

London Borough of Barking and Dagenham

Notice of Meeting

THE EXECUTIVE

Tuesday, 12 August 2003 - Town Hall, Barking, 7:00 pm

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

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

1.08.03

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 29 July 2003 (circulated separately)**

Discussion Items

3. **Best Value Review of Street Safe Services - Final Report (Pages 1 - 82)**
4. **Homelessness Strategy (Pages 83 - 186)**
5. **Private Sector Leasing Scheme - Additional Accommodation Requirements (to follow)**
6. **Safeguarded Wharves on the River Thames - Response to the Mayor of London's Consultation Document (Pages 187 - 193)**
7. **Thames Gateway Bridge - Response to Transport for London's Consultation Document (Pages 195 - 199)**

8. **Any other public items which the Chair decides are urgent**
9. **To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

Private Business

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

Discussion Items

10. **Introducing More Choice in Lettings (Pages 201 - 206)**

Concerns a Contractual Matter (Paragraph 8)

11. **Selection of Registered Social Landlords for Barking and Dagenham's Preferred Partners Panel (Pages 207 - 209)**

Concerns a Contractual Matter (Paragraph 7)

12. **The Clevelands, The Wakerings, The Bloomfields (CBW) and Tanner Street Regeneration of Barking Town Centre: Foyer Delivery (to follow)**

Concerns a Contractual Matter (Paragraphs 7 and 9)

13. **Staffing Matter (circulated separately)**

Concerns a Staffing Matter (Paragraph 1)

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

THE EXECUTIVE**5 AUGUST 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

BEST VALUE REVIEW STREET SAFE SERVICES - 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></p> <p>This report sets out the conclusions of the Best Value Service Review of the Street Safe Services (Traffic Management, Highways, Road Safety and Parking).</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.</p> <p><u>Recommendations</u></p> <p>The Executive is asked to:</p> <ol style="list-style-type: none"> 1. Support the proposed Action Plan and options for future delivery as outlined in the report, together with the future financial implications, the consequences of which will need to be contained within the overall budget for this service, as summarised in Appendix C of the attached main report; 2. Agree to Market Testing for the Parking Enforcement Service; and 3. Agree to Market Testing for the day-to-day Management of the Council's Public Car Parks. 		
<p>Contact Officers: Mike Livesey</p> <p>Gary Ellison</p>	<p>Head of Traffic & Highway's</p> <p>Manager, Traffic Management</p>	<p>Tel: 020 8227 3110 Fax: 020 8227 3166 Minicom: 020 8227 3034 E-mail: mike.livesey@lbbd.gov.uk</p> <p>Tel: 020 8227 3226 E-mail: gary.ellison@lbbd.gov.uk</p>

1. Staffing and Service Implications

1.1.1 Parking Enforcement and management of Car parks:

Recommendations from the Review include market testing of parking enforcement service, together with market testing for management of car park services. The total number of staff that could be subject to TUPE is 20.

1.1.2 Until the full level of service requirement is known it will not be possible to write a specification for market testing.

1.1.3 In externalising the management of Car Parks the Council will need to be mindful of the potential loss of income and policy with regard to setting parking charges and short /long stay parking provision.

1.1.4 The service is currently being extended to include enforcement via Close Circuit Television. The £140,000 one off Capital funding is being provided by TfL. This will cover the setting up costs, cameras and installation of equipment in the control room. Operating costs will be covered from fines and, therefore, the service will be self-financing.

1.1.5 We are also considering extending the current service to include clamping and tow-away by an external contractor. Before tendering for this part of the service it will be necessary to lease a storage compound within the Borough. It is estimated that the Capital setting up costs, which will include fencing, security and office accommodation will be in the region of £75,000, which will need to be subject to a Capital finance bid. Leasing costs and staffing costs would be met from the fine and release fee income. It is proposed to operate the site in conjunction with Abandoned Vehicles Section and the Housing and Health Department.

1.2 Parking Administration:

There are Statutory requirements in the processing of Penalty Charge Notices that only the Council can provide under the Road Traffic Act 1991. This is met by the current staffing levels of seven full time administrative staff and these costs are recovered from fines and other associated car parking income.

1.3 Traffic and Highway Engineering:

1.3.1 It is proposed to appoint, under a partnership arrangement, a number of Term Contract consultants for traffic and highway engineering services. This will provide support to the existing resources to assist in covering increasing work loads due to successful bidding to TfL through the Borough Spending Plan and to provide efficient delivery of the Capital Programme.

1.3.2 Officers are currently looking at options for the procurement of consultancy support one of the options being considered is a strategic alliance between this Council and Camden whereby we would have access to Camden's panel of consultants and contract.

This would have the benefit of reducing the cost of developing our own contract and because of economies of scale reduce the tender price for both Authorities.

1.4 Road Safety:

There are no private companies currently operating in this field that cover all service elements and therefore the service will remain in-house.

1.5 Support Officer (TfL):

This officer is required to monitor and compile financial returns to TfL. The post has been funded by TfL and is to be advertised.

2. Financial Implications

2.1 The financial implications are outlined in more detail in Appendix C of the main report and additional funding requirements can be summarised as follows:

Reference to Appendix C	Item	Comment	Funding Type	Future Funding
1	Publicity, Consultation and Brochures	Raising Profile of the service and providing information	Annual Revenue	£ 19,000
2	Preparation of Road Safety Plan for submission to TfL for Capital funding and distribution.	Annual requirement of Transport for London to support bids (spend to save)	Annual Revenue	£ 5,000
3	Preparation of tender documents for Parking Enforcement, and Car Park Management Services	Consultant support for tendering documentation	Revenue required 2004/05 (only one year)	£ 8,000
4	Preparation for Term Contract for the Partnership of engineering support service	To enable service to meet TfL allocations for transport	Revenue Required 2004/05 (only one year)	£ 4,000
5	Road Markings and Signage for Parking Enforcement (two year programme, year one (£15k) has been funded in 2003/04)	Necessary to maximise enforcement capability	Capital	£15,000
6	Support Officer Post	Funding from TfL already agreed	Annual revenue	£25,000
7	Introduce computerised documentation management system	Required under CDM Regulations (Health and Safety Files, Risk Assessments etc.)	Revenue required 2004/05 (only one year)	£10,000
	TOTAL			£86,000

2.2 The additional Revenue funding required will be met by a combination of countervailing savings elsewhere and an increased recharge to TfL funded capital projects ensuring that the net revenue spending stays within existing budgets.

3. Consultation

3.1 The following have been consulted on this report.

The Management Team,
Laura Williams, Acting Head of Finance, LESD

Background Papers

- Final Report of the Best Value Street Safe.
- Evidence File of the Best Value Street Safe.
- Road Traffic Act 1991

Street Safe Best Value Review



July 2003

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Street Safe Best Value Review

2001 - 2002

Executive Summary

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Section 1 – Introduction

- 1.1 Services covered by the Street Safe Review are Road Safety, Parking, Planned Highway Maintenance and Traffic Engineering. There is close correlation with a number of areas covered by the Council's Street Scene Best Value Review. The Review was undertaken in 2001-2002.
- 1.2 The Review Group comprised of three Councillors, namely Councillors Alexander, Bunn and Rawlinson, managers of the respective service areas, corporate and departmental Policy Officers and the Head of Transportation from the London Borough of Redbridge.
- 1.3 The Community Survey of 1999 clearly indicated that safety issues were amongst resident's highest priorities. Although personal safety issues dominate over highway safety matters, there can be no doubt that the scope of the Street Safe Review is far reaching and relevant to all users of the Borough's highways and footpaths.
- 1.4 The majority of services involved in this review have close links to the Mayor of London's Transport Strategy and a substantial proportion of service funding is provided by Transport for London (TfL). In order that this is fully recognised, Section 3 outlines the specific relationship with Transport for London (TfL)
- 1.5 It needs to be recognised at the outset that the services (combined and separate) have to meet the respective requirements of both the Council and Transport for London. Considerable funding opportunities are available from TfL to provide benefits to the community of Barking and Dagenham. Although the Council has ultimate responsibility to its own community, it must recognise the aim and requirements of the Mayor of London in its delivery objectives. It should also be noted that the Mayor of London has the power of intervention if his policies are not being implemented
- 1.6 The services are therefore required to seek funding from both the Council and TfL to deliver various initiatives and improvements. TfL is endeavouring to provide a long-term funding regime to the current annual settlement. This will assist all groups in long-term planning once agreed
- 1.7 Reference is made throughout the report to the Action Plan improvements and Key Actions (e.g. [AP1.3]).

Section 2 – Service Areas Under Review

2.1 Introduction

2.1.1 The services being considered can be summarised as follows:-

- Road Safety
- Parking
- Planned Highway Maintenance
- Traffic

2.1.2 **The scope of the Review was to consider whether the services provided within these areas were necessary, effective and in line with community expectations. The objectives were to critically challenge the services in respect of need, quality, quantity and provision. In meeting these requirements, the Review needed to engage with stakeholders and providers of equivalent services in all sectors and provide an Action Plan so that the service can make improvements in line with the findings.**

2.1.3 The review has taken place following major structural changes in which Street Scene was set up and planned highways maintenance was separated from reactive highways maintenance and grouped with Traffic Engineering, Parking and Road Safety under the general theme name “Street Safe”. [AP3.1]

2.1.4 The stakeholders are every person that lives, works or travels in or through the Borough.

2.1.5 It is clear that collectively these services hold significant responsibility for the safety of the Borough’s Public Highways (roads and footpaths), both in terms of their condition and their safe use.

2.1.6 Strategies and objectives for all of the services in this review are set out in the Council’s Transport Plan and Local Implementation Plan in which linkage to the Mayor of London’s Transport Plan are defined.

2.1.7 The Council has a duty to ensure that the Public Highways are safe and maintained to a reasonable standard. The Council is also responsible for undertaking all aspects of the parking service, including enforcement.

2.2 Road Safety: -

2.2.1 The Road Safety Group have responsibility with regard to education, publicity and training on various initiatives. They also have responsibility for preparing the Borough’s Road Safety Plan and lead on a programme of Safer Routes to School. The Group comprises of:

Principal Road Safety Officer,
Senior Road Safety Officer,
2 x Assistant Road Safety Officers
2 x Road Safety Assistants (Who Job Share)

The group is basically responsible for

- Accident, Investigation and Prevention (AIP) duties,
- Road safety education, training and publicity,
- Safer Routes to Schools Programme
- Management of the Council's fifty School Crossing Patrols.

2.2.2 The Group has a revenue budget of approximately £30,000 for small-scale carriageway alterations to help assist in the reduction of the likelihood of accidents occurring.

2.2.3 Funding has been relatively consistent over recent years and generally the Borough can demonstrate that overall there is a downward trend in almost all of the categories where statistics are available.

2.2.4 In a number of specific years there appears to be 'one-off' isolated peaks. It is difficult to gain full understanding of such peaks and therefore it is more useful to consider data over an extended period. Additionally, it is difficult to quantify the benefits of each specific exercise in terms of accidents prevented, however, trends would appear to demonstrate a degree of effectiveness.

2.2.5 There was a 15.1% reduction in total casualties in 2001 when compared with 2000. With the exception of motor bikes, all categories registered a reduction in 2001.

2.3 Parking: -

2.3.1 The parking service can be considered in three components, namely parking enforcement, parking administration and car parks. The service also has involvement in a number of additional functions such as controlling vehicle access of the pedestrianised area in Barking Town Centre and staff parking provision at Barking Town Hall. Management felt these additional functions have served to misdirect the focus of the service from its core responsibilities of enforcement of waiting restrictions on the public highways and management of public car parks. [AP24.3]

2.3.2 The Council implemented a Special Parking Area (SPA) throughout the Borough in July 1994 enabling it to enforce parking offences under the provisions of the Road Traffic Act 1991 when enforcement was transferred to the Council.

2.3.3 The Council now has a Parking Manager who reports to the Principal Engineer – Traffic and Parking. The Parking Manager's post was filled in the summer of 2002 to address co-ordination and management deficiencies across all of the parking areas. [AP25.1]

2.3.4 A Supervisor and five staff provide administration. Following a number of changes of the hierarchy over recent years, this group became part of Traffic and Highways in the summer of 2000. The group is responsible for all issues related to the recovery of Penalty Charge Notices, Parking Permit issue, appointment and management of bailiffs. Based in the Town Hall, there is a reception counter

manned by this group to issue permits and to arrange payments of fines

2.3.5 Recovery of outstanding fines from Penalty Charge Notices is undertaken by private sector Certified Bailiffs. A number of companies have been utilised, however, it is necessary to review how these arrangements are put in place in order to maximise income. [AP25.4]

2.3.6 Enforcement is undertaken by 14 Parking Attendants supervised by two supervising Attendants. Two part-time officers oversee management of the London Road Multi-storey Car Park, and this Car Park is also where the attendants radio system is located. These officers are responsible for enforcement of all parking and waiting restrictions on the public highway throughout the Borough and within pay and display car parks. Having been successful under Compulsory Competitive Tendering (CCT), the parking enforcement service is undertaken in-house

2.3.7 Income is derived from a number of sources, for example:-

- Payment in car parks (pay and display machines)
- Purchase of permits (Visitor, Resident, Business, Operational)
- Payment of Penalty Charge Notices (PCN's)
- Doctor's Permits
- Housing recharge (for The Mall Car Park area)

2.3.8 Penalty Charge Notice issued for the previous years:-

1999/2000	2000/2001	2001/2002
19,819	22,589	22,865

2.3.9 There are a number of Controlled Parking Zones around the Borough, mainly near rail stations. The intention is to deter commuter parking in line with the Council's strategy to achieve traffic restraint and to alter the chosen mode of traffic away from the car.

2.3.10 The Council is represented at the North London Parking Managers Group (NLPMG) and at the NLPMG Benchmarking Club.

2.3.11 As set out in the Council's Transport Plan the key objectives for parking can be summarised as follows: -

- Consider the need for off street parking (taking into account traffic restraint policies).
- Provide a safe and secure environment for people parking their vehicles.
- Control the balance of long and short-term parking use
- Ensure effective on-street enforcement - particularly on bus routes and main roads
- Introduce, strengthen or extend Controlled Parking Zones (CPZ's) in areas of parking congestion.
- Provide for the needs of disabled
- Vary parking tariffs to discourage commuters or long-term parking

- 2.3.12 The enforcement service has separate cost statements contained in the Trading Account Summaries. In 1991/2000 the cost of the service was £254,163 for enforcement works plus a further £99,819 of 'non-enforcement' work.
- 2.3.13 In 2000/2001 the cost of the service was £307,702 for enforcement works, plus a further £96,844 of 'non-enforcement' areas of work.
- 2.3.14 A further break down of the costs are:-

Enforcement areas	1999-2000	2000-2001
Employee Costs	£201,896	£257,403
Transport Costs	£9,966	£12,092
Supplies and services	£12,211	£9,545
Overheads	£30,090	£28,662

Non – enforcement areas	1999-2000	2000-2001
Employee Costs	£81,263	£83,131
Transport Costs	£24	£0
Supplies and services	£1,448	£1,717
Overheads	£17,084	£11,996

- 2.3.15 Maintenance of the car parks is predominantly carried out by private sector companies (pay and display machines, barriers, car park maintenance) although cleansing is carried out by the Council's own cleansing operation. [AP34.3]

2.4 Planned Highway Maintenance

- 2.4.1 Under the Highways Act 1980 there is a Statutory responsibility on the Council to undertake maintenance of the public highway, although the scale and nature are not specifically defined.
- 2.4.2 In recent years the Borough has sought increased funding from TfL for expenditure on Principal Roads, however this has resulted in a reciprocal reduction in funding being provided by the Council. [AP9.1]
- 2.4.3 TfL is encouraging 'Transport' related improvement schemes. At the time of the Review the Borough had prepared and submitted bids for 2003 – 2004 are £650,000 for Non – Principal Roads and £537,000 for Principal Highways.
- 2.4.4 If the Borough is successful in these bids, and if the current Council budget for highway maintenance is maintained, it presents a real opportunity for the Borough to achieve sustained improvements to the highway network and meet the Targets set in the Government's 10 year Transport Plan for arresting the decline and improving the road network by 2010. Increased funding however, will require additional resource, which will be fully met by the TfL grant.[AP8.1 and AP 9.1]
- 2.4.5 For the first time the Borough has a computer based United Kingdom Pavement Management System (UKPMS). The system will enable better comparison of roads within the Borough and assessment against other local authorities.

2.5 Traffic

- 2.5.1 The primary role of the Traffic Group is the design and construction of local road safety engineering schemes, introduction of parking measures, and improvements to bus movement and the cycle network. The Group also considers Town Planning applications for compliance with traffic and parking regulations.
- 2.5.2 The group has responsibility for preparing, co-ordinating and reporting on the Borough's Transport Plan. Requirements for preparation of this document have changed over recent years from the Transport Policies and Programme (TPP) to the current Borough Spending Plan (BSP). [AP31]
- 2.5.3 The Group uses the services of external consultants to supplement in-house resources. The current term consultant is Hyder Consulting Engineers; however, this contract is due to end in July 2003. Due to the variable nature of budgets, it is considered essential to have the ability to draw upon additional resources and expertise. [AP33]

Section 3 – Transport for London

- 3.1 The formation of Transport for London led to the replacement of the annual Transport Policies and Programme (TPP) document with a duty to provide the Mayor of London with a Local Implementation Plan (LIP) which outlines how the Borough will implement the Mayor's transport strategy at a local level. The Mayor has the power of intervention if his policies are not being implemented.
- 3.2 This Borough has prepared a Borough Spending Plan (BSP), which follows on from the Interim Local Implementation Plan (ILIP). The ILIP outlined the Borough's policies, strategies and programmes. [AP31]
- 3.3 When considering the Mayor's Transport Strategy it is clear that the Mayor's objectives also meet all objectives of the Council's Community Priorities, namely:-
- 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 and Dagenham Cleaner, Greener, Safer.
 - Raising General Pride in the Borough.
 - Regenerating the Local Economy.
- 3.4 Most engineering measures to reduce accidents within the Borough are funded by TfL. Transport for London has provided a further £30,000 in 2002/03 to enable the Borough to pilot Safer Routes to School exercise to assist with the preparation of Performance Indicators for the whole of London.

- 3.5 The allocated funding was: -

Scheme	2001/02 £	2002/03 £
Local Safety Schemes from TfL	331,000	250,000
Local Safety Schemes from LBBB	51,000	51,000
Safer Routes to School from TfL	49,000	155,000
Safer Routes to School from LBBB	0	0
Total	£431,000	£456,000

- 3.6 The Council has made the following bids for Street Safe related funding from Transport for London (TfL) for the year 2003-4, which represents a substantially increased bid on previous years. In October 2002, TfL announced the amount of funding being provided for the 2003 – 2004 financial year - this is set out below against the respective bids.

Scheme Detail	Submitted Bid £	Allocation £
Local Safety Schemes	545,000	325,000
Safer Routes to School	150,000	140,000
20 mph Zones	160,000	160,000
Controlled Parking Zones	150,000	0
Town Centre Access	200,000	0
Walking Projects	150,000	0
Green Travel	20,000	75,000
Cycling	130,000	225,000
Interchanges	500,000	635,000
Streets for People	200,000	0
Air Quality	200,000	0
Freight	35,000	20,000
Principal road maintenance	537,000	1,021,000
Non principal road maintenance	650,000	0
Accessibility Issues	115,000	80,000
Local Bus Measures	220,000	813,000
Total	3,962,000	3,494,000

3.7 A Joint Steering group of TfL, the Association of London Government (ALG) and London Technical Officers Group (LoTAG) are currently considering the introduction of Performance Indicators to ensure that funding given to the boroughs maximises the impact and delivery of the Mayor of London's Transport Plan. [AP7.1]

3.8 Areas in which indicators are being developed are:-

Cycling	Walking
Local Bus Measures	Safer Routes to School
Parking	Interchange
Green Travel Plan	Traffic Calming
Town Centres	Regeneration

3.9 It is highly likely that based on pilot schemes in 2002, information on performance measurement and monitoring will be a requirement of the Local Implementation Plan and Borough Spending Plan submissions. As a consequence funding is likely to relate to ability of the Council to project, predict, measure and deliver on specified objectives to agreed targets. [AP4.3]

Section 4 – Challenge

General

Challenge Initiatives

- 4.1 In addition to general research and discussion within the Review Group and with staff of the service areas, Challenge Exercises were conducted to gain opinions from different community/stakeholder groups with a range of involvement and contact with the respective services. Internal and external challenge was undertaken during the review. The internal challenge came from staff, Councillors, residents and users of the service. External challenge came from stakeholders and private sector organisations that work with the Authority. Officers from Transport for London were invited to attend the Challenge events.
- 4.2 Private sector companies were asked to attend all of the Challenge Days in order that they could contribute additional ideas and suggestions and to challenge whether the Council was best placed to provide the respective services.
- 4.3 Predominant groups can be considered in the following categories:-
- Local residents.
 - Local businesses.
 - Public transport operators.
 - Local workers.
- Obviously these groups can be further sub-divided into many other categories (disabled, age, preferred travel modes, etc.).
- 4.4 While it is probable that the population of the Borough will increase, there does not appear to be a likelihood that the composition of stakeholders will change in the foreseeable future. Hence the key groups need to be engaged for the Review and thereafter with respect to service development. [AP6.1, AP16.1 and AP31.1]
- 4.5 Three conferences were arranged to compliment previous events covering highway maintenance issues. The events focused on three aspects of the service under review and were entitled:-
- Parking Matters.
 - Road Safety.
 - Traffic Management and Congestion.
- 4.6 All Councillors were invited to all three Challenge events. In addition to the Councillors appointed to oversee the Review, five other Councillors also attended each event.

- 4.7 The events were attended by a range of groups which can be summarised as:-
- | | |
|---|-----------------------------|
| Councillors | Staff – Service providers |
| Residents | Staff – external to service |
| Transport for London (TfL) | Parking service providers |
| Neighbouring Boroughs
(Newham, Redbridge,) | Transport operators |
| Access Group | Contractors |
| Engineering Consultants | Cycling group |
- 4.8 The challenge events had the dual purpose of engaging the community and involving staff in the discussion process. All discussion groups contained staff and Councillors.
- 4.9 The service groups have a close working relationship with the Council's Access Officer and Borough Access Group (with a representative in the Access Group). The Access Officer was invited to all challenge events and facilitated inclusion of members of the Access Group to each event.
- 4.10 Although the events were initially focussed at specific service areas, discussion was allowed to develop across the full Street Safe service areas. In terms of challenge the events were primarily required to address the following key issues:-
- Need for the Service
 - Format of the Service
 - Service providers
 - Service requirements
- 4.11 The services received unequivocal support in that they were necessary to the well being of the Borough. There were a range of opinions as to where the Council should direct any additional resources and these appear to directly relate to specific requirements of those seeking those additional services.
- 4.12 While it was recognised that almost all services could be curtailed, and some could cease to exist (provision of car parks), it was not considered viable or appropriate. In fact the contrary view was prevalent. There was support for the principles of the services, however, it was clear that the community found that they wanted more of those services (e.g. greater enforcement, more road safety education, improved highway maintenance, etc.).
- 4.13 Feedback appeared to support that the actual services being provided were in line with those required by the community. The community raised a number of initiatives that the Council was already preparing to undertake and some of these are already featuring in service delivery (e.g. vigorous enforcement of hazardous footway parking).

Summary of Key Findings

- 4.14 The Council has a Statutory responsibility to ensure that Highway Maintenance and Road Safety issues are addressed. The Council has a Statutory duty to ensure that the highway is safe and to undertake measures to ensure that safety is promoted and maintained. The quality and quantity of such measures are not defined or specified. [AP5.1, AP10 and AP11]
- 4.15 The Council undertakes parking enforcement on the Highway under the 1991 Road Traffic Act following decriminalisation of parking across London in 1994. While it may not be considered a Statutory service, it is clear that effective enforcement is essential. The Council does not have a Statutory responsibility to provide car parks, however parking provision is viewed well. [AP19, AP24, AP25, AP29, AP30]
- 4.16 The Council has a responsibility to undertake measures that accord with the requirements of Mayor of London's Transport Strategy.
- 4.17 The services being provided are in line with those expected to be provided by the Council. However, the community wanted both an increase in and more effective services. This was consistently raised at both the Challenge and Consultation event. [AP5.1, AP8, AP9, AP10, AP11, AP12, AP13, AP18, AP30]
- 4.18 The community raised a number of initiatives that the Council was already preparing to undertake and some of these are already featuring in service delivery (e.g. vigorous enforcement of hazardous footway parking).
- 4.19 The Council will face a considerable challenge in attempting to encourage more walking, cycling and use of public transport without the number of accidents for these modes of transport increasing. [AP11.1, AP11.2, AP12, AP13, AP18.1, AP18.2, AP20, AP21, AP23]
- 4.20 It was also clear that in addressing requirements of one user group, this may be at the detriment of others (e.g. more bus lanes – less carriageway space, etc.).
- 4.21 The Council will need to ensure that through a greater level of consultation clear priorities are established, published and consulted upon on a regular basis to ensure they continue to meet the needs of the community. Equally the Council needs to explain and justify the decision making process in order to maintain the support of residents and businesses. [AP14, AP37]
- 4.22 It is clear from the challenge events that the split between enforceable highway and non-enforceable Council owned areas is confusing - both for the community and for staff. There would be clear benefits in the parking service being able to enforce across all Council owned areas where parking is hazardous, inconsiderate or obstructive. This applies to Estate Road for which the Council is the landlord areas and other land within the Councils control (e.g. rear service roads). [AP5.3, AP27]
- 4.23 There was insufficient publicity of and for the services. The need to develop leaflets and brochures in languages other than English and those with visual

disabilities needs to be considered. [AP37.1, AP37.2, AP37.3, AP37.4]

- 4.24 Large parts of the service are externally provided. External companies provide all construction and maintenance. External providers exist for most services. [AP32, AP33, AP34, AP35]
- 4.25 The community wishes to participate and be more involved in decision making. This ties in with the requirement for more publicity of and for the services. Residents did not feel sufficiently aware. [AP37, AP38]
- 4.26 Services need to be focused on specific problems and issues as well as covering general issues

Section 5 – Consult

- 5.1 Numerous consultation exercises were undertaken prior to and during the Review. Some exercises were service specific, others related to broader surveys on behalf of a number of Council departments and services. Some of the consultation tended to be focussed around theme terms such as 'Street Safe' and 'Street Scene' that are all embracing. In some instances it is not always clear as to how to interpret responses. For example, in some surveys there is a degree of dissatisfaction with highways maintenance. It is not always possible to specify whether this is associated with the street ambience and the presence of graffiti or dog fouling rather than engineering maintenance. It is necessary to undertake ongoing interaction with the community to ensure that resources are focused appropriately. [AP37]
- 5.2 A considerable amount of information is now available with regard to how the residents view the Council and the respective services. This information will increase as various reviews and reassessment of results and outcomes are considered. It is important therefore to include cyclic consultation within the Action Plan to ensure that the community is acknowledging positive changes. [AP31.1 and AP38.6]
- 5.3 Service specific consultation exercises include:-
- Street Safe Consultation (MORI) – 2001
 - Consultation with Schools – 2001
 - Parking Survey of Residents – 2002
 - Highways Maintenance – Satisfaction Survey – 2001
- 5.4 Consultation and community engagement already features in a number of the service areas although it was immediately recognised that this generally related to seeking support for projects and imparting information.
- 5.5 Community Forums were established in October 2000 and are widely advertised via the Council's display boards, website, Citizen magazine and local newspapers. These events provide the community with an opportunity to engage directly with the Council (Councillors and staff) on issues that concern them. The Highways and Traffic Group is represented at most meetings and frequently discuss issues related to services considered within the review at forums. [AP38.5]
- 5.6 A Street Scene Conference was held in October 2000 and provided significant information with respect to the Planned Highway Maintenance aspects of the Review
- 5.7 Although no specific consultation with "children" was arranged solely for the purpose of the review, school children are consulted with regards to Safer Routes to School exercises and use of their views and opinions is possible within the review process from Road Safety officers.

- 5.8 It was considered important to ensure that staff were involved in the Review process. At the outset of the review, all staff attended a briefing in the Town Hall Council Chamber. Primarily the meeting was to ensure that staff understood the reasons, rationale and process of the Best Value Review.
- 5.9 Staff were issued with two letters giving an invitation to make suggestions or provide ideas which relate to Best Value or the specific services. Staff were encouraged to consider how the services could improve or be improved.
- 5.10 Two articles were placed in People Matters staff magazine encouraging staff across the Borough to participate with their ideas. Regrettably response from staff (within the services and across the Council) was poor.
- 5.11 Consultation was also carried out with staff using the European Foundation for Quality Management (EFQM) system, which considers criteria related to Business Excellence, under the following headings:-
- | | | |
|-------------------|-----------------------|---------------------|
| Leadership | Resources | People Satisfaction |
| Policy & Strategy | Processes | Impact on society |
| People Management | Customer Satisfaction | Business results |
- 5.12 The study indicated weaknesses the main criteria. All criteria scored below 60%, the industry average being 70%. These pose challenges to be addressed early on in the Improvement Plan. [AP1, AP2, AP4, AP39, AP40, AP41]
- 5.13 Whenever Controlled Parking Zones are considered, consultation always includes the opportunity for the documents to be provided in a number of languages other than English. The customer satisfaction survey for Planned Highway Maintenance was also available in seven languages, however, there were no requests for these leaflets. The reasons for no non-English reader's participation need to be explored further.
- 5.14 Consultation is not generally undertaken with regards to the parking enforcement and administration areas, however the results of the survey conducted in Spring 2002 were extremely positive. Ongoing consultation will need to be a feature of the development plan for Parking Services in order to monitor and maintain public support.

Summary of Key Findings

- 5.15 Considerable information is now available from consultation exercises. A number of key findings related to the Street Safe Review are given in **Appendix A**. They highlight significant points and issues that need to be taken into consideration when preparing the Action Plan. They have been chosen to demonstrate positive or negative community responses related to the services. This schedule only covers surveys undertaken during the Review period (2001/2002) although there is information and relevant data available from other surveys.
- 5.16 The community considers Street Safe services to be significant and would support, to a degree, increased funding.

- 5.17 Communication with the community needs to be improved as it is considered that the community will value those activities of the service to a greater extent if they are more involved. [AP37 and AP38]
- 5.18 The community requires more rigorous enforcement of parking restrictions in general and with specific emphasis on key locations, such as schools, bus stops, bus routes and pavement parking. [AP26, AP29, AP30]
- 5.19 There is a need to improve the condition of roads and footpaths across the Borough, although there is an extremely high satisfaction level where highway maintenance and improvement scheme work has been undertaken. [AP8, AP9, AP10, AP11, AP12]
- 5.20 The Community considers that there is a need to make improvements in order to provide a safe environment for the vulnerable. [AP10 and AP11]
- 5.21 There was general support for traffic calming measures being implemented to reduce crashes and traffic incidents and how this work is prioritised. [AP13 and AP18]
- 5.22 Road safety services were well received within the Borough's schools, who supported its continued delivery. [AP11.1, AP15.1, AP20]

Section 6 – Compare

General

- 6.1 Performance Indicators (PI's) exist to cover most of the services provided. In addition, the Officers have participated in Benchmarking Clubs related to parking, road safety and highways. Although most boroughs can identify with the terms, road safety, parking, highways maintenance and traffic engineering, it appears to be problematic to ensure that comparisons are like-with-like.
- 6.2 From the outset it was clear that the service areas primarily collected information required for statutory Performance Indicators. There is a need to increase the information collected in order to meet the requirements of TfL and to ensure that service areas are developed in line with community expectations. [AP4]
- 6.3 TfL appear to have recognised the lack of Performance Indicators in respect of their funding allocations. They have requested that a number of Councils undertake additional research on the 2002-03 projects to establish potential indicators. Barking and Dagenham have been requested to undertake this research with regard to Safer Routes to School projects currently underway, which have been fully funded by TfL.

Road Safety – Education, Publicity, Training and Engineering.

- 6.4 In terms of road safety, the primary measurement indicator relates to accident statistics collected by the Police at accident locations and collated by London Accident Analysis Unit (LAAU). The number of accidents is related to the population of the Borough to determine a range of Performance Indicators across categories of accidents and mode of travel involved in the accidents.
- 6.5 Included in the accident statistics for the Borough are the number of accidents that occur on the A13 and A12 trunk roads, over which the Borough has little influence as these roads are controlled by TfL. The A13 is now operated by a Design, Build, Finance and Operate (DBFO) contract, which has led to considerable disturbance along the A13 corridor during construction works. However, on completion it is hoped that there will be significant benefits to road users and the number of accidents should reduce.

- 6.6 The table below provides information over a number of years and relates these figures with that of the Outer London average and that of the whole of London.

Killed or seriously injured per 100,000 of population									
	1998			1999			2000		
	LBB	OL	GL	LBB	OL	GL	LBB	OL	GL
All Casualties	82.9	84.4	95.5	68.0	71.7	81.5	72.5	71.7	82.9
Pedestrians	19.3	21.7	28.6	14.8	20.4	25.6	15.4	18.8	25.4
Pedal Cyclists	4.5	6.0	8.5	3.2	4.3	6.8	2.6	3.5	5.7
Motor Bikes	7.7	10.4	14.2	13.5	11.1	14.6	12.8	12.3	16.2
Car Occupants	47.6	41.2	37.5	34.6	31.7	29.2	33.3	33.1	30.5
Others Vehicle.	3.9	5.1	6.6	1.9	4.3	5.4	8.3	4.1	5.2

(OL – Outer London Average; GL – Greater London Average, LBB – Barking and Dagenham)

- 6.7 Of the five key Performance Indicators, this Borough compares well in most groups however, it is ranked in the third quarter of London boroughs with respect to killed/serious injuries related to car users. The table below sets out the relative position of the Borough in those of neighbouring boroughs.

Killed or Seriously Injured – Position amongst London Boroughs				
	LBB	Havering	Redbridge	Newham
Pedestrians	4 th	3 rd	28 th	8 th
Pedal cyclists	5 th	3 rd	2 nd	13 th
Motor Bikes	15 th	4 th	8 th	7 th
Car users	22 nd	23 rd	30 th	13 th
Other vehicle users	5 th	6 th	23 rd	13 th

- 6.8 These figures show the difficulty that boroughs face in dealing with a range of road users. It should also be noted that the Borough should not only be reducing the number of accidents classified as Killed or Seriously Injured, but must also strive to reduce the severity of any remaining accidents. [AP13]
- 6.9 Funding has been consistent over recent years and generally the Borough can demonstrate that there is a downward trend in almost all of the categories where statistics are available. In a number of years there appears to be 'one-off' isolated peaks. It is difficult to gain full understanding of individual peaks and therefore it is more useful to consider data over an extended period.
- 6.10 There was a 15.1% reduction in total casualties in 2001, when compared with 2000, which was the greatest reduction of all of the outer London Boroughs and second highest of all London boroughs (Kensington and Chelsea achieved a reduction of 21.5%).
- 6.11 The Borough appears to be strong in all areas with the exception of accidents involving car users and in this area the number of accidents per annum is in decline. It is important that progress is maintained. [AP13]

- 6.12 A difficulty of road safety training, education and publicity is being able to quantify the positive outcomes of ongoing exercises. Cessation or change of an activity may result in an adverse effect on accident numbers that may not become apparent for a number of years. However, this must not deter from striving towards innovation and improvements but care must be taken in reducing any existing activities. [AP15, AP16, AP17]
- 6.13 It is extremely important in striving to improve the Performance Indicators that residents of new developments, such as Barking Reach, are encouraged to use alternative, more sustainable, modes of transport to the car. Equally important is ensuring that such alternatives safe and accessible. [AP22]

Traffic Management

- 6.14 The Borough has tended to utilise funding from other sources to engender variations to traffic movement. As a consequence management of traffic has not been monitored across the Borough in a systematic manner. Ad-hoc surveys are undertaken to assist in determining localised issues or for developmental purposes. There is a need to provide for a systematic assessment of traffic on the highway network in the Action Plan. [AP4.1]
- 6.15 The Borough is a member of the North East London cycling group where agreement is reached regarding the introduction of the London Cycle Network (LCN). Also the Borough plays an active part in sector arrangements for introducing improvements for bus services via the London Bus Priority Network (LBPN) and London Bus Initiative (LBI)
- 6.16 Funding for these initiatives are agreed between the partner Boroughs, the funding agency and Transport for London. Currently there is an absence of qualitative measurement between boroughs on transport measures. Transport for London is investigating how local performance measurement can be introduced in order to measure the effectiveness of their funding provision. It is not known whether the new indicators will enable comparisons between boroughs.
- 6.17 The Borough has been a partner in the London Bus Priority Network (LBPN) since its inception. As with the LCN, funding is agreed on a sector basis and the Borough has implemented a number of measures whereby bus movement and service has improved. The Borough was the first to introduce a Bus Stop Clearway on all of its bus stops through the LBPN. [AP23.1]
- 6.18 The Borough has participated fully with the arrangement known as the London Bus Initiative (LBI). While success of the whole exercise is dependant on all boroughs through which routes pass, this Authority has been successful in securing considerable funding for improvements within the Borough. [AP23.1]
- 6.19 The Council was one of the first to sign the Service Level Agreement with TfL with respect to the London Bus Initiative (LBI). It is intended that by engaging in this partnership the enforcement service will be able to make significant improvements in enforcement (by use of CCTV for parking enforcement for example) utilising LBI funds. [AP24.4, AP25.3 AP26]

- 6.20 The Council utilises consultants and agency staff to fulfil the requirements of the LCN, LBI, and LBPN. While it is considered that these procurement methods are more expensive than utilising Council staff, internal resources are insufficient to meet this increasing demand. In recent years it has become more difficult to recruit staff into the traffic engineering and management areas of the services due to lack of applicants. [AP33]

Parking

- 6.21 There are a number of indicators that relate to the parking service. Primarily they correlate the Penalty Charge Notices (PCN) issued with the net cost of enforcement and administration. Additionally the recovery rate of Penalty Charge Notices is a means of comparing between boroughs as it is intended to represent a measure of the quality of the PCN issued and the recovery process. [AP25 and AP35]
- 6.22 When comparing with other Boroughs in the North London Parking Managers Benchmarking Club it would appear that this Council does not seem to compare favourably in respect of the cost per PCN issued and the net cost per PCN when compared against other London Borough's. It is worth noting that Barking and Dagenham issue less PCN's than any other of the Boroughs that have provided data. [AP24, AP25, AP26, AP27, AP35]
- 6.23 There is concern that the cost of enforcement and administration is related to the number of Notices issued without reference to the number cancelled, which can potentially distort the results. It is also understood that some boroughs subsequently dispense with cancelled or written off PCN's when preparing reports of the percentage of Notices paid.
- 6.24 The Automobile Association (AA) has undertaken research into Penalty Charges Notices issued across the London boroughs in 1999-2000 and found that of the 33,000 appeals to Transport for London almost 60% were upheld. Of the London Authorities Barking and Dagenham were seventh most successful - successfully defending 55% of appeals. Hounslow registered the highest failure rate of 91% with Harrow lowest on 31%. With respect to neighbouring boroughs, Redbridge had a failure rate of 44%, Newham 52% and Havering 86%
- 6.25 An additional concern is that there is not a consistent measure of the effectiveness of the service in increasing compliance and improving traffic flow. Once the service begins to utilise Closed Circuit Television (CCTV) for enforcement, there is likely to be a considerable reduction in parking contraventions in key areas. [AP26]

Highways

- 6.26 Comparison was made using the Inter Authorities Group (IAG) Benchmarking Club, by consulting with adjacent boroughs, using CIPFA statistics, national PI's and other private sector statistical information.

- 6.27 The Performance Indicator relating to public footpaths and rights of way that are easy to use is well within the top quarter for London and we are now aiming to achieve the top quarter nationally.
- 6.28 The Borough is recognised as having well maintained Principal Roads. The cost of highway maintenance per 100 miles travelled by a vehicle to be £0.54p compared with £0.20 in Havering and £1.01 in Newham, however, these figures relate to spend as opposed to a measure of the structural condition of the highways. [AP8 and AP9]
- 6.29 The comparisons made within the IAG Benchmarking Club were inconclusive.
- 6.30 Using national Performance Indicators for the service, whilst showing a marked upward trend, still does not all fall into the top quartile. The Improvement Plan objective must be to improve services across this threshold as soon as possible. [AP8 and AP9]
- 6.31 Comparing figures with neighbouring boroughs, Redbridge and Newham, whilst difficult to compare like with like, showed that unit rates for standard highways maintenance operations to be broadly similar. Comparisons of overheads and 'enabling' costs were difficult to compare because of the very different set-ups.
- 6.32 Comparison with the hourly rate design side and enabling costs were established and skill for skill was in all cases lower where provided by the in-house team.

Summary of Key Findings

- 6.33 While there are some concerns regarding a number of Performance Indicators most of the services appear to be performing well and are endeavouring to increase external funding to increase delivery of improving services. [AP8 and AP9]
- 6.34 TfL will shortly be outlining a range of indicators for performance measurement. Although it is not yet known whether these will enable comparisons between boroughs, it is highly likely that they will enable measurement of a specific borough's performance, perhaps year on year. Therefore the services need to ensure that they are correctly prepared to predict, measure and monitor the respective areas being considered. [AP4]
- 6.35 All construction work is externally provided via an annual or bi-annual tendering process. Consultants and agency staff supplement the in-house team and are generally more expensive, however their use is beneficial in meeting peak demands. [AP32 and AP33]
- 6.36 There is a need to consider future action regarding parking enforcement aspects. Comparisons in this area have been difficult to achieve for many years due to such information being considered confidential or contractually confidential. Despite this, it is difficult within the terms of the Review to consider the enforcement service as being within the top quartile of performance based on current indicators. [AP35]

- 6.37 There is a well-established private sector that claims they are capable of managing the Borough's car parks. It is necessary to consider this against the requirements they are likely to have regarding control. It is difficult to determine where private sector companies will be able to provide a cheaper service or significant income for their own purposes or to the benefit of the Council. Discussion with the private sector continues. [AP34]
- 6.38 To some degree, traffic management services are able to measure success of their performance by ongoing and increasing funding allocations from the LBI, LBPN and LCN initiatives. While it is difficult to compare such performance against other boroughs, it is considered a valid indication of year on year satisfaction with delivery. [AP4.3]

Section 7 – Compete

- 7.1 The only service that has been subjected to direct competition is the Parking Enforcement Service that successfully competed under the Compulsory Competitive Tendering arrangements.
- 7.2 The engineering services utilise external resources to deliver the respective programmes of works, thus enabling comparisons to be made with the private sector.
- 7.3 All of the London boroughs deliver Road Safety education, publicity and training via in-house staff.

Road Safety

- 7.4 There does not appear to be a viable market for competing/comparing the Road Safety Service in terms of training, education and publicity, however, the private sector have worked jointly with the Road Safety Section on a number of initiatives (e.g. Performing arts groups, motorcycle training organisations, Ford, Halfords, Crown Motors.). [AP17]
- 7.5 There is the potential to utilise marketing organisations with respect to distribution of information from various sources, however, this would lead to an uncoordinated approach with no service benefit.

Traffic Engineering

- 7.6 The engineering service utilises agency staff and consultants in order to deliver the full requirements of the service. Many agencies are able to provide such a resource. From experience, the quality and cost of such staff is variable and dependant on market conditions. [AP3]
- 7.7 The service used agency staff to deliver a number of junction alteration projects during 2000 and 2001, as these were readily defined projects. The cost of agency staff usually exceeds that of current permanent staff and while intended as short-term appointments, there can be the tendency for appointments to continue if the agency worker proves useful. [AP33]
- 7.8 The Council has an agency officer fulfilling the role of a Cycle Officer. Initially the temporary post was generated to deliver the Council's commitment for cycle facilities through the London Cycle Network. The post is fully funded by the LCN and the officer represents the Council and delivers all cycling initiatives. [AP21]
- 7.9 Generally, staff of a consultancy are more expensive than directly employed Council officers, however the use of consultancy services provides an opportunity for the Council to increase its resource base and make more significant bids to funding agencies.
- 7.10 There would be considerable benefits in recruiting additional permanent, well-trained and experienced staff in the Traffic Engineering Service. With

unstipulated long-term funding provision, the posts would most probably need to be short-term contracts. During 2000 – 2002 the Council attempted to fill a permanent position of Senior Engineer in the Traffic Group. Even though the grade of the post increased from PO2 to PO3 during the recruitment exercises, there was no external interest from practitioners of the traffic engineering fields.

- 7.11 Construction work forms the major expenditure component of the service and is fully externalised. External contractors who have won the contract in open competition deliver this element. No bid for this work was made by in-house Council service. [AP32]

Parking

- 7.12 There are three components to the Parking Service and each needs to be considered separately.

Parking Enforcement

- 7.13 The in-house Parking Enforcement Service was successful in the market testing exercise under the Government's Compulsory Competitive Tendering requirements.
- 7.14 There is a robust private sector market for providing all parking services. It will be for the Council to consider whether to utilise the private sector to bolster the current service - perhaps introducing facilities that are not currently available such as tow-away or clamping. [AP30.1]
- 7.15 Comparison of the parking enforcement service with other boroughs tends to be relating the cost of the service against the number of Penalty Charge Notices (PCN's) issued. In this respect, the enforcement service appears to be expensive when considered against the number of Notices issued. [AP24]
- 7.16 The enforcement service is faced with a number of issues that will prejudice the assessment of cost/PCN issued. In some areas inadequate or inconsistent lining and signing renders enforcement restrictive. Additionally the Borough has a number of short-term parking bays near to small shopping areas. There is considerable pressure to rigorously enforce these areas which can be extremely time consuming and rarely results in Notice issue. [AP24.2, AP36.1, AP24.5]
- 7.17 Coupled with these issues, the enforcement service has lacked dedicated management and loss of main focus. [AP24.1]
- 7.18 It is clear that some boroughs have concerns with respect to the parking facilities being managed by private operators. This tends to be mainly anecdotal and may well be a result of the inadequacy of contractual arrangements and agreements. [AP34 and AP35]
- 7.19 Private sector operators were invited to participate at challenge events and discussion has subsequently continued in order to consider whether there are methods by which additional services may be provided by the private sector in support or in the stead of the in-house service. It is not possible to assess the

cost of an external provider enforcing restrictions in the Borough.

- 7.20 The in-house service does not undertake tow-away or clamping. As a result it is not possible to compare the net consequence of these activities being added to the service. [AP30.1]
- 7.21 It will be necessary to ensure that the Action Plan takes account of ensuring that all areas are enforceable by the parking enforcement service provider. This will require a review of lines and signs in conjunction with the Traffic Management Orders. In addition, there is a need to ensure that the service focuses on its core responsibilities. [AP24.2, AP24.5, AP36.1]

Parking Administration

- 7.22 The parking administration service was not included in the market testing exercise undertaken for enforcement. There are clearly differences between administration arrangements in a number of boroughs. The services undertaken cover the full range of fine pursuit through to bailiffs.
- 7.23 Processing costs per PCN are one of the lowest of the Boroughs submitting information. Grades for administrative staff across boroughs varies. However, it appears that staff salaries in LBBDD administrative section are one of the lowest in London. The low cost of salaries is reflected in the LBBDD costs of processing per PCN when compared with other London Boroughs.[AP25]
- 7.24 Of the London Authorities Barking and Dagenham were seventh most successful in defending appeals.
- 7.25 The service utilises the private sector for bailiff pursuit of outstanding fines. There is a need to consider how these arrangements can be improved. [AP25.4]

Car Parks

- 7.26 It is difficult to establish comparisons for operation and management of the Council's car park facilities. The service manages three types of car parks (multi-storey, surface pay and display and free surface level car parks).
- 7.27 Management of the car parks has tended to be ad-hoc and reactive. The Parking Manager has responsibility for co-ordinating the respective parking services and car parks.
- 7.28 Discussion is ongoing with private sector car park operators, however, there are a number of issues which create difficulty in assessing the potential benefits of such operation. The Council needs to make decisions on the degree of control that it is willing to relinquish. [AP34.1]
- 7.29 The London Road Multi-storey Car Park is the only facility in the Borough to have achieved the Secured Car Park award. Currently it mainly accommodates local workers, shoppers and Council staff. It is approximately 90% full Monday to Friday, however it is significantly underused on Saturdays. The radio system for the Attendants is based in the car park. One officer is based in the car park at all times to monitor the CCTV system and co-ordinate radio response from

Attendants.

- 7.30 If a private operator were to manage the car park, they would be unable to significantly effect income unless they were permitted to change the operating procedures currently in place. The Council will need to consider the following issues in order that meaningful discussion can continue:-
- Provision of free parking spaces for staff
 - Transport policy of deterring commuter parking in the town centre
 - Operating times of the car park
 - Council to set parking charges
 - Charges in line with other operators in the town centre
 - Continuing to meet Secured Car Park Award status
- 7.31 Without permitting a private operator to vary these parameters, it is difficult to see how significant additional income can be generated. At a challenge event it was made clear that the private sector may be willing to introduce capital funds to increase the vitality of a car park. [AP34.1 and AP34.2]
- 7.32 The multi-storey car park, which is part of The Mall complex, is a significant contrast to London Road. The car park is a poor design, which introduces difficulties in reducing crime levels. Access to shopping areas and residential properties are from the top floor while vehicular access is from the ground floor.
- 7.33 While serious crime is comparatively low, graffiti and fouling are a prevalent and continuous problem. Approximately £200,000 of improvements to the car park have been introduced to increase security and the general ambience. Currently the car park is not manned although there are rest room facilities for parking attendants.
- 7.34 Primary users of the car park are local shoppers and local workers. Residents of Millard Terrace are permitted to park on the sixth floor via an arrangement with the Housing Department. This means that residents require and are provided with 24-hour access. Until the recent introduction of security gates and a limited CCTV system, the car park remained open overnight without supervision.
- 7.35 Although the Council has full responsibility for The Mall car park, it is operated in close co-operation with the management of The Mall shopping centre with whom arrangements are in place regarding security gates and CCTV monitoring.
- 7.36 Over many years officers have attempted to engage private sector companies in discussing improvements and management of the car park. The poor environment in the car park and the conditions of access for residents has always created overwhelming obstacles. [AP34.1 and AP34.2]

- 7.37 The Council will need to make key decisions with regard to relinquishing control of The Mall car park. These can be summarised as :-
- Provision of parking space for residents with unrestricted access
 - Transport policy of deterring commuter parking at shopping centres
 - Operating times of the car park
 - Council to set parking charges
- 7.38 All of the Council's pay and display car parks are situated in Barking Town Centre on land that is most likely to be lost to future development. For meaningful discussion with the private sector, there is a need to be able to outline future parking demand and provision. It is unlikely that a private sector operator will invest in town centre car parks without be able to ascertain the period in which they will be available. Additionally, if future development is likely to include parking provision, it will be necessary to determine the likely operator of those car parks and possible arrangements for payment.
- 7.39 The service is also responsible for a number of free surface level car parks at shopping areas around the borough. Again these are on land which is available for future development. Currently management and maintenance costs for these parking areas are relatively small and there is no income. The private sector parking operators will only be interested in managing these car parks if there is a recognised income stream. As with town centre car parks, the lifespan of the parking areas cannot be guaranteed. [AP34.1 and AP34.2]

Planned Highway Maintenance

- 7.40 The construction side of planned highways maintenance, as with traffic engineering, is fully externalised. Term contracts are competed for annually or bi-annually. In-house design teams are already dependent on external resources and perform both enabling and design functions. Specialist consultants are appointed from time to time where a particular expertise is required. [AP32 and AP33]
- 7.41 Currently the engineering services are being delivered on a semi-partnering basis with term consultants, Hyder and Scott Wilson Kirkpatrick, for a two-year period. This has enabled a significant increase in delivery, especially related to additional external funding opportunities from TfL. In this way, the service is able to bid for additional funding. [AP33]
- 7.42 It is considered that the construction term contracts could be extended to a minimum of three years (extendable to five) to attract the bigger more prestigious contractors. This has already been tried in adjacent boroughs with limited success. Gains based on economies of scale were accompanied by high prices for subcontracted work e.g. anti-skid and thermoplastic road marking and blurred chains of command, however, there may be benefits from learning from such difficulties and varying the contracts accordingly. [AP32]

- 7.43 During 2000-2001, the service experimented with a partnering arrangement with a works contractor. Regrettably this proved unsuccessful; as the contractor was unable to perform all of the design function and fulfil Statutory requirements on traffic orders. It may be possible to explore this arrangement further with larger contractors with greater engineering resources at their disposal. [AP32.3]

Summary of Findings

- 7.44 There is currently little potential public sector interest in the Road Safety education, publicity and training aspects. Consequently it is difficult to gauge the potential cost of a private sector company undertaking the work. [AP17]
- 7.45 There is a substantial private sector market for undertaking construction work and the respective engineering services utilise these resources via regular tendering arrangements. There is the potential to improve these arrangements by varying the contract procedures. Partnership with contractors to assist with design has proven unsuccessful but should be explored further. [AP32 and AP33]
- 7.46 There is a private sector market for the provision of engineering resources. Although these tend to be more expensive than Council staff, the service has arrangements in place with consultants to supplement in-house staff to meet peaks in workload and provide ad-hoc assistance. Additionally the service procures additional resources via agencies. There is a need to develop these arrangements beyond the current contract, possibly with an extended duration in order that greater partnering opportunities can be investigated and developed. [AP33]
- 7.47 Before undertaking a market testing exercise it is necessary to review parking restrictions to ensure that any service provided is able to enforce effectively. The Council has to determine the actual service it intends to provide and whether this will include tow away and clamping. [AP35]
- 7.48 The Council will have to consider carefully whether it intends to relinquish controls of the multi-storey car parks and must be mindful of the overarching transport policies of the Borough and of Transport for London. [AP34]
- 7.49 With the uncertain future of most of the surface level car parks it is unlikely that the private sector would be willing to undertake any investment. This is particularly significant where the Council is currently providing free car parks. The Council has no responsibility to provide parking facilities, however, their removal or the introduction of charges may be contentious for the local community. [AP34.1]

Section 8 – Option Appraisal

General

- 8.1 Option Appraisal exercises have to be considered against a number of issues, which have affected opinions and decisions. These can be summarised as:-
- (i) Options may produce cost saving for the Authority, and/or a service improvement. In some cases it is a matter of opinion as to the likely outcome rather than a definite event.
 - (ii) It is essential that the contract and specification for market testing sufficiently covers the Council's requirements of the service. There is always a risk that contracts will not achieve expected outcomes.
 - (iii) It will be necessary to seek Members approval to vary services in relation to the Action Plan. As a result it has been necessary to make assumptions as to the likelihood of the Action Plan being accepted.
 - (iv) The review group has had to make decisions regarding acceptable and unacceptable risk(s) and potential outcomes.
 - (v) In many instances it appears that joint commissioning and partnering appear to be closely aligned. Generally if one or the other is considered valid for further consideration, such an exercise will require examination of both partnering and joint commissioning.
- 8.2 It is necessary to measure the Street Safe Services against the seven primary potential options available for future service delivery. These are:-
- Market testing with an in-house bid.
 - Formation of partnership
 - Externalisation (without an in-house bid)
 - Restructuring or repositioning of the in-house service.
 - Re-negotiation of existing arrangements.
 - Joint commissioning.
 - Cessation of the service.
- 8.3 Each area of service was considered against the options with regard to the potential to improve that service area. Consideration needed to be given to the impact on the Council's Community Priorities and issues of risk. The Options were initially considered by officers and then by Councillors of the Review
- 8.4 For the purpose of these exercise the Street Safe Service were considered in the following areas:-
- | | |
|-----------------------------|---------------------|
| Highway Planned Maintenance | Traffic |
| Parking Administration | Road Safety |
| Car Parks | Parking Enforcement |

Highway Maintenance

- 8.5 There is a Statutory obligation on the Council to ensure that the public highway is maintained, although the scale and nature are not defined. Such a service does not have to be delivered by the Council, but the Council has a duty to ensure that it is undertaken. There is also a duty on the Council to work towards the requirements of the Mayor of London's Transport Strategy. Maintenance of the highway infrastructure is obviously a significant issue. This rules out the option of cessation of the service.
- 8.6 The service has not benefited from previous restructuring which separated planned and reactive highway maintenance. This served to introduce unnecessary problems of co-ordination and budgetary arrangements with the loss of co-ordinated systems, processes and procedures, blurring of responsibilities and accountabilities. It is considered necessary to realign the two service areas and consolidate highway maintenance. [AP3]
- 8.7 Currently construction is outsourced to contractors and increasingly design services will need to be outsourced as work load increases. The group have been successful in attracting additional funds from TfL for improvements to the highway infrastructure. If the Council maintains, or increases, its contributions to the highway maintenance budgets, there will be an essential requirement to ensure that additional resources are available. [AP32 and AP33]
- 8.8 Market testing the small in-house management/design team would not provide sufficient benefits to compensate for the costs of tendering the service, especially as the opportunity and need exists to extend output by further utilisation of agency and consultant resources. It appears that the in-house team has performed well and will need to facilitate an increasing amount of work being undertaken by a consultancy arrangement. [AP33]
- 8.9 Partnership with a private sector company for design will provide increased flexibility in service delivery to meet varying funding provision and is being explored further to coincide with the completion of the current term consultant arrangements. The current contract with Hyder and Scott Wilson Kirkpatrick expires in July 2003 and will therefore need to be re-tendered or re-negotiated. Consequently, this option is being explored. [AP33]
- 8.10 A partnering arrangement was tried experimentally with a Contractor in 2001 but the results were disappointing. The contractor required too much assistance with items such as design, notification of the public and preparation of traffic orders. Partnering with term contractors is seen as a long-term option, after the introduction of term contracts with a minimum of three years duration. [AP32.3]
- 8.11 Attempts have been made to renegotiate existing contracts with term contractors. While initially this resulted in a 6% across the board savings, it led to a more adversarial relationship with the contractor resulting in an increase in claims.
- 8.12 Term contracts are issued periodically and therefore already provide the opportunity for 're-negotiation' on a cyclic basis. A new three year contract

extendable to five years and combining hitherto separate contracts is being prepared. [AP32]

- 8.13 Initial soundings with neighbouring boroughs show interest in 'joint commissioning'. The practicalities of synchronising contracts has to make makes it a long-term option. Partnership with other Boroughs could produce economies of scale with regard to contract procurement and administration overheads. However, use of common contractors need to be negotiated to eliminate possible conflicts of interest and any reduction in flexibility of delivery for the respective Boroughs. [AP32.4]

Traffic (safety engineering and traffic management)

- 8.14 There is a Statutory responsibility for the Council to undertake measures for the purpose of road safety. Although the degree of such measures is not specified, there are national and London-wide requirements/targets to achieve a reduction in accidents to specified levels. [AP13]
- 8.15 The Mayor of London has the power of intervention if his objectives are not being addressed. Although this service does not have to be carried out by the Council, the Council has a responsibility to ensure that such work is undertaken. Cessation of the service is therefore ruled out.
- 8.16 Funding is provided by TfL and, to a lesser extent, the Authority for the purpose of accident reduction measures and initiatives. Ad-hoc funding for specific measures or projects has been forthcoming from the Authority.
- 8.17 The service has successfully increased external funding for road safety and traffic management measures, which has required the extensive use of agency staff and consultant resources to supplement the small in-house team. Consequently, the in-house team has had to undertake an increasing role as facilitators of work rather than the sole deliverer. [AP33]
- 8.18 Currently the small in-house team is supplemented by a seconded officer (funded by the London Bus Initiative (LBI)) and an officer from an agency (funded by the London Cycle Network(LCN)). Almost all transportation work is provided by arrangements with consultants. The Borough's obligations to the London Bus Initiative and London Bus Priority Network (LBPN) projects are predominately delivered by either the Council's term consultant or the consultants appointed by the LBPN North East Sector. [AP33]
- 8.19 The group is increasingly undertaking an enabling role, in order to maximise output and undertake new challenges. The Borough Spending Plan included a bid to Transport for London for over £2m of expenditure on traffic, road safety and transportation issues. Details of the allocations are provided elsewhere in this report. This funding is in addition to that provided via the LBI, LBPN and LCN.
- 8.20 As outlined in the Highway Maintenance service, it is considered essential that an 'arrangement' with a consultant is put in place over an extended period to cater for either additional resource capacity or specialist advice. [AP33]

- 8.21 The group is performing well. Accident reduction is evident where remedial schemes have been introduced and the Borough is successful in achieving funding from a number of sources based on its ability to deliver. Consequently, it is not considered that there would be sufficient benefit in market testing the small in-house resource and no requirement to consider externalisation.
- 8.22 The Borough is part of the North East Sector groups for cycling and bus initiatives. Additionally the Borough was one of the first to sign the Service Level Agreement with the London Bus Initiative – a partnering arrangement that should extend to all London authorities. There is a need to develop more links with other Boroughs, in particular those on our boundaries. Currently the Borough seeks to utilise its own term consultant to deliver LBI, LBPN and LCN initiatives as it can exercise greater control and response. The sectors also have consultants available for use. This is being explored further.
- 8.23 As with Highway Maintenance, construction work is undertaken by the private sector utilising the contacts referred to previously. The issues of re-negotiation and continuous improvement are common to this area. Officers of the Highway Maintenance Service lead with regard to term contractors. [AP32]

Parking Administration

- 8.24 Although there was no requirement to undertake parking enforcement, having taken responsibility following decriminalisation, this is not a service that can now cease. There are a number of aspects of the administration process that need to be undertaken by a Council Officer, but not the full administration service.
- 8.25 The scale of the service that would be the subject of market testing suggests that this would not compensate for the cost of such an exercise. This applies equally to externalisation. Although partnership cannot be ruled out as an option, it appears highly unlikely that it would provide sufficient benefits to justify such an exercise in isolation.
- 8.26 There is a need to consider whether the service can be delivered from other locations in addition to the Town Hall. Consequently, it is considered necessary to consider the option of changing the location and nature of public interface. The service will actively participate with the Council's Customer First initiatives and provision of 'one-stop shops'. [AP38.2 and AP38.3]
- 8.27 The service has a number of current arrangements with the system supplier, bailiffs, DVLA and adjudicator service which are being considered for re-negotiation and improvement. [AP25.2 and AP25.4]
- 8.28 The parking system is provided by Civica Systems plc (formerly Sanderson plc) Negotiations are underway to determine whether improved links and interface arrangements can improve the service. [AP25.2]
- 8.29 Recovery of outstanding fines from Penalty Charge Notices is ultimately issued to private sector certified bailiffs. A number of companies have been utilised, however, it is necessary to review how these arrangements are put in place in order to maximise income – perhaps via a form of performance arrangement. [AP25.4]

Parking Enforcement

- 8.31 As with parking administration, this is not a service that can now cease to operate although the Council does not have to be the provider. [AP35]
- 8.32 There does not appear to be a reason that precludes market testing as a potential option for further consideration once the scale and nature of the service is fully determined. Viable private sector operators are well established. [AP35.1]
- 8.33 Although the Council is operating in a cross borough boundary partnership on enforcing bus routes as part of the London Bus Initiative, there appears little scope for public - public partnership arrangements. There does, however, appear to be the potential for considerable benefits of working with the private sector to supplement the in-house team within the Borough, possibly as an interim measure. Discussions are underway with private sector organisations.
- 8.34 Currently the in-house team is unable to undertake tow-away or clamping and these items require consideration. Additionally the London Bus Initiative is facilitating additional enforcement activities along their routes. This work is related to the Service Level Agreement that provides a funding mechanism for additional enforcement and surveillance.
- 8.35 When considering the enforcement service against a number of other Boroughs, the cost of issuing Penalty Charge Notices (PCN) is not among the 'cheapest' providers, however the reasons for this needs to be fully explored before considering that the in-house team were failing. These issues have been covered elsewhere in this report but they need to be addressed before any tendering exercises are carried out for the full enforcement service.
- 8.36 Excluding the in-house team from a market testing exercise would be demoralising and if external tenders proved more expensive, counter-productive. Consequently, the risk of externalisation is not considered necessary. Additionally, it would reduce undermine any progress made by the in-house team during the interim period
- 8.37 It is not considered that restructuring, repositioning or joint commissioning are sufficiently significant options to warrant consideration at this stage.

Car Parks

- 8.38 This area is considered separately as it was felt that the Council could cease to provide car-parking facilities. This leads onto consideration of whether the Council ceases to provide space for parking or ceases to provide a car parking service by transfer operation of its facilities to another operator. [AP34]
- 8.39 Car park provision is further complicated in that there are different types of car parks. There are a number of issues regarding each type of car park that will need to be considered and addressed by the Council before a decision can be made regarding the potential options available. Reports will need to be prepared

for consideration and included in the Action Plan.

- 8.40 Although it will be necessary to seek Members views and decisions on these issues, officers continued to examine the options.
- 8.41 It was considered that parking facilities need to be provided, however, there may be benefits of seeking interest from the private sector once decisions on parking management has been determined. It appears unlikely that the private sector will be able to provide any benefits to the Council or the community by managing the free car parks unless charges are introduced. [AP34.1]
- 8.42 Additionally, it is difficult to see how the private sector will be willing to invest in the pay car parks unless they have significant control over tariffs and operating arrangements. It may be possible to investigate partnership arrangements for operating the car parks, perhaps in conjunction with other services, such as parking enforcement. [AP34.1 and AP35]
- 8.43 The Council should compare any external tenders with that which could be provided by internal management. Consequently, if car park management is tendered, an in-house bid should be considered. [AP34]

Road Safety (training, publicity and education)

- 8.44 As outlined in the traffic section, the Authority has a responsibility to undertake road safety measures, and it is considered that there is a need to maintain a road safety aspect that includes training, publicity and education. This does not need to be provided by the Council.
- 8.45 It is difficult for the service to relate the outcome of each aspect of the service provided directly to beneficial outcomes. The result of reducing any particular aspect of the service could be an increase in casualties, which would not become apparent for some years; however, this should not restrain the service from being innovative and experimental.
- 8.46 There are national and London-wide expectations for authorities to contribute to the reduction in accidents by diverse mechanisms and the Mayor of London has the power of intervention if his strategies and objectives are not being applied. Consequently, cessation of the service is not considered a viable option.
- 8.47 There does not appear to be a viable market in the private sector to provide the full road safety service, hence market testing and externalisation are not currently viable options when considering the service as a whole. [AP17]
- 8.48 The service works with the Health Authority and schools in provision of its services and there may be scope to extend a partnership role into voluntary services groups. The Borough works with other boroughs on common initiatives and this too is an area that can be developed further.
- 8.49 Road safety is part of the school curriculum and road safety officers provide this service. Whilst there may be consideration for delivering certain aspects of road safety through the Education Department, fragmentation of the current group is seen as a retrograde and unnecessary step.

8.50 The Government provides some resources, free of charge, and there is already a sharing of costs between a number of boroughs that could be extended further.

Summary of options to be included in Action Plan

Options	Highways Maint	Traffic	Parking Admi	Parking Enfor	Car Parks	Road Safety
Market testing of all or part of the service (where the in-house provider bids in competition with the private sector.				<input type="checkbox"/>	<input type="checkbox"/>	
Partnership(s)	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Transfer or externalisation of the services to another provider					<input type="checkbox"/>	
Restructuring or repositioning of the in-house service.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			
Renegotiating of existing arrangements with current providers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>
Joint commissioning or delivery of service	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>	<input type="checkbox"/>	
Cessation of the service						

Section 9 – General Conclusions

- 9.1 Overall services are performing well; although there is both a need and intent for improvements. This is in line with community expectations and those of officers of the service areas. Many of the services have a requirement to engage with the private sector.
- 9.2 Although there may be some scope to meet demands by efficiency savings and innovation, it must be accepted that major step changes to these front line services will require investment. Street Safe services should be recognised as a “core service” in future funding considerations. Street Safe does not only have a major impact on the lives of residents, but it is also influential in making the Borough’s reputation and economic well being of the whole community.
- 9.3 As substantial funding is provided by Transport for London there is a need to recognise the requirements of Mayor of London’s Transport strategy. The objectives of this strategy are closely aligned with the Community Priorities of this Authority. Consequently, successful bidding for funding from TfL will enable improvements within the Borough to meet the aspirations of the community.
- 9.4 The service areas of this Review have increased their bids, both from the Council and from TfL. As a result there has been a steady, but substantial increase in funding available for a range of initiatives. It is clear that continued funding will be dependent on delivery of the required projects and objectives.
- 9.5 It is highly likely that based on pilot schemes in 2002, information on performance measurement and monitoring will be a requirement of the Local Implementation Plan and Borough Spending Plan submission and consequently funding from Transport for London is likely to relate to ability of the Council to project, predict, measure and deliver on specified objectives to agreed targets. This will need to be adequately resourced.
- 9.6 All construction is via externalised contracts with the private sector. There is scope for improvements with these contracts to encourage more interest from larger organisations with longer contract periods. The creation of a new integrated 3 (extendable to 5) year Highways Term Maintenance Contract will ensure the appointment a competitive and stable Highways Contractor from April 2003. There are difficulties that should not be underestimated in creating cohesion and synchronisation in procurement between even two or three authorities. Often the political make up, priorities and mix of services is quite different between seemingly similar authorities, and consequently this must be seen as a long-term ambition that may be unachievable.
- 9.7 There are clearly issues that need to be addressed in managing the in-house resource as shown by the results of the European Foundation for Quality Management (EFQM) Excellence Model analysis. Key factors include better management and improved and focused training in technical areas.
- 9.8 The management hierarchy of Street Safe Services is generally sound although there is a need to consider combining planned and reactive maintenance.

- 9.9 Training is encouraged both with regard to corporate issues and technical attainment. Funding is available from departmental resources and via Transport for London. Currently £90,000 of funding has been granted for from Transport for London for training staff in transport related disciplines. One officer has recently commenced a MSc in Traffic and Transportation at Imperial College and two others have embarked on HND/degree courses in traffic related engineering courses. Funding has been secured for 2 more MSc courses next year. This will provide expertise in areas where it has proved difficult to recruit.
- 9.10 With increased funding from TfL and realistic funding from the Council for non-principal roads, there is no reason for the vision of an ever-improving highway network not to be achieved with continuous and sustained improvement of the Borough's Highway Asset.
- 9.11 The removal of the maintenance backlog and arrest in the decline by the year 2010 (in line with the Government's ten-year plan) will result in an improving balance between wasteful reactive maintenance expenditure and more planned maintenance. Bids to TfL have resulted in a 400% increase in allocation to £1,024,000 for 2002/3 with every indication of year on year increases providing the money is spent.
- 9.12 There is an urgent need to put in place a form of consultancy arrangement in order that the services can continue to increase output. The in-house team will need to be able to both deliver and facilitate delivery via private sector resources.
- 9.13 It is clear that there is a need to ensure there is an ongoing dialogue with the community to inform, educate, and consult. Satisfaction surveys have been undertaken as part of the Review. These need to become a regular basis for ensuring that the services meet the requirements and aspirations of the community.
- 9.14 The standard of contact with the public should be improved and there should be a move towards single points of contact for those living and working in the Borough to access all Street Safe services. Discussions are underway to consider a pilot for a call centre to cater for all Street Safe Services.
- 9.15 While it is believed that the ethnic communities are given the opportunity to respond to consultation exercises, this has never been recorded. Consideration needs to be given to supplementing consultation leaflets in additional languages with an analysis of those who respond in terms of ethnic background.
- 9.16 Some aspects of the service would not be appropriate for involvement by the voluntary sector, however, there are a number of areas where it is considered that there is the potential for developing arrangements:-

Access Group Engineering proposals are currently referred to the Access Officer and sometimes the Access Group. The Highways and Traffic Group are represented on the Access Group, however this arrangement could be developed to enable the Access Group to become more involved in the design process.

Cyclist Groups There are very active groups within the Borough. Consideration needs to be given to developing an arrangement whereby their expertise can be amalgamated with those available to the Council.

Community Forums It is not considered that the Highways and Traffic Group has fully utilised the potential of the forums to generate ideas and comments. This needs to be considered in the action plan.

Parent Associations Although perhaps considered as a focus group, they represent a great number of residents of our Borough. At present the Highways and Traffic Group have a tendency to react rather than via any systematic reference or approval to the Associations on matters of parking and road safety

9.17 Involvement of these groups in the development of strategy, policy and specific scheme introduction would have the dual benefit of empowerment and community consultation.

9.18 The parking service is considered a valuable tool in delivering improved bus services. As part of the Council's partnership arrangements with the London Bus Initiative, two officers have been recruited to patrol LBI bus lanes. This will ultimately lead to the use of CCTV to enforce bus lanes and other restrictions across the Borough. The Council has agreed to ring-fence profits from camera enforcement to reinvest in additional cameras.

9.19 Other departments within the Council also undertake enforcement action on the Public Highway e.g. Street Warden Service. There is a need for these services to be joined up and co-ordinated. Officers of the respective disciplines are holding meetings to agree key responsibilities with the view to issuing an information document.

9.20 Together with Street Scene services, there is a need to compile a comprehensive asset register for street furniture, including carriageway signs and markings. Whilst ensuring that street furniture fulfils its practical functions the visual and physical impact of street furniture should be kept to a minimum.

- 9.21 There is confusion in the difference between Public Highway and Council owned land, which is not deemed to be Public Highway – such as Housing land. There is a need to ensure a seamless service between both areas of land in terms of maintenance and enforcement. There is a need to incorporate an enforcement regime within the Action Plan in relation to development of the parking service.
- 9.22 The services receive a considerable volume of enquires, requests and complaints by post, telephone and by e-mail. Coupled to this, the emphasis on consulting with residents before introducing parking and road safety measures generates considerable contact, which diverts front line staff from key duties. Consideration is being given to the provision of a ‘help desk’ that can filter enquiries and respond to repetitive requests for information or service.
- 9.23 While the various groups appear to be competitive in terms of cost of the respective services, concern has been expressed at the way in which overheads are determined and applied. Highway Maintenance, Road Safety and Traffic areas work from trading accounts. Hourly rates are determined on a basis of salary plus overheads to facilitate recharge to respective budgets and projects (both internally and externally). Service leaders considered that there was no consultation with them regarding the level of overhead being applied Corporately, Departmentally and Divisionally. Similarly, none were aware of any service level agreements (SLA) that may be in place with supporting services in order that recognition could be given to those services in relation to value for money. It was considered that this issue was beyond the scope of this Review, however this may have been a more significant issue had hourly rates and service costs exceeded those of private sector markets.
- 9.24 A major challenge for services will be to strive for continuous improvement while being at the hub of significant regeneration and development. The creation of up to 6000 homes on Barking Reach alone will inevitably increase highway use, public transport use, cycling, children attending (new) schools. The Council is striving to increase prosperity among its residents. If successful, there will be greater car ownership even if there is success in making public transport more attractive. The services will need to work in unison to ensure that carriageways and footways are well maintained and safe.
- 9.25 As currently, there is continued pressure to reduce accidents and the severity of remaining incidents. It must be recognised that there are many factors that may contribute to an accident occurring which are beyond the remit of these services but nevertheless all accidents have an impact of the current Performance Indicator.
- 9.26 There are many factors that can cause an accident to occur. Many are being addressed by services within this Review, however there are other problems circumstances that can also cause accidents to occur, for example:-
- | | |
|----------------------------|----------------------------|
| Street lighting conditions | Stolen or untaxed vehicles |
| Winter maintenance | Illegal driving |
| Carriageway drainage | |
- 9.27 It is accepted that use of consultants and agency staff will serve to assist in ensuring that adequate resource is available, however, it must be recognised

that although procurement in this way increases the overall resource, there is still a need to procure, manage and supervise. It must always be acknowledged that irrespective of their commitment to the Borough and its community, consultants, contractors and agency staff must operate at a profit. Consequently there will be a need to ensure that the quality of output is providing value for money and is commensurate with whatever contract or arrangement is in place.

- 9.28 The Council will continue to use agency staff to meet shortfalls or specific demands, however such appointments must be seen in the light that the Council is responsible for ensuring the competency of the officer without redress to a consultancy or agency.
- 9.29 Staff that are key to the services, have also been key to the Review. This is at a time when Transport for London has begun to increase pressure on boroughs to carry out more initiatives and undertake increased bidding, measurement and monitoring. The Action Plan must demonstrate how resourcing of the services is going to be undertaken, whether that be by Council staff or Council staff facilitating the use of consultants or both.
- 9.30 The challenges are immense, but the ability and willingness of staff at all levels is apparent. There is a need to address poor morale and engender a sense of value in staff by encouragement, recognition, empowerment and praise. If this can be achieved, there appears to be no reason why the services, separate and combined, cannot make substantial and continuous improvements – thereby delivering **Street Safe**.

Section 10 – Vision

Street Safe Services: -

By enforcement, education and design, provide a high quality, safe, well maintained and efficient network of highways and footpaths for all modes of travel, thereby improving the environment of the Borough to a community that is participant, well informed and satisfied with service delivery.

Highway Maintenance: -

Provide a network of highways and footpaths which are high quality and safe for all users by ensuring that maintenance is undertaken in a timely, appropriate, cost effective and sustained manner.

Road Safety: -

To reduce the potential for accidents on highways and footpaths by ensuring that the community of the Borough are fully aware and trained in highway skills and to intervene where necessary to reduce the likelihood of accidents with the aim of reducing levels to the lowest in London.

Traffic management: -

To ensure that all modes of travel are given appropriate consideration in relation to highway space in consultation with the community. Maximise the efficiency and safety of movement of all modes of traffic and ensure that encouragement is given to sustainable means of transportation

Parking services: -

To provide a service that is rigorous and fair in providing appropriate parking opportunity and enforcing restrictions and abuse to reduce hazards, obstructive parking and maximise traffic flow.

Key Consultation Issues

A list of references is provided at the end of these details. This schedule only covers surveys undertaken during 2001 and 2002 although there is information and data available and relevant from earlier surveys.

- (a) MORI survey of Citizens Panel March 2000
- (b) MORI survey of Street Safe Services 2001
- (c) MORI Street Scene Survey 2001
- (d) MORI Budget Survey 2001
- (e) Consultation with schools 2001
- (f) Consultation of users of parking services 2002
- (g) Resident survey where highway maintenance had been undertaken 2001

General

1. Of the Council's Community Priorities, Making Barking and Dagenham Cleaner, Greener, Safer was considered the most important (74%)^(d)
2. Results show positive net satisfaction levels for traffic calming (+18%), road safety(+17%) and traffic management(+12%), whereas pavement maintenance (-17%), management of traffic congestion (-22%) and road maintenance (-17%) received net negative perception levels^(b)
3. Of the services considered to be most important to residents, road maintenance was cited by 39% and traffic management by 21% ranking them 6th and 10th respectively^(d)
4. When asked to name four or five services residents would like to see more money spent on, 33% stated road maintenance (ranks 5th) and 19% indicated traffic management/parking/road safety (ranks 9th).^(d)

Communication

1. Residents who feel well informed about Council activities are significantly more satisfied with the Council highlighting the importance of effective communication.^(a)
2. Among residents who had recently contacted the Council the telephone is the most widely used method.(77%)^(a)
3. 18% are aware that forms for reporting damage to local roads or pavements are available in public buildings such as libraries^(c)
4. Of those respondents who had contacted the Council there were net negative responses in all service areas as to how respondents felt their enquiry was handled – road safety 18%; highway maintenance –41%; traffic services –45%; parking – 55%^(b)

Parking

1. One in five identified the general condition of their area and parking as priorities.^(a)
2. A majority do not feel that there is enough enforcement of restrictions on parking on bus routes, outside schools or most notably on pavements.^(b)
3. 94% considered that illegally parked vehicles were a cause of congestion, with 75% considering it to be a major cause. 81% considered illegally parked vehicles to be a major cause of road safety hazards. 86% considered that the Council should strictly enforce parking restrictions. One in three feel that issuing parking tickets to illegally parked vehicles will reduce accidents.^(b)
4. Concerns with illegal parking tend not to be attributed to poor signage or unclear road markings, although one in five highlight this as a potential Council failing.^(b)
5. There is strong feeling that there is insufficient enforcement with regard to parking restrictions on bus routes and outside schools. 60% consider there is not enough enforcement of illegal parking on pavements.^(b)
6. The main perceived causes of parking congestion during the day is considered to be commuters near stations (30%) and people shopping using their car (29%)^(b)
7. 63% considered that the Council was not performing well in providing adequate parking for commuters.^(b)
8. 91% of schools consulted considered that parental parking is causing a hazard around the respective schools and 76% supported more enforcement of parking restrictions.^(e)
9. The Parking survey was undertaken of residents within resident parking zone areas. By a ratio of three to one residents within controlled parking zones agreed with the need for such a zone. 40% had received a parking ticket within this Borough. There were considerable, unprompted, requests for additional enforcement – particularly within the zone areas^(f)
10. 92% of those surveyed held a residents parking permit with three out of four purchasing their permit in person; 20% by post. There were similar proportions regarding visitors permits.^(f)
11. Of those who expressed a preference, 62% considered the Town Hall convenient for purchasing permits. 7% did not consider the Town Hall convenient. With regard to opening times, 46% considered them convenient and 17% did not consider them convenient^(f)

12. Of those who purchase their permit at the counter, 21% do so while being in Barking Town Centre for other reasons; 32% indicated that purchasing at the Town Hall was more convenient, 29% stated that they did not trust the post and 10% did not realise they could apply by post.^(f)
13. When considering the politeness and efficiency of staff from those visiting the Town Hall, the service received an average score of 3.6 (score range 1-5 with five as best) when considering a range of service issues with the lowest scores 3.29 being given to the reception area where a number of respondents recommended improvements.^(f)

Highways Maintenance

1. Opinion is evenly divided on pavement maintenance, with two in five finding it satisfactory and a similar proportion finding it unsatisfactory.^(a)
2. The majority are dissatisfied with the quality of pavement maintenance (57%). Four out of five regard uneven or damaged pavements in residential areas as a problem, nearly one in two a major problem. Three in five do not feel that that the Council is effectively addressing the standard of paving in residential areas.^(c)
3. Of five Street Scene services, the majority (55%) considered that pavement maintenance most needs to be improved. This was followed by Street Cleaning (49%) and road maintenance (28%).^(c)
4. Half of the residents were satisfied with the quality of road maintenance and a third dissatisfied.^(a)
5. Just over half of the residents were satisfied with the quality of road maintenance. Dissatisfaction is higher among those possessing a car.^(c)
6. Research has shown that much dissatisfaction with pavement maintenance is related to local foot paths being torn up by various organisations.^(c)
7. Residents indicate a preference (56%) for asphalt footpaths over paving stones (36%) when developing or re-laying new pavements.^(c)
8. Overwhelming majority were satisfied with the notice and information they were given about commencement of maintenance works.^(g)
9. There was positive response to the quality of highway work. Residents considering the works to be in the range average/very satisfied was always in excess of 75% and in some cases over 75% were 'very satisfied'.^(g)
10. In all results for highway maintenance projects, the significant majority considered that the works had significantly improved the overall appearance of the area.^(g)

Road Safety

1. The disabled, children and cyclists are felt to be particularly vulnerable^(b)
2. One in four feel that local roads are safer for drivers than in other boroughs such as Newham, Redbridge and Havering. A further 50% consider roads to be as safe as neighbouring boroughs.^(b)
3. One in three feel that local roads are safer for pedestrians than roads in neighbouring boroughs. Only 16% considered the foot paths to be less safe.^(b)
4. Persons with a slight impediment, disabled people and children are perceived to be most at risk from the dangers of traffic on roads and pavements. Approximately 20% of respondents considered the roads and pavements to be very unsafe for these groups.^(b)
5. Groups considered to be most safe on roads and footpaths are bus users (76%), shoppers in local shopping areas (76%), drivers (72%) and pedestrians generally(69%).^(b)
6. 94% considered that cars travelling above the speed limit were causes of road safety hazards.^(b)
7. 78% considered that cycling on pavements was a road safety hazard of which 43% considered it a major cause of road safety hazards.^(b)
8. Half the respondents considered that reducing the speed limit outside schools to 20 mph would help reduce accidents and casualties with 45% considering accident reduction can be achieved by providing school crossing patrols.^(b)
9. One in four considered that speed humps and chicanes are effective methods of reducing accidents and casualties.^(b)
10. Approximately the same number of people considered that the Council was dealing well with regard to training of children in road safety as those who considered that we were not performing well^(b)
11. There was a net positive response as to how well the Council was dealing with the reduction of accidents (+9%)^(b)
12. Residents were divided over who should take responsibility for educating people about traffic and road safety issues with one in three feeling a shared approach is the most appropriate. Fairly even numbers identify individual agencies including the Council (21%), the Government (18%) and Schools (16%).^(b)
13. Nine out of ten (91%) agreed that funds for reducing accidents should be spent where accidents happen regularly and there is consensus for residents being consulted on proposals for reducing accidents (89%).^(b)

14. 53% would like to see the Council respond positively to petitions for traffic calming measures.^(b)
15. The most effective traffic control measure is perceived to be school crossing patrols where nine out of ten state that this is the most effective method of reducing the risk of accidents and crashes.^(b)
16. Pelican crossings (81%) and zebra crossings (76%) are seen as effective measures to reduce accidents.^(b)
17. Measures considered less effective in reducing accidents and crashes are 20 mph zones (55%) and chicanes (49%), however 50% favoured the introduction of 20 mph zones outside schools.^(b)
18. 82% of schools considered the road safety service as important with nearly a quarter (24%) considering it indispensable in terms of the well being of pupils. Not one of the schools surveyed supported the removal of road safety services to their school.^(e)
19. 74% considered that the quality of the road safety service was satisfactory or better, though 15% thought it was poor. Similar proportions felt that the current level of visits were sufficient against those who felt that it was not often enough. Three out of four schools wanted the service to continue as at present.^(e)
20. Schools opposed the concept of teachers being trained to teach road safety and traffic education by a ratio of almost three to one. None of the schools supported the concept of provision of a service to train teachers only.^(e)
21. Only one school of the 34 agreed that teachers could be trained to teach cycling and pedestrian skills, however 62% agreed that parents and community volunteers could be trained.^(e)
22. 91% of schools considered that School Crossing Patrols are necessary for the well being of their pupils; 32% considered that more School Crossing Patrols were necessary.^(e)

Traffic Management

1. Of the Street Safe issues, managing traffic congestion attracts most criticism.^(b)
2. Other matters considered to be major causes of congestion were people driving children to school (70%) and too much through traffic (53%). 90% considered that children should be encouraged to walk to school and 89% supported stricter enforcement of speeding restrictions by the Police.^(b)
3. In terms of road space, pedestrians want more space for pedestrians and buses. Two in five give more space for cycling as a priority, even though most are unlikely to cycle. Two in five indicate that they prioritise more space for car drivers.^(b)
4. When asked how the Council deals with traffic management issues related to congestion caused by parents driving their children to school, 47% said 'Not at all well' with a further 29% indicating 'Not very well'.^(b)
5. 57 % considered that the Council was performing well in managing traffic to keep the buses moving.^(b)
6. 65% of respondents did not consider that the Council was dealing very well with traffic congestion and 50% considered that the Council was not doing very well in dealing with regard to traffic moving too fast.^(b)
7. Every school consulted supported the Council in reducing the number of children being driven to school and has informed parents of their responsibilities.^(e)

Action Plan

1. The following pages set out the Action Plan for the Street Safe services. Many of the themes are overarching whereas some are service specific
2. Milestones are given as quarters within calendar year and represent the date by which activities shall be completed – for example 2003, third Qtr indicates a completion date by the end of September in 2003.
3. It is difficult to fully establish the way in which the services will be affected by changes of Transport for London (TfL). As set out elsewhere, considerable funding is available from TfL and a key action is to improve the nature of the Council's bidding and monitoring processes related to the Local Implementation Plan and Borough Spending Plan.
4. Success in gaining additional funding will enable considerable progress on Street Safe services.
5. Potential fluctuation in funding necessitates a management regime which is both proactive and reactive. It is essential to ensure that arrangements are in place to increase output in line with funding provision.
6. The Action Plan establishes an extremely challenging set of ambitions in order that the service can achieve a step change in managing service provision, thereby delivering improving services to the Council, the Community and to TfL.
7. Additional funding is required from both the Council and TfL. It is considered that this will be forthcoming if the benefits and outputs can be clearly identified in terms of broader strategies and policies of the respective organisations.

Performance Counts						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Improved Use of Resource Improve financial management of services. [AP1]	H	Monthly monitoring of trading accounts in conjunction with resource plans. [AP1.1]	2003 2 nd Qtr	Trading accounts, resource plans and meeting details available.	Existing management team.	ML
	M	Undertake a detailed review of overheads and agree service level arrangements with support services. [AP1.2]	2003 3 rd Qtr	Full details of costs and service provision available. Recharge rates of Street Safe services revised.	Existing service managers and managers of support services.	
	H	Ensure that a detailed resource plan is prepared bi-annually to reflect workload. Ensure that resource is available, appropriate and sufficient. [AP1.3]	2003 2 nd Qtr	Resource Plans in place and maintained.	Existing resources.	

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Improve management of Council staff within service areas. [AP2]	H	Yearly assessment against EFQM model (criteria outlined within BV Report). [AP2.1]	Ongoing	Process underway and assessment included in service reviews.	Existing resources.	ML
	H	Ensure that staff resources match workload. [AP2.2]	2003 2nd Qtr	Quarterly resource planning.	Existing management team.	
	H	Review and introduce appropriate and necessary processes. [AP2.3]	2004 1 st Qtr	Processes in place.	Existing Resources	
	H	Ensure that staff are trained for their respective roles. [AP2.4]	2003 3rd	All staff receiving adequate training.	Existing budgets. Funding also provided by TfL - £45,000 per year 2002/3 and 2003/4	
Review hierarchy and management arrangements of Street Safe Services. [AP3]	M	Review hierarchy to reflect requirements of the services. [AP3.1]	2004 1 st Qtr	Review report prepared with recommendations.	Existing management team.	ML

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase monitoring and measurement. [AP4]	H	Increase measurement and monitoring of traffic and pollution conditions. [AP4.1]	2003 2 nd Qtr	Increase in ability to gain information for use in service developments.	Annual budget of £30,000 per annum required – funding in place.	ML
	H	Increase measurement and monitoring of correspondence, contact with community, complaints and associated issues. . . [AP4.2]	2003 3 rd Qtr	Processes in place to ensure that information is collected.	Existing resources with improved processes in conjunction Customer First Initiatives.	
	H	Introduce additional monitoring and measurement for Transport for London. . . [AP4.3]	2003 2 nd Qtr	Increase information for use in bidding submissions and management of accounts.	Need for a dedicated officer - £25,000 (Funding already approved).	
	H	Introduce document management system. . . [AP4.4]	2003 4 th Qtr	Document management system in place.	Additional funding Required - £10,000.	

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Improve provision of Street Safe Services. [AP5]	H M	Prepare approved service standards for all services. [AP5.1] Review provision of associated services and consider future provision (installation of disabled parking bays, abnormal loads, planning applications, etc). [AP5.2]	2004 2 nd Qtr 2003 4 th Qtr	Service standards prepared and published. Prepare report of changes and report to SMT for action.	Existing resources. Existing resources.	ML
Improve provision of Street Safe Services. [AP5] (cont.).	M	Coordinate highway enforcement activities across the Council. [AP5.3]	2005 1 st Qtr	Working team in place and responsibilities published.	Existing resources across various departments.	
Develop improved liaison/consultation arrangements with other external agencies. [AP6]	H	Arrange formal quarterly meetings with officers of the emergency services, public transport operators, TfL, Thames gateway London Partnership, Channel Tunnel rail Link, major shopping developments, cycling groups. [AP6.1]	2003 1 st Qtr	Meetings arranged and documented.	Existing resources.	ML
(Develop local performance indicators and targets – taking account of those of TfL. [AP7])	M	Determine indicators in relation to those of Transport for London. [AP7.1]	2004 2 nd Qtr	Indicators and targets defined.	Existing resources.	ML

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
<p>Improve the highway environment for all users</p> <p>Improve the quality of the carriageways and footpaths on district roads through planned highway maintenance. [AP8]</p>	H	Maintain LBBB current funding levels for highway maintenance. [AP8.1]	Ongoing	<p>Successful funding bids to the Council.</p> <p>Increase areas of delivery of the maintenance service.</p> <p>Improvement in respective. PI and customer satisfaction surveys.</p> <p>Reduce amount of highway maintenance funding needed for reactive maintenance by improving condition of highways by focused expenditure on planned maintenance on the District Road network</p>	Maintain annual budget of £1.7m per annum from Council funding on planned highway maintenance on district roads	ML

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
<p>Improve the quality of the carriageways and footpaths on the Principal Road network through planned highway maintenance. [AP9]</p>	H	<p>Prepare improved bids to TfL to secure high funding levels. [AP9.1]</p>	Ongoing	<p>Increased funding from TfL in support of improvements on the Principal Road network.</p> <p>Increase areas of delivery of the maintenance service.</p> <p>Improvement in respective. PI and customer satisfaction surveys.</p> <p>Reduce amount of highway maintenance funding needed for reactive maintenance by improving condition of highways by focused expenditure on planned maintenance on the Principal Road network</p>	<p>Increase annual budget to £1.5m per annum from TfL for the Principal Road Network</p>	<p>ML IS</p>

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Improve the highway environment for the disabled. [AP10]	H	Ensure that appropriate materials are used in all design. [AP10.1]	Ongoing	Survey of Access Group and disabled people	Works included within all new projects.	IS
	H	Ensure that tactile paving is in place at all significant crossing points. [AP10.2]	2003 4 th Qtr	Provide tactile paving all significant carriageway crossing points	Additional funding provided by TfL	
	H	Improve access to public transport services. [AP10.3]	Ongoing	Customer survey of public transport users.	Utilise funds via LBI and LBPN. Additional funding provided by TfL	
Improve the highway environment for children. [AP11]	H	Introduce Safer Routes to school initiatives. [AP11.1]	Ongoing	Number of schemes operational. Reduction in parental car use for school attendance.	Funding provided by TfL and LBBD.	BMC GJE IS
	H	Introduce 20 mph areas near to schools. [AP11.2]	Ongoing	Number of areas introduced.	Specific scheme funding provided by TfL. Projects being implemented in conjunction with other projects.	

Improvement Required	Performance Counts (Cont)					Resource requirement	Lead Officer
	Priority	Key Actions	Milestone	Outputs demonstrating Progress			
Improve the highway environment for cyclists. [AP12]	M	Increase number of cycle lanes. [AP12.1]	Ongoing	Increase in length of cycle lanes.	Funding from the London Cycle Network/TfL.	GJE	
	M	Increase number of mandatory cycle lanes. [AP12.2]	2004 3 rd Qtr	Increase length of mandatory cycle lanes.	Funding from the London Cycle Network/TfL.		
	M	Increase number of parking opportunities for cycles. [AP12.3]	2004 4 th Qtr	Introduce parking facilities at all major shopping areas.	Funding from the London Cycle Network/TfL.		
	H	Ensure that cyclists are catered for at all junctions and signalised intersections. [AP12.4]	Ongoing	Ensure that cycle facilities are in place.	To be included in all future design and funded from LCN/TfL.		

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
<p>Increase effectiveness of Road Safety services Reduce accidents and the severity of accidents. [AP13]</p>	H	Working with the police, seek to reduce the overall speed of vehicles in the Borough in line with the speed limit/speed cameras and enforcement. [AP13.1]	Ongoing	Reduce average speed of vehicles on the highway network. Introduction of 20 mph zones	Funding sought annually from TfL	ML GJE BMC
	H	Increase areas of intervention to reduce the potential of accidents and the severity of remaining accidents. [AP13.2]	Ongoing	Improvement in respective Performance Indicators – reduction in accidents and the severity of accident.	Funding sought annually from TfL. Additional funding sought from Council of £300,000 per annum.	
	H	Reduce number of accidents involving pedestrians by increasing number of controlled crossing locations. [AP13.3]	Ongoing	Additional facilities installed and improvement in performance indicators.	Funding sought annually from TfL. Schemes to be included within intervention funding.	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
	H	Reduce number of accidents involving pedal cyclists by ensuring that children receive training. [AP13.4]	Ongoing	Improvement in respective Performance Indicators	Existing resources	
	H	Reduce number of accidents involving motor bikes. [AP13.5]	Ongoing	Improvement in respective Performance Indicators	Existing resources	
Prepare Road Safety Plan. [AP14]	H	Prepare Road Safety Plan to co-ordinate Council activities; taking account of the Mayor for London's Transport Strategy. [AP14.1]	2003 3 rd Qtr	Plan prepared	Preparation within existing resources. Annual publicity cost of £5000 per annum	ML
Achieve Chartermark Status. [AP15]	H	Prepare service and make application for Chartermark. [AP15.1]	2004 2 nd Qt	Achievement of Chartermark	Existing Resources	BMC
Increase general training of the community in traffic and road safety issues. [AP16]	M	Increase information to the community with regard to traffic and road safety issues. [AP16.1]	2003 4 th Qtr	Increase information in Citizen and at Forums	Refocus existing publicity budget	BMC
	H	Train community volunteers to undertake training of cycling and pedestrian skills. [AP16.1]	2004 1 st Qtr	Increase number of volunteers carrying out training	Existing resources	
Awareness of private sector provision of road safety services. [AP17]	M	Undertake a review of private sector service providers. [AP17.1]	Annually	Annual report to Senior Management Team (SMT)	Existing resources	BMC

Performance Counts (Cont)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase effectiveness of traffic management service						
Reduce Traffic Congestion. [AP18]		Reduce number of children being driven to school. [AP18.1] Improve flow and reliability of bus services. [AP18.2]	Ongoing	Annual survey of school children Statistics from London Buses	Schemes funded by TfL and Council. Schemes funded by LBI/LBPN/TfL	BMC GJE
Reduce Traffic Congestion. [AP18] (cont.)		Introduce traffic management measures, reducing congestion and pollution in residential areas. [AP18.3]	Ongoing	Surveys of traffic flow and pollution in residential areas	Council to provide annual budget of £100,000 per annum for traffic management measures.	
Reduce the number of commuters parking in residential roads near train stations. [AP19]	M	Increase size of Controlled Parking Zones. [AP19.1] Increase enforcement of parking contraventions. [AP19.2]	Ongoing 2002 4 th Qtr	Area of Controlled Parking Zones (CPZ's) in place Increase in frequency of patrols	Funding from TfL and LBBD in place Within existing resources or self financing if increased	GJE NF
Increase number of people walking. [AP20]	M	Improve pedestrian environment. [AP20.1]	Ongoing	Community survey results	Included in planned highway maintenance budgets	IS BMC

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase number of people cycling. [AP21]		Introduce walking strategy. [AP20.2]	2003 4th Qtr	Strategy in place	Existing resources.	
	M	Improve the cycling environment. [AP21.1]	Ongoing	Survey of cyclists	Funding from LCN and included in all new design	GJE
	M	Increase publicity of cycling facilities. [AP21.2]	2003 3 rd Qtr	Increased advertisements and publicity	Funding from LCN and included in all new design	
	M	Improve cycle parking at interchanges. [AP21.3]	Ongoing	Increased number of facilities in place	Funding from LCN and included in all new design	
Increase number of people cycling. [AP21] (cont)	M	Prepare boroughwide cycle strategy. [AP21.4]	2003 4 th Qtr	Document prepared and distributed	Internal resources	
Ensure that residents of new development and new residents are aware of alternate transport means. [AP22]	M	Prepare brochure of transport services for new residents and tenants. [AP22.1]	2003 4 th Qtr	Survey of new residents	Additional funding required of £5,000 per annum	GJE

(Appendix B Continued)

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase proportion of people using public transport. [AP23]	H	Improve the environment at bus stops. [AP23.1]	Ongoing	Survey of bus stop users	Funding from LBI/LBPN/TfL. Also incorporated into Council schemes	GJE IS
	H	Improve interchange facilities at train stations. [AP23.2]	Ongoing	Survey of users	Funding from LBI, LBPN, TfL, TGLP. Also incorporated into Council schemes	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
<p>Improve Performance Indicators to ensure that Parking Services are within top 25% in London</p> <p>Increase number of Penalty Charge Notices issued per Attendant. [AP24]</p>	H	<p>Improve management of staff and co-ordination of resources to enable more enforcement time. [AP24.1]</p> <p>Reduce areas where enforcement is not possible due to poor carriageway marking and signs. [AP24.2]</p>	<p>2002 3rd Qtr</p> <p>2004 2nd Qtr</p>	<p>Appointment of Parking Manager, with associated management practices</p> <p>Reduction in enforcement areas where enforcement is not possible</p>	<p>New Manager appointed from existing trading account</p> <p>Covered elsewhere in Action Plan</p>	GJE NF
<p>Increase number of Penalty Charge Notices issued per Attendant. [AP24] (cont.)</p>	H	<p>Reduce time spent on non-enforcement activities. [AP24.3]</p> <p>Introduce CCTV for enforcing parking contraventions. [AP24.4]</p> <p>Review enforcement of short term parking areas and consider pay and display in shopping areas. [AP24.5]</p>	<p>2002 4th Qtr</p> <p>2003 4th Qtr</p> <p>2003 3rd Qtr</p>	<p>Increase in number of Penalty Charge Notices from the service and per Attendant</p> <p>CCTV Systems in place</p> <p>Reports to TMT, Executive and Assembly regarding changes and implications</p>	<p>Existing resources</p> <p>Implementation to be funded from LBI, LBPN and TfL.</p> <p>Existing Resources or self financing additional resources</p>	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase payment of fines from Penalty Charge Notices. [AP25]				Based on findings – either undertake changes to parking arrangements, consultation or make no further changes	Funding to be determined following review	
	H	Improve management of staff and co-ordination of resources. [AP25.1]	2003 3 rd Qtr	Appointment of Parking Manager, with associated management practices	New Manager appointed from existing budgets	GJE NF
	H	Replace server supporting computerised parking system to increase processing speeds. [AP25.2]	2002 4 th Qtr	Server in place and operating fully	Funding already available	
	H	Administer PCN's issued via CCTV including viewing facilities. [AP25.3]	2003 4 th Qtr	Pursuit of PCN's issued by post	From existing resources	
	M	Introduce contract with Bailiff company for debt recovery. [AP25.4]	2003 3 rd Qtr	Contract in place and operating	From existing resources	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase payment of fines from Penalty Charge Notices. [AP25] (cont.)	M	Maintain pressure on DVLA to improve information regarding vehicle licensing. [AP25.1]	Ongoing	Responses and reduction in number of cancelled of PCN's due to unknown vehicles	From existing resources	
Increase enforcement of parking offences by CCTV. [AP26]		Implement enforcement procedures and equipment. [AP26.1] Train staff of parking services. [AP26.2]	2003 4th Qtr 2003 3rd Qtr	Procedures in place and operational Attendants trained and able to enforce – administration procedures in place to pursue fines	Existing staff and resources of LBI/LBPN Funding from LBI and LBPN	
Increase effectiveness of Parking Enforcement Service		Undertake enforcement. [AP26.3]	2004 2 nd Qtr	Enforcement underway and PCN's issued	Funded via LBI and LBPN. Initial 'windfall' to be ring fenced	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Undertake enforcement of parking in housing areas and Council owned areas. [AP27]	M	Service level agreements with respective departments including funding arrangements. [AP27.1]	2004 1 st Qtr	Service level agreements signed by respective parties	Arrangements using existing staff.	GJE NF
	M	Notification and signage. [AP27.2]	2003 4 th Qtr	Signs in place and notification enabling enforcement	Funded from Housing resources.	
Work with schools to reduce parking congestion through School Travel Plans. [AP28]	M	Gain agreement from Schools Governors to support concept. [AP28.1]	Ongoing	Signed up agreement	Existing staff to arrange	GJE NF BMC
Work with schools to reduce parking congestion through School Travel Plans. [AP28] (cont.)	M	CCTV of parking offences. [AP28.2]	2004 4 th Qtr	CCTV authorised for enforcement	Ring fencing CCTV funds to purchase additional cameras at appropriate locations	

Performance Counts (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Reduce number of illegally parked vehicles on pavements. [AP29]	M	Legitimise permitted footway-parking spaces. [AP29.1]	2004 4 th Qtr	Carriageway markings in place to indicate legitimate footway parking areas	£10,000 per annum for two years	GJE NF
	M	Undertake rigorous enforcement. [AP29.2]	Ongoing	Additional surveillance – reduction in complaints, increase in resident satisfaction	Utilise existing resources or self financing	
	M	Respond to complaints of illegally parked vehicles on the footpath within 24 hours. [AP29.3]	Ongoing	Help desk notification system in place	Resources to be included within Customer First proposals	
Reduce number of illegally parked vehicles. [AP30]	H	Introduction of tow-away and/or clamping. [AP30.1]	2004 3 rd Qtr	Tow away and/or clamping in place	Partnership being prepared. Report to follow on cost	
	H	Increase profile and public perception. [AP30.2]	2004 2 nd Qtr	Additional reporting in Citizen and publicity campaigns	Additional funding required for publicity £4000 per annum	

Funding the Future						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Preparation, submission and distribution of Borough Transport Plan. [AP31]	H	Consult with the Community on Transport objectives. [AP31.1]	Ongoing	Coordinated results to prepare Local Implementation Plan	Require consultant resource - £20,000c	ML GJE
Preparation, submission and distribution of Borough Transport Plan. [AP31] (cont)	H	Prepare detailed Transport Plan (Local Implementation Plan) for submission to Transport for London(BSP). [AP31.2]	2005 2 nd Qtr	Document prepared and available to the Community	Publishing costs £4000 (required to coincide with TfL three year cycle)	
	H	Prepare annual Borough Spending Plan based on Transport Plan. [AP31.3]	Annual document	Document prepared	Publishing cost £3000 per annum	
Put in place a substantive contract for term contract works. [AP32]	H	Prepare documentation to invite tenders for delivery of construction projects from private sector contractors. [AP32.1]	2003 2 nd Qtr	Documentation prepared and invitations to tender issued	Existing resources	ML IS
	H	Appoint term contractor for highway construction (three year contract extendable to five years). [AP32.2]	2003 1 st Qtr	Contractor in place	Existing resources	
	M	Review partnering arrangements with contractor(s). [AP32.3]	2004 4 th Qtr	Review report prepared with recommendations	Existing resources	

Funding the Future (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
	M	Review joint commissioning of term contract services with local Councils. [AP32.4]	2005 1 st Qtr	Review report prepared with recommendations	Existing resources	
Staffing Issue Put in place a substantive contract for consultant support. [AP33]	H	Prepare documentation to invite tenders for delivery of consultancy services from private sector consultants. [AP33.1]	2003 2nd Qtr	Documentation prepared and invitations to tender issued	Consultant support required £4,000	ML IS GJE
	H	Appoint term consultants for engineering services (3 year contract extendable to 5 years). [AP33.2]	2003 4 th Qtr	Consultants appointed	Existing resources	
	M	Review joint commissioning of term consultants with local Councils. [AP33.3]	2005 3 rd Qtr	Review report prepared with recommendations	Existing resources	

Funding the Future (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Staffing Issue Market testing of Car Parking Facilities. [AP34]		Determine Council control regime of car parking facilities. [AP34.1]	2003 3rd Qtr	Reports to TMT, Executive, and Assembly	Reports from existing resources	ML GJE NF
		Determine private sector interest in managing parking facilities. [AP34.2]	2003 2 nd Qtr	Determination of private sector interest	Existing resources	
		Prepare contract documentation for transfer of car park management and maintenance. [AP34.3]	2004 1st Qtr	Documents available for issue	Consultant support required - £3,000	
		Invite tenders for management of car parking facilities. [AP34.4]	2004 2nd Qtr	Invitation to tender for car park management	Existing resources	
Market testing of Car Parking Facilities. [AP34] (cont)		Car park management transferred to preferred bidder. [AP34.5]	2005 1 st Qtr	Transfer of car park	Existing resources	

Funding the Future (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
<p>Staffing Issue Prepare market testing of parking enforcement services. [AP35]</p>		<p>Establish nature of services to be tendered. [AP35.1]</p> <p>Preparation of contract documentation and private sector interest sought. [AP35.2]</p> <p>Tendering processes and TUPE arrangements. [AP35.3]</p> <p>Preferred contractor commences delivery of parking services. [AP35.4]</p>	<p>2004 1st Qtr</p> <p>2004 2nd Qtr</p> <p>2004 4th Qtr</p> <p>2005 1st Qtr</p>	<p>Services to be considered for market testing approved by the Executive</p> <p>Documents available for issue</p> <p>Tendering completed and approval sought to appoint preferred bidder</p> <p>Preferred service provider in place</p>	<p>Existing Resources</p> <p>Consultant support required - £5,000</p> <p>Existing resources</p> <p>Existing resources</p>	<p>ML GJE</p>
<p>Improve the street environment to improve efficacy of enforcement. [AP36]</p>	H	<p>Review of road signs and carriageway markings against Traffic Management Orders in relation to parking enforcement. [AP36.1]</p>	<p>2003 4th Qtr</p>	<p>All road markings and signs corresponding with respective Traffic Management Orders</p>	<p>Need for additional resource to review road signs and TMO's across the Borough - £20,000</p>	

Community First						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Increase publicity of all services with the view to encouraging participation. [AP37]		Prepare a publicity strategy with the Corporate Communications Section. [AP37.1] Ensure that monthly updates are included on Council Web-Site. [AP37.2] Ensure that the community is fully aware of services being provided in terms of quality and quantity. [AP37.3]	2004 1 st Qtr	Strategy in place with clear accountability	Strategy determined with existing resources	ML
		Preparation of informative leaflets and brochures. (Also in foreign languages). [AP37.4]	2003 3 rd Qtr	Leaflets available from all Council offices regarding Street Safe services	Funding required for documentation - £6,000 per annum	
Improve community access to the Services. [AP38]	H	Introduce a contact centre for enquiries to the groups by telephone, e-mail, web-site, and general correspondence. [AP38.1]	2004 2 nd Qtr	Contact centre established with adequate procedures in place	Funding to be incorporated within Customer First Initiatives	ML GJE
	H	Introduce 'contact' points from a number of locations for Parking. [AP38.2]	2004 2 nd Qtr	Increased number of contact points	Funding to be incorporated within Customer First Initiatives	

Community First (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Improve community access to the Services. [AP38] (cont)	H	Additional locations for purchase of permits. [AP38.3]	2004 1 st Qtr	Increased number of locations for purchasing	Funding to be incorporated within Customer First Initiatives	
	M	Introduce 'contact' points for all services from a number of locations. [AP38.4]	2005 2 nd Qtr	Increased number of contact points	Funding to be incorporated within Customer First Initiatives	
	H	Provide attendance at Community forums. [AP38.5]	Ongoing	Increased number of Forums where services are represented	Existing resources to provide attendance.	
	H	Regular customer satisfaction surveys. [AP38.6]	Ongoing	Increase number of surveys and responses	Additional funding required - £4,000 per annum	

People Matter						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Obtain Accreditation to Investors in People (IIP). [AP39]		Review current practices and identify weaknesses and omissions. [AP39.1] Develop Plan. [AP39.2] Implement Plan. [AP39.3]	2003 3 rd Qtr 2003 4 th Qtr 2004 1 st Qtr	Review report prepared identifying weaknesses and deficiencies Preparation of an action plan Plan implemented	Existing resources of department Existing resources of Department Existing resources action plan	ML
Engage service staff in developing the services. [AP40]	M	Encourage all Council staff to make suggestions and give comments. [AP40.1] Ensure the effectiveness of the Appraisal processes. [AP40.2] Consult staff on Balanced Scorecard for the services. [AP40.3] Increase effectiveness of communication with staff. [AP40.4]	Ongoing Ongoing Annually Ongoing	Number of staff aware of the opportunity Staff satisfaction survey Number of comments from staff Staff response to involvement	Existing resources Existing resources Existing resources Existing resources	ML

People Matter (Cont.)						
Improvement Required	Priority	Key Actions	Milestone	Outputs demonstrating Progress	Resource requirement	Lead Officer
Ensure staff are adequately trained. [AP41]	H	Ensure adequate technical training of all staff. [AP41.1]	Ongoing	Staff trained or undertaking training	Existing resources plus additional funding from TfL	ML
	H	Ensure adequate customer care training of all staff. [AP41.2]	Ongoing	Staff trained or undertaking training	Existing resources	
	H	Instigate training programme for all staff. [AP41.3]	Ongoing	Training programme in place	Existing resources	
	H	Ensure that all staff have a development plan in place. [AP41.4]	2003 3rd Qtr	Development Plan in place	Existing resources	

Summary of Funding Requirements

Key Action	Action Plan Reference	Future Additional Funding Requirement	Reference to Covering report
Increase measurement and monitoring of correspondence, contact with community, complaints and associated issues.	AP4.2	Existing resources with improved processes in conjunction Customer First Initiatives	
Introduce additional monitoring and measurement for Transport for London.]	AP4.3	Need for a dedicated officer - £25,000, Funding approved – Post to be advertised and filled.	6
Introduce computerised document management system.	AP4.4	Additional funding Required - £10,000	7
Preparation and production of the Council's Road Safety Plan,	AP14.1	Preparation within existing resources. Annual publication and distribution cost of £5000 per annum	2
Prepare brochure of transport services for new residents and tenants. To be available to existing residents and visitors to the Borough	AP22.1	Additional funding required of £5,000 per annum	1
CCTV of parking offences	AP28.2	Initial high levels of income to be ring-fenced in order to purchase additional cameras. High income levels will reduce due to increased compliance.	
Carriageway markings to indicate legitimate footway parking areas.	AP29.1	£10,000 per annum for two years	5
Increase profile and public perception by additional reporting and publicity campaigns	AP30.2	Additional funding required for publicity £4,000 per annum	1

Key Action	Action Plan Reference	Future Additional Funding Requirement	Reference to Covering report
Prepare documentation to invite tenders for delivery of consultancy services from private sector consultants.	AP33.1	Consultant support required £4,000	4
Prepare contract documentation for transfer of car park management and maintenance.	AP34.3	Consultant support required - £3,000	3
Preparation of contract documentation and private sector interest sought.	AP35.2	Consultant support required - £5,000	3
Review of road signs and carriageway markings against Traffic Management Orders in relation to parking enforcement.	AP36.1	Need for additional resource to review road signs and Traffic Management Orders across the Borough £20,000	5
Preparation of informative leaflets and brochures. (Also in foreign languages).	AP37.4	Funding required for documentation - £6,000 per annum	1
Introduce a contact centre for enquiries to the groups by telephone, e-mail, web-site, and general correspondence.	AP38.1	Funding to be considered within Customer First Initiatives	
Introduce 'contact' points from a number of locations for Parking.	AP38.2	Funding to be considered within Customer First Initiatives	
Additional locations for purchase of permits	AP38.3	Funding to be considered within Customer First Initiatives	
Introduce 'contact' points for all services from a number of locations.	AP38.4	Funding to be considered within Customer First Initiatives	
Regular customer satisfaction surveys.	AP38.6	Additional funding required £4,000 per annum	1

THE EXECUTIVE**12 AUGUST 2003****REPORT OF THE DIRECTOR OF HOUSING & HEALTH**

HOMELESSNESS STRATEGY	FOR DECISION	
<i>This report concerns issues affecting the Council's discharge of statutory duties to homeless people and the requirement to produce a Homelessness Strategy.</i>		
<u>Summary</u>		
The Homelessness Act 2002 requires that local housing authorities conduct a review of homelessness in their areas and develop and publish a Homelessness Strategy. This report sets out briefly how this was conducted. The Homelessness Strategy is appended to the report for consideration.		
The report shows the increasing homelessness trend experienced in the borough and draws attention to some of the actions being taken to both prevent homelessness and extend and improve the range of temporary accommodation for those who become homeless.		
The Barking & Dagenham Partnership Housing Group, which has been consulted on the draft, will be involved in the monitoring of the implementation of the action plan included in the strategy. The report also deals with the revenue resource implications of the strategy.		
<u>Recommendation</u>		
The Executive is asked to adopt the Homelessness Strategy.		
<u>Reason</u>		
There is a statutory requirement from the Homelessness Act 2002 for the Council to review homelessness and trends within the borough and produce a Homelessness Strategy by the end of July 2003.		
Contact: Ken Jones	Interim Head of Housing Strategy	Tel: 020 8227 5703 Fax: 020 8227 5799 Minicom: 020 8227 5755 E-mail: ken.jones@lbbd.gov.uk

1. Background

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

2. Homelessness Strategy Working Group

- 2.1 The group has involved the bodies in APPENDIX A. A homelessness review was conducted which considered trends, the incidence of homelessness within specific groups in the community and mapping of homelessness service providers, gaps in services and any overlaps in provision.
- 2.2 A consultation event was held in January 2003 involving service providers and other stakeholders including the voluntary sector. Service users views have been assessed via surveys.
- 2.3 The draft Homelessness Strategy has been produced, APPENDIX B, in accordance with ODPM guidance and emerging best practice. Whilst it reflects national and regional demands and influences it is set in the borough context with clear relationships to other corporate strategies, in particular the Council's Housing Strategy and the Community Strategy.
- 2.4 The vision frames a value base for dealing with homelessness and gives an objective of homelessness being prevented wherever possible. The broad aims are to:
 - Prevent homelessness.
 - Alleviate homelessness and prevent social exclusion for those who experience it.
 - Eliminate bed & breakfast use for families with children by 2004.
 - Secure joint work and service delivery to provide user needs led services and support.
- 2.5 Implementation of the Strategy action plan will be monitored by the Barking & Dagenham Partnership Housing Group.
- 2.6 The past 4 years have seen substantial increases in homelessness with more than a 50% rise in the last year. Factors which have contributed to the rise in homelessness in Barking and Dagenham between 2000/01 and 2002/03 are:
 - An increase in the proportion of households living with friends or relatives, who were forced to leave (from 32.9% of cases in 2000/01 to 40.4 % of cases in 2001/02)
 - An increase in the proportion of households made homeless from privately rented or tied accommodation (from 14.1% of cases on 2000/01 to 25.1% of cases in 2001/02).

Table (i) provides information collected by the Housing Advice service, which shows the increase over this period.

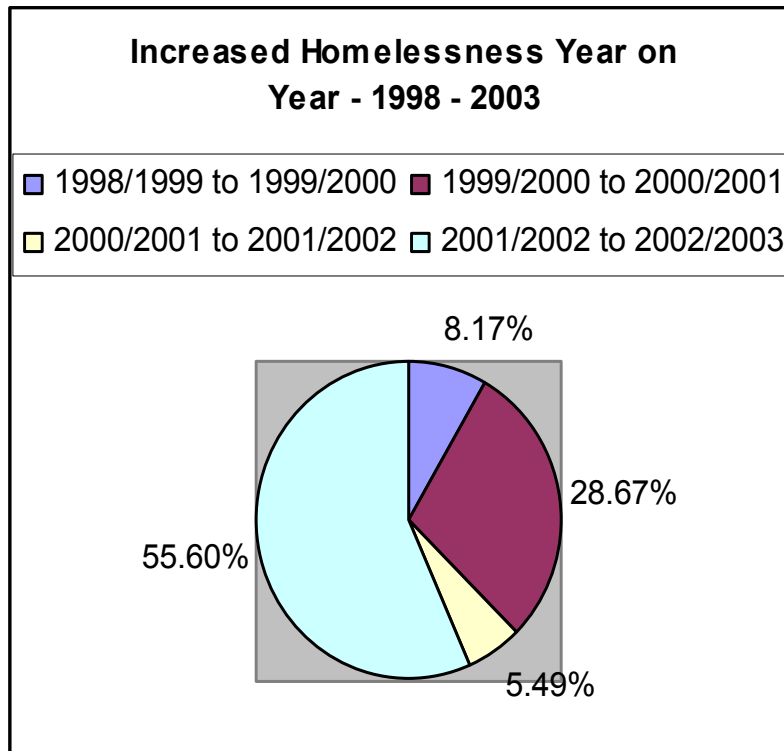


Table (i)

3. Resource implications

3.1 Actions are in place that will reduce the use of bed & breakfast. In particular:

- 2 new Registered Social Landlords (RSL) hostels with 71 units are due for completion in October 2004. ODPM have indicated that revenue support costs will be eligible for Supporting People Grant.
- There are 91 private sector properties in the borough leased for temporary accommodation, with plans to take this up to 200 to meet temporary housing needs.
- The Housing Strategy targets bringing back into use 10% of empty private homes a year.
- Foyer - for 116 young people - start on site is set for January 2004, dependent on a successful bid for Local Authority Social Housing Grant to meet capital costs and Supporting People Grant.
- Private Sector Leasing Scheme (PSLS) - the Executive has previously been made aware of the upward trend in levels of homelessness applications and the need to procure alternative accommodation outside hostel, insecure tenancies and bed and breakfast. The Executive agreed to the implementation of the PSLS and it is expected that procurement of further private sector leased properties will be the short-term solution to meeting the target of no families with children in bed and breakfast. The PSLS programme is financially efficient because the scheme is at no cost to the Housing General Fund.

- LBBB/RSL Street Purchase - in contrast to PSLs, the option of purchasing freehold properties has become financially unattractive due to the impact that this would have on financial initiatives to support the Capital Programme. Furthermore, the Housing Corporation will no longer support RSL Street Purchase programmes.

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

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

3.3 Council spending on B&B:

- 2001/02 - £117,255
- 2002/03 - £664,076 (£428,012 net of Housing Benefit).

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

Implementation of the strategy will have staff resource implications, which have not yet been fully assessed. The assessment has been complicated by the increasing number of homeless approaches, which require additional staffing within the Homeless Persons Unit. Assessments are being made on whether this can be met from within existing staff resources in the Landlord Services division or if a bid for additional funding will need to be made.

4. Consultation

4.1 All individuals and groups that have participated in the development of the strategy and homelessness review have been consulted on the draft. In addition to this the following actions to extend consultation have been taken:

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

Background papers used in the preparation of this report:
Report to the Executive 30/7/01

APPENDIX A

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

- Dagenham Citizens Advice Bureau
- EMPA
- Probation Service
- East Street Youth Information
- Connexions
- Community Mental Health
- Supporting People
- Axe Street Drug Project
- Social Services Children's Services
- HACAS Chapman Hendy
- Housing & Health
- Corporate Policy & Performance

APPENDIX B

Homelessness Review 2003

APPENDIX C

Homelessness Strategy 2003

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London Borough of Barking and Dagenham
Review of Homelessness in Barking and Dagenham 2003

July 2003

Contents

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1 REVIEW OF HOMELESSNESS

- 1.1 All councils in England are now required to carry out a review of homelessness in their area. In this report we describe the findings of the review carried out in Barking and Dagenham.
- 1.2 The review provides a statistical analysis of homelessness trends, details of the range of service providers in the Borough, and the views of users of the homelessness service.

Extent, Nature and Causes of Homelessness

- 1.3 The statistical review sets out recent trends in the scale and nature of homelessness in the Borough. The initial assessment was made in November 2002, with an update in April 2003. It also compares the position in Barking and Dagenham with its peers. In analysing the findings we identify the issues and problems that we need to tackle.

Comparing Barking and Dagenham's Performance

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

¹ See section 1.7 below, which discusses the Borough's growing homelessness problem.

Figure 1

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

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

The Scale of Homelessness in the Borough: Recent Trends

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

Figure 2

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

Source: All data except 2001/02 and 2002/3 from HIP 2001. 2001/02 data from ODPM Statistical Release – Statutory Homelessness 2002/03 data from P1E returns

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

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

Figure 3

Homelessness Decisions – 2001/02 and 2002/3, by quarter									
	Accepted as priority		Intentionally homeless		Non-priority		Not homeless		Total decisions
	No.	%	No.	%	No.	%	No.	%	
Apr-Jun 2001	38	62%	7	11%	9	15%	7	11%	61
Jul-Sep 2001	72	79%	2	2%	3	3%	14	15%	91
Oct-Dec 2001	163	36%	8	2%	198	44%	79	18%	448
Jan-Mar 2002	73	16%	7	1%	175	37%	215	46%	470
2001/02	346	32%	24	2%	385	36%	315	29%	1070
Apr-Jun 2002	141	34%	5	1%	156	38%	112	27%	414
Jul-Sep 2002	129	31%	3	1%	128	34%	116	31%	376
Oct-Dec 2002	159	87%	5	3%	11	6%	7	4%	182
Jan-Mar 2003	166	35%	1	-	153	33%	149	32%	469
2002/03	595	41%	14	1%	448	31%	384	27%	1441

Source: ODPM Statistical Release – Statutory Homelessness and PIE forms

Comparison with Peer Group Authorities

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

Figure 4

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

Source: ODPM Statistical Release – Statutory Homelessness

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

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

Figure 5

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

Data not available Source: ODPM Statistical Release – Statutory Homelessness

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

Figure 6

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

Source: ODPM Statistical Release – Statutory Homelessness

Figure 7

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

Data not available Source: ODPM Statistical Release – Statutory Homelessness

Ethnicity and homelessness

- 1.13 Figure 8 provides information about the ethnic background of households accepted for assistance under the homelessness legislation over the last three years, and compares this with the ethnic profile of the population in the Borough as a whole. Households of African and Caribbean ethnic background are disproportionately represented among those accepted for assistance. This reflects the national picture, where black and minority ethnic (BME) communities are disproportionately affected by homelessness.
- 1.14 This finding means that our homelessness services need to be sensitive to the cultural and social needs of applicants from diverse backgrounds, and that temporary and permanent housing provision includes a suitable range of accommodation types to meet the needs of BME communities. Consultation with representatives of BME communities needs to be central to the development and review of services.
- 1.15 We also want to ensure that we are proactive in tackling racial harassment, which can be a cause of homelessness. Action to prevent and deal with harassment will be a vital part of the homelessness strategy.

Figure 8

Acceptances by ethnic background 2000/01 - 2002/03 (%)						
	White	African/ Caribbean	Indian/ Pakistani/ Bangladeshi	Other	Not available	Total (nos.)
2000/01	37.2	19.7	2.1	12.8	28.2	234
2001/02	41.0	21.7	5.2	17.9	14.2	346
2002/03	48.0	27.7	5.0	13.2	5.8	595
Ethnic background of Borough population – 2001						
	White	Black/Black UK	Asian/Asian UK	Mixed/ Other	-	Total
2001	85.2	7.0	5.1	2.8	-	164,000

Lettings to Homeless Households

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

Figure 9

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

Source: HIP 2002

Comparison with Peer Group

Figure 10

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

Source: HIP 2001; HIP 2002

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

Reasons for Homelessness

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

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

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

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

Figure 11

Priority acceptances by reason for loss of last settled home 2000/01, as percentage of all acceptances													
Authority	Forced to leave by		Relationship breakdown		Mortgage arrears	Rent arrears			Loss of tied/rented accommodation due to:		Leaving institution/ care	Other	Total (no.s)
	Parents	Other	Violent	Other		LA	RSL	Private	AST*	Other			
Barking & Dagenham	14.1	18.8	9.8	5.1	1.7	3.8	0	2.1	8.5	5.6	5.6	24.8	234
Bexley	16.4	19.2	7.5	1.9	9.5	1.1	0.6	1.7	27.6	1.4	2.8	10.3	359
Greenwich	22.9	22.3	12.2	4.8	2.0	0.9	0.6	0.8	19.4	5.3	3.6	5.1	1227
Havering	28.8	11.3	8.1	4.4	1.9	1.9	0.6	3.1	23.8	8.8	1.9	5.6	160
Lewisham	17.5	26.5	9.0	0.8	0.8	1.1	0.2	0.2	0	0.2	1.4	42.5	645
Newham	10.0	30.0	3.9	0.5	7.0	0.1	0.1	0.6	8.0	24.6	2.6	12.6	1596
Redbridge	16.0	19.7	12.0	1.5	0.9	0.6	0	0.9	40.0	4.3	1.8	2.2	325
Waltham Forest**	15.3	19.0	5.6	2.4	2.0	0	0	7.8	29.3	3.4	0.8	14.4	981

* Assured shorthold tenancies ** Data supplied to ODPM incomplete

Figure 12

Priority acceptances by reason for loss of last settled home 2001/02, as percentage of all acceptances													
Authority	Forced to leave by		Relationship breakdown		Mortgage arrears	Rent arrears			Loss of tied/rented accommodation due to:		Leaving institution/ care	Other	Total (nos.)
	Parents	Other	Violent	Other		LA	RSL	Private	AST*	Other			
Barking & Dagenham	12.4	28.0	7.8	4.6	1.2	2.0	0.6	1.7	15.0	10.1	3.8	12.7	346
Bexley	30.6	21.1	8.1	0.7	5.3	0	1.8	0.7	20.3	2.0	2.4	7.0	454
Greenwich	26.0	27.4	9.5	5.6	0.9	0.4	0.4	0.2	15.7	9.0	3.0	1.9	1217
Havering**	26.3	13.2	15.8	10.5	1.3	0	0	1.3	19.7	5.3	2.6	3.9	76
Lewisham	20.9	32.7	8.3	1.3	0.2	1.4	0	0	0	0	2.3	33.1	1102
Newham	11.3	32.7	3.2	0.3	1.0	0.1	0.1	0.8	27.2	14.3	2.6	6.3	1449
Redbridge	14.9	20.8	5.7	0.7	0.5	0	0	0.5	48.1	5.3	2.1	1.6	437
Waltham Forest	17.0	21.1	5.3	1.7	1.2	0	0	6.3	30.6	3.6	0.5	12.7	1121

* Assured shorthold tenancies ** Data supplied to ODPM incomplete

Source: ODPM Statistical Release – Statutory Homelessness

HOMELESS DATA FROM April 1998 TO March 2003

Figure 12a

HOMELESS REASONS		1. PRIORITY REASON									
Homeless Reason	1998 1999	1999 2000	2000 2001	2001 2002	2002 2003*	1.1 Priority Reason	1998 1999	1999 2000	2000 2001	2001 2002	2002 2003*
1.2 Ejected by parents	68	71	58	53	195	Dependent child	366	494	296	316	460
Ejected by others	60	77	106	127	190	Pregnant	54	42	46	44	74
Violent R.B.D.	89	81	61	60	79	Old age	10	7	4	11	12
Non-violent R.B.D.	20	40	23	30	33	Physical disability	43	38	24	47	64
Mortgage arrears	33	17	10	6	12	Mental handicap/illness	36	35	54	44	97
Rent Arrears council	47	32	32	33	41	Vulnerable young person	11	26	25	46	78
RA Housing Association	4	5	6	4	4	Domestic violence	7	8	12	9	7
RA private	21	17	12	16	41	Emergency	7	3	2	1	5
Loss AST	38	57	38	65	47	Other	7	6	21	6	10
Other loss of rented	20	24	31	61	90	Not confirmed	75	41	11	7	14
Institutional care	13	8	22	17	32	No PN [Single]	0	0	1	0	0
Refugee/Asylum seeker	110	184	21	5	20	No PN [other]	1	0	0	1	0
Other reason	70	48	41	29	18	No Priority Need	44	15	14	6	5
Not confirmed	37	17	4	5	3	Former relevant Child				0	5
Former Asylum Seeker	4	31	45	24	13	Accomm or fostered				0	1
Not homeless	27	6	0	2	0	HM Forces				0	0
Violent BD Assoc person				0	1	Custodial sentence				0	4
Racially motivated violence				0	2	Violence/threats violence				0	1
Other forms of violence				0	0						
Racial motivated harassment				0	0						
Other forms of harassment				0	3						
Leave NASS accommodation				1	11						
Totals	661	715	510	538	837	Totals	661	715	510	538	837

Increased Homelessness Year on Year:

1998/99 to 1999/00 = 8.17% 1999/00 to 2000/01 = 28.67% 2000/01 to 2001/02 = 5.49% 2001/02 to 2002/03 = 55.60%

Use of Temporary Accommodation

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

Figure 13

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

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

Source: ODPM Statistical Release – Statutory Homelessness

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

Comparison with Peer Group

- 1.23 While the Authority is concerned at the very recent rise in use of B&B, historically, our performance compares well with other boroughs (see figures 14 and 15). The Authority has not, as yet, made use of Homeless at Home policies (see figure 16) to supplement the supply of temporary accommodation. The challenge for us will be whether we can now secure a sufficient supply of alternative forms of temporary housing, as pressure from homeless applicants rises. The experiences of authorities such as Lewisham may be useful in this respect. Lewisham has experienced a dramatic increase in homelessness over

² Barking and Dagenham Housing Strategy 2003-2006

the past two years, but has invested considerable effort in avoiding dependence on B&B. Its strategy to increase the supply of social and accredited private sector lettings is cited as a good practice example on the Housemark website, and may be a source of good practice assistance for us.

Figure 14

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

Source: Audit Commission Performance Indicators

***1998/99 PI includes those housed in hostels**

Figure 15

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

Source: Audit Commission Performance Indicators

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

Figure 16

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

Source: ODPM Statistical release – statutory homelessness

Speed of Service: Trends and Comparison with Peer Group

- 1.24 There is currently one Best Value performance indicator that measures local authority performance in processing homelessness applications. As the indicator has changed, it is difficult to assess year-on-year improvement accurately but, historically, Barking and Dagenham has not performed well in comparison with the London peer group as a whole, or in comparison with individual peer group authorities (see figure 17).
- 1.25 However, in 2001/02 performance improved dramatically, with 87% of applications processed within 33 days, placing us well above the average even of the best performing authorities.

Figure 17

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

Source: Audit Commission Performance Indicators

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

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

Figure 18

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

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

Summary of Analysis and Pointers for Action

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

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

diverse communities approaching the Borough for assistance. Consultation with representatives of BME communities needs to be central to the development and review of services

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

2 SERVICE DELIVERY

2.1 In this section the services provided for homeless and potentially homeless people in the Borough are described.

Housing Advice and Tenancy Support

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

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

2.4 The main causes of homelessness in Barking and Dagenham, in 2002/3, and previous years, are:

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

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

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

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

2.8 The latest statistics show that Housing Advice provided 2018 clients with advice in 2002/3 and referred 837 cases to the HPU when homelessness was unavoidable (Housing Advice provide local monthly housing advice sessions at Thames View Aid and Gascoigne Aid and Advice).

2.9 Named officers specialise in areas of interest and where service links are essential. These include a named officer for Probation Service referrals and Community Mental Health (Accommodation Panel) and a

named person that is a link person for the Children and Families Division, Social Services.

- 2.10 The Council provides potentially homeless people with a Homeless Person self-help pack, which is available at advice and housing offices.
- 2.11 The Citizens Advice Bureau (CAB) provides advice to people which may assist in preventing homelessness, particularly money advice.
- 2.12 The homelessness review indicates a growing need for family mediation, conflict resolution and parenting initiatives, together with more support for people with chaotic lifestyles. There is a plan to extend the mediation scheme, which is currently funded by the ODPM Homelessness Directorate. This strategy will aim to draw together the existing services in a more coordinated and strategic manner, to develop and coordinate housing advice and support services, and to involve innovative services such as Connexions.
- 2.13 The CAB, in its Borough Evidence Report (2003), and as a member of the Strategy Working Group, has emphasised the benefits of enhanced information, advocacy and advice services, joint working protocols for advice agencies, and monitoring. This encompasses forums such as the Housing Benefit Advisory Group. The Borough Evidence Report pinpoints debt and unrealistic settlements as a significant cause of homelessness, and improved arrears management as a means of tenancy retention. Increasing debt is set within the context of pressures on the supply of affordable housing. The strategy Action Plan includes activities to deal with the problems identified.

Homelessness Assessment and Support

- 2.14 Homelessness Assessment and Support services work with people who are threatened with, or who become, homeless. Their work contributes to the objective of alleviating homelessness and preventing social exclusion. Their work to develop new forms of temporary accommodation to replace Bed and Breakfast use will deliver the target of having no families in Bed and Breakfast accommodation by 2004.
- 2.15 The Council's HPU receives referrals mainly from Housing Advice, but it also has a direct referral arrangement with Women's Aid when domestic violence is evident. The HPU processed over 800 homeless applications 2002/3 and actively seeks to prevent homelessness where appropriate.
- 2.16 Recent statistics reveal that the average officer caseload is about 77 cases each. This causes problems with enquiry continuity, sustainability and administration.
- 2.17 The Accommodation Resettlement Unit (ARU) was established with Supporting People funding to meet the ever-increasing demands for

temporary accommodation (a 56% increase in homelessness during 2002/3).

- 2.18 The Council has successfully avoided out-of-borough placements for homeless people, except for a few B&B placements, and intends to maintain this approach to temporary accommodation and support for homeless households.
- 2.19 The Council has one, mixed gender, homeless hostel in Barking which houses 34 households. In addition we house a small number of households in B&B and a number in temporary Council accommodation. We encourage the use of the Homeless at Home initiative, but our experience is that these arrangements do not last for long. Unlike in other boroughs, applicants do not have the threat of out-of-borough and, in many instances, out-of-London placements.
- 2.20 Housing people permanently where they have support networks, including access to schools, families, faith and other community support groups is essential for social inclusion and the maintenance of a home. We do know that more needs to be done to avoid the disruptive effects on households, and particularly young people, of “the revolving door” pattern of homelessness. A new system of recording to be introduced in June 2003 will capture all homeless approaches that result from rent arrears.
- 2.21 Support is provided to people in temporary accommodation. Supporting People funds 47 floating support places.

Joint Working and Service Delivery

- 2.22 The Council is fully aware that tackling homelessness requires a corporate approach and collaborative working with the many organisations, including voluntary organisations, which have contact with homeless/potentially homeless people.
- 2.23 The Council has good working relationships with the main agencies which, compared to some London Boroughs, are few in number. The strategy development process has been an opportunity to strengthen existing relationship. However, we recognise the importance of having protocols so that all parties, including service users, know the type and level of service and support which can be provided.
- 2.24 In addition to housing, services to homeless people are provided through the following Council teams:
- Leaving Care Team
 - Children and Families
 - Mental Health
 - Education Services.

- 2.25 The Council uses its planning powers to apply s106 agreements for the provision of affordable housing.
- 2.26 A joint strategic response between primary care trusts and local authorities is required to tackle health inequalities experienced by people who are homeless. The British Medical Association publication "Housing and Health: Building the Future" examines the problems. Other research⁴ into the single homeless rough sleeper population shows that:
- 30-50% of homeless people experience mental health problems
 - About 70% of homeless people misuse drugs
 - About 50% of homeless people are dependent on alcohol
 - Rough sleepers are 35 times more likely to kill themselves than the general population and have an average life expectancy of 42 years
 - Physical health is poor, e.g. high rates of TB, respiratory problems and skin diseases.
- 2.27 In spite of this level of poor health, single homeless people are 40 times less likely than the general population to be registered with a GP. Families living in temporary accommodation also experience physical and mental health problems:
- Overcrowded, cold, damp and unsanitary living conditions are highly conducive to physical and mental ill health
 - Homeless children are twice as likely to be admitted to hospital, with particularly high admission rates for accidents and infectious diseases
 - Behavioural problems such as aggression, bed wetting and over activity have been found to be higher among homeless children
 - Mental health problems are significantly higher among homeless mothers and children.
- 2.28 The Barking and Dagenham Homelessness Strategy recognises the need for joint working between health, social services, housing and voluntary sector organisations to tackle the link between homelessness and ill health. A health sub-group within the homelessness forum aims to ensure that services are available to homeless people, particularly services dealing with:
- Addictions
 - Physical health
 - Mental health
 - Podiatry and physiotherapy
 - Occupational therapy
 - Dental treatment
 - Learning disability

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

- Diet
 - Anti and post-natal well-being
- 2.29 Voluntary organisations have an important and growing role in the provision of a range of services to homeless people in the Borough. Compared to many London boroughs the scale of provision is small, less than 20 agencies, as was borne out by the service provider audit carried out as part of the homelessness review.
- 2.30 The majority of services are not specifically provided for homeless people though agencies include homeless people within their client groups. Voluntary organisations run two hostels for homeless people. These are the Vineries project, which has 36 beds for single people aged between 16 and 30, and the YMCA which has a 150 bed hostel. Priority is given to accommodating 18 – 25 year-olds.
- 2.31 The level of current provision means that there is a manageable number of partners. However, as is shown below, certain client groups have neither accommodation nor floating support services to meet their needs.
- 2.32 A postal audit of all service providers undertaken during the latter part of 2002 identifies the contribution of voluntary organisations to local services for the homeless. Full details are contained in the Services Directory below.
- 2.33 Registered Social Landlords (RSLs) are significant as the main providers of affordable social housing. They are also the landlords of supported housing projects and, in future, hostel accommodation. The Council secured its highest ever level of Local Authority Social Housing Grant and Approved Development Programme Investment (including Challenge Fund) in 2002/03. This will secure 572 new affordable homes in the Borough; 367 for social renting and 205 shared/low cost home ownership. The Housing Strategy sets a target of at least 390 new affordable homes per year from 2003-2006. The Council and its partner, Network East Foyer, have developed plans for a 116-unit Foyer for young people in housing need.
- 2.34 RSLs will be contributing significantly to support services provided under the Supporting People Plan. They also have a major role in preventing homelessness through effective tenancy support to prevent evictions. Also, Blackwater Housing Association has a 32-bed hostel for the single homeless, with a further four beds for care leavers.

Pan London and Regional Working

- 2.35 We are aware that we are a host authority for many homeless people placed in our area by other London Boroughs, some for considerable periods of time. At present we have limited knowledge of the numbers and type of people placed in-Borough, and whether they receive support from the placing authority, or make demands on our services.

This lack of knowledge should change through the implementation of the NOTIFY project being developed by the GLA. We recognise the need to co-ordinate homelessness responses with those of other London Boroughs.

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

Services for Specific Groups

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

Rough Sleepers

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

Substance Misusers

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

HIV/Aids

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

People with Mental Health and Learning Disability Needs

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

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

Asylum Seekers

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

Young People

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

The Preventative Strategy

- 2.44 The Barking and Dagenham Preventative Strategy has been formulated to promote the well-being of children and young people who are at risk or vulnerable. It is intended to be the document under which all the agencies who work with children and young people will work together in a co-ordinated way, building on the work of the Children's Charter, to ensure that the needs of children and young people are recognised and promptly met.
- 2.45 In the Preventative Strategy the promotion of good outcomes for every vulnerable child or young person is at the core of service delivery and inter-agency planning. It will ensure that services can be better accessed by children, families and young people 'under one roof'. All agencies will implement the Children's Charter, monitor the effectiveness of their own work in promoting long term well-being, and develop specific mechanisms for doing this through identification, referral and tracking.
- 2.46 We want to ensure that no child is excluded from the opportunities in society and the continuous improvements in our services. We will build on the existing range of specialist services to ensure that vulnerable and at risk children are identified and receive appropriate support services. All services will monitor their activities to ensure that children and young people who are vulnerable and at risk are benefiting in terms of their immediate and long-term welfare, and that they are included in the opportunities enjoyed by the wider community.
- 2.47 At a strategic level the Preventative Strategy will be developed by the Children's Service Strategy Group, which brings together Senior Managers from lead agencies. This group will work on Identification and Tracking (IRT), Inter-agency links, Shared Vision, Co-ordinated Service Delivery, Child Focus, Effective Prevention, and Learning from Experience in order to deliver continuous improvement.
- 2.48 These initiatives include services for care leavers, who are mainly housed by the Leaving Care Team thereby avoiding the homelessness route. Young vulnerable people are receiving support services from Connexions and Relate. The Connexions service is developing the government's IRT system for 0- to 19-year olds which will enable a greater understanding of, and focus on, the needs of young people.

Older People

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

People with Disabilities

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

Voluntary sector organisations provide 12 units of floating support services.

People Subject to Domestic Abuse

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

Offenders

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

User Views

- 2.53 User views of current services and how users would like to see these services develop have been sought as part of the review of homelessness. A summary of their responses is attached at Appendix One. In general service users were positive about the services received, especially the quality of housing advice. Dissatisfaction was expressed about the nature of temporary accommodation and the length of stay. In particular, users with a disability considered that the temporary accommodation offered did not always match their specific needs.

3 SERVICE PROVIDERS

- 3.1 A postal audit of all service providers undertaken during the latter part of 2002 identifies the contribution of voluntary organisations to local services for the homeless. Details of all providers are contained in the Services Directory.
- 3.2 It is notable that the number of organisations in the Borough providing advice, accommodation and support is limited. There is a benefit to this in that it makes joint working and co-ordination easier than if there were a large number of bodies. A disbenefit is that the full range of services needed by homeless and potentially homeless people are not available. For example, there are no Women's Aid services within the Borough.
- 3.3 Having mapped the services, the Borough can now identify potential gaps in service provision and work with providers to enhance services.

Figure 19 Services Directory

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

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Barking CAB	General Public Some information available in Braille and on tape.	55 Ripple Road Barking 020 8594 6715 Full wheelchair access and adapted toilets.	Mon, Tue, Thurs, Fri 10-12 drop-in and phone Wednesday 5-7 appointments/phone	Advice and information on a range of issues including housing, benefits, debt and Employment rights.
Catholic Children's Society Homelessness Team	Homeless families living in B&B accommodation Access to BSL signers and to interpreters	73 St Charles Square London W10 6EJ 020 8969 5305 Limited wheelchair access: home visits can be arranged for those unable to access offices	Mon-Fri 9.00-5.00 Drop-in or phone	Information on welfare rights and options, general advice on education and practical services. Outreach services
Connexions Futures Barking	Mainly young people 16-19; careers advice available to 16+	Unit 6A Monteagle Court 32-38 Waking Road Barking IG11 8TE 020 8591 9999	Mon- Tues 9-12.30 and 1.30-5.00; Wed-Fri 9-12.30 and 1.30-4.00	Careers advice, information, contact with training providers, job placement
Dagenham CAB	General Public Hindi, Punjabi, Urdu	339 Heathway Dagenham 020 8592 1084 Full wheelchair access and adapted toilets. Home visits available.	Mon, Tue, Wed, Fri 10-1 drop-in Office hours 9-5.30	Advice and information on housing, benefits, debt and employment rights
DIAL – Barking and Dagenham	People with disabilities, carers and workers in the field of disability Access to interpreters, BSL	St George's Day Centre St George's Road Dagenham 020 8592 1084 Full wheelchair access and adapted toilets. Home visits available	Mon-Fri 10.30-3.30	Advice and information for people with disabilities, on benefits, grants, equipment, self help groups, travel and mobility, employment, health and housing.

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
East London Somali Association	Refugees and asylum seekers, particularly from the Somali community. Somali and Arabic	Room 9 728 Romford Road London E12 6BT 020 8514 6124 Full wheelchair access	Mon-Fri 10-4.30 Drop-in, phone, write, or make an appointment	Advice and information.
East Street Youth Advice Centre	Young people 14-25 Translations available	20 East Street Barking IG11 8EU 020 8270 4646 Full wheelchair access	Mon, Tues, Wed, Thurs 2-6; Fri 11-3; Sat 12-3	Health, drugs, careers, immigration and Free legal advice on specific days of the week
Homeless Persons Unit	People who are homeless as defined by the Housing Act Language Line and Council translation unit	2 Stour Road Dagenham RM10 7JF 020 8227 2464 Out of hours emergency: 020 8594 8356 Full wheelchair access	Mon-Fri 8.45-4.45 Drop-in or phone	Assessment of priority need under the Homeless Act. Provision of temporary accommodation for those assessed as in priority need.
Housing Advice	Residents of the Borough Access to interpreters	2 Stour Road Dagenham RM10 7JF 020 8227 2177/2452 Full wheelchair access Out of hours emergency: 020 8594 8356	Mon-Fri 8.45-4.45 By appointment, but people who are homeless can visit without an appointment	Housing advice for all residents in the Borough including private/council tenants, home owners and homeless people
Gascoigne Aid & Advice Shop	General public	128 St Mary's Parade Barking IG11 7TF 020 8591 9855 Full wheelchair access	Mon-Fri 10.00-3.00 Drop-in for enquiries. Advice workers by appointment	Debt/money advice, housing and welfare benefits etc
International Christian Care Foundation	General public Translation available	Unit 120 Estuary House 196 Ballards Road Dagenham RM10 9AB 020 8592 9323 Full wheelchair access	Drop-in centre 10.00-5.00 Mon-Fri Saturday children's folk club 11.00-4.00	Advice on UK immigration law, housing, welfare and benefits for homeless, young people, refugees etc. Some referrals to Age Concern, CVS, EMPA, and YMCA.

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Newham Action Against Domestic Violence	St Mark's Community Centre Tollgate Road London E6 4YA	020 7473 3047	Mon-Fri 10.00-5.00	Comprehensive service for anyone experiencing domestic violence
North East London Family Mediation Service	Couples separating or divorcing, and their children Access to interpreters, BSL. Facilities for the deaf by prior arrangement.	11 Althorne Way Dagenham 020 8593 6827 Limited wheelchair access. No adapted toilets, except in adjacent unit	Mon- Thurs 9.30-5.30 Fri: Appointment only	Information for couples involved in divorce or separation, to enable them to reach agreements about children, finance and property via mediation. Specially trained counsellors to help children having problems due to the separation/divorce of their parents
Redbridge Money Advice and Debt Counselling Centre	General public Access to interpreters	Ilford County Court Buckingham Road Ilford IG1 1TP 020 8478 1132 Full wheelchair access	Mon-Fri 10-5 Drop-in, phone, write or contact to make an appointment	Money advice and debt counselling, mortgage arrears and possession. Housing advice including homelessness, rent arrears and housing allocations. Employment advice. Legal help and casework on debt, consumer issues, employment and housing.
Redbridge Refugee Forum	Refugees and Asylum Seekers Range of community languages	First floor Broadway Chambers 1 Cranbrook Road Ilford IG1 4DU 020 8478 4513 Casework: 8514 4728 Full wheelchair access	Mon, Wed-Fri 10-12.30 Tues 2-3.30	Advice, information and casework on a range of issues, including immigration, benefits, housing and education. Health advocacy by appointment. ESOL classes. Creche. Food parcels for people with no access to benefits, the NASS system or support from social services. Support for refugee community groups.
Social Services Dept	General Public Access to interpreters and BSL signers	Civic Centre Rainham Road North Dagenham RM10 7BW 020 8592 4500 Emergency out of hours: 020 8594 8356 Limited wheelchair access	Mon-Fri 9-4.30 Call in or phone	Range of social services for children and families, older people, people with learning difficulties and mental health problems.

Organisation	Client Group/languages	Address/phone/access	Open Times	Services Provided
Vineries Young Women's Project	Young Women aged 16-30 years.	321-329 Heathway Dagenham 020 8593 3931 Limited wheelchair access. Adapted toilets. Home visits available.	Mon and Thurs 12-2.30 Tues 12.15-2.15 Wed 9.45-11.45 Fri 12.15-2.15: teenage mums	Advice, information, classes and counselling. Creche
The Vineries Hostel	Young single homeless people aged 16-30	1-11 Vineries Close Dagenham RM9 5DA 020 8598 8672	Mon-Fri 9-5 Self or agency referrals.	36 bedspaces for young single homeless people (except convicted sex offenders, those with a history of arson, alcohol problems, or not entitled to benefits)
YMCA	Priority for 18-25 year-olds Some rooms adapted Full wheelchair access	29 Rush Green Road Romford RM7 0PH 01708 766211	Direct and self-referral Mon-Fri 9.00 -5.00 No emergency accommodation 24/7	Hostel (150 bedspaces) Foyer project and benefits advice. Resettlement work and move-on accommodation.
Women's Aid National Helpline	Women fleeing domestic violence See also Newham Action Against Domestic Violence	0845 702 3468		

4 USER VIEWS

- 4.1 The Borough's Housing Advice Service designed a questionnaire to be completed by service users. Eight organisations were asked to seek user views and returns were achieved by three agencies. 22 returns were received during the review and strategy development process. Users were asked questions concerning the following:
- Users' reasons for homelessness
 - Whether homeless within or outside the Borough
 - The circumstances that might have prevented homelessness occurring
 - Experiences of the service
 - Improvements that could be made to services
 - The nature of temporary accommodation and how many moves were involved before permanent accommodation was offered
 - Other views
 - Monitoring data
- 4.2 A detailed analysis of the responses is included in Appendix One.
- 4.3 The prime reason for homelessness was relationship breakdown, although loss of private rented accommodation and loss of tenancy due to rent arrears were also mentioned.
- 4.4 Most respondents did not think that their homelessness could have been avoided. The remainder commented that the cost of private rented accommodation was too high and they would need to be in work or have more money to afford it, thus securing their own housing.
- 4.5 The majority of people found the Housing Advice Service very helpful and the advice provided fair and precise. A few respondents did not agree, with comments being made about not getting anyone to explain information clearly or at the time they felt they needed it.
- 4.6 Improvements to the service include the need for more information leaflets and improvements to the quality of temporary accommodation. Comments about temporary accommodation were primarily about the condition of the properties and its cleanliness. There were some concerns about location, either the neighbourhood or the flat itself.
- 4.7 The majority of respondents had had one temporary accommodation placement only. None had yet moved into permanent accommodation.

Appendix One

LONDON BOROUGH OF BARKING AND DAGENHAM HOMELESSNESS STRATEGY

USER SURVEY RESULTS

Organisations asked to participate

Romford YMCA
Axe Street
Barking and Dagenham Primary Care Trust
Probation Service
Homeless Persons Unit
Housing Advice
Youth Offending Team
Leaving Care Team

(The Leaving Care Team responded that Looked After Children obtain housing after leaving care without going through the route of becoming homeless, and so could not assist with the survey)

Responses received (by 13-6-03) from service users: 22. Of these 19 respondents were homeless at the time

Romford YMCA – 4
Housing Advice – 7
Homeless Persons Unit – 11

Gender, age, and ethnicity

15 respondents gave details of their gender, age, ethnic background, and whether they had a disability.

The respondents described themselves as: Male (8), Female (7), aged 16-24 (7), aged 25-49 (8). White British (9), other white e.g. Kosovan (3); Black African (2), Black British (1)

Causes of Homelessness

Relationship breakdown was the main cause of homelessness or impending homelessness in 14 out of 22 cases. The reasons stated by the respondents are:

- Relationship breakdown with either partner or family – 14 (also accompanied by violence – 2)
- End of private tenancy – 2 (1 of these was evicted by bailiffs)
- Rent arrears due to miscalculation of housing benefit – 1
- Asylum Seeker – 2 (one was no longer homeless)

- Alcohol – 1
- Unsuitable accommodation – 1 (this person was not homeless)
- Unspecified – 1

Nineteen people had become or were about to become homeless in the Borough; two had become homeless in Havering (and were in the Romford YMCA); one had become homeless in Southend, (where they had been sent by LBB Social Services as an asylum seeker).

Prevention, advice and assistance

Prevention

14 respondents said that their homelessness (or impending homelessness) was unavoidable. This applied particularly to relationship breakdown with family or partner, and to asylum seekers.

8 respondents thought that it might have been possible to prevent their homelessness. Of these, 1 said that having a social worker would have helped them to get advice; 1 (an asylum seeker) said that he was lonely when given a flat in Southend and that he should not have been put in a place where he felt alone; 1 (evicted for rent arrears due to housing benefit mix-up) said that a more understanding landlord would have helped; 1 said that she is dyslexic and could not understand the letters that were sent and that, although she had asked for letters to be addressed to her mother's house, this had not happened.

Seeking advice/assistance before becoming homeless

(The responses given below are from the people who applied directly to the London Borough of Barking and Dagenham for assistance.)

Apart from going to the Homeless Persons Unit, Housing Advice or to the Housing Department, respondents had gone to hostels, tried looking for private accommodation, asked a relative or friends to put them up, or were assisted by Social Services. A respondent whose parents had taken out an injunction against him commented:

'At court hearing, a police officer was blinding, really helped me, he sorted everything out for me, took me to Stour Road.'

One respondent, however, said:

'Although my homelessness was due to relationship breakdown, I had to seek advice from [my] family. I did not find the council helpful.'

A frequent comment from those who had looked for private accommodation was that it was too expensive.

Experience of trying to solve housing problems

Individual experiences varied. One said:

'I was in a state of shock and very worried, but staff reassured me that I would not be on the street. Staff were good and I was taken to a very nice flat.'

Another noted the *'good advice given from people at council'*.

A third was housed immediately because of a medical condition. Several others, however, described themselves as being *'confused'*, *'depressed'*, *'angry'*, and *'frustrated'*.

One said that he had learned:

'not to rely on other people – some say [they are] going to help, but if you don't chase them up they don't – [you] end up doing it yourself.'

Similarly, another said:

'nobody is prepared to help it is always someone else's problem.'

What would make it easier to solve housing problems?

Several respondents did not answer this question. Some of the answers were unrealistic (*'to give me a place'*; *'If I had been told by staff exactly when I was getting a place'*). Other answers were more in terms of prevention (*'cheaper houses to rent'*, *'cheaper rent'*, *'having a job'*, *'higher wages'*, *'more money'*). Another said that it would have helped, *'To be given the correct information from the off'*.

Help from the Advice Services and Homeless Persons Unit

Helpfulness of staff

Thirteen respondents gave favourable opinions of the staff and advice they had received. Most of these said that staff were kind or very kind, and helpful: a few went further:

'I think they're very supportive and encouraging.'

'I will always thank them. I was in tears and they comforted me.'

'I think the Homeless Persons Unit really helped me... a lot and I appreciate it.'

Four had not been impressed. One did not feel that she was being listened to; one said that the staff *'did not believe in his problems'* and should have taken more notice of his disability; another complained that she was not

actually helped until the day before her baby was due. She said that she would have liked to know exactly when she was getting help.

One respondent had not heard of the Homeless Persons Unit.

How could the service provided by the Homeless Persons Unit be improved?

Those who had been satisfied with the service could not think of any improvements. The lesser number who had not been satisfied with the service had various suggestions for improvement:

'Action could have been quicker.'

'By having more information, like pamphlets, on the wall in reception.'

'If they had more people there, make them listen more.'

One felt strongly that they had only been helped by one member of staff, who had given very precise information, and commented that all officers should do the same. They said that, apart from this one member of staff:

'the information which was given was very misleading and very contradicting!'

Temporary accommodation

Fourteen respondents were or had been in temporary accommodation. Six people were in hostels, three said that they were in B&B, one was with a private sector landlord, and two were in a council flat or house on an insecure tenancy, two were not clear about the type of accommodation they were in.

Quality of temporary accommodation

Seven people were generally satisfied with the quality of their temporary accommodation. This was a hostel (2), B&B (3), the private sector (1) and unstated (1). One respondent said:

'I am staying at Romford YMCA, a supported housing foyer. I think it is the best move I have done'

Seven respondents, five of whom were in a hostel and two in insecure tenancies which were about to be made secure, were not happy with their accommodation. One person in Boundary Road said that facilities were not good there for disabled people and that he had had no support all the time that he was there. Two people said that the hostel they were staying in was dirty; a third said that the bed had a dip in it and gave him backache. The two people who were in insecure tenancies also complained: one that the flat she had was on the tenth floor, although she had been promised a lower floor because of a back injury, and that the area was full of drug users; the other, that the flat had leaks, that the lift was very dirty, and that the rubbish chute *'really smells'*.

Permanent accommodation

Only one respondent had moved into permanent accommodation. As he was a disabled person who had been put in a one-bedroom flat, he found it very difficult because his son, who is his carer, could not live with him. He said that otherwise the flat was suitable.

One was going to move into permanent accommodation the following day, but was not happy with the state of the door and windows, which were old and in bad condition.

Being homeless in Barking and Dagenham

No one had very much, if anything, to add. One respondent thought that there should be more night shelters, and that the council should provide more advice on what to do if you become homeless. Another said that it had taken too long to get help, and that *'I don't think staff want to help'*. Someone else said:

'I don't know why [the] person from [the] Council didn't believe us.'

One simply made the comment:

'It is hard being homeless.'

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London Borough of Barking and Dagenham

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

July 2003

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1 EXECUTIVE SUMMARY

Introduction

- 1.1 The Homelessness Act 2002 requires all local authorities to conduct a review of homelessness locally, then to publish a Homelessness Strategy by 30 July 2003. This is the London Borough of Barking and Dagenham's first Homelessness Strategy. It has been prepared in consultation with the Council's partners, providers, service users and other stakeholders. The review of homelessness is being published separately.
- 1.2 This, our first Homelessness Strategy, will aim to deal with the gaps in knowledge and services that have been identified in the review. This will enable the London Borough of Barking and Dagenham to build on the positive work we have already undertaken.
- 1.3 The Council and its partners are committed to an approach towards homelessness that ensures that:
- People affected by homelessness are treated with respect, dignity and compassion
 - Information and advice are widely available, enabling service users to make informed and realistic choices about their options
 - The rights and aspirations of people affected by homelessness can be fulfilled in a range of ordinary, diverse, ways
 - Needs for care and support are met
 - Homeless people have access to good quality housing and a wide range of support services
 - Solutions to homelessness are sustainable in the long term
 - There are opportunities for social inclusion for everyone affected by homelessness
 - The assessment process is improved
 - Service users are able to influence service provision
 - Policy and planning decisions are open and transparent, and can be influenced by people affected by homelessness.

The Strategy's Aims and Objectives

- 1.4 The aims of the strategy are to:
- Prevent homelessness
 - Alleviate homelessness and prevent social exclusion
 - Eliminate, by the end of 2003, the need for anyone to sleep rough in the Borough
 - Eliminate, by 2004, the use of Bed and Breakfast accommodation by families with children

- Secure joint work and service delivery by relevant agencies to provide user/needs-led services and support
 - Audit the extent of 'hidden homelessness'.
 - Implementation
- 1.5 This Strategy, which the Government requires to be a five-year plan, will be reviewed annually. The Housing Sub-group of the Local Strategic Partnership (LSP) will have lead responsibility for ensuring delivery of the actions required by the strategy. An Action Plan for the delivery of the outcomes, identifying responsibilities for implementation, forms part of the strategy.

Regional Context

- 1.6 The strategy reflects the recommendations of the Greater London Authority's Housing Commission, set up to inquire into the capital's need for affordable homes. The recommendations made in that report will inform the Housing Strategy for London.

Local Context

- 1.7 The Homelessness Strategy reflects the Council's Community Strategy and the Community Priorities. It is also linked to a number of other strategy documents and corporate initiatives, these being:

- The Crime and Disorder Strategy
- The Neighbourhood Renewal Strategy
- The Regeneration Strategy
- The Private Sector Housing Strategy
- Supporting People initiatives
- The Black and Minority Ethnic Housing Strategy
- The Valuing People Housing Strategy for people with Learning Disabilities
- The Drug Strategy
- Social Inclusion initiatives
- The Quality Protects programme
- 'Tackling Teenage Pregnancy'
- The Children's Charter
- The London Domestic Violence Strategy (adopted by the Borough Council)
- The SureStart Action Plan
- Initiatives by Connexions to detect early signs of social exclusion in young people.

Review of Homelessness in the Borough

- 1.8 Over the last two years, there has been a significant increase in the numbers approaching the authority for assistance, and in the numbers of households judged to be non-priority, intentionally homeless, or not homeless. Overall, decisions were made in 1441 cases in 2002/3 compared to 1070 in 2001/2. Of these 595 households were accepted as unintentionally homeless and in priority need compared to 346 in 2001/2. The increase last year is likely to have been caused by changes in the definition of priority need.
- 1.9 However, while the numbers of people approaching Barking and Dagenham for assistance has increased, the authority receives a relatively low rate of applications for assistance per thousand households compared with other authorities (the peer group selected for comparison consisted of local authorities with similar levels of deprivation as well as local authorities with relatively low rates of homelessness).
- 1.10 Households of African and Caribbean ethnic background are disproportionately represented among those accepted for assistance. This means that we have to ensure that our homelessness service is sensitive to the cultural and social needs of applicants, and that temporary and permanent housing provision includes a suitable range of accommodation types to meet the needs of Black and Minority Ethnic (BME) communities.
- 1.11 In response to the increase in homeless acceptances, the authority has raised the proportion of new lettings to homeless people. However, this may have a knock-on effect on the waiting list (Housing Register) and the transfer list. As the prospect of securing social housing reduces, people may be unable to sustain insecure accommodation resulting in increased homelessness. Although the total supply of new lettings has fluctuated over the past four years, the overall trend is one of declining availability.
- 1.12 As the incidence of homelessness in the Borough has increased, the local authority's use of temporary accommodation has also increased steadily. Historically we made very limited use of Bed and Breakfast (B&B) accommodation. The number of households placed in B&B at any one time has risen, although the scale of use is still modest in comparison with some other local authorities. Last year, greater use was made of Council stock to provide temporary accommodation, thus reducing dependence on more expensive forms of temporary provision. We have also increased our use of Private Sector Leasing (PSL), although this is limited by the fact that other Boroughs are also using PSL accommodation in Barking and Dagenham. We shall meet the government target of no families with children in B&B by 2004, except in an emergency.
- 1.13 We have noted an upward trend in the proportion of people who have been made homeless because they have been forced to leave from the

homes of friends or relatives, and because they have left privately rented or tied accommodation.

- 1.14 We have also noted that vulnerable young people form a higher proportion of acceptances than our peer group authorities.
- 1.15 Plans for the Thames Gateway area will result in change and growth in the borough and surrounding areas, and will change significantly the population profile, as well as increase the availability of social and affordable housing. Our strategy will need to evolve in responses to these changes.

Meeting the Need – Currently

- 1.16 A user survey conducted in May and June this year showed that service users were positive about the services received, and especially about the quality of housing advice. Dissatisfaction was expressed with the quality of some temporary accommodation, mostly with the Boundary Road hostel, and also with the length of stay. In particular, users with a disability considered that the temporary accommodation provided was not suitable.
- 1.17 We acknowledge that there is no specialised accommodation, nor floating support service, for substance misusers or people with HIV and Aids.
- 1.18 We are also aware that in implementing policies on rent arrears and anti-social behaviour, the Council and RSL landlords may be contributing to homelessness.

Meeting the Need – In The Future

- 1.19 The proposals which follow have been based on the recognition that:
- Homelessness should become high priority on the Local Strategic Partnership agenda
 - People, including single people, should be able to stay within their local communities
 - Services should be tailored to specific support needs
 - There should be more emphasis on the prevention of homelessness
 - There should be greater use and involvement of the private and voluntary sectors
 - User views should influence service development
 - Agencies should improve joint working and share information.
- 1.20 Our proposals for the Advice Service are to:
- Increase the number of cases where we prevent homelessness

- Provide advice services to specific groups of homeless people, through such agencies as Connexions, East Street, and Axe Street
- Offer mediation services, through Relate, to prevent the breakdown of young persons' relationships with their families
- Work with BME community leaders to understand and tackle the causes of BME homelessness
- Monitor homelessness statistics to evaluate changes in numbers and causes of homelessness, including that of non-priority cases
- Establish a database to identify repeat homelessness and monitor its causes, so as to reduce its incidence
- Reduce the number of evictions caused by rent arrears

1.21 Our proposals for joint working are to:

- Develop protocols between agencies, specifying service standards and expectations, and make these available to users
- Develop a joint housing and social services protocol for support to people in temporary accommodation
- Develop preventative and support health services for homeless people
- Develop cross-borough partnerships
- Commission a further Housing Needs Survey during 2003/4
- Produce a BME housing strategy in 2003
- Establish links with the Joint Commissioning Boards for Older People, Physical and Sensory Disabilities Services, Learning Disabilities, and Supporting People Commissioning Group
- Develop a comprehensive user involvement framework and regularly survey users
- Monitor service standards across all agencies
- Develop joint training
- Review gaps in provision for specific groups, and establish ways in which they can be bridged.

Delivering the strategy

1.22 Performance in achieving the outputs and outcomes of the Action Plan for the strategy will be monitored regularly by the Housing Sub-group and by means service scorecard monitoring. Individual service developments that are commissioned will be monitored in greater detail. Detailed service activity and performance data will also be recorded and reported. Reports on strategy progress will also cover the effectiveness of joint working arrangements such as the operation of joint working arrangements and joint training.

1.23 The Housing Sub-group will be responsible for producing six-monthly reports on action plan progress.

- 1.24 A user network will be developed to ensure that the user perspective informs both the development of the service and its evaluation.
- 1.25 The Housing Sub-group will produce an annual review of the strategy by March each year, in order to tie in with budgetary and other planning cycles. In order to link with other relevant strategies and plans, the six-monthly reports, annual reviews, and any relevant more detailed reports will be submitted to the relevant planning structure for information and comment.

2 VISION AND PURPOSE

- 2.1 Having a place to live is a basic human right. It is one that most of us in London take for granted. But for a number of people, having or keeping a place called home is an uncertain prospect.
- 2.2 Having an address allows us to gain access to a range of basic services from health and care workers, and to access financial services such as bank accounts and payment of benefits.
- 2.3 This homelessness strategy demonstrates our commitment to those who are some of the most socially excluded in our society.
- 2.4 The Council and its partners are determined to make the Borough a more inclusive place in which to live.

Background

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

- An analysis of homelessness in the Borough, the services which meet those needs, and the views of service users
- Our Action Plan for the implementation of the strategy over the next three years.

Developing the Strategy and Review

- 2.9 The strategy and review have been developed by the Council working with its partners and in consultation with service users and stakeholders. The strategy development process has been led by a multi-agency Strategy Working Group, which met regularly over a nine-month period during 2002/3. The Strategy Working Group developed this document with the assistance of HACAS Chapman Hendy consultants.
- 2.10 Milestones in the development of the strategy have been:
- An analysis of current and future homelessness in the Borough, first assessed in November 2002, updated to April 2003
 - An audit of service providers during the period November 2002 – April 2003, building on the database prepared by the Community Legal Services Partnerships
 - Consultation on the review findings and assessment of local issues for the strategy – January 2003
 - Gathering user views
 - Further consultation including publication on the Council's website (forthcoming June 2003).
- 2.11 Many new government policy proposals have been set out during the period of the strategy development, most significantly the plans for the growth of the Thames Gateway area. These plans will result in change and growth in the Borough and surrounding areas, and will change the population profile significantly. We realise that our strategy will need to evolve in response to these changes and will be updated regularly.
- 2.12 Members of the Strategy Working Group are listed in Appendix 1. Details of organisations invited to participate in the consultation process are attached at Appendix 2. The Council would like to thank all participants, and their organisations, for their commitment and support. This has been invaluable in developing the strategy and augurs well for its effective implementation.
- 2.13 The strategy has been adopted by the Council through the following corporate processes:
- Report to the Executive on 30th July 2002, which started the process.
 - Report to the Executive on 8th July 2003.

- 2.14 The strategy will be updated and revised as objectives are met and actions carried out. As a minimum there will be an annual review process to measure progress towards targets, and to identify new targets and initiatives. The Housing Sub-group of the Local Strategic Partnership will have responsibility for evaluation and monitoring. We will publish the outcome of the annual review.
- 2.15 To contribute to future reviews of the Homelessness Strategy please contact us by:
- email at: housingstrategy@lbbd.gov.uk
 - phone on: 020 8227 5599/5733
 - writing to: London Borough of Barking and Dagenham, Housing and Health Department, Housing Strategy Division, Roycraft House, 15 Linton Road, Barking IG11 8HE
 - our web-site: www.lbbd.gov.uk

Our Vision

- 2.16 Through this Strategy, the Council and its partners are committed to a long-term vision in which homelessness in Barking and Dagenham is prevented wherever possible. Our community strategy sets an overall vision for housing in the Borough based on the Community priority of 'Improving health, housing and social care'. This vision recognises that housing bears directly on the economic and social well-being of the area and recognises that the Borough must respond to the rising number of homeless people within its boundaries. This homelessness strategy builds on the Borough's overall vision for the area.
- 2.17 We aim to refute the myths, stereotypes and misunderstandings that cause the exclusion of people affected by homelessness. We aim to foster an understanding by the wider community of the needs of homeless people. We also aim to demonstrate in practice our commitment to service-user involvement.
- 2.18 This approach will require us to work from a value base that ensures that:
- All people affected by homelessness are treated at all times with respect, dignity and compassion
 - Information, advice and advocacy are widely available so that service users can make informed and realistic choices about their housing options
 - The rights and aspirations of all people affected by homelessness can be fulfilled in a range of ordinary, diverse ways within ordinary, diverse communities

- Needs for care and support are met in ways that prevent both homelessness and repeat homelessness
- People affected by homelessness have access to good quality housing and a wide range of support services.
- Solutions to homelessness are sustainable in the longer term
- Opportunities for personal, social and economic inclusion are made available to everyone affected by homelessness
- Policy and planning decisions are open and transparent, and can be influenced by people affected by homelessness
- New working practices are aimed at improving the assessment process
- Services represent value for money and meet performance targets
- Service users are able to influence service provision.

Strategy Purpose and Aims

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

Service Objectives

2.22 The principal service objectives are to:

Prevent homelessness

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

Alleviate homelessness and prevent social exclusion

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

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

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

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

- Implement the legislative requirements for homeless services, providing the best possible service through their own staff and the work of other agencies
- Ensure that an effective homelessness casework service operates
- Demonstrate and maximise Best Value, reduce and eliminate duplication, and identify best practice within homeless services

- Ensure equality of access and service provision for all users
- Regularly audit the extent of homelessness and hidden homelessness in order to measure the success of/need to review the strategy
- Reduce or minimise potential homelessness in the long term through inter-agency working.

2.23 The strategy therefore promotes:

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

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

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

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

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

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

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

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

Implementing the Strategy

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

3 LOCAL AND REGIONAL CONTEXT

This section describes the local and regional context of the strategy. National policy and guidance provide the overarching principles within which local and regional strategies have been evolved. The national context, recent good practice guidance and related policy initiatives are attached at Appendix 3. These have been taken into account in the development of this strategy.

Local context

- 3.1 The London Borough of Barking and Dagenham has developed its Local Strategic Partnership and is committed to working with the public, private, voluntary and community sectors to meet the housing needs of the Borough.
- 3.2 The Council has adopted a number of Community Priorities to foster a preventative approach to homelessness. The priorities are:
- Promoting equal opportunities and celebrating diversity
 - Developing rights and responsibilities within the local community
 - Regenerating the local economy
 - Raising general pride in the Borough
 - Better Education and learning for all
 - Improving health, housing and social care
 - Making Barking and Dagenham cleaner, greener and safer.

The Community Strategy

- 3.3 The Council's Community Strategy is an action plan for delivering community priorities based on a full understanding of the area. It includes objectives which directly or indirectly promote the prevention of homelessness in Barking and Dagenham. The Community Strategy will seek to remove barriers currently preventing groups within the community from taking up learning opportunities and will improve access to housing, health and social care services.
- 3.4 The Homelessness Strategy is linked to a number of Barking and Dagenham strategy documents and other corporate initiatives. These are:

The Housing Strategy

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

Homelessness Strategy will be interlinked with the delivery of the Housing Strategy.

Crime and Disorder Strategy

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

Neighbourhood Renewal Strategy

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

Regeneration Strategy

- 3.10 There are a number of regeneration activities taking place in Barking and Dagenham. This includes estate action on the Gascoigne estate and major developments in Barking Reach, South Dagenham and Barking Town Centre.

- 3.11 The Council will work in partnership with Registered Social Landlords and private developers to increase the supply of social housing and private homes in Barking and Dagenham. As the Homelessness Strategy demonstrates, lack of supply inevitably leads to rising levels of homelessness.

Private Sector Housing Strategy

- 3.12 As part of the overall strategic housing responsibility, which covers residents in all tenures including the private sector, the Council has produced a Private Sector Housing Strategy. This clearly sets out a number of initiatives aimed at supporting the private sector in Barking and Dagenham. These are:

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

Supporting People

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

Black and Minority Ethnic Housing Strategy

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

take account of the Homelessness Review and will reinforce the Council's priority to promote equal opportunities.

Valuing People - Housing Strategy for People with Learning Disabilities.

- 3.17 In response to the Government's Valuing People agenda, the London Borough of Barking and Dagenham produced a local strategy for people with learning disabilities. One of the objectives of the strategy is to meet the housing needs of people with learning disabilities living with older carers. They may eventually become homeless as a result of the death or incapacity of their carers.
- 3.18 The strategy acknowledges the need to plan ahead with people living with older carers by providing information and advice on housing services and options. An action plan is included in the Valuing People Strategy to develop 60 units of floating support services; a preventative service for people requiring support to maintain their tenancies.

Social Inclusion Initiatives

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

Quality Protects Programmes

- 3.21 Quality Protects is a Government initiative aimed primarily at improving the life chances of children and young people who are looked after by local authorities, including young people leaving care.
- 3.22 Barking and Dagenham has developed a service strategy for children and families. It is aimed at ensuring that young care leavers and their families are adequately prepared and supported by comprehensive support services. The goal is to develop early intervention and preventative services through a range of accommodation options for care leavers, including supported lodgings and supported housing.

- 3.23 There is a further plan to develop a family support strategy in order to ensure that every child in Barking and Dagenham has a safe and secure childhood and can move on to be as successful as possible in their lives.

Sure Start

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

Connexions

- 3.26 Part of the information and advice service provided by Connexions is designed to reduce homelessness by ensuring that young people in Barking and Dagenham are aware of where they can access housing advice locally. The emphasis will be on detecting early signs of social exclusion and preventing circumstances deteriorating.

Teenage Pregnancy

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

The Children's Charter

- 3.31 Children and young people are the future of Barking and Dagenham. The Borough Partnership is absolutely committed to ensuring that children and young people grow up to achieve their maximum potential and get the support they need. The Children's Charter reflects that commitment and has been drawn up following consultation with local community groups, the voluntary sector, and community forums.
- 3.32 All partner agencies will work to ensure the welfare of all children within Barking and Dagenham. Every child should be enabled to reach their full potential and to grow up as active and valued participants within the local community. Each child, wherever possible, should grow up cared for and supported within a stable family environment, with parents who have the primary responsibility for the upbringing and development of their child, with support if necessary.
- 3.33 The Children's Charter recognises the important role of local agencies, such as the Local Education Authority, the Primary Care Trust, the Police, Housing, Health and Social Services, and the Voluntary Sector, in preparing children and young people for the future and in making arrangements to safeguard and promote the health and welfare of all children.
- 3.34 Every child has the right:
- to protection from harm
 - to the enjoyment of the highest attainable standard of health and well-being
 - to a standard of living, including housing, adequate for his or her physical, mental, spiritual, moral and social development
 - to an education directed to the development of their personality, talents and abilities, and which provides the fullest opportunity to reach the educational standards that enable them to be successful
 - to engage in play and recreational activities appropriate to their age and to participate in cultural life and the arts
 - to grow up encouraged and supported to become a responsible citizen and to participate fully in the life of the community.
- 3.35 The Children's Charter commits the Borough Partnership to undertaking an analysis of local need and ensuring services are tailored to meet that need effectively.

Drug Strategy

- 3.36 The Home Office/Department of Health publication "Drug Services for Homeless People" states (2002:5) that between half and three quarters of

- homeless single people have in the past been problematic drug users. Many have a wide range of other problems which can exacerbate each other and heighten the risk of drug misuse and homelessness.
- 3.37 Drug Action Teams (DATs) now have the lead role in ensuring effective drug services are available for homeless people. In doing so, they should have substantial help from partners in other agencies working with this client group. The principal aims for DATs are to:
- Adapt mainstream services so that they are accessible to homeless people and provide clients with effective treatment
 - Establish specialist services where these are needed
 - Play their part in ensuring that the full range of accommodation and support provision is made available to homeless people as a basis for successful drug treatment.
- 3.38 Effective partnership work between the DAT and other agencies is crucial.
- 3.39 An essential document for the DAT will be the local authority's Homelessness Strategy. The DAT will identify how to commission services from the Housing Department to ensure effective joint working. This will be through the development of protocols which meet the needs of this vulnerable group within the local community in accordance with Supporting People initiatives.
- 3.40 The effect of substance misuse on the young people in Barking and Dagenham, either directly or through the effects of substance misusing carers, is of particular concern. Occasionally families become homeless due to their difficulties. This can result in family fragmentation and children being accommodated with other carers, sometimes with traumatic consequences. It is at these times that all agencies working together is crucial.
- 3.41 The joint mapping of services for young people leaving local authority care is also crucial in order to support them during transitional periods as they move towards independent or supported accommodation and into adulthood.

Domestic Violence Strategy

- 3.42 Barking and Dagenham has adopted the London Domestic Violence Strategy (November 2001). This strategy sets out a vision for effectively dealing with domestic violence and details the specific steps necessary to achieve this.
- 3.43 The Strategy has four main aims:
- Helping women and children that experience domestic violence

- Dealing with and deterring abusers
 - Making sure that people and organisations understand that domestic violence is unacceptable
 - Ensuring that children and young people understand that domestic violence has no place in a caring relationship.
- 3.44 Many agencies have a part to play in providing effective interventions and promoting safety. It must be acknowledged that no single agency can do this alone. There is a need for careful co-operation and inter-agency working to ensure that a comprehensive package of care is provided which prioritises adult and child safety.
- 3.45 Refuges, originally established to provide crisis intervention support, are now more often providing short- to medium-term temporary housing. Ways to either increase this provision, or reduce demand by creating alternatives, must be found so that refuges are enabled to fulfil their purpose. There needs to be an increase in safe choices for women and children experiencing domestic violence so that they can plan safer futures without compromising their quality of life.
- 3.46 This multi-agency partnership must ensure that policy and practice enable women experiencing domestic violence, including women without children, to make choices about their housing. These choices must include a range of measures that are available to support women who choose to stay in their own home without the abuser. Alternatively the quality and choice of temporary accommodation should be improved to include play provision for children, outreach services and adequate security measures.

Regional Context

The Greater London Authority

- 3.47 At an early stage in its existence, the Mayor of the Greater London Authority (GLA) set up a Housing Commission to inquire into London's needs for affordable homes. The Housing Commission's report "Homes for a World City", published in November 2000, concludes that on the basis of the evidence presented, London requires an additional 43,000 homes a year for the next ten years; more than twice the number of homes currently being built in the city.
- 3.48 15,000 of these need to be affordable housing to meet the needs of people on low and moderate incomes who are not able to pay the market costs of housing in the capital. An estimated 2,000 per year more are needed to replace homes lost through the right to buy. In addition, a further 11,000 homes a year are needed to eliminate the current backlog of unmet need over the next ten years. This is identified in the report as being particularly important to meet the needs of homeless families in

- temporary accommodation, homeless single people, concealed single parents and couples who lack their own accommodation. London therefore needs 28,000 affordable homes a year; a significant challenge.
- 3.49 The Commission identified 18 principal areas for action to meet the shortfall in housing, including the provision of:
- advice services: the Commission recommended that the GLA in collaboration with the Association of London Government (ALG) should undertake a survey of the availability of housing advice in London and make proposals for improved services
 - temporary housing for homeless families: the Commission recommended that the Mayor and the GLA should support the proposals made by the main London housing agencies to tackle the temporary accommodation crisis in London and advocate their adoption by the Government. The Commission also recommended that the London Housing Strategy should set a clear objective and targets to phase out the use of Bed and Breakfast hotels as temporary accommodation.
- 3.50 The Commission's report contributed to the development of the draft Spatial Development Strategy for London and will inform a Housing Strategy for London.
- 3.51 The GLA publishes regular bulletins on homelessness in London. The May and June 2002 bulletin identified that:
- during 2001/02 31,130 households were accepted as unintentionally homeless and in priority need by London boroughs, a 5 per cent increase on the previous year
 - the main reason for the loss of previous accommodation among homeless households was the breakdown of relationships with a partner, other relative or friend
 - there were more than 54,000 households in temporary accommodation; an increase of 7 per cent over 12 months
 - the number of households living in Bed and Breakfast accommodation was 8,600.
- 3.52 Although a housing strategy for London has yet to be formally published, the GLA has developed a rough sleepers strategy. "From Street to Stability ... The Mayor's Rough Sleepers Strategy" was published in March 2001, setting out a programme of action for the GLA in four main areas:

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

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

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

The Communities Plan

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

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

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

3.56 A London Housing Board has been established to ensure the delivery of the London part of the Communities Plan, while a new single housing pot for housing capital resources will be established. An Affordable Housing

Team is being set up in the Government Office of London to work with local authorities and the principal London agencies to help all areas provide more housing. The National government is also to work with London boroughs and others to ensure the development of effective homelessness strategies across London.

- 3.57 The implementation of the Communities Plan therefore brings into being a range of new agencies with which Barking and Dagenham will need to liaise with respect to its homelessness and wider housing strategies. We are taking the lead in producing a housing strategy for London Thames Gateway and working with our neighbours in the London Housing Partnership East Group to develop a sub-regional investment plan for new affordable homes.

Inter-borough and Inter-authority initiatives

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

4 EXTENT, NATURE AND CAUSES OF HOMELESSNESS

- 4.1 All councils in England are now required to carry out a review of homelessness in their area. An initial assessment was made in November 2002, with an update in April 2003. The statistical evidence is published separately, along with the review of service providers and user views. This section summarises the main findings, analysis and pointers for future action.

Review of Homelessness in the Borough

- 4.2 Over the last two years, there has been a significant increase in the numbers approaching the authority for assistance, and in the numbers of households judged to be non-priority, intentionally homeless, or not homeless. Overall, decisions were made in 1441 cases in 2002/3 compared to 1070 in 2001/2. Of these 595 households were accepted as unintentionally homeless and in priority need compared to 346 in 2001/2. The increase last year is likely to have been caused by changes in the definition of priority need.
- 4.3 However, while the numbers of people approaching Barking and Dagenham for assistance has increased, the authority receives a relatively low rate of applications for assistance per thousand households compared with other authorities (the peer group selected for comparison consisted of local authorities with similar levels of deprivation as well as local authorities with relatively low rates of homelessness).
- 4.4 Households of African and Caribbean ethnic background are disproportionately represented among those accepted for assistance. This means that we have to ensure that our homelessness service is sensitive to the cultural and social needs of applicants, and that temporary and permanent housing provision includes a suitable range of accommodation types to meet the needs of Black and Minority Ethnic (BME) communities. We will be examining the causes of homelessness in more detail.
- 4.5 In response to the increase in homeless acceptances, the authority has raised the proportion of new lettings to homeless people. However, this may have a knock-on effect on the waiting list (Housing Register) and the transfer list. As the prospect of securing social housing reduces, people may be unable to sustain insecure accommodation resulting in increased homelessness. Although the total supply of new lettings has fluctuated over the past four years, the overall trend is one of declining availability.
- 4.6 As the incidence of homelessness in the Borough has increased, the local authority's use of temporary accommodation has also increased steadily. Historically we made very limited use of Bed and Breakfast (B&B) accommodation. The number of households placed in B&B at any one

time has risen, although the scale of use is still modest in comparison with some other local authorities. Last year, greater use was made of Council stock to provide temporary accommodation, thus reducing dependence on more expensive forms of temporary provision. We have also increased our use of Private Sector Leasing (PSL), although this is limited by the fact that other Boroughs are also using PSL accommodation in Barking and Dagenham. We shall meet the government target of no families with children in B&B by 2004, except in an emergency.

- 4.7 We have noted an upward trend in the proportion of people who have been made homeless because they have been forced to leave from the homes of friends or relatives, and because they have left privately rented or tied accommodation.
- 4.8 We have also noted that vulnerable young people form a higher proportion of acceptances than our peer group authorities.

Summary of Analysis and Pointers for Action

- 4.9 The analysis of the extent, causes and nature of homelessness in the Borough points to the following:
- The scale of homelessness continues to increase, with priority-need acceptances 58% higher at the end of March 2003 than they were a year previously. The anticipated increase in pressure from those now eligible as a result of changes to the Priority Need Order has materialised
 - Despite some fluctuations there has been an overall rise in applications from non-priority groups in the last two years. The extent and causes of homelessness amongst non-priority households needs further investigation, which may result in the need to review and revise the type of advice and assistance provided and review definitions
 - Households of African and Caribbean ethnic background are disproportionately represented among those becoming homeless in the Borough and their needs require specific consideration, both in prevention and resettlement. More generally, we need to ensure that services are sensitive to the cultural requirements of the diverse communities approaching the Borough for assistance. Consultation with representatives of BME communities needs to be central to the development and review of services
 - Racial harassment as a potential cause of homelessness needs to be tackled
 - A need to review the proportion of lettings to homeless households

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

5 MEETING NEEDS: SERVICE DEVELOPMENT AND PLANS

- 5.1 In this chapter we set out current service developments and plans for the future. These are based on our assessment of current service provision, and user views, which are described in the review of homelessness.
- 5.2 Services to prevent homelessness and support people when they become homeless are undergoing substantial change within the Borough as a result of the drop in the supply of affordable accommodation and the increase in the number of presentations. Current service developments, and ways in which the Council is working with partners, are outlined below.

Current Service Developments

Preventative Services

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

Assessment and Resettlement Services

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

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

Joint Working and Service Delivery

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

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

Plans for the Future

5.8 In this section we summarise ideas for future developments. Subject to further consultation on the review of homelessness, we have the following aspirations for the strategy:

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

5.9 Our plans, for consultation, are shown below:

Plans for the Future: Advice Service

We propose to:

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

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

Offer mediation services through Relate to prevent relationship breakdown between young people and their families

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

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

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

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

Reduce levels of homelessness caused through evictions for rent arrears

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

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

Plans for the Future: Assessment and Resettlement

We plan to:

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

Increase PSL units from 50 to 100

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

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

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

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

Review the potential for introducing Homeless at Home policies

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

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

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

Bring back 10% empty private homes into use per year

Consider the introduction of a rent deposit scheme.

Plans for the Future: Joint Working

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

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

Develop preventative and support health services for homeless people

Develop cross-borough partnerships (LAWN etc)

Commission a further Housing Needs survey in 2003/04.

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

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

Develop a comprehensive user involvement framework and regularly survey users

Monitor service standards across all agencies

Develop joint training

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

6 MEETING FUTURE NEEDS – THE ACTION PLAN

Development Objectives

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

1.To prevent homelessness

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
Reduce levels of homelessness by main causes	To establish a clear picture of homeless numbers and needs, in order to monitor homelessness statistics and to evaluate changes in numbers and causes of homelessness.	To set up a new IT system to accurately record information on rough sleepers and numbers prevented from becoming homeless. To research reasons for repeat homelessness.	Provide accurate data on homelessness.	Homeless Persons Unit
	To increase the number of homelessness cases prevented by the Council's Housing Advice service	Develop transferable packages of information on clients (multi-agency information sharing for tenancy support).	Reduce the numbers made homeless as a result of failed tenancy.	Advice Service
	Audit regularly the extent of homelessness. Research hidden homelessness.	Housing needs survey in 2004.		Housing Strategy, Advice Service

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
Identified Priorities	To achieve a target of 6% of overall rent roll whose rent arrears are more than 13 weeks.	Improve efficiency of the housing benefit administration. Introduce a policy for rent recovery.	Reduction in the numbers made homeless as a result of eviction from council properties.	Housing Benefit
Reduction in the number of households living with friends or relatives who are forced to leave.	10% reduction in the numbers made homeless who are forced to leave by parents or relatives.	Develop housing advice skills including staff training and inter-agency working. Ongoing housing needs and advice reception service survey.		Advice Service
		Deliver parenting programme through the family service. Extend Mediation Service		Social Services
		Engage fully with "Connexions" service.		Advice Service
		Specific advice to specific groups of homeless people through East Street and Axe Street projects.		Advice Service
		Continue the delivery of community-based support service.		Advice Service
		Develop schools and youth-based prevention work.		Advice Service

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
		To deliver the Sure Start action plan in Thamesview, Marks Gate and Abbey wards and develop a programme in Gascoigne ward by 2004.		Social Services Sure Start
		Implement the teenage pregnancy strategy.		Social Services Lead person: Teenage pregnancy policy coordinator.
		Capacity building in the voluntary and independent sector to support young parents.		Social Services
		Develop new programmes as appropriate at the family centres in the Borough.		Social Services
Reduction in the number of people who become homeless as a result of relationship breakdown (violent & non-violent relationship breakdown).	To reduce 'third incidence' of reported domestic violence. Third incidence refers to those cases where domestic violence has already been reported on two previous occasions.	Promote work through the established domestic violence forum.		Community Safety Equalities and Diversity Unit. Lead: Domestic violence policy coordinator.
		Improve working relationships with other agencies		Domestic violence policy coordinator
		Work in the Abbey and Gascoigne area to reduce the number of domestic violence incidents in the area.		Community Safety Equalities and Diversity Unit.

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
		Development of second stage women's refuge for women and children fleeing domestic violence.		Housing Strategy
		Implement the crime and disorder strategy.		Community Equalities and Diversity Unit
Reduction in the number of people who become homeless as a result of the loss of rented accommodation.	6% of overall rent roll whose rent arrears are more than 13 weeks.	<ul style="list-style-type: none"> • Improve efficiency of housing benefit administration. • Develop tenancy support services. Floating support services: Six units for ex-offenders. Six units for teenage parents. Accommodation resettlement support for 70 people. Housing support for 150 people.	Early resolution/prevention of homelessness.	Housing Benefit Social Services (Supporting People team).
	Develop housing advice skills including staff training and inter-agency working.	Staff training		Advice Service
	To ensure that information and advice are accessible both to professionals and service users.	Continue the provision of advice and assistance on landlord issues through advertising.		Advice Service
		Establish landlord forum.		Housing Strategy- Private sector team
		Re-evaluation of resettlement officers.		Accommodation Resettlement Unit

Objectives	Targets	Planned activity in 2003/4 (to 2005/6)	Outcome	Lead organisation
		Employ two additional housing advisers to deal with associated problems.		Advice Service
		Future plan to develop counselling services, to adopt East London debt strategy.		Advice Service
Increase public awareness of information to prevent homelessness	To improve education work in schools and colleges and to ensure that young people are aware of the risk of homelessness. To increase the presence of housing advisers in schools. Advice service to make close links with day centres and community centres.	Better promotion of the homeless persons' self-help pack and service directory	More choice for potentially homeless persons and greater chance of early prevention of homelessness.	Advice Service
To tackle the causes of the disproportionate level of BME homelessness including that caused by racial harassment.	To develop a BME housing strategy by Feb. 2004.	Equalities impact assessments on all housing policies, functions and services. Community consultation. To review the effectiveness of the racist incident reporting system across the Council. Housing needs survey including BME needs.		Housing Strategy. Equalities and Diversity Unit.

2. To alleviate homelessness and prevent social exclusion.

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

Objectives	Targets	Planned activity in 2003/4 (and to 2005/6)	Outcome	Lead organisation
		To provide floating support to homeless households with specific support needs in temporary accommodation.		Supporting People team
	Maintain supply of Council's new lettings to homeless people at 40%.	Secure capital and revenue funding to develop 116 foyer units in Barking & Dagenham, linking long-term accommodation with training and support.		Housing Strategy. Allocations Section
		To develop 37 additional units of supported housing for people with special needs.		Housing Strategy
		Commission new services for those with complex needs.		Supporting People team

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

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

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

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

7 RESOURCES FOR HOMELESSNESS

Bed and Breakfast

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

Proposed Action to Reduce the Use of Bed and Breakfast:

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

Preventative Services

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

8 DELIVERING THE STRATEGY

Delivery Structures and Processes

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

Monitoring, Evaluation and Review

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

Evaluating Strategy Processes

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

User Involvement

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

Reporting/Accountability Structure and Timescales

- 8.5 The Housing Sub-group of the LSP will be responsible for producing six-monthly reports on action plan progress. These will cover:
- Progress in achieving outputs and outcomes outlined in the Action Plan
 - Recent trends in homelessness based on statutory and locally developed performance indicators
 - Progress in implementing joint working arrangements
 - A summary of any relevant findings of locally or nationally commissioned research in the field, and outcomes of any recent user evaluation of service performance.
- 8.6 From this, the Housing Sub-group will produce an annual review of the Strategy by March each year in order to tie in with budgetary and other planning cycles.

- 8.7 In order to link with other relevant strategies and plans, the above six-monthly reports, annual reviews, and any relevant more detailed reports will be submitted to the relevant planning structures for information/comment.

Appendix 1 Strategy Working Group Members

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

Appendix 2 Consultation

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

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

Appendix 3

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

National Context

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

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

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

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

Homelessness Legislation and Policy Initiatives

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Other Good Practice Guidance

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

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

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

Specific measures/initiatives advocated in the guide include:

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

- establishing early warning protocols where applicants are referred for prevention work at an agreed stage in the arrears recovery process
- improved security measures for cases involving domestic violence
- tackling housing benefit problems.

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

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

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

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

Other Legislation and Policy Initiatives

Supporting People Programme

The intent of this initiative is to:

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

The Transitional Housing Benefit Scheme (THBS) was introduced in April 2000 to identify Housing Support services funded through Housing Benefit and aims to quantify their costs. The THBS also provides an opportunity for the development and introduction of new housing support services for vulnerable people.

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

Children Act 1989

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

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

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

Children Leaving Care Act 2000

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

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

Immigration and Asylum Act 1999

This Act removes homelessness help and entitlement from all people subject to immigration control (people who require leave to enter or remain in the UK) unless help and entitlement is specified in an order made by the Secretary of State.

Data Protection Act 1998

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

Reducing Re-offending

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

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

Appendix 4 Glossary of Terms

Term	Definition
ADP	Approved Development Programme
B&B	Bed and Breakfast
Best Value	The duty of continuous improvement for local authorities as set by the Local Government Act 1999 and monitored by the Office of the Deputy Prime Minister
LASHG	Local Authority Social Housing Grant
ODPM	Office of the Deputy Prime Minister
PCT	Primary Care Trust

Term	Definition
Priority Need	<p>Extensions to the homelessness priority need categories came into force on 31st July 2002 through the Homelessness Act 2002.</p> <p>Prior to the new regulations priority need for accommodation was broadly restricted to:</p> <ul style="list-style-type: none"> ➤ someone who is pregnant; ➤ people with dependent children; ➤ people who are vulnerable as a result of old age, mental illness or handicap, physical disability or other special reason; ➤ people who are homeless as a result of a disaster, such as flood or fire. <p>Priority need also includes any persons with whom people described above live or might reasonably be expected to live.</p> <p>1.1.1 New priority need categories</p> <p>The priority need categories have been extended to include the following groups of people who become homeless:</p> <ul style="list-style-type: none"> ➤ 16- and 17-year olds - excluding 'relevant children' under the Children (Leaving Care) Act 2000, and 'children in need' who are owed a duty under section 20 of the Children Act 1989; ➤ care-leavers aged 18, 19 or 20 years who were looked after, accommodated or fostered when aged 16 or 17, and who are not 'relevant students'; ➤ people aged 21 or over who are vulnerable as a result of being looked after, accommodated or fostered by the local authority, and who are not 'relevant students'; ➤ people who are vulnerable as a result of fleeing violence (or threats of violence); ➤ people who are vulnerable as a result of spending time in the armed forces or having been in prison or remanded in custody. <p>Priority need is automatic for the first two of these groups. For the others, priority need will be determined for each individual case employing the test of 'vulnerability' according to the definition established by case law and the code of guidance.</p>
PSL	Private sector leasing of properties owned by private landlords or RSLs
RSL	Registered Social Landlord

Term	Definition
Service scorecard	An approach to balancing priorities and resources

THE EXECUTIVE**12 AUGUST 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

'SAFEGUARDED WHARVES ON THE RIVER THAMES' - RESPONSE TO THE MAYOR OF LONDON'S CONSULTATION DOCUMENT	FOR DECISION
<p><i>This report includes recommendations on issues, which are of a strategic policy nature and are the Executive's responsibility.</i></p> <p><u>Summary</u></p> <p>The Mayor of London issued a Draft Consultation Document on the 19 of April 2003, on the Safeguarding of Wharves on the River Thames. This document reviews London's 29 safeguarded wharves, and proposes the designation of an additional 42 sites. Twenty-one wharves have been proposed for safeguarding for cargo handling uses within Barking and Dagenham. The deadline for response to the Mayor of London was Friday 18 July 2003, however a holding response has been submitted, subject to confirmation of the Executive. A plan showing the Wharves referred to in this report is attached as Appendix A.</p> <p>This report outlines the Council's preliminary response, which, was forwarded prior to the above deadline. It is aimed at providing a sustainable balance between the Council's aspirations of quality riverfront development and the protection of wildlife habitats, river activities and employment uses, while at the same time safeguarding those wharves with a viable working future.</p> <p><u>Recommendations</u></p> <p>The Executive is recommended to agree that the following response is made to the Greater London Authority:</p> <ol style="list-style-type: none"> 1. The Safeguarding of the Wellbeck, Pinns, Kierbeck, Debden and Ripple Way Wharves are deferred, subject to review following confirmation of the route of Docklands Light Rail; 2. There are no objections to the safeguarding of De Pass, Victoria Stone, Dockland and RMC Roadstone Wharves subject to review, following publication of the London Rivers Action Groups 'Creekmouth to Castle Green Area Study', the Barking Reach Masterplan and the review of the Unitary Development Plan; 3. That appropriate conditions should be applied, with regard to landscaping, noise, flood defence, access and water quality following consultation with the Councils' appropriate officers; 4. Consideration should be given, to the safeguarding of the Jetty and wharf associated with the adjacent Rugby Cement site, to support the predicted growth in green industry operation in connection with the Dagenham Dock Industrial Park. 	

5. There are no objections to the removal of F McNeil & Co. Alexander Construction, Maple, Bowen, New Free Trade and Dockland Construction Wharves from the consultation document.

Wards Directly Involved

Abbey, Gascoigne, Thames, Goresbrook and River wards will be affected by the proposed designations outlined in the consultation draft.

Reason

To assist the Council in achieving its Community Priorities of “*Raising General Pride in the Borough*” and “*Regenerating the Local Economy*”

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1. Background

- 1.1 On the 19 April 2003 the Mayor of London issued a Draft Consultation Document “The Safeguarded Wharves in the River Thames”. The aim of the proposed Safeguardings upon London’s Wharves is to ensure that adequate wharf capacity is provided based on industrial growth predictions undertaken by the Port of London Authority (PLA) and the Greater London Authority. The aim is to reduce the number of trips by heavy goods vehicles along London’s roads through encouraging the movement of freight on the river.

2. Riverside Regeneration in Barking and Dagenham

- 2.1 It is important that the proposed safeguarding does not conflict with local, regional and national regeneration objectives envisaged along the East Thames Estuary along the Thames Gateway. A careful equilibrium needs to put in place that upholds the ‘working’ character of the Thames Gateway area in unison with the needs and demands arising from the urban renewal agenda, which is currently gaining momentum.
- 2.2 Urban renewal along the banks of the River Thames is a growing focus for the Southeast and the whole of the UK following the identification of the Thames Gateway as a ‘national priority’ by the Government. Barking and Dagenham is pivotal to this agenda for renewal. This is outlined in the Mayor of London’s Draft London Plan, (June 2002, section 2B.58). The Mayor of London also champions Barking Reach as London’s largest housing development opportunity and envisages that it will accommodate approximately 10,000 new homes.

- 2.3 The foundations of Barking and Dagenham's economy were anchored in car manufacturing and assembly at Fords and general logistics and industrial distribution businesses. Currently the river frontage is in employment use. This is reflected in the Draft Consultation Document, as half of all the wharves proposed for safeguarding in London are located along the Borough's waterfront. However, this situation is changing. The proposed response sets out recommendations to ensure that the Borough's regeneration aspirations are not compromised by the safeguarding proposals contained in the Draft Consultation Document.

3. Trade Forecasts and Projected Growth

- 3.1 The Council supports the movement of goods by river and rail as, opposed to road. However according a detailed analysis undertaken by Gavin Hawthorn of the LB of Newham, the PLA's analysis of the trade forecasts in the consultation draft does not justify the proposed safeguarding at this scale.
- 3.2 Firstly, the original 1994 estimates outlined in Mineral Planning Guidance 6 were formulated based upon key assumptions about economic growth, construction activity and regional projection figures. It is now currently recognised by both the GLA and the consultation paper 'Draft National and Regional Guidelines for Aggregate Provision in England 2001 – 2016' (2002) that the 1994 figures were overestimated by approximately 24%. Unfortunately the latest 2003, forecast is based on the same methodology. This raises doubt on the reliability of the new figures. In addition, the PLA's forecasts to 2015, which form the basis for the consultation draft, have not yet been fully completed. The robustness of the trade forecasts, subsequent conclusions and recommendations are therefore treated with caution.
- 3.3 Secondly, according to the latest forecasting exercise there is a considerable down turn in future growth. In addition, the safeguarding of wharves is a long-term designation. However, the pattern of demand for cargo handling uses is volatile i.e. the Port of London's aggregates volumes fell by 50% from 1990 – 1993, and did not recover until 2002.
- 3.4 Finally, the draft review also shows an anticipated surplus of wharf capacity across all cargo handling uses including aggregates, iron and steel for the PLA area as a whole by the year 2015. In response, the Greater London Authority (GLA) states that this does not reflect more local shortfalls. However, a cursory look at the status of wharves since they were first safeguarded, compared to the present day, shows that the number of operational wharves in London has actually decreased.

4. Recommendation

- 4.1 The precise route of Docklands Light Rail extension to Dagenham Dock through the Borough has not yet been confirmed. It is important that any proposed safeguarding does not unnecessarily hinder the implementation of this important initiative.

- 4.2 The London Riverside Action Group is in the process of commissioning a study of the Creekmouth area. The revised Barking Reach Masterplan is about to be developed to accommodate 10,000 new homes. The Unitary Development Plan is currently under review and is due to go out for initial public consultation early in 2004. It is important that any safeguarding that takes place does not conflict with the aspirations of these emerging strategies and documents. It is, therefore, essential that any safeguarding proposed are subject to review following the publication of the above strategies and documents.
- 4.3 Conditions need to be applied to support the implementation of both the Borough and Government's regeneration agenda. This will serve to assure the impacts arising from the importing and exporting of construction materials and waste do not adversely effect the residential development intended at Barking Reach through bad neighbour developments.
- 4.4 The GLA Consultation report on Safeguarded Wharves recommends that Rugby Cement (also known as No. 7 Jetty Dagenham Dock) is not classified as a safeguarded wharf as it is not viable for cargo handling due to the lack of back land needed for processing activities. It is recognised that the back land site (6.8 hectares), which Cleanaway has an option to purchase, has been divorced from the wharf use. The recently adopted Dagenham Dock Interim Planning Guidance has allocated the back land site for a mixture of aggregate and general industrial uses. That being said it is recognised that this is an opportunity to secure a dedicated wharf for use by all manufacturing, aggregate and emerging environmental businesses in Dagenham Dock and this could be crucial to the ultimate development of the Sustainable Industrial Park. Therefore, it is recommended that, recognising the limitations of the No. 7 Jetty we should still press for its safeguarding as a current non-operational site that is capable of being made viable to accommodate the predicted growth in green industry operation in connection with the development of Dagenham Dock Sustainable Industrial Park. The LDA have identified the Wharf as a potential land purchase in future years.
- 4.5 F McNeil & Co, Alexander Construction, Maple Wharf, Bowen Wharf, New Free Trade Wharf and Dockland Construction Wharf are recognised in the consultation document as being unsuitable for cargo handling and therefore should be removed.
- 4.6 The proposed safeguards within the consultation draft may potentially hamper the economic development in Barking and Dagenham. There is a great regeneration focus along Barking and Dagenham's riverside. New housing opportunities, major employment and comprehensive environmental improvement are sought in Barking Reach. The proposed safeguarding, with particular regard to De Pass, Victoria Stone, Dockland and RMC Roadstone wharves may inhibit this immense development opportunity and blight the proposed designated sites and adjoining areas.

5. Financial Implications

There are no financial implications to the Council.

6. Consultation

6.1 Internal:

- Bernadette McGuigan, Head of Projects: Dagenham Dock, Barking Reach and Barking Town Centre.
- Kevin Munnely, Project Manager Dagenham Dock,
- Julie Davis, Project Manager, Town Centre, Alison Smith, Environmental Protection Officer, Environmental Health,
- David Wilson, Planning and Transport Officer

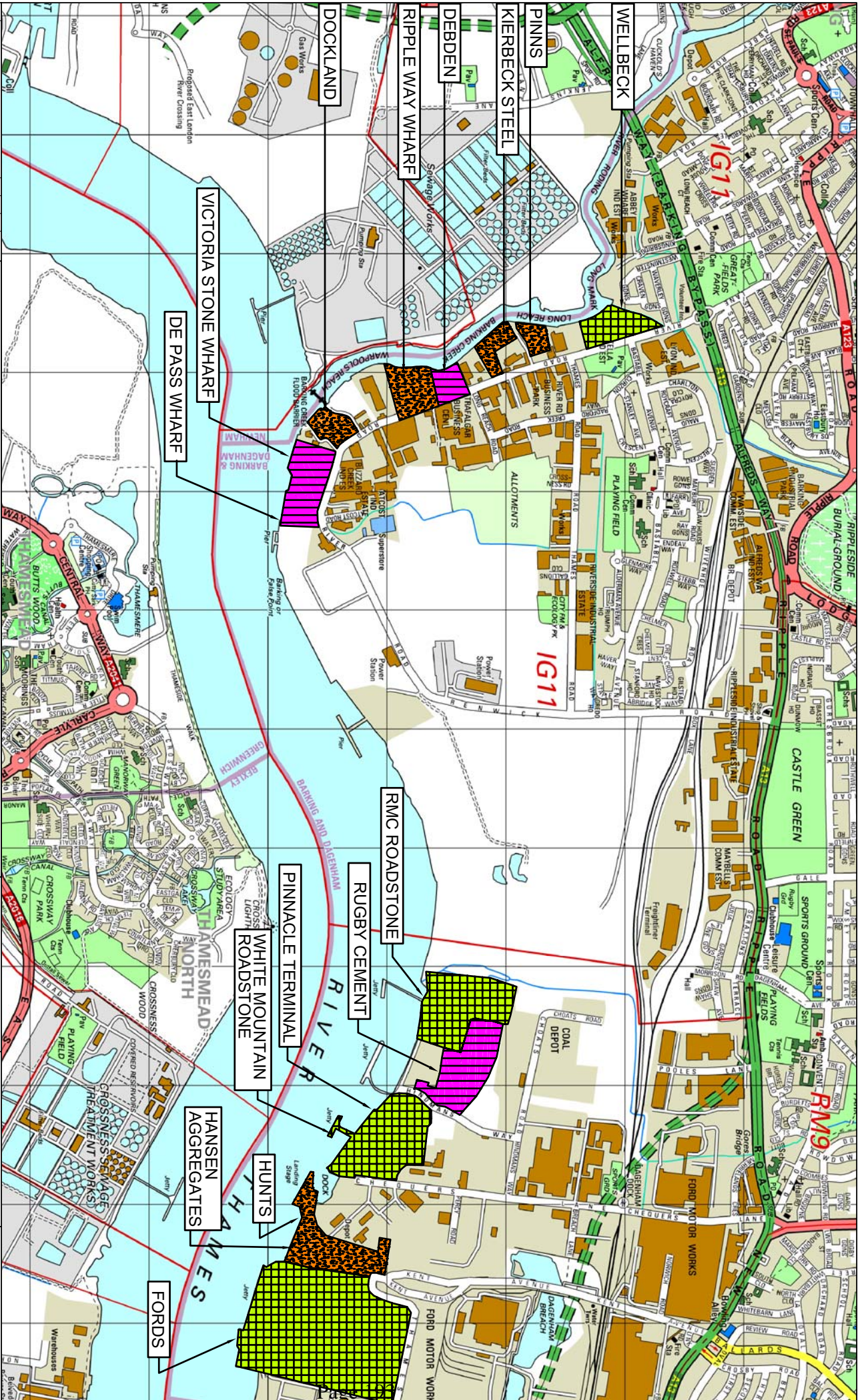
6.2 External:

- Sarah Elliot, Principal Strategic Planner, Safeguarding Wharves, The Greater London Authority,
- James Trimmer, Head of Planning and Partnerships, Port of London Authority,
- Stephen N. Joseph, Deputy Chief Executive Strategy, Thames Gateway London Partnership,
- Richard Lemon, Planning and Economic Development Officer, Thames Gateway London Partnership.
- Andrew Butler, Lead Officer, Heart of Thames Gateway,
- Peter Heath, Lead Officer, Havering,
- Rose Jaijee, Lead Officer, London Rivers Association

Background Papers:

- Thames Strategy East, Tender Brief, The Thames Estuary Partnership, 2003 jbaxter@geog.ucl.ac.uk
- Safeguarded Wharves on the River Thames; Response to GLA Consultation Draft, TGLP, June 2003 Stephen@thames-gateway.org.uk
- LB Newham Response to GLA Consultation Report 'Safeguarded Wharves on the River Thames' Gavin Hawthorn, June 2003 Gavin.Hawthorn@newham.gov.uk
- The Mayor of London's Draft London Plan,(June 2002, section 2B.58) www.london.gov.uk
- Safeguarded Wharves in the River Thames, Consultation Draft, April 2003 published by Mayor of London www.london.gov.uk
- Minerals Planning Guidance 6 (1989) Issued by the Secretary of State for the Environment, responsibility is now assigned to the Office for the Deputy Prime Minister (ODPM).

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Issue	Description	Auth	Cl	Appl	Date
A	INITIAL ISSUE				

Notes

KEY

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Client

Scale 1:15,000

Project

LOCATION PLAN

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Project Code: LN00720
 Drawing No: 01
 Issue: A

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THE EXECUTIVE**12 AUGUST 2003****REPORT FROM THE DIRECTOR OF LEISURE AND ENVIRONMENTAL SERVICES**

THAMES GATEWAY BRIDGE - RESPONSE TO TRANSPORT FOR LONDON CONSULTATION DOCUMENT	FOR DECISION
<p><i>This report includes recommendations on issues, which are of a strategic policy nature and are the Executive's responsibility.</i></p>	
<p><u>Summary</u></p>	
<p>This document has been prepared in response to the Transport for London (TfL) consultation exercise on the proposed Thames Gateway Bridge, which was launched by the Mayor for London on 13 May 2003. Attached as Appendix A are details of the specific questions raised by TfL in their consultation document.</p>	
<p>Thames Gateway Bridge is a major project with considerable potential to link local communities to new opportunities, support the regeneration of the Thames Gateway and otherwise meet the needs of the area in respect of transport, support to town centres and social inclusion.</p>	
<p>Transport for London gave a presentation to Councillors on the Thames Gateway Bridge proposal on 2 July 2003 and a mobile exhibition on the proposal was sited in Ripple Road, Barking on 25 and 27 June 2003 and at the Dagenham Town Show in July 2003. However, there are issues which are unclear and need to be resolved in relation to:</p>	
<ul style="list-style-type: none"> • Tolls, traffic generation and traffic management • The development of public transport services • Mitigation of traffic and environmental impacts • Provision for cyclists and pedestrians • High quality design • The Woolwich Ferry • Funding 	
<p><u>Recommendations</u></p>	
<p>The Executive is recommended to agree the Council's response to TfL (as outlined in Appendix A) and to support the Thames Gateway Bridge proposal, in principle, subject to further details being provided and a satisfaction resolution of the issues listed above being achieved with TfL.</p>	
<p><u>Wards Directly Involved</u></p>	
<p>All Wards.</p>	
<p><u>Reason</u></p>	
<p>To assist the Council in achieving its Community Priorities of “<i>Regenerating the Local Economy</i>”</p>	

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Consultation

Jeremy Grint, Head of Regeneration, Corporate Strategy and Mike Livesey Head of Traffic and Highways have been consulted during the preparation of this report.

Background Papers

Transport for London (TfL) Consultation Document on the proposed Thames Gateway Bridge launched by the Mayor of London on 13 May 2003.

www.tfl.gov.uk/thamesgatewaybridge

Proposed Response to the Thames Gateway Bridge Questionnaire

Q1 Our Views On The Proposal To Build A Bridge At This Location.

1. LBBB is very supportive of the proposal. We believe the bridge is essential for regeneration, not just locally, but also as a catalyst for development across the Thames Gateway. There is every reason to believe that this location is the most suitable and that a bridge is the right solution. But we have several qualifications.
2. It must be a local bridge for local people and businesses and not a motorway style strategic crossing between the A406 and the A205 and A2. The Mayor has given a firm commitment that the scheme and its approach roads will go nowhere near, or have any affect on Oxleas Wood. We will hold the Mayor and TfL to that commitment which is crucial to our support for the proposals. We agree that the proposed two lane dual carriageway is the right design standard to accommodate the amount of local traffic expected and to allow for maintenance and emergencies. It is vital that specific provision is made for public transport links across the bridge; please see detailed response regarding public transport provision under question 3 below."
2. In view of the lack of detailed information on various aspects of the proposal, though, it is essential for us to have further discussions with TfL on particular issues to ensure that the Bridge will be a local one, BEFORE the Mayor makes decisions on the scheme in September or October. They must be followed by further discussions later on the findings of the Environmental Impact Assessment so we can be satisfied that the proposed mitigation measures will be satisfactory.

Q2 Likely Use of the Bridge.

1. We expect the Bridge to be used by local people and businesses, including goods vehicles with business in the local area, without delays caused by congestion. As the interim predictions of traffic levels seem close to the capacity of the Bridge, we are concerned that congestion might arise, suggesting that the assumptions in the model about the tolling arrangements may not be the most effective.

Q3 Public Transport Services on the Bridge.

1. The bridge must provide scope for a major expansion in public transport services to meet increased demand as regeneration progresses, especially as there will be restrictions on the growth of private traffic imposed by the tolls on the Bridge, planning conditions on new development with restrictive parking standards, and the implementation of Travel Plans, all of which we are promoting.
2. The public transport lanes must link the East London and Greenwich Waterfront Transits to form the core of a network of Thames Gateway Transit services; which can be extended later to connect with the Dartford Fastrack and the Silvertown Link. We agree the lanes should be designed for use by trams, and we want to see the introduction of trams later to encourage greater use of public transport. Developers would then not be able to resist the planning conditions restricting use of the car. The Bridge should also carry new bus services which penetrate the local residential and employment areas and town centres on either side, especially where there are signs that such services might attract existing and future car drivers.

- 3 To be effective, the lanes must be physically protected from use by other traffic – it will not be sufficient to rely on enforcement as experience with bus lanes show that is not sufficiently effective for a free running public transport service. With tolls set at levels to keep general traffic flowing free of congestion and the entry and exits for general traffic restricted to two lanes, we see no reason anyway under normal conditions, why general traffic should have any need to use the public transport lanes.
3. It is important that all the public transport services across the Bridge have easy interchanges with other public transport services on each side of the bridge, to provide as far as possible “seamless” journeys by public transport.
4. We recognise that it is not possible to be precise about the routing of future bus services now, so we urge TfL to establish with us, a development framework and process to carry out studies and implement services alongside the development of the sites, so that public transport use is possible from the very start as residents and employees first plan their travel arrangements.

Q4 Traffic Management Measures

1. We expect the main tool to regulate traffic will be the tolling regime on the Bridge. That will help to keep traffic with no business in the area well away from local roads. Whilst it is true that several of the main roads acting as feeders to the Bridge have sufficient spare capacity to take the expected traffic, the latest information on the use of other roads and junctions does highlight some problems that must be overcome. That data and the possible traffic management measures must be discussed with relevant boroughs before a decision is taken on the detail.
2. On the basis that measures are needed to deal with actual rather than just forecast problems, LBBD wants TfL to commit a ring-fenced budget for surveys after the bridge has been opened and for further measures deemed necessary then.

Q5 Tolls

1. LBBD wish to see differential tolls to ensure the benefits of the Bridge are enjoyed by local people, particularly those who are seeking employment, and to encourage through-traffic with no business in the local area to use the strategic road network and existing crossings. Without such tolls, it will not be possible to regulate the traffic as we believe is necessary. Indeed, we believe there is a strong case for a wider tolling strategy later, to complement congestion charging, and to manage traffic at the Blackwall Tunnels as well. This will also provide funds to help vital transport projects in London go ahead.
2. We agree with the initial suggestion that the area to be defined as local should not be more than the London Boroughs of Barking and Dagenham, Newham, Bexley and Greenwich, and accept that it should be based on post-codes for ease of administration and enforcement. There are grounds for excluding the area south of the A2, for exempting particular types of users and defining closely those eligible for discounts. Those arrangements and definitions should be agreed with the local Boroughs and TGLP as soon as possible.

3. For the tolling regime to control the balance of local and non-local traffic and to prevent congestion there must be flexibility for the toll arrangements, levels and discounts to be reviewed from time to time within an established framework. That framework and the provision for reviews must be set out in the Powers for the scheme, and must include the process whereby the local Boroughs will be involved in those reviews.
4. We welcome the proposal to use toll enforcement methods which will maintain free-flow conditions and avoid the need for a toll plaza.

Q6 Future of Woolwich Ferry

5. We agree that the cost of Woolwich Ferry as currently operated cannot be justified once the Bridge has been opened and that it would be prudent to save the expense of the next major refit due in the next few years. However, it would not be sensible to lose the opportunity for river transport at this point along the Thames and there has been no clear discussion on the full implications of any of the options proposed by TfL. We are particularly concerned about the future of the staff involved in operating the Ferry and need to be assured there will be redeployment opportunities if the Ferry is discontinued, for example in administering the toll system.
6. There are many other issues to be considered as well, such as the state of the foot tunnel, whether the Ferry should continue to serve passengers and cyclists, and which crossings the existing heavy lorries will use if the Ferry is abandoned. We are concerned that through heavy commercial traffic should not divert to the Thames Gateway Bridge as an alternative to the height-restricted north-bound Blackwall Tunnel. That is one of the reasons why we want the Silvertown Link, another of the crossings in our package, implemented as soon after Thames Gateway Bridge as possible.

Q7 Other Comments – Next Steps

1. Whilst we support strongly the general proposals for the Thames Gateway Bridge, there are many matters still to be decided, including many on which information is yet to be made available. We expect TfL to carry out detailed discussions with us, and the London Boroughs of Greenwich and Newham in particular about those matters relating to:-
 - The toll regime and process for reviews
 - Traffic management measures
 - Interchange arrangements and a development plan for public transport services
 - Landscaping proposals
 - Environmental mitigation measures
 - Construction Code

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