIP)

THE COUNCIL IS COMMITTED TO THE DEVELOPMENT OF A SUSTAINABLE INDUSTRIAL PARK AT DAGENHAM DOCK. PLANNING PROPOSALS THAT DO NOT ACCORD WITH THE SIP OBJECTIVES WILL BE RESISTED.

DEVELOPERS SHOULD SUBMIT A STATEMENT WHEN APPLYING FOR PLANNING PERMISSION AT DAGENHAM DOCK INDICATING HOW THE PROPOSAL COMPLIES WITH THIS GUIDANCE.

The Council will seek to encourage and facilitate planning proposals which contribute to the overall concept of a Sustainable Industrial Park. It will use a 'toolkit' of measures to deliver the regeneration of Dagenham Dock in line with the Dagenham Dock Vision Implementation Strategy and with the support of a range of partner organisations most notably the London Development Agency. The toolkit includes the planning system, various types of enforcement action, applying for various regeneration funding and implementing the approved schemes, support services and, if required, the use of Compulsory Purchase Powers (refer to Site Infrastructure and Management section).

Land Use

The development of a Sustainable Industrial park will require an increased emphasis on manufacturing/processing industries (B2 and to a lesser extent B1b/c)⁹ and a consequent control over the development of warehouse and

⁹ Town and Country Planning (Use Classes Order) 1987 defines land uses into different classes. These include:

Class B1: Business

b: for research and development of products or processes

c: for any industrial process

Class B2: General Industrial

Use for carrying on of an industrial process other than one falling within Class B1.

Class B8 : Storage or Distribution

Use for Storage or as a distribution centre.

Uses in a 'class of their own' are described as **Sui generis** uses.

distribution uses (B8)¹⁰. It will also require a substantial upgrading to the appearance of the site.

Accordingly the Council will pursue these overarching SiP objectives:

- encourage management improvements to existing permitted uses which will improve their visual appearance and enhance their business efficiency and environmental footprint.
- where expedient take enforcement action against uses which do not have planning permission in order to improve the appearance of the area and facilitate development.
- strongly encourage manufacturing industries in the environmental business sector.
- support proposals to establish recycling and reprocessing activities but will expect new developments to provide high standards of design and environmental management.
- seek a mix of unit sizes in order to provide incubator space, starter units and larger manufacturing spaces in order to accommodate innovation, and enable businesses to grow in Dagenham Dock. This accords with Policy 3B.7 of the draft London Plan.
- Encourage the development of an Environmental Technology Resource Centre with associated facilities.
- limit any retail, or food/drink outlets to those necessary to serve the needs of workers on the Sustainable Industrial Park. Some of these facilities should be located within the ETRCL zone but also spread across the site so that workers can easily walk to them. Dagenham Dock already has a number of café type facilities and the Council would seek to integrate such facilities within the SiP.

In terms of Sui generis¹¹ uses, they will be considered on their merits in relation to the SiP proposals.

¹⁰ See footnote 9.

¹¹ See footnote 9.

'Green Collar' Zone

DD2 : GREEN COLLAR ZONE

WITHIN THE GREEN COLLAR ZONE IDENTIFIED ON THE DAGENHAM DOCK PROPOSALS PLAN ONLY THE FOLLOWING USES WILL BE PERMITTED:

- 1) GENERAL INDUSTRIAL USES (CLASS B2)
- 2) LIGHT INDUSTRY AND RESEARCH & DEVELOPMENT OF PRODUCTS OR PROCESSES (CLASS B1 B AND C)
- 3) SUI GENERIS USES IN LINE WITH THE SIP PROPOSALS.

BUSINESSES WITHIN THE ENVIRONMENTAL BUSINESS SECTOR WHICH MEET OTHER REQUIREMENTS IN THIS GUIDANCE WILL BE STRONGLY ENCOURAGED.

STORAGE AND DISTRIBUTION DEVELOPMENT (USE CLASS B8) WILL BE RESISTED. IN ADDITION, OFFICE DEVELOPMENT (USE CLASS B1A) WILL BE RESISTED UNLESS ANCILLARY IN NATURE TO THE MAIN BUSINESS USE.

This zone provides land for the green business park as envisaged in the Vision Implementation Strategy where Small/Medium Enterprises with a 'green' focus could benefit from clustering and the proximity to ETRCL. The Draft London plan describes the environmental sector as spanning "a wide spectrum of activities from renewable energy generation, energy management and air pollution control to waste management and materials reprocessing"¹². Dagenham Dock is more likely to focus on businesses in the latter two fields utilising ETRC research on reduction, re-use and recycling and latest legislation and directives. For further information on this see the 'Drivers for Change' appendix.

This zone will be for manufacturing/processing and associated R&D. Whilst the Use Classes Order¹³ does not distinguish between industrial sectors, the Council will encourage businesses within the environmental business sector ('Green collar jobs'). This accords with draft London Plan policy 3B.12 which states Boroughs "should identify and safeguard land and premises in appropriate locations...at appropriate river and rail locations, to secure capacity for appropriate environmental industries and facilities for recycling and reprocessing of waste".

Potentially some larger environmental business sector uses could be acceptable in the zone however a range of unit sizes will need to be required in line with draft London Plan policy 3B.7. This designation should include well-designed, high quality, development which presents the public face of the SIP.

With significant storage and distribution (B8) uses already approved, the Council will resist proposals for additional such uses in Dagenham Dock. It

¹² Draft London Plan Paragraph 3B.47

¹³ See footnote 9 for definitions within the Use Classes Order.

will also resist any proposals for expansion of existing haulage, distribution or logistics depots and yards and any applications for the change of use of manufacturing premises (B2) to warehousing or storage (B8). Such uses could easily 'crowd out' other employment uses in line with the vision. The resistance to B8 uses arises due to the following:

- 1) There is already a large amount of B8 floorspace in operation or with recent planning approval in the area. This includes the substantial Hays site adjacent to Goresbrook Interchange, the newly developed British Bakeries site and TDG¹⁴. The London Riverside Business Survey¹⁵ identifies 52% of companies in the area being 'transport, storage and communication' or 'wholesale and retail trade'.¹⁶ UDP and Dagenham Dock Masterplan policies refer to an undue concentration of warehousing and/or transport uses within an employment area normally being refused. This policy has been difficult to define and implement in practice resulting in significant B8 development. In order to achieve a mix of employment uses across the Borough it is essential that some restrictions should be placed on B8 uses and this guidance highlights the positive reasons why Dagenham Dock should focus on other employment uses.
- 2) B8 uses by their nature tend to have significantly more non-staff vehicle movements than B1 or B2 uses. Over dominance of high traffic generating uses could push Goresbrook Interchange junction capacity to its limit thereby hindering future intensification of B2 uses. Whilst higher staff numbers are encouraged and could result in more traffic, there is a greater opportunity for modal shift (people using public transport) for staff travel than for business/commercial travel.
- 3) Although by no means a straightforward relationship, it is generally accepted that employment densities for storage and distribution uses are less than for B1/B2 uses. SERPLAN in 1997 gave job density ratios of 1 worker per 30 sq.m for B1b&c/B2 uses and 1 per 40 sq.m for B8¹⁷. A more recent national study by Arup for English Partnerships¹⁸ gave a general industry figure of 1 per 34 sq.m, a small business figure of 1 per 32 sq.m, a high tech/R&D figure of 1 per sq.m whilst general warehousing/distribution was 1 per 50 sq.m and 1 per 80 sq.m for large scale/high bay warehousing
- 4) The main justification however is the clear vision for a SIP (and indeed the wider London Riverside area)¹⁹ which focuses on the positive promotion of B1 and B2 employment uses. It is believed that a restriction on further

¹⁴ In addition to this there are major B8 developments along the A13 corridor and River/Thames Road including an application for over 1/2m sq ft on a former timber merchants. An application for 1m sq ft of employment space in Dagenham Dock has recently been approved subject to a S106 agreement which offers the prospect of half a million Sq ft of B8 space.

¹⁵ London Riverside Business Survey (28 March 2002) Ancer Spa for the East Thameside Partnership

¹⁶ Table 2.1 London Riverside Business Survey

¹⁷ SERPLAN, The Use of Business Space, Roger Tym & Partners, March 1997

¹⁸ Arup Economics and Planning 'Employment Densities : Report for English Partnerships and the RDAs' July 2001.

¹⁹ The Ancer Spa report 'Potential for Manufacturing and Wider Employment Development' lays out the case for the London Riverside Manufacturing focus.

storage and distribution uses in Dagenham Dock is vital to enable the Vision to be fully achieved

To address concerns raised during the public consultation that restricting the further development of B8 could result in land not coming forward for redevelopment, the Council will take on board the Mayor of London's recommendation to monitor the situation. If the outcome of various demand studies²⁰, the market situation and in particular the impact of the ETRCL development result in lack of regeneration over the coming years due to poor demand then a review will consider whether some further B8 development can be permitted. Developers and landowners would also have to show clear evidence that sites have been marketed for B1/B2 uses at appropriate rental levels. This conforms to Planning Policy Guidance Note 12 [para. 4.12] which stresses that local authorities should aim to ensure that proposals for economic development, and the allocation of land for that purpose, are realistic. The monitoring will also take account of public transport improvements to ensure TfL's concerns over density increases are included.

The power station and liquid storage sites are covered by the Green Collar designation however it is recognised they are unlikely to be redeveloped within the plan period. The following comments are made about these uses:

Power Station

Barking Power Station is a significant occupier in Dagenham Dock with around 100 staff. The gas-fired power station supplies around a third of London's electricity. The station operates very efficiently however discussions will continue over any means by which the power station could contribute towards the aims of the SIP. In addition as the appearance of Dagenham Dock as a whole improves environmental improvements to the appearance of the power station site will be encouraged.

Liquid Storage Sites

It is recognised that the liquid and other fixed silo based storage sites are unlikely to face redevelopment pressures in the medium term due to the level of investment already made and the relative immobility of plant. The occupiers make use of the riverside wharves and this will continue to be encouraged. Any other means by which operations could fulfil the aims of the SIP will be encouraged including improving the appearance of sites.

Mass Burn Incineration

The public consultation process revealed some concern that the draft version made no mention of waste incineration. Mass burn waste incineration would work against the whole vision of a Sustainable Industrial Park as well as perpetuating the historically negative environmental image of the area. Therefore the Council would resist any proposals for such a facility. This is in line with the Draft London Plan Policy 4A.1 which presumes against mass

²⁰ The 'Drivers of Change' appendix highlights the growth potential for the environmental sector and lays out some of the available and forthcoming research.

burn incineration with the focus on waste minimisation, recycling and new and emerging conversion technologies.

Recycling Industries Zone

DD3 : RECYCLING INDUSTRIES ZONE

THE RECYCLING INDUSTRIES ZONE IDENTIFIED ON THE DAGENHAM DOCK PROPOSALS PLAN IS RESERVED FOR APPROPRIATE ENVIRONMENTAL INDUSTRIES AND FACILITIES FOR THE RECYCLING AND REPROCESSING OF WASTE.

SOME ANCILLARY OPEN STORAGE MAY BE PERMITTED SUBJECT TO SATISFYING THE FOLLOWING CRITERIA:

- i) IT IS NOT VISABLE FROM THE HIGHWAY.
- ii) IT IS CONTAINED WITHIN SOLID RETAINING WALLS.
- iii) IT IS ONLY STORED FOR OPERATIONAL REASONS AND IS NOT STOCKPILED FOR EXCESSIVE PERIODS.

The Dagenham Dock Masterplan identified the objective of setting up a Low Technology Park recognising the important role recycling operations play. This designation recognises the existing character of occupiers and the fact the area is a significant distance from any residential units. Currently some of existing operators have a very poor appearance with low technology and poor environmental practices. Significant enforcement action has and will be taken in this area by the Council and other agencies to bring operational standards and site appearance to an acceptable level. Whilst applications for new recycling operations will be considered favourably they will need to show clearly how the site will be run and how the appearance of the area will be improved and maintained. This designation promotes re-use/recycling industries and waste transfer stations with particular encouragement of value-added operations.

The need for some open storage for such uses is accepted however whilst this area has a different designation than the 'Green Collar' zone it does not diminish the overarching objective of improving the appearance of the site. The Council encourages the imaginative use of screening and will consider earth bunds, gabion walls, 'green walls', planting screens etc. All development fronting the highway should present a public face which makes an attractive pedestrian environment.

Like the Green collar zone this designation accords with policy 3B.12 of the Draft London Plan.

Environmental Technology Resource Centre for London Zone

DD4: ETRCL ZONE

WITHIN THE ETRCL ZONE AS DEFINED ON THE DAGENHAM DOCK PROPOSALS PLAN THE FOLLOWING USES WILL BE PERMITTED IN ADDITION TO GREEN COLLAR ZONE USES:

- i) AN ENVIRONMENTAL TECHNOLOGY RESOURCE CENTRE AND ASSOCIATED INCUBATOR UNITS.
- ii) RETAIL (USE CLASS A1) AND FOOD AND DRINK (USE CLASS A3) WHICH SERVE THE NEEDS OF WORKERS WITHIN DAGENHAM DOCK.

The Vision Implementation Strategy recognised that as the centre piece of the SIP it is essential that the Environmental Technology Resource Centre for London occupies a prominent site within Dagenham Dock. The location identified is the gateway site between Dagenham Dock and Barking Reach. It would offer views over a potential Barking Reach Country Park and link in with the 'Eastern Quarter' of Barking Reach with its focus on employment and training. This site offers opportunities for expansion and links to the wider 'green collar zone'. Additional benefits of this location include the ability to have an East London Transit stop by the Centre and proximity to a potential DLR station serving the west of Barking Reach.

The Centre will need to be of a high quality landmark design utilising the latest energy efficiency technology. It is possible an International Competition will be held to design the building. The precise elements within the ETRC will be defined over the coming months however it is envisaged to be an approximately 30,000 sq.ft building over at least two storeys with the following components:

R&D facilities, information centre, labs and workshops, conference facility, training facilities, meeting rooms and office accommodation (including site management).

The ETRCL zone would also contain a second block/terrace of buildings for 'incubator' units putting research from the ETRCL into practice and giving new businesses the opportunity to develop in a supported environment. This block could also be approximately 30,000 sq.ft. These 'incubator units' follow the 'supporting innovation' policy (3B.7) in the draft London Plan. Support services such as a shop/restaurant to serve Dagenham Dock as a whole could be aligned to either of the above two elements of the ETRCL zone.

Aggregates/Riverside Zone

DD5: AGGREGATES/RIVERSIDE ZONE

THE COUNCIL WILL NOT NORMALLY GRANT APPLICATIONS FOR DEVELOPMENT OF OPERATIONS OTHER THAN FOR THE MANUFACTURE, PROCESSING, RECYCLING AND ASSOCIATED STORAGE OF AGGREGATES/SECONDARY MATERIALS/MINERALS IN THE AGGREGATES/RIVERSIDE ZONE IDENTIFIED ON THE DAGENHAM DOCK PROPOSALS PLAN

SUCH DEVELOPMENT WILL ONLY BE PERMITTED WHERE:

- i) THE APPLICANT CAN DEMONSTRATE THAT THE AMOUNT OF MATERIALS TRANSPORTED BY RIVER AND/OR RAIL WILL BE MAXIMISED.
- ii) THE APPLICANT CAN DEMONSTRATE THAT ANY MOVEMENTS BY ROAD CAN BE ACCOMMODATED WITHIN THE EXISTING ROAD NETWORK WITHOUT RESTRICTING OPPORTUNITIES FOR HIGHER DENSITY DEVELOPMENT IN THE FUTURE.
- iii) MATERIALS ARE ENCLOSED WITHIN BUILDINGS OR SOLID WALLS WHEREVER POSSIBLE PARTICULARLY BY SITE BOUNDARIES.
- iv) MEASURES ARE TAKEN TO REDUCE NOISE, DUST AND VISUAL INTRUSION
- v) THE VISUAL IMPACT OF PLANT AND EQUIPMENT IS MINIMISED THROUGH CAREFUL SITING, DESIGN AND LANDSCAPING.

Aggregates like other materials are, and will be, subject to increasing legislative requirements whereby materials increasingly need to be recycled to minimise use of virgin material and encourage materials to be reused rather than landfilled. Occupiers within the riverside sites will be encouraged to utilise new technologies and adopt value-added processes and move away from simple storage/transportation operations. In addition occupiers will be encouraged to improve the appearance of their sites and wherever possible store materials within buildings. This designation also accords with policies 4A.4/4A.5 of the draft London Plan (see appendix A). As the image of Dagenham Dock improves it will increasingly be important that aggregate vehicle movements through Dagenham Dock should not result in materials and dust coming off vehicles as is currently the case. Therefore appropriate conditions on vehicle washing etc will be increasingly applied and enforced.

With the elevated A13, Choats Manor Way and new development at Barking Reach, the aggregates area is more visible. The Council encourages the imaginative use of screening and will consider earth bunds, gabion walls, 'green walls' and planting screens.

Any extensions of aggregate uses outside this zone would be discouraged although any enclosed operations in line with the 'Green Collar zone' designation and SIP objectives would be considered on their merits.

DD6 : SUSTAINABLE FREIGHT MOVEMENT

ANY DEVELOPMENT PROPOSALS WHICH RESTRICT THE FREIGHT CAPACITY OF EITHER RIVERSIDE WHARVES OR RAILHEADS WILL BE RESISTED.

APPROPRIATE DEVELOPMENT PROPOSALS ON LAND WITH ACCESS TO A WHARF OR RAIL SIDINGS SHOULD SEEK TO MAXIMISE THE PROPORTION OF FREIGHT USING SUCH MODES.

Wharves in Barking and Dagenham handled more cargo than any other London Borough with over 3 000 000 tonnes in 2001 - an increase of 8.6% from the previous year. Within Dagenham Dock there are 6 terminals of which 5 are currently operational. The DDVIS and the draft London Plan recognise the important role that riverside wharves and rail sidings play in decreasing the amount of road vehicle movements and this policy guidance seeks to reinforce the desire to maximise river and rail freight movements and resist any development which would hinder such opportunities. It is likely that most of the wharves in Dagenham Dock will be recommended for safeguarding by the Mayor of London. The Council will also work with organisations, particularly the Port of London Authority, to attract funding/grants in support of greater river/rail freight movements in line with the guidance.

Interchange Gateway Site**DD7 : INTERCHANGE GATEWAY SITE**

EMPLOYMENT DENSITY FOR THE INTERCHANGE GATEWAY SITE AS IDENTIFIED IN THE DAGENHAM DOCK PROPOSALS PLAN SHOULD BE BETWEEN 20 AND 35 SQ.M/WORKER.

APPLICATIONS FOR DEVELOPMENT OF THE SITE SHOULD ADDRESS THE FOLLOWING:

- i) CONTRIBUTE TOWARDS THE IMPROVEMENT OF THE DAGENHAM DOCK STATION INTERCHANGE.
- ii) PROVIDE LAND FOR PEDESTRIAN/CYCLIST ACCESS ALONG THE NORTHERN BOUNDARY.

This site falls within the 'Green collar' zone designation and therefore that policy applies however it is also the site nearest to the Dagenham Dock transport interchange. Dagenham Dock station offers substantial opportunities to be the area's main transport interchange with greater integration between modes of transport. The site therefore offers particular opportunities for more intensive land use and the chance to contribute towards the improvement and development of the Interchange and connections to it. The requirements for proposals within a certain job density ratio relate to the acceptable land uses to and are in line with draft London plan policies and national guidance which encourages higher density development around transport interchanges. The Council recognise there may be some practical issues regarding the employment density and would take these into account in determining planning applications.

Habitat Corridor

DD8: HABITAT CORRIDORS

ANY DEVELOPMENT ADJACENT TO THE HABITAT CORRIDORS IDENTIFIED ON THE DAGENHAM DOCK PROPOSALS PLAN WILL BE REQUIRED TO PROVIDE A LANDSCAPING BUFFER ADJACENT TO IT.

The Goresbrook is an ecologically sensitive area. In order to both preserve the sensitive habitat and (on the western side) act as a buffer/screen between the employment area of Dagenham Dock and the predominantly new residential development of Barking Reach it is necessary for adjacent development to provide a landscaping buffer which complements and enhances the habitat corridor. It is possible that if DLR is extended from Beckton through to Dagenham Dock that the route could cross a habitat corridor. In this event, the Council would work with DLR to ensure any disruption to the corridor is kept to a minimum and that any suitable mitigation measures are undertaken.

Potential Green/Infrastructure Corridor

This designation consists of former railway sidings which offer a number of possibilities as identified in the DDVIS Action plans. These include a green cycle/pedestrian route, an additional habitat corridor, a new bus route (to help with bus circulation on the site and avoid the difficulties of 'dead ends') or even new rail sidings. The corridor could also be utilised for new infrastructure including drainage, IT connections or even a future CHP system.

Land adjacent to Choats Manor Way is also identified in this designation as there is potential for infrastructure (drainage, IT etc), pedestrian/cyclist route and/or a wildlife corridor.

SUSTRANS Route

In line with sustainable transport objectives, the Council is supporting the development of the North Thames foot/cycle path through all relevant Masterplans/regeneration projects. In the short/medium term two routes will be pursued. Firstly, a segregated foot/cycle path following Choats Road/Chequers Lane – this would have the added benefit of serving the development sites and making them more accessible by foot/cycle. The second route to be explored in more detail is to have a path which follows the diverted Goresbrook through the northern habitat corridor. Such a route could not be operational until after the CTRL site compound is cleared however the feasibility of such a route will be studied over the coming year. Planning applications in the interim should not hinder such future opportunities. Once operational this route would become the Sustrans path whilst the Chequers Lane/Choats Road route would become part of the standard cycle path network

A longer term objective is the creation of a riverside walk/cycle path. This guidance (with strong support from the Port of London Authority) is seeking to retain riverside wharves for freight movements - this could create a significant

safety conflicts with pedestrian/cyclist access. In addition there would be substantial difficulties in gaining land for such a route. Horseshoe Road covers part of the riverside frontage however this road is privately owned and has no footpaths whilst the remaining riverside area is all in private ownership and actively used for freight movements. Another difficulty is the flood protection wall which at over 10 feet high prevents people seeing the river from the riparian land. Nevertheless in the longer term, redevelopment proposals could enable a riverside path and as such any planning applications involving the river frontage will need to address this possibility. In the short term the possibility of creating a riverside access point with a viewing platform will be pursued.

Design and Landscape

As the Draft London Plan states “The Thames Gateway requires huge environmental upgrade and improvement in image”²¹. Dagenham Dock is a prime example of where a major transformation needs to occur with the London Plan stating that “the environmental quality of the area is poor as a result of a deteriorating road system, low grade industrial and waste related uses and widespread dereliction” and that “the planning framework should provide the structure to address these”²². This guidance together with the Vision Implementation Strategy and its Action Plans aims to assist in providing this structure with the Council working closely with its partners (particularly the LDA) in the development of the Dagenham Riverside Opportunity Area framework. Also refer to the Site Infrastructure and Management section.

The myth that the environmental business sector has to be a bad-neighbour/unattractive use needs to be dispelled whilst the existing positive landscape features of Dagenham Dock and surrounds need to be enhanced.

The Council will also work with our partners to attract funding to secure environmental improvements.

DD9: Maximising Land Use and Employment Densities
APPLICATIONS ALONG CURRENT AND FUTURE PUBLIC TRANSPORT
CORRIDORS SHOULD SEEK TO MAXIMISE LAND USE AND
EMPLOYMENT DENSITIES SUBJECT TO OTHER POLICIES
PARTICULARLY DD2.

With potential for significant transport investment in the area and a large increase in the local population, it is recognised that making the best use of land is essential. Good urban design is crucial in making the best use of sites particularly given some of the constraints on the site such as power lines and other services. The policy accords with the draft London Plan designation of ‘Opportunity Area’ covering Dagenham Dock (Policies 2.5 and 4B.3) which seeks the best use of brownfield land. Advice will be taken from bodies such as the GLA’s Architecture and Urbanism Unit.

²¹ Draft London Plan paragraph 2B.37

²² Draft London Plan paragraph 2B.61

The Council will require developers to follow any subsequent design guidance developed as envisaged in the London Riverside Strategy. In advance of such guidance particular points of attention include:

- providing landscaping strips to all highways
- presenting a 'public face' to the highway (for example, wherever possible office components of industrial units should front the highway).
- to link greenspaces to provide green corridors across the site for the movement of fauna and flora.
- High quality building design and materials
- Imaginative boundary treatments and screening (planted screens, earth bunds, gabion walls etc).
- Ensuring as direct access as possible between key building access points and the public transport network.
- Minimising opportunities for crime or vandalism (including through good quality lighting)
- Integrating refuse/recycling storage facilities within design of building and landscaping.

Developers are encouraged to adopt innovative environmental practices such as green/brown roofs²³ which as well as being visually attractive can provide new habitats, aid energy efficiency and reduce impact on drainage systems. The Mayor of London's Biodiversity Strategy and draft London Plan both support this as give further examples.

Transport Links

Dagenham Dock currently offers a poor environment for pedestrians and cyclists whilst public transport users are reliant on Dagenham Dock station. There is considerable scope for major improvements related to Dagenham Dock and other regeneration sites in the area. Necessary improvements to Dagenham Dock station include greater integration with bus services. In May 2002 the Mayor gave approval for phase 1 of the East London Transit (ELT) which would serve Ilford, Barking, Barking Reach and terminate at Dagenham Dock station. The safeguarding plans for the stretch of ELT within Dagenham Dock are included as annex 1 to this document. Further phases of the ELT could extend the route onto Rainham and as far as Romford.

²³ www.greenroof.co.uk describes them simply as roofs with plants growing on the surface. Generally they have low management requirements and do not usually require artificial irrigation. Planting styles are usually naturalistic with the objective of establishing a self-sustaining plant community on the roof To fit in with the local biodiversity context the Council would promote ruderal vegetation. Green roofs are lightweight systems with minimal structural implications for the building. The main reasons for installing an extensive green roof are visual appeal, reducing the environmental impact of the building, creating habitat for native flora and fauna, and enhancing building performance.

DD10: Transport Links

IN ACCORDANCE WITH NATIONAL POLICY GUIDANCE, ALL MAJOR DEVELOPMENT PROPOSALS MUST BE SUPPORTED BY A TRANSPORT ASSESSMENT.

PROPOSALS FOR THE DEVELOPMENT ON LAND SAFEGUARDED FOR ELT (SEE ANNEX 1) OR ON LAND SAFEGUARDED IN THE FUTURE FOR DLR WILL BE RESISTED.

THE PROVISION OF CYCLE PARKING FACILITIES AND, IN APPROPRIATE CIRCUMSTANCES, ASSOCIATED CYCLE CHANGING AND LOCKER FACILITIES WILL BE REQUIRED FOR ALL NEW DEVELOPMENTS.

PROPOSALS FOR DEVELOPMENT WHICH CONFLICT WITH PLANS OR PROPOSALS FOR THE DEVELOPMENT OF A NORTH THAMES CYCLE/PEDESTRIAN PATH WILL BE RESISTED.

DEVELOPER CONTRIBUTIONS TOWARDS PUBLIC TRANSPORT IMPROVEMENTS AND PEDESTRIAN/CYCLIST ACCESSIBILITY WILL BE REQUIRED THROUGH S106 AGREEMENTS, IN THE FORM OF FINANCIAL CONTRIBUTIONS AND/OR, WHERE APPROPRIATE, LAND (SEE POLICY DD11).

The Council will encourage more sustainable modes of travel than single occupancy car journeys. Greater levels of walking, cycling, public transport, employee car sharing schemes and river/rail freight movements can all be supported and encouraged through the planning system and through regeneration activities.

In doing so, the Council will work with various delivery agencies to improve public transport provision. This will include working with the Port of London Authority to encourage and support movements of freight from road to river. Similarly working with relevant agencies to support movements from road to rail.

As part of its commitment to encouraging walking and cycling, the Council will promote and support the development of a North Thames cycle/pedestrian path through Dagenham Dock linking Dagenham Breach to a potential Barking Reach Country Park. The Council and its partners will undertake a study to assess the feasibility of creating a route for the North Thames foot/cycle path following the northern boundary of the site through the habitat corridor. This would create a more attractive route away from HGV movements as well as creating better pedestrian links to Dagenham Dock station. Much of this land will be constrained until CTRL vacate their compound in 2007. More generally, the Council will promote the integration of the development with public transport, walking and cycling modes, seek improvements to the coverage, frequency and quality of bus services, promote infrastructure and rail service improvements at Dagenham Dock

station²⁴, and promote the principles of sustainable distribution for freight movements.

Site Infrastructure and Management

DD11: PLANNING OBLIGATIONS FOR DAGENHAM DOCK
TO ACHIEVE THE OBJECTIVES OF THE SIP THE FOLLOWING IN PARTICULAR WILL BE SOUGHT THROUGH NEGOTIATIONS:

- i) CONTRIBUTIONS TOWARDS THE UPGRADING AND ADOPTION OF ROADS AND DRAINAGE IN DAGENHAM DOCK.
- ii) CONTRIBUTIONS TOWARDS IMPROVED PUBLIC TRANSPORT AND PEDESTRIAN/CYCLIST ACCESSIBILITY AT DAGENHAM DOCK.
- iii) CONTRIBUTIONS TOWARDS THE DEVELOPMENT OF THE ETRCL AND SITE WIDE MANAGEMENT OF THE SIP.

Significant public investment has been committed in improving overall access and will be committed to further improvements. However, there will be a need for developers to contribute to the development of Dagenham Dock's infrastructure, public transport accessibility and site management. Dagenham Dock's privately owned and maintained infrastructure has long been a barrier to development. The Council will work with its partners, particularly the LDA, to improve and upgrade site infrastructure as envisaged in the DDVIS Action Plans bringing them into public ownership by agreement or, if necessary, by use of compulsory purchase powers. In most cases a commuted sum is envisaged as the contribution however contributions could also include the handover of relevant pieces of land in order to deliver the improvements. Developers are also encouraged to adopt practices which minimise impact on infrastructure – i.e. green or brown roofs/rainwater collection to reduce demands on the drainage system and green travel plans to reduce vehicles on the roads.

This policy accords with draft London plan policies on planning obligations and the opportunity area policy (Policy 2.5) which states that applications within opportunity areas are "likely to give rise to substantial planning obligations".

²⁴ Dagenham Dock Station offers the opportunity to be a major transport interchange in the London Riverside area. Integration with bus services with improved accessibility and facilities for pedestrians and cyclists is essential. Long term proposals for Dagenham Dock station (in addition to short/medium term proposals as part of the CTRL development) are being progressed as part of the 'Ambition for South Dagenham' project.

Environmental Management and Social Responsibility

DD12 : ENVIRONMENTAL STANDARDS

TO MEET THE SIP AIMS AND ACHIEVE SUSTAINABLE DEVELOPMENT OBJECTIVES, DEVELOPMENT WILL BE EXPECTED TO BE OF HIGH ENVIRONMENTAL STANDARD.

THE FOLLOWING WILL BE SOUGHT THROUGH NEGOTIATIONS:

- I) CONTENT OF GREEN TRAVEL PLANS THOUGH ALL SHOULD INCLUDE A STAFF TRAVEL DATABASE IN ORDER TO ENCOURAGE CAR SHARING SCHEMES AND, WHERE APPLICABLE, SET TARGETS TO REDUCE PARKING SPACES AS PUBLIC TRANSPORT PROVISION IMPROVES.
- II) THE PROVISION OF INFRASTRUCTURE/OPERATIONAL PRACTICES WHICH RESULT IN IMPROVED RESOURCE EFFICIENCY
- III) ADOPTION OF AN ENVIRONMENTAL MANAGEMENT SCHEME.

ALL DEVELOPMENT WITHIN THE DAGENHAM DOCK SIP ABOVE 2,000 SQM WILL BE EXPECTED TO INCORPORATE RENEWABLE ENERGY PRODUCTION EQUIPMENT TO PROVIDE AT LEAST 20% OF PREDICTED ENERGY REQUIREMENTS.

To realise the aims of a Sustainable Industrial Park, developers and site occupiers will need to demonstrate a commitment to sustainable development and consistently seek to improve their performance. The Council, the London Development Agency and the Environmental Technology Resource Centre will seek to assist site occupiers in this process through networking, practical advice, information, research and consultancy. Much advice is given in appendix C. As the Park develops it is anticipated that a set of consistent environmental standards will be developed as part of a site-wide Environmental Management System. Developers will then be required to commit to this overall EMS.

The concept of a Sustainable Industrial Park with its triple bottom line²⁵ implies not only environmental responsibility, but also social responsibility.

In the initial stages of development of the SIP, the Council will require developers to submit a statement explaining how their development will contribute to the objectives of the Sustainable Industrial Park meeting higher environmental and social responsibility standards. It is anticipated that developers will consider the following factors:

Sustainable Construction

Use of novel construction techniques or the application of established standards such as the Building Research Establishment Environmental

²⁵ Triple Bottom Line: Holistically addressing economic, social and environmental performance.

Assessment Method (BREEAM) in line with 4B.6 of the draft London plan.

Energy Efficiency

Adopting energy efficiency measures in the design stages to maximise use of renewables in line with policies 4.A7 & 9 of the draft London Plan. This seeks to assist in meeting the Government's target of generating 10% of the UK's electricity requirements from renewable sources.

Land Remediation

There is an opportunity in Dagenham Dock to adopt more sustainable methods of land remediation rather than the traditional approach of removing contaminated material to landfill. Further information on this can be provided by the Council's Contaminated Land Officer.

Industrial Processes

Development of sustainable industrial processes in terms of recycling, waste minimisation, energy efficiency or involvement in "green chains"²⁶.

Flood Protection

Dagenham Dock lies within the River Thames flood plain and is shown on the Environment Agency's Indicative Flood Risk Maps as being within the 0.1% risk per year of tidal flooding. In determining applications the Council will consult with the Environment Agency on flooding issues and in line with PPG25 will require a flood risk assessment where necessary.

Green Travel Plans

A Green Travel Plan²⁷ requirement will be made for every significant planning permission as well as for minor permissions where a plan could mitigate against an identified local traffic problem or excessive reliance on single occupancy car journeys. This would include a staff travel database in order to encourage car sharing schemes and where applicable set targets to reduce parking spaces as public transport provision improves. A model agreement has been produced and is available on request whilst advice on the content of plans can be provided by the Council's Green Travel Planner.

²⁶ Links between businesses with the ultimate aim of a closed loop system where waste products from one business become resource inputs for another. The Vision Implementation Strategy raises the ideal of a virtual eco-industrial park where web based trading could lead to green chains across the region.

²⁷ A Green Travel Plan is a package of practical measures to encourage staff to choose alternatives to single-occupancy car-use and to reduce the need to travel overall. The Plan should be site and business specific and include targets which are SMART (Specific, Measurable, Achievable, Realistic and Time-bound). All new occupiers in Dagenham Dock will receive a copy of the 'Travel Plan Resource Pack for Employers' to assist in the production of a Green Travel Plan.

Recruitment Practices

Practices which favour local recruitment, training opportunities and equality related to gender, age, disability and race.

Procurement

Commitment to procuring resources from sustainable sources, both during construction and operation of the site.

Community Involvement

Involvement of the company and its employees in the wider regeneration of Barking and Dagenham.

- seek to secure the above through planning conditions and section 106 agreements as appropriate.

Policies and relevant extracts from the Draft London Plan

“High value added activities such as design, creative and green industries are projected to be important in those areas of London where manufacturing has restructured and remains vibrant.” Paragraph 1A.33

The Draft London Plan has six overall objectives.

Objective 1: Making the most sustainable and efficient use of space in London; encouraging intensification and growth in areas of need and opportunity.

The key policy directions for achieving this includes:

- Enable the centre of London and the main opportunity areas for development to intensify and to accommodate much of the growth in jobs.
- Beyond the centre, make East London the priority area for new development, regeneration and investment, introducing a new scale and quality of development.

Objective 3 : Making London a more prosperous city with strong and diverse economic growth.

The key policy directions for achieving this includes:

- Support emerging dynamic sectors of growth and innovation, such as green and creative industries...

Objective 6 : Making London a more attractive, well-designed and green city.

The key policy directions for achieving this includes:

- Encourage and support the development of green industries.

Policy 2A.2 Opportunity Areas

As part of the process of producing sub-regional framework, the Mayor will expect boroughs to work with the GLA group and other stakeholders to prepare planning frameworks for Opportunity Areas, or build on frameworks already developed. These frameworks should set out a sustainable development programme for each Opportunity Area so as to contribute to the overall strategy of the London Plan to:

- seek to exceed the minimum guidelines for housing and employment set out in the sub-regional tables
- maximise access by public transport
- promote social inclusion and relate development to nearby Areas for Regeneration
- take account of the community, environmental and other distinctive local characteristics of the area.

Policy 2.5 Opportunity Areas in East London

The East London Opportunity Areas, together with their minimum targets for homes and jobs, are shown in Table 2B.3. The Mayor will work with partners to draw up development frameworks for these areas. They must inform UDP reviews and broader regeneration and community strategies and initiatives. Taking account of other policies, developments will be expected to maximize plot ratios and to contain mixed use developments-see sections 3B and 4B. Given their scale, they are also likely to give rise to substantial planning obligations (see policies 5.3 and 5.4). The general policy directions to be followed in the development frameworks are indicated below.

Policy 3B.7 Supporting Innovation

The Mayor, LDA and other partners will:

- use the London Innovation and Knowledge Transfer Strategy to promote knowledge transfer and innovation
- support retention and development of London's leading edge research capabilities, for example medical research and encourage establishment of new foci for innovation and research excellence.

Boroughs should ensure an adequate supply of environmentally attractive, high quality and affordable premises, 'incubator units' and sites for synergy between business and research institutions and academic in line with strategic office policy.

Policy 3B.12 Environmental Industries

The Mayor, LDA other agencies and sub-regional partnerships should support the establishment of green industries and green practices in business through funding, training, business support, market development, promotion initiatives and land use policies.

In revising UDPs and preparing Community Strategies, boroughs should identify and safeguard land and premises in appropriate locations, including town centres, at appropriate river and rail locations, to secure capacity for appropriate environmental industries and facilities for recycling and reprocessing of waste.

The Mayor will and boroughs should encourage demand for environmental goods and services by applying policies on sustainable design and construction in new developments and refurbishment, and through encouraging demand for recycled products.

Policy 4A.2 Spatial Policies for Waste Management

In support of the Mayor's Municipal Waste Management Strategy, the proximity principle and the need to plan for all waste streams, in reviewing UDPs boroughs should:

- identify new sites in suitable locations for new facilities such as...construction and demolition waste recycling plants...
- support appropriate developments for manufacturing related to recycle waste.

- Support treatment facilities to recover value from residual waste.

Policy 4A.4 Better Use of Aggregates

To ensure an adequate supply of aggregates the Mayor will work in partnership with Boroughs and industry to achieve targets of:

- 80% re-use of construction and demolition waste
- 60% re-use of that waste as aggregates in London by 2011.

Policy 4A.5 Spatial Policies to support the better use of aggregates.

Boroughs should:

- support the development of aggregate recycling facilities in appropriate and environmentally acceptable locations, with measures to reduce noise, dust and visual intrusion to a practical minimum.
- Wherever possible, safeguard wharves with an existing or future potential for aggregate handling and ensure adjacent development is designed accordingly to minimise the potential for conflicts of use and disturbance.
- Safeguard existing railhead capacity to handle and process aggregates.
- Minimise the movement of aggregates by road

Policy 4.A.7 Energy Efficiency and Renewable Energy

The Mayor will and boroughs should support the Energy strategy and its objectives of reducing carbon dioxide emissions, improving energy efficiency and increasing the proportion of energy used generated from renewable sources by:

- improving the integration of land use and transport policy and reducing the need to travel by car (see section 3C)
- expecting the inclusion of energy efficient and renewable energy technology and design, including passive solar design, natural ventilation, borehole cooling, combined heat and power, community heating, photovoltaics, solar water heating, wind, fuel cells, biomass fuelled electricity and heat generating plant in new developments wherever feasible
- facilitating and encouraging the use of all forms of renewable energy where appropriate including giving consideration to the impact of new development on existing renewable energy schemes
- minimising light lost to the sky, particularly from street lights.

The Mayor will work in partnership with the Environment Agency, boroughs and industry to ensure that the spatial, transport and design policies of the London Plan support the Mayor's Energy Strategy and contribute towards achieving CO2 and renewable energy targets.

Policy 4.A.9 Providing for Renewable Energy

The Mayor will expect strategic referrals to show how the development would generate a proportion of the site's electricity or heat needs from renewables, where feasible.

Policy 4B.3 Maximising the potential of sites

The Mayor will and boroughs should ensure development proposals achieve the highest possible intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Boroughs should develop residential and commercial density policies in their UDPs in line with this policy. Residential development should conform to the density ranges set out in Table 4B.1. The Mayor will refuse permission for strategic referrals that under-use the potential of their size.

Policy 4B.6 Sustainable Design and Construction

The mayor will and boroughs should expect future developments to meet the highest standards of sustainable design and construction. These will include measures to:

- re-use land and buildings
- conserve energy, materials, water and other resources
- be bioclimatically designed
- reduce the impacts of noise, pollution, flooding and micro-climatic effects
- ensure developments are comfortable and secure for users
- conserve and enhance the natural environment , particularly in relation to biodiversity.

Applications for strategic developments should include a statement showing how sustainable principles will be met in terms of demolition, construction and long-term management.

Boroughs should ensure that where appropriate, the same sustainability principles are used to assess planning applications.

The Mayor will work with partners to produce Supplementary Planning Guidance on sustainable design and construction.

Policy 5.3 Priorities in planning obligations

The Mayor will and boroughs should reflect the policies of this plan and include strategic as well as local needs in their policies for, and negotiation of, planning obligations. The Mayor wishes to develop with boroughs a system of pooling for the provision of facilities. Affordable housing and public transport improvements should generally be given the highest importance with priority also given to learning, skills and health facilities and services.

The Mayor will direct refusal of a strategic planning application if he considers that the planning obligations proposed would not lead to a satisfactory development. The Mayor will seek secondary legislation to enable him to be a party to appropriate 106 agreements.

Policy 5.4 Planning obligations

Boroughs should include a general planning obligation policy in UDPs to the effect that:

- development will not be permitted unless it makes appropriate provision of, or contribution towards, requirement that are made necessary by and are related to, the proposed development

- applicants will be required to finance the full capital and revenue cost or (if it can be demonstrated that this cannot be met) make a contribution towards the full cost of all such provision that is fairly and reasonably related in scale and in kind to the proposed development and its impact on the wider area.
- boroughs should refer to planning obligations that will be sought in the relevant parts of the UDP (such as transport policies)
- priorities should reflect those set out in Policy 5.3 above

Boroughs should take account of any changes to government guidance or legislation in framing relevant policies. The mayor will lobby Government for changes to legislation to require development proposals that have an impact beyond the application site to show how any measures needed to mitigate these impacts are to be met.

Policy BR17 Freight uses on the Blue Ribbon Network

The Mayor will and boroughs should support new development and facilities that increase the use of the Blue Ribbon Network to transport freight and general goods especially in areas of deficiency.

Policy BR18 Wharves on the Blue Ribbon Network

The Mayor will and boroughs should protect safeguarded wharves for cargo handling uses such as inter-port or transshipment movements and freight related purposes. Temporary uses should only be allowed where they do not preclude the wharf being used for cargo handling uses. Development next to or opposite safeguarded wharves should be designed to minimise the potential for conflicts of use and disturbance.

The redevelopment of safeguarded wharves should only be accepted if the wharf is no longer viable or capable of being made viable for cargo-handling. The criteria for assessing the viability of wharves are set out in paragraph 45.

Policy BR31 Green Industries along the River Thames

The Mayor will and boroughs should generally welcome the use of waterside sites, especially those with Preferred Industrial Locations, for green industries, where the majority of materials transshipment is by water.

The increased rates of recycling and reuse of waste sought in the Mayor's Municipal Waste Management Strategy will require locations to be found for such green industries. Locations along the Thames and tidal tributaries will offer the additional advantages of being able to move materials by sustainable means.

Draft London Plan Glossary

Green Industries: The Business sector that produces goods or services which compared to other, generally more commonly used, goods and services, are less harmful to the environment.

Proximity Principle: Dealing with waste as near as practical to its place of production.

Recycling: Involves the reprocessing of wastes, either into the same material (closed-loop) or different material (open-loop recycling). Commonly applied to non-hazardous wastes such as paper, glass, cardboard, plastics and metals.

Renewable Energy: Energy derived from a source which is continually replenished, such as wind, wave, solar, hydroelectric and energy from plant material, but not fossil fuels or nuclear energy. Although not strictly renewable, geothermal energy is generally included.

APPENDIX B Drivers of Change

Legislation, policy, incentives and advice

I want Britain to be a leading player in this coming green industrial revolution. I believe the role of Government is to accelerate the development and take up of these new technologies until self-sustaining markets take over.

Rt Hon Tony Blair MP, Prime Minister

Innovation is the key to success in the rapidly growing global environmental technology and services industry.

Merlin Hyman, Director of Environmental Industries Commission

Recycling, energy efficiency, waste minimisation, transport efficiency and numerous other environmental issues are increasingly rising up the agenda due to a plethora of new requirements including the Kyoto Protocol, EU directives and new recycling targets. All these issues require Governments, businesses, and planners to look at ways of addressing and achieving sustainable development.

It is widely recognised that the environmental business sector will grow considerably due to a number of factors. A range of both 'carrots' and 'sticks' are being applied to industry to improve environmental performance and meet a range of targets. This Appendix lays out in more detail the various drivers of change which set the context for the Dagenham Dock SIP proposals. The drivers of change include EU, Government and GLA policy and legislation, increasing financial incentives for improved environmental performance with a whole plethora of new grants, and an ever increasing range of support and advice services. In addition, increased public awareness of environmental issues is resulting in the 'green consumer' who includes environmental performance as part of purchasing decisions.

Inevitably this appendix could never include all the legislation, policies or support/advice services relevant for all types of industries and all kinds of products or materials. A broad brush approach has therefore been followed with increased emphasis on some of the materials/industries already located in Dagenham Dock. The failure to highlight any specific material in detail (eg. paper) does not necessarily infer that industries involved in that material would be unsuitable for Dagenham Dock. Appendix C highlights further sources of information.

The DTI web site states "Effective management of these [environmental and social] issues - alongside traditional economic and financial risks - can create new opportunities to innovate, differentiate and enhance reputation, and is becoming fundamental to business success.... Competitive pressures will drive others in similar a direction"²⁸. Addressing environmental issues can

²⁸ www.dti.gov.uk/sustainability/bo/index.htm

save companies money as better use of resources could result in lower energy and fuel bills.

Legislation at EU, National and London-wide levels is increasingly driving the environmental business sector creating new markets and increased demands for new technologies. A number of studies aimed at quantifying the scope for 'green jobs' have been produced or are in the pipeline.²⁹

Recycling in the past has been through traditional sectors (eg. glass bottles recycled into new glass bottles etc) however new technologies are increasingly resulting in a diverse range of products. For example, RMC at Dagenham Dock produces Glasphalt – road surfacing using recycled glass. Other imaginative products include shredded newspapers as insulation and street furniture from recycled plastic. Many secondary materials could be much more widely used and the need for product research and development is critical - particular to ensure purchasers that products from secondary materials are as good quality and evenly priced as virgin materials.

Legislation

A wave of legislation will drive the change towards using secondary materials more widely. This section highlights a just a few areas where legislation, and the financial implications of it, are drivers of change.

Electrical Waste

Waste Watch³⁰ states that every year an estimated 1 million tonnes of waste electronic and electrical equipment are discarded by householders and commercial groups in the UK with such goods becoming increasingly short lived. Electronic and electrical equipment makes up on average 4% of European municipal waste, and is growing three times faster than any other municipal waste category. Electrical waste is known as Waste Electrical and Electronic Equipment (WEEE) and covers a wide range of products with the largest component known as 'white goods' making up 43% of the total. The next largest component is IT equipment which accounts for 39%.

The major implication for WEEE is an EU directive. The Directive sets out measures that aim, firstly, at the prevention of waste electrical and electronic equipment, secondly at the re-use, recycling and other forms of recovery such as energy from waste, and thirdly at minimising the risks and impacts to the environment associated with the treatment and disposal of WEEE. The WEEE directive will be required to be put into national legislation.

The potential impacts of the directive are substantial with companies needing

²⁹ Including 'Jobs from Waste: Employment Opportunities In Recycling' Waste Watch (1999), 'Green Jobs: A Final Report to Bedfordshire County Council' Green Jobs Steering Group & Ecotec (2000), 'Estimating Job Creation from Recycling and Reprocessing' Report for London Remade (June 2002), 'Enabling Business in Resources Management : Report of the Innovation and Growth Team for the Environmental Goods and Services Sector' DTI JEMU and new studies commissioned by the LDA, GLA and the London Assembly.

³⁰ www.wastewatch.org.uk

to find new technologies for recycling as well as designing new products with the environment in mind.

Glass

Glass is seen as one of the traditional recycling sectors where collected glass is recycled into new glass products. However the industry is now gaining more material than it needs to turn back into bottles and jars. Every year the UK used 2.4 million tonnes of glass bottles with around 1.6 million currently going to landfill³¹. There is a need to find new ways of processing glass into higher value products particularly coloured glass. Dagenham Dock occupier, RMC Aggregates, produce 'Glasphalt' a road basecourse utilising up to 30% recycled glass whilst other companies are looking at utilising glass within aggregates. Research and development into ensuring products utilising glass meet required specifications is essential.

Vehicles

Dagenham has long been closely associated with vehicle manufacture and although Ford Motor Company is no longer manufacturing cars at Dagenham it still has a strong presence with a state of the art diesel engine plant and many other associated facilities. Dagenham Dock itself contains a number of traditional car breakers. Legislation will result in a substantial change in the whole vehicle recycling business. The End of Life Vehicles (ELV) Directive (2000/53/EC) came into force on 21 October 2000.

The ELV Directive aims to reduce the amount of waste from end of life vehicles. In particular it:-

- requires member States to ensure that ELVs can only be scrapped ('treated') by authorised dismantlers or shredders, who must meet tightened environmental treatment standards from the outset;
- requires economic operators (this term includes producers, dismantlers and shredders among others) to establish adequate systems for the collection of ELVs from the outset;
- states that last-owners must be able to return their vehicles into these systems free of charge from January 2007;
- requires producers (vehicle manufacturers or importers) to pay 'all or a significant part' of the costs of takeback and treatment from January 2007. Member States can also apply this requirement from the outset;
- sets rising re-use, recycling and recovery targets ('recycling targets') which must be met by economic operators by January 2006 and 2015; and;
- restricts the use of heavy metals in new vehicles from July 2003.

The ELV Directive will undoubtedly require more technology driven solutions and open up new opportunities for recycling operations.

Landfill tax

In the UK the Landfill tax was brought in during 1996 and charges per tonne of waste going to landfill. The tax aims to encourage waste producers to

³¹ 'Recycling: Beyond the Glass Ceiling' *The Independent*, 18th November 2002.

produce less waste, recover more value from waste, for example through recycling or composting and to use more environmentally friendly methods of waste disposal. The tax applies to active and inert waste, disposed of at a licensed landfill site. Making the cost of disposal of waste higher results in stronger incentives for recycling.

In addition other EU and Government legislation has/will restrict the level and types of waste that can be landfilled. For example the Landfill of Waste Directive prevents, amongst other things, whole tyres going into landfill.

There is an additional driver of change coming from the introduction of the Landfill tax – landfill tax credits. The landfill tax environmental bodies credit scheme enables landfill site operators to claim tax credits for contributions they make to approved environmental bodies for spending on projects that benefit the environment. The environmental bodies are those enrolled by Entrust, the regulatory body for the scheme. A number of companies operating in the area offer landfill tax credit schemes including RMC, Cleanaway and shortly Shanks.

Aggregates Levy

The Aggregates Levy came in effect on 1st April 2002. The objective of levy is to address, by taxation, the environmental costs associated with quarrying operations (noise, dust, visual intrusion, loss of amenity and damage to biodiversity) in line with the Government's statement of intent on environmental taxation. It also seeks to reduce demand for aggregate and encourage the use of alternative materials where possible. There is no net gain to the Exchequer as the money collected will fund a 0.1% point cut in employer NICs and a new Sustainability Fund to deliver environmental benefits.

Aggregate companies are having to face up to such increasingly legislative demands whilst at the same time having new opportunities opening up to use secondary material. Forward thinking aggregate companies are increasingly looking at innovative ideas like using recycled glass in road surfacing material. Research and development in this area is critical with purchasers of aggregates requiring strict performance from materials purchased.

Policies and Targets

Policies and associated targets at every level of government are also key drivers of change. This section highlights just a couple of relevant ones.

ELWA Waste Strategy

East London Waste Authority (ELWA) is responsible for the disposal of waste generated in the East London Boroughs of Barking & Dagenham, Havering, Redbridge and Newham. This currently amounts to 535,000 tonnes per year with around 90% going to landfill. ELWA's vision is "to provide an effective and efficient waste management service that is environmentally acceptable

and delivers services that local people value”³². Their objectives include “encouraging waste minimisation initiatives; seeking to maximise waste recycling and composting opportunities potentially supported by recovery of energy; and contributing to local economic development”³³. It’s 25 year plan is the Integrated Waste Management Strategy (IWMS) which includes a minimum 25% recycling/composting rate of household waste from April 2005. Through a Private Finance Initiative (PFI), ELWA has appointed a contractor (Shanks) for 25 years worth approximately £25 million per year. Shanks will invest over £100 million in new infrastructure

Shanks’ proposals include building two Bio-MRF (Materials Recycling Facilities) either side of Dagenham Dock at Jenkins Lane on the Barking & Dagenham/Newham border and at Frog Island in Havering. The 25 year ELWA contract with its recycling targets and diversion from landfill is a significant driver of change requiring substantial new markets for secondary materials. It therefore has significant implications for the Dagenham Dock SIP.

Mayor’s Draft Municipal Waste Management Strategy

The Mayor of London’s public consultation draft Municipal Waste Management Strategy was published in September 2002. The closing date for comments was 6th December 2002. The Strategy matches the national target of 25% recycling rate by 2005 and better it for 2010 with a target of 50%.

The Strategy states “to meet the household recycling targets for 2005/6 London Authorities will need to collect at least 865,000 tonnes of recyclables, a massive increase from the 300,000 collected in 2000/1”³⁴ and recognises this opens up major business opportunities. It aims to convert waste into new materials, creating new industries and employment recognising that London’s substantial waste needs to be addressed more locally.

The Strategy also refers to a new £21m London Recycling Fund which will provide additional funding support to recycling collections. In addition, it aims to rebrand civic amenity sites as ‘Reuse and Recycling Centres’ with a much greater focus on recycling than currently exists.

Support/Grants/Funding

In addition to legislative ‘sticks’ there are a plethora of new funding sources in the field of environmental technology supporting measures ranging from flagship innovation projects through to small business advice on methods of improving energy and resource efficiency. This section only highlights a number of those currently in existence in order to highlight this area as a significant driver of change.

³² ELWA IWMS

³³ ELWA IWMS

³⁴ 4Q.2 Mayor’s Draft Municipal Waste Management Strategy (2002)

London Remade is an SRB/ERDF funded project to “stimulate new niche sectors, secondary industries and jobs around recycled materials to assist in the re-industrialisation of South and East London”³⁵. The scheme’s concept of Eco-Industrial areas has a strong tie-in with the Dagenham Dock SIP proposals. Further details of London Remade can be found in Appendix C.

The DTI also co-funds the Sustainable Technologies Initiative (STI). This supports collaborative projects to improve the sustainability of UK business. Key themes of the programme include:

- Step changes (4-10 fold improvements) in the efficient use of resources in processes and products
- New products and processes and service concepts which increase the useable life of products
- Associated sustainability research

The Joint Environmental Markets Unit (JEMU) is a UK Government (DTI) unit with responsibility for promoting and supporting the UK environmental industry. JEMU's prime objective is to nurture the development of a strong, competitive, and world-class UK environmental industry capable of competing successfully in the world marketplace. Technology Partnership Initiative (TPI) is a government initiative, administered by JEMU, which aims to give firms in developing, industrialising and emerging countries better access to environmental technologies and techniques widely adopted in the UK.

The Single Regeneration Budget funded Environmental Business Action project³⁶ is providing local businesses with advice and support in reducing environmental impacts and improving resource efficiency whilst the University Of East London Thames Gateway Technology Centre is developing a programme for environmental audits of companies.

There are also a range of grants available for utilising renewable energy such as www.est.org.uk/solar/index_solar.html

Further details of many of these funding sources can be found in Annex 6 of the DDVIS with contact details and website addresses found in Appendix C of this guidance.

³⁵ From London Remade SRB Bid: Re-engineering Secondary Materials for Thames Gateway.

³⁶ Environmental Business Action: Environmental management for supply chain assurance and resource efficiency. See Appendix C for contact details.

THE EXECUTIVE**29 APRIL 2003****DIRECTOR OF CORPORATE STRATEGY**

BUSINESS IMPROVEMENT DISTRICTS	FOR DECISION	
<p><i>This report is presented to the Executive as it has strategic implications.</i></p> <p><u>Summary</u></p> <p>This report outlines the Government proposals contained in draft legislation for giving powers for carrying out fund improvements using the collection of an additional levy. Funds would be spent as directed by these businesses on issues such as environmental matters, CCTV signage. Such areas would be designated <i>Business Improvement Districts</i> ("BIDs").</p> <p>The draft legislation presently provides for BIDs applications to be made from April 2004. The proposed BIDs scheme is currently optional, but is based on a long-established US model and pilot schemes in other parts of London and the UK. In order to take a project like this forward further development work needs to be undertaken. Potential Bid areas are the River Road industrial area and Barking Town Centre.</p> <p><u>Recommendation</u></p> <p>The Executive is asked to agree the pilot areas and to give in principle approval to further work in the pilot areas supporting the development and submission of BIDs applications subject to external funding being available to undertake the necessary preparatory work.</p> <p><u>Reason</u></p> <p>The introduction of the Business Improvement District will help to stimulate economic activity and help to develop the local economy.</p>		
<p>Contact Officer: Jeremy Grint</p>	<p>Head of Regeneration</p>	<p>Tel: 0208 227 2443 Fax: 0208 227 2035 Minicom: 0208 227 2685 E-mail: jeremy.grint@lbbd.gov.uk</p>

1. Background

- 1.1 The proposals for the establishment of Business Improvement Districts (BIDs) are included in the Local Government Bill published on 26th November 2002 and currently before Parliament. This Bill set out the general basis for Business Improvement Districts and empowers the Secretary of State to make a wide range of regulations governing their administration. Consequently, at this early stage many of the details of the actual administration are not clear. However, the Government intends to take forward the legislation as time permits and estimates that the earliest that BIDS could take place would be April 2004.

- 1.2 Business Improvement Districts (BIDs) originated in the USA and are formed when local stakeholders combine with the local authority to fund improvements to a defined area that enhance local mainstream provision.
- 1.3 A BID is created when a majority of business ratepayers (a clear majority not only of those voting but those eligible to vote) in a defined area agree to pay a supplementary rate that is then applied to that area, and spent on projects that generate local economic or social benefits. There is a two stage process to establishing a majority. First, a simple majority of businesses in the proposed BID area must vote in favour of the BID. Second, the majority of the businesses in terms of 'rateable value' must vote in favour. The vote is weighted to ensure that no one class or size of business can out-vote others. Although a proposal can come either from the businesses or the local authority, the Council will have a power to veto certain proposed BIDs. The veto is open to appeal.
- 1.4 A BID area can be large or small, depending on stakeholder preferences. BID proposals must describe which type of non-domestic ratepayer in the BID area will pay the supplementary levy (for example it could involve solely retailers or both retailers and commercial properties). Ratepayers in a BID area that are not subject to the additional levy are not entitled to a vote.
- 1.5 The method of calculating the levy is not prescribed in the legislation and must be contained in the BID proposal itself. It could be a simple additional percentage on each bill, or could be a different amount for different types of businesses, or even a simple a fixed sum for each business.
- 1.6 Once agreed, all business ratepayers within the designated area and within the classes identified as subjects of the BID must pay the additional levy. However, the local authority can waive it for particular classes of operation (for example charities).
- 1.7 The legislation also includes provision for 'cross border' bids to be established with other local authorities if the area for the BID project crosses the local authority's boundary. One Council must lead the BID process.
- 1.8 The levy must be ring-fenced and its use is restricted. BIDs, however, can be administered by local partnerships.

2. Current Practice

- 2.1 There have been a number of initiatives. Five of those in London have come together under the heading of "The Circle" and deal with "liveability" issues. Members of "The Circle" include Paddington and Coventry St (Westminster), Bankside (Southwark), Holborn (Camden) and Lower Marsh (Lambeth). These are all partnership based and receive Single Regeneration Budget funds which are then used to lever in private sector funds.
- 2.2 In Barking, retailers have already contributed on a voluntary basis towards benefits that enhance the vitality of the centre. In Barking Town Centre, £50,000 has been raised in each of the last two years and spent on
 - Repainting Town Centre
 - Special cleaning/repairing of paving

- Chewing gum/Graffiti removal.
- Repairing/replacing benches
- Christmas Lights
- New CCTV Camera,
- Town Link Radio.

2.3 Examples of other measures could include more frequent policing, installation of CCTV cameras and litter bins, new street furniture, tree-planting, a rapid response to graffiti and litter, replacing street lamps, mending pavements. The same approach can be applied to other types of problem – by providing local training and employment schemes or funding a more frequent bus service. The important point is that both parties – the authority and business community – are clear what problem they want tackled and what specific measures they want taken to deal with it.

3. Discussion

3.1 The recent London Riverside Business study threw up a number of complaints about the high level of business rates. There is also a common misconception about the role of the council in the collection of the business rate. This view is confirmed by the Town Centre manager who comments:

"All our Town Centres comprise largely small businesses. There is a near-universal assumption amongst them that the local authority sets and benefits directly from Business Rates, and any increase would be viewed with huge suspicion. A major 're-education' would be required before a scheme could be launched with any hope of success."

3.2 However, alongside this is the contrary experience of the industrial estate improvement programme. Operated by *Made in London*, the programme matches pound for pound money raised by the private sector with public money raised through Single Regeneration Budget. Although not all companies either choose or are able to make this commitment, the numbers failing to do so are falling. The experience of the MiL teams is that where companies can see tangible improvements and can have a say in what is actually done, then there is a readiness to pay. The official policy of Made in London (the voice of the London Manufacturers' Action Group) is that BIDs should be encouraged. This is strengthened by the provision in the draft legislation for councils themselves to contribute to the BID funds.

3.3 The government has gone further and indicated that BIDs and the benefit from them should be restricted to those participating. Thus if the London Development Agency wish to influence the course of or benefit from any BIDs set up, it would have to contribute in its own right to the fund.

3.4 A concern of those consulted is the role of occupiers vis-à-vis landlords. In the Riverside study, it was found that a very large proportion of businesses leased their premises. While the occupiers are generally responsible for the rate, there was concern expressed that the increase in values that a BID may engender would benefit the owners and that occupiers may thereby face higher charges. Through the industrial estate programme, this was avoided by undertakings not to increase charges as a result of the work carried out (generally with a time limit). The

government has suggested that similar arrangements be sought with the ultimate sanction (not available under the estate scheme) of occupiers voting against a BID.

3.5 Next Steps

The level of partnership working with businesses is not high, with much of the relationship with the Council being carried out through intermediaries (East London Business Alliance, Benefits for Business, Made in London). However, the council's profile as a "can do", more business friendly organisation is improving especially as it begins to work through organisations such as the Thames Gateway Manufacturing Group and as it begins to run its own industrial improvement programme. Most of this work has been taking place in the area south of the A13 (London Riverside) and there has been little activity in the north of the borough where there are substantial numbers of businesses. To rectify this and as part of the preparation for other initiatives, the Regeneration Unit, together with Havering Council and the inward investment agency, Gateway to London, have initiated a major industrial survey for the north of the borough.

3.6 If the borough were to look to establish one or more BIDS, it should seek to identify a community of interest. That would mean in effect smaller areas rather than larger ones. One area could therefore be what is broadly described as the "River Road Industrial Complex, which covers the area from River Road through to Creekmouth. Another area may well be the Barking Town Centre. A similar approach may be warranted for the north of the borough, with perhaps Chadwell Heath being a discrete area and Salinas Lane/Freshwater Road Industrial Estate being another. In the case of the southern area there is scope to link the development of any potential BID with any change in the delivery structures of regeneration programmes currently being considered.

3.7 It would be essential for the BID to win the endorsement of the Barking and Dagenham Partnership prior to any proposals being made. There would also need to be a great deal of local consultation within any proposed areas before the BID idea could even be mooted (ideally, the impetus for a BID should come from the businesses themselves). In order to take it forward it will involve a considerable amount of work. It is therefore suggested that if the principle is accepted that external funding be sought.

4. Consultation

4.1 The following departments were consulted: Planning, Town Centre Management; Regeneration Finance, Legal Department, and the Chief Executive's Department Revenues Services. It is proposed to consult the Barking Town Centre Partnership separately for agreement in principle.

5. Financial Implications

5.1 The Business Improvement District concept appears to fit with current regeneration partnerships. Both Heart of Thames Gateway and Thames Gateway London Partnership are considering the implications of BID legislation. There are synergies and financial benefits if expertise and resources can be pooled at this stage.

- 5.2 By the time the legislation takes effect, the cycle for other funding streams will be ending. The Council should consider how expertise in project delivery can be best retained rather than bear the cost of the establishment and recruitment to new delivery vehicles.
- 5.3 The structure in the draft legislation makes it clear that the Local Authority would be responsible for revenue collection and the stewardship of BID monies. This carries the overhead of financial administration as well as risks as banker and guarantor. It is not clear at this stage how many BIDs will eventually be established.
- 5.4 There is a risk that a significant minority of businesses may be ambivalent about or anti-BID while being required to pay the levy. There appears to be no mechanism in the bill for enforcement, though the US model allows for a lien on properties. This matter is still unresolved at this stage of the legislative process.
- 5.5 There will be costs developing and then maintaining monitoring systems for a period of up to ten years. It is not presently clear whether these can be recovered from BID revenue streams.
- 5.5 Some of the community development may be carried out through existing work with businesses and there will be an allowance for the cost of administering the referenda, but there is no resource provision either for the drawing up of the BID content or the development of a successful bid.

Background Papers

- Business Improvement Districts in London. Implications for Local Authorities – ALG Conference Summary Report Nov 2001.
- Business Improvement Districts – Progress of the legislation and Guidance 16 October 2002.

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