

## Notice of Meeting

### CABINET

**Tuesday, 19 April 2016 - 7:00 pm**  
**Council Chamber, Town Hall, Barking**

**Members:** Cllr Darren Rodwell (Chair); Cllr Saima Ashraf (Deputy Chair) and Cllr Dominic Twomey (Deputy Chair); Cllr Laila Butt, Cllr Evelyn Carpenter, Cllr Cameron Geddes, Cllr Lynda Rice, Cllr Bill Turner and Cllr Maureen Worby

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### AGENDA

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

In accordance with the Council's Constitution, Members are asked to declare any interest they may have in any matter which is to be considered at this meeting.
- 3. Minutes - To confirm as correct the minutes of the meeting held on 9 March 2016 (Pages 3 - 12)**
- 4. Council's Response to the Growth Commission and Ambition 2020 (Pages 13 - 156)**
- 5. Rationalisation of Corporate Office Portfolio - Update (Pages 157 - 161)**
- 6. Review of School Places and Capital Investment - Update April 2016 (Pages 163 - 179)**
- 7. Barking Riverside Gateways Housing Zone (Pages 181 - 191)**

- 8. Council-Owned Infill Sites for Residential and Temporary Residential Development (Pages 193 - 220)**
- 9. Procurement of a Replacement Children's and Adults Electronic Social Care System (Pages 221 - 236)**

Appendices 1 and 3 to this report are included under Agenda Item 13 below in the exempt section of the agenda.

- 10. Establishment of the Local London Joint Committee (Pages 237 - 265)**
- 11. Any other public items which the Chair decides are urgent**
- 12. To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

#### **Private Business**

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

- 13. Appendices 1 and 3 - Procurement of a Replacement Children's and Adults Electronic Social Care System (Pages 267 - 302)**

Contains commercially confidential information (paragraph 3)

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



## **Our Vision for Barking and Dagenham**

### **One borough; one community; London's growth opportunity**

#### **Encouraging civic pride**

- Build pride, respect and cohesion across our borough
- Promote a welcoming, safe, and resilient community
- Build civic responsibility and help residents shape their quality of life
- Promote and protect our green and public open spaces
- Narrow the gap in attainment and realise high aspirations for every child

#### **Enabling social responsibility**

- Support residents to take responsibility for themselves, their homes and their community
- Protect the most vulnerable, keeping adults and children healthy and safe
- Ensure everyone can access good quality healthcare when they need it
- Ensure children and young people are well-educated and realise their potential
- Fully integrate services for vulnerable children, young people and families

#### **Growing the borough**

- Build high quality homes and a sustainable community
- Develop a local, skilled workforce and improve employment opportunities
- Support investment in housing, leisure, the creative industries and public spaces to enhance our environment
- Work with London partners to deliver homes and jobs across our growth hubs
- Enhance the borough's image to attract investment and business growth

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## MINUTES OF CABINET

Wednesday, 9 March 2016  
(7:00 - 8:25 pm)

**Present:** Cllr Darren Rodwell (Chair), Cllr Saima Ashraf (Deputy Chair), Cllr Dominic Twomey (Deputy Chair), Cllr Laila Butt, Cllr Evelyn Carpenter, Cllr Lynda Rice, Cllr Bill Turner and Cllr Maureen Worby

**Also Present:** Cllr Syed Ahammad

**Apologies:** Cllr Cameron Geddes

### **102. Declaration of Members' Interests**

There were no declarations of interest.

### **103. Minutes (15 February 2016)**

The minutes of the meeting held on 15 February 2016 were confirmed as correct.

### **104. Budget Monitoring 2015/16 - April 2015 to January 2016 (Month 10)**

The Cabinet Member for Finance and Central Services introduced the report on the Council's capital and revenue position for the 2015/16 financial year, as at 31 January 2016.

The General Fund showed a projected end of year overspend of £5.5m against the approved budget of £151.4m, which represented an improvement of £0.2m on the position reported for the end of December. The Cabinet Member advised that senior management and staff had all played their part in helping to manage the overspend position and he expected it to be brought down to nearer £4m by the end of the financial year.

The Capital Programme for 2015/16 was forecast to exceed the reprofiled budget of £134.7m by approximately £6.7m due to a number of housing and school expansion projects being brought forward from subsequent years, which Members welcomed. The Cabinet Member also advised on the variations within Housing Revenue Account (HRA) income and expenditure budgets, although it was noted that the HRA was projected to show a break-even position at the year end.

With regard to the 'In / Out' European Union (EU) Referendum to take place on 23 June 2016, the Cabinet Member for Children's Services and Social Care asked that Cabinet Members be briefed on the potential implications for the Council of an 'out' vote in terms of funding already sourced via the EU and potential future bids. The Strategic Director of Finance and Investment confirmed that existing funding arrangements, such as the £89m loan from the European Investment Bank to support the Gascoigne Estate (East) Phase 1 and Abbey Road Phase 2 projects, would be unaffected as formal agreements were in place. However, it was likely that any future funding bids would be looked at less favourably if the United Kingdom was to be outside of the EU. The Strategic Director was asked to lead

on a briefing document for Cabinet Members and it was also suggested that the information should be shared with all councillors and the local community to help inform the debate and raise awareness of some of the local issues relevant to the referendum.

Cabinet **resolved** to:

- (i) Note the projected outturn position for 2015/16 of the Council's General Fund revenue budget at 31 January 2016, as detailed in paragraphs 2.1, 2.4 to 2.10 and Appendix A of the report;
- (ii) Note the progress against the agreed 2015/16 savings at 31 January 2016, as detailed in paragraph 2.11 and Appendix B of the report;
- (iii) Note the overall position for the HRA at 31 January 2016, as detailed in paragraph 2.12 and Appendix C of the report; and
- (iv) Note the projected outturn position for 2015/16 of the Council's capital budget as at 31 January 2016, as detailed in paragraph 2.13 and Appendix D of the report.

#### **105. Corporate Delivery Plan 2015/16 - Quarter 3 Update**

The Leader of the Council introduced a report which provided an update on achievement levels for key performance indicators (KPIs) within the Corporate Delivery Plan for the period ending 31 December 2015.

The Leader advised that there had been steady progress across the majority of KPIs during quarter 3 and he highlighted some of the key areas for improvement as well as several that were exceeding targets.

A number of issues arose during the discussions which included:

- (a) **Active Age (over 60's) memberships** – It was noted that although the number of memberships was below target the overall number of visits was higher than in 2014/15, which suggested that a number of individuals had held the free membership last year but had not used the service. The Cabinet Member for Adult Social Care and Health commented that, at just £52 per year, an Active Age membership would make an excellent present and the Council should encourage families to buy it for their parents.
- (b) **Bed and Breakfast Accommodation** – The number of families in bed and breakfast accommodation for over six weeks had spiked during the quarter to 16 as a result of enhancements which delayed the opening of Butler Court until January 2016. However, since the opening the number had reduced to seven and was expected to reduce further during the fourth quarter.
- (c) **Long-term empty properties** – It was noted that the Council was now amongst the top five local authorities in London and the UK, with only 174 long-term (more than six months) empty homes across the Borough.

- (d) **Staff Satisfaction** – Members were pleased to note that the latest staff temperature check survey showed an increase in the percentage of staff who were satisfied with working for the Council, which now stood at over 75%.
- (e) **Sickness absence** – The Cabinet Member for Education and Schools particularly welcomed the plans to introduce mandatory health and wellbeing checks for staff who reached trigger points, which she hoped would help to continue the positive trend.

Cabinet **resolved** to note the performance against the key performance indicators for quarter 3 of the 2015/16 financial year.

## **106. School Alliances**

The Cabinet Member for Education and Schools presented a report on proposals to formalise a partnership between eight primary schools, known as the Primary Alliance for Collaborative Engagement (PACE) Network, via the setting up of a School Company under Sections 11 to 13 of the Education Act 2002, the School Companies Regulations 2002 and the School Companies (Amended) Regulations 2014.

The Cabinet Member explained that the eight schools – Becontree, Five Elms, Gascoigne, Grafton, Henry Green, Southwood, Valence and William Bellamy Primary Schools – had approached the Council last year seeking support in identifying the best way to give their partnership a formal legal status without affecting each school's individual status as a local authority community school. The formal establishment of a School Company would open up the benefits of a larger organisation, such as economies of scale, improved purchasing power and the ability to appoint staff to the Company, and assist in meeting their aspirations to be rated as 'outstanding' schools. As part of its role in the Company, the Council would act as Supervising Authority and have two seats on the Board.

Members spoke in support of the initiative and placed on record their appreciation of all those involved in helping to develop the proposals.

Cabinet **resolved** to:

- (i) Approve and provide consent to the formal establishment of a school company as set out in the report, including the appointment of two Council members of the company and subject to the relevant statutory requirements;
- (ii) Agree that the Council's two Member representatives on the School Company shall be one councillor and one senior officer, to be nominated by the Cabinet Member for Education and Schools and the Corporate Director of Children's Services respectively;
- (iii) Delegate authority to the Corporate Director of Children's Services, in consultation with the Cabinet Member for Education and Schools, the Director of Law and Governance and the Strategic Director of Finance and Investment, to negotiate and approve on behalf of the Council the

constitution of the proposed school company in order to discharge its responsibility as the supervising authority under the regulations; and

- (iv) Delegate authority to the Corporate Director of Children's Services, in consultation with the Director of Law and Governance and the Strategic Director of Finance and Investment, to enter into any contracts, agreements and documents necessary to implement the above recommendations.

## **107. Tenant Shared Ownership Scheme**

The Cabinet Member for Housing introduced a report on proposals to establish a non-statutory Tenant Shared Ownership Scheme which would be open to all Council tenants in the Borough, subject to certain qualifying requirements.

The Cabinet Member advised that the report was one of three on the evening's agenda aimed at offering affordable home ownership products, provided or facilitated by the Council. She commented that the range of proposals reflected the Council's status as London's growth opportunity and would help to reverse the negative impact that so many of the Government's initiatives were having on the Council and its community.

The Cabinet Member explained that the Tenant Shared Ownership Scheme would be aimed at Council tenants who aspired to become homeowners but who were unable to secure a mortgage to buy their property outright. A key component of the Scheme was that the tenant would be entitled to own between 25% and 70% of the property, thereby making it affordable to those on lower incomes while ensuring that the Council, as landlord, was able to stipulate the conditions for eligibility and the terms of the lease. The Cabinet Member confirmed that by retaining equity in the property, the Council would retain control over re-sales and sub-letting to ensure that the property was retained as a long lasting, affordable housing option that could be allocated according to the Council's priorities.

Members spoke in support of the innovative scheme, believed to be the first of its kind amongst local authorities in England, and the Leader confirmed that the initiative would enable the Council to reinvest more than £100m in its housing stock which would not have otherwise been available. It was also noted that the Shadow Minister for Housing and Planning, The Right Honourable John Healey MP, had given his support to the initiative during his visit to the Borough the previous week.

Cabinet **resolved** to:

- (i) Approve the proposals for the introduction of a Tenant Shared Ownership Scheme as detailed in the report;
- (ii) Agree that the proposals be subject to public consultation for a minimum six week period; and
- (iii) Note that a report advising on the outcome of the public consultation and proposing the final policy and implementation date shall be presented to the Cabinet in due course.

**108. Delivery of Low Cost Homes for Sale on the Gurdwara Way / Whiting Avenue site - Barking Town Centre Housing Zone**

The Cabinet Member for Housing presented a report on plans for a pilot, low cost home ownership scheme on the Gurdwara Way / Whiting Avenue site within the Barking Town Centre Housing Zone that would provide at least 44 one-bed flats, to be available only to first time buyers under 40 years of age at no less than 20% under market value.

The preferred development partner for the project was Pocket Living London, an established and specialist low cost home provider, and the Cabinet Member confirmed that the intention was for initial sales to be targeted at current Borough residents, with priority awarded to those who qualified under the national key workers criteria. Other key components of the project included the requirement for the 20%+ discount and restrictions on sub-letting to remain in perpetuity to ensure that the homes continued to be available to those on lower incomes who wished to set up home in the Borough, unlike the Government's wider plans for starter homes which were expected to place only five-year restrictions.

With regard to funding issues, it was noted that Greater London Authority (GLA) grant funding of £854,718 had been secured to off-set the cost of some of the significant civil engineering and remediation works needed to facilitate the development. In response to Members' enquiries, the Divisional Director of Regeneration confirmed that:

- (a) While Pocket Living's initial development appraisal suggested that the land had a nil residual value due to the significant pre-development costs and relative low sale value of the new properties, an independent valuation would be commissioned to inform the negotiations with Pocket Living and ensure best value for the Council; and
- (b) Any contaminated materials removed from the site would be taken to a fully licensed contaminated waste disposal facility, none of which existed in the Borough.

Cabinet **resolved** to:

- (i) Authorise the Strategic Director of Growth and Homes, in consultation with the Strategic Director of Finance and Investment, to approve grant funded expenditure for site remediation and facilitation works up to £854,718, which represents the maximum grant funding available for the works under the Grant Funding Agreement with the Greater London Authority;
- (ii) Authorise the Strategic Director of Growth and Homes, in consultation with the Cabinet Member for Regeneration, the Strategic Director of Finance and Investment and the Director of Law and Governance, to enter negotiations with Pocket Living for the potential freehold transfer of the site for the delivery of low cost home ownership, with the precise value to be ascertained following the specification of remediation costs, the amount of defrayed eligible expenditure on remediation works under the Funding Agreement with the GLA and the results of an independent valuation; and

- (iii) Note that a further report shall be presented to Cabinet detailing any representations received following the publication of a public notice, under Section 122 (2A) of the Local Government Act 1972, on the proposed appropriation of land for planning purposes and future disposal, pursuant to Section 233 of the Town and Country Planning Act 1990, of the site shown hatched on the plan at Appendix 1 to the report, the outcome of negotiations with Pocket Living and the proposed residency criteria and key worker categories.

## **109. Kingsbridge Site Residential Development**

The Cabinet Member for Housing presented a report on plans for the construction of 27 shared ownership homes on the Kingsbridge site within the Gascoigne Estate (East) regeneration area.

The properties would be developed, held and managed within the existing B&D Reside delivery structure and funded from the Council's General Fund, with a contribution of £24,000 per unit via GLA Housing Zone grant funding. The Cabinet Member advised that the properties would be quality, family homes made up of a mix of three-bed houses and two-bed maisonettes and it was suggested that they would be particularly popular amongst existing residents of the Gascoigne Estate whose current properties would be affected by the major regeneration programme and wished to stay in the area.

Members expressed their full support for the project and commented that the combined impact of the three housing-related proposals on the agenda meant that the Council was already delivering the Growth Commission recommendations by providing the residents of Barking and Dagenham with long-term, affordable social housing options.

Cabinet **resolved** to:

- (i) Agree the tenure and unit mix for the development of 27 shared ownership units on the vacant Kingsbridge site shown edged in red at Appendix 1 to the report, as detailed in paragraph 2.2 of the report;
- (ii) Agree to use an existing entity within the B&D Reside structure (or the establishment, if required, of a new Special Purpose Vehicle within that structure) to develop, sell, own and procure the construction, management and maintenance of common parts and structure of the 27 shared ownership units on the Kingsbridge site;
- (iii) Agree the principle of borrowing up to £6.75m within the General Fund to finance the development and ownership of the shared ownership homes unsold equity via a loan agreement made between the Council and the shared ownership Special Purpose Vehicle;
- (iv) Delegate authority to the Chief Executive, in consultation with the Director of Law and Governance, the Strategic Director of Finance and Investment and the Cabinet Members for Finance, Housing and Regeneration, to negotiate terms and agree the contract documents to fully implement and effect the Kingsbridge project; and

- (v) Authorise the Director of Law and Governance, or an authorised delegate on her behalf, to execute all of the legal agreements, contracts and other documents on behalf of the Council.

## **110. Review of Tenancy Management Policies**

The Cabinet Member for Housing reported on a review of a number of the Council's tenancy management policies which was undertaken to ensure that the arrangements were relevant and in line with best practice.

Three policies had been reviewed, namely the Succession of Tenancy Policy, the Management Transfer Policy and the Domesticated Animals Policy which, in future would be referred to as the Keeping Dogs and Other Pets Policy. A new Relationship Breakdown Policy had also been produced to establish the principles to be applied in cases where joint tenants of a property were no longer together.

The Cabinet Member referred to the key aspects of the new policies, which had each been subject to an Equalities Impact Assessment, and confirmed that all Council tenants would be consulted on the proposals in line with statutory requirements.

In respect of the Keeping Dogs and Other Pets Policy, officers agreed to revise the draft policy wording to reflect that the intention of the policy was to promote reasonable and responsible pet ownership rather than being overly prescriptive regarding the number and type of pet that could be kept in a Council property. The Leader also referred to the positive impact of the Council's pilot Dog DNA registration scheme which had seen a 60% reduction in dog fouling in parks in the three wards covered by the pilot.

Cabinet **resolved** to:

- (i) Adopt the revised Succession Policy as set out at Appendix 1 to the report;
- (ii) Adopt the revised Management Transfer Policy as set out at Appendix 2 to the report;
- (iii) Adopt the revised Keeping Dogs and Other Pets Policy as set out at Appendix 3 to the report;
- (iv) Adopt the new Relationship Breakdown Policy as set out at Appendix 4 to the report; and
- (v) Authorise the Strategic Director of Customer, Commercial and Service Delivery, in consultation with the Cabinet Member for Housing, to agree the implementation date of the policies and any minor changes considered appropriate following the statutory consultation with tenants.

## **111. Future Management Arrangements for Fanshawe, Galleon and Hedgecock Community Facilities**

The Leader of the Council introduced a report on the latest proposals for

transferring the management of the Borough's community centres to local community organisations.

The principle of transferring the management of community centres to local community organisations was established by the Cabinet under Minute 76 (21 December 2010). Since that time the management of the majority of the Council's community centres had successfully transferred and the latest proposal related to the Fanshawe, Galleon and Hedgecock Community Centres.

The Leader referred to the proposed lease arrangements and the organisations that would be taking on the responsibilities of managing and maintaining the facilities. The Cabinet Member for Environment commented that the meetings to establish the new Hedgecock Community Association had been very well attended and she looked forward to the new facility opening its doors to the whole community.

Cabinet **resolved** to:

- (i) Authorise the Chief Executive, in consultation with the Director of Law and Governance and Strategic Director of Finance and Investment, to negotiate final terms, enter into a management agreement and grant a 30 year lease for the Fanshawe Community Centre to the Fanshawe Community Association on a commercial rent and full repairing and insuring basis, and for the lease to include provision permitting the tenant to grant a sub-lease to the Dagenham Islamic Welfare Association to regularise its current occupation of part of the premises;
- (ii) Authorise the Chief Executive, in consultation with the Director of Law and Governance and Strategic Director of Finance and Investment, to negotiate final terms, enter into a management agreement and grant a 30 year lease on a commercial rent and full repairing and insuring basis for the new Hedgecock Community Centre to the Hedgecock Community Association, which shall be established by the Council to manage the facility; and
- (iii) Authorise the Chief Executive, in consultation with the Director of Law and Governance and Strategic Director of Finance and Investment, to negotiate final terms, enter into a management agreement and grant a 30 year lease for the Galleon Centre to Studio 3 Arts on a commercial rent and full repairing and insuring basis.

## **112. Land Acquisition and Lease (Royal British Legion), Rectory Road, Dagenham**

The Cabinet Member for Finance and Central Services introduced a report on proposals to lease the former Rectory Road Library to the Royal British Legion (RBL) and, as part of the arrangement, for the Council to acquire the site in Rectory Road currently owned and occupied by the RBL with a view to developing it for residential purposes.

By Minute 17 (25 June 2013), the Cabinet had approved the use of the former Rectory Road Library as a Territorial Army (TA) Centre. For a number of reasons the TA did not take up the option and the building had remained vacant until recently when it became occupied under license by the local Leaping Toads



children's educational group while the group sourced more permanent accommodation in the Borough.

The Cabinet Member advised that the RBL had expressed an interest in relocating to the former Library premises and wished to sell its current site to fund the relocation. The current RBL site was flanked by Council-owned land which meant that, if the site was purchased by the Council, there would be a number of options open to the Council regarding future development.

The Cabinet Member referred to the legal and planning issues that needed to be resolved regarding the former Library and the current RBL site and the market valuation for the freehold of the RBL site.

Cabinet **resolved** to:

- (i) Approve the granting of a 10 year lease for the former library site in Rectory Road, as shown in Appendix B to the report, to the Royal British Legion on market terms and, in doing so, amended the decision made by Cabinet under Minute 17 (25 June 2013);
- (ii) Approve the acquisition of the Royal British Legion site in Rectory Road as shown in Appendix A to the report following formal valuation and consultation with Planning officers, in line with the arrangements set out in section 4 of the report;
- (iii) Delegate authority to the Chief Executive, in consultation with the Director of Law and Governance, the Strategic Director of Finance and Investment and the Cabinet Members for Finance and Regeneration, to agree terms and negotiate the contract documents to fully implement and effect the sale and lease of the sites; and
- (iv) Delegate authority to the Director of Law and Governance, or an authorised delegate on her behalf, to execute all of the legal agreements, contracts and other documents on behalf of the Council.

### **113. Debt Management Performance and Write-Offs 2015/16 (Quarter 3)**

The Cabinet Member for Finance and Central Services introduced the performance report for the third quarter period ending 31 December 2015 in respect of the debt management function carried out by the Revenues and Benefits Service within Elevate East London.

The Cabinet Member referred to the increasing pressures on local residents' finances as a consequence of the Government's austerity measures which, in turn, had impacted on collection rates and debt levels. He also explained that Elevate's targets had been stretched year-on-year which meant that although there was under-achievement against targets in several areas the actual amount of revenue collected by Elevate was generally increasing across the board.

Cabinet **resolved** to:

- (i) Note the performance of the debt management function carried out by the

Revenues and Benefits service operated by Elevate East London, including the performance of enforcement agents; and

- (ii) Note the debt write-offs for the third quarter of 2015/16 and that a number of the debts were published in accordance with the policy agreed by Cabinet.

#### **114. Schools National Funding Formula Consultation**

(The Chair agreed that the report could be considered at the meeting under the provisions of Section 100B(4)(b) of the Local Government Act 1972 as a matter of urgency, in order for the Cabinet to consider a Government consultation launched on 7 March 2016.)

The Cabinet Member for Education and Schools introduced a report on the launch by the Department for Education (DfE) of two separate consultations, one on the schools national funding formula and the second on the high needs funding formula (for special educational needs).

The Cabinet Member advised that both sets of proposals had potentially significant implications for Barking and Dagenham children and schools, with discretionary services likely to be most affected. Furthermore, the DfE's proposals would suggest that local authorities and schools in London were likely to lose funding while those in other parts of the country would benefit. The Cabinet Member stressed that the issue should not be seen as one between London and the rest of the country and it was crucial for the Government to make a commitment that no one would be worse off under any new arrangements, given that there was a need for increased investment in children's education across the country.

The Cabinet Member for Children's Services and Social Care criticised the DfE's decision to apply the statutory minimum six week consultation period for such important and far-reaching proposals. The Cabinet Member for Education and Schools offered possible reasons for the timing and length of the consultation and added that the Council was only being asked to comment on the main principles at the present time. An assessment of the detailed impact for the Borough would only be possible once the DfE issued a second stage consultation later in the year. The Leader also commented on the anticipated additional cuts to public service expenditure that were expected to be announced as part of the Chancellor of the Exchequer's Budget Statement 2016.

Cabinet **resolved** to:

- (i) Delegate authority to the Corporate Director of Children's Services, in consultation with the Cabinet Member for Education and Schools, the Leader of the Council and the Chief Executive, to respond to the consultation by the deadline of 17 April 2016; and
- (ii) Agree that details of the Council's response to the consultation be sent to all Members of the Council.

**CABINET****19 April 2016**

<b>Title:</b> Council's Response to the Growth Commission and Ambition 2020	
<b>Report of the Leader of the Council</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
<b>Report Author:</b> Paul Pugh, Strategy Unit	<b>Contact Details:</b> E-mail: paul.pugh@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Meena Kishinani, Programme Director, Ambition 2020	
<b>Accountable Director:</b> Chris Naylor, Chief Executive	
<p><b>Summary</b></p> <p>This report seeks Cabinet agreement to proposals to re-shape the Council, and the way in which Council services are provided, through the Ambition 2020 programme. It proposes moving away from an organisation which is designed around professional service silos, to one that is designed around what is needed to be achieved for those who live or work in our borough – with clear long term goals, higher standards and performance, and structures that will allow the workforce and others to deliver the best possible service.</p> <p>It also sets out the proposed next steps for achieving the vision for growth, and the Council's response to the report of the independent Growth Commission, which was published in February (<a href="https://www.lbbd.gov.uk/business/growing-the-borough/our-strategy-for-growth/overview-2/">https://www.lbbd.gov.uk/business/growing-the-borough/our-strategy-for-growth/overview-2/</a>). The Council welcomes the principles and key actions recommended by the Commission.</p>	
<p><b>Recommendation(s)</b></p> <p>The Cabinet is recommended to:</p> <ul style="list-style-type: none"> <li>(i) Agree the publication of the document at Appendix 1, which sets out the Council's proposed response to the independent Growth Commission and the Ambition 2020 proposals;</li> <li>(ii) Agree an eight week period for public consultation, to commence on 20 April and end on 16 June, and note that a report will be presented in July 2016 detailing the results of consultation and inviting Cabinet to decide on the proposals in the light of consultation; and</li> <li>(iii) Agree the referral of the recommendations within the Growth Commission's report "No-one left behind: in pursuit of growth for the benefit of everyone" for consideration by Select Committees between May and July 2016.</li> </ul>	

## **Reason(s)**

To assist the delivery of the Council's vision of "One borough; one community; London's growth opportunity" and delivery of the priorities.

### **1. Introduction and Background**

1.1 In summer 2015, the Cabinet agreed to launch two major pieces of work:

- A panel of independent experts – the Growth Commission - to review the Council's ambition to be London's growth opportunity, and to recommend how to maximise the contribution of the Borough and our people to the London economy. Their report was published in February.
- Our Ambition 2020 programme to re-examine every aspect of what the council does and how we are structured to deliver the Council's vision and priorities.

### **2. Proposal and Issues**

2.1 The proposals are set out in Appendix 1.

2.2 The analysis which supports the proposals for future delivery of services is in Appendices 2 – 18. Those Appendices are 'Design Principles' and 'Service Design Proposals' which provide a more detailed exposition of each main element of the Ambition 2020 programme. For each specific proposal, the Appendix explains what is proposed, why it is recommended, what impact it is expected to achieve, and the expected benefits.

### **3. Options Appraisal**

3.1 Appendices 2 – 18 provide further details of the proposals and the reasons for the recommended options.

### **4. Consultation**

4.1 There has been extensive involvement of staff across the Council in developing these proposals throughout 2015. Over 1400 staff have contributed to workshops or focus groups, or attended briefings given by the Leader and Chief Executive. Staff generally have encouraged the Council to be bold, and to redefine what the Council is for, and what it can do. Trades union representatives have been briefed on the proposals and the impact on the workforce. There will be further briefings and roadshows for all staff later in April.

4.2 There has been a series of briefings for all Members as the proposals have been developed. Many Members have contributed to the development of the proposals through participation in working groups. Cabinet has had a number of briefing sessions on the proposals.

4.3 Publication of the report at Appendix 1 will allow residents and partners to contribute their views on these major change proposals. At this stage, an eight week consultation, allowing for the results to be considered and reported back to Cabinet in July, is appropriate. Specific, further, targeted consultation exercises may be undertaken on major changes at a later stage.

- 4.4 Consultation with partners has already started with meetings between senior officers to brief them on the Council's proposals. Further meetings are planned bringing all key partners together allowing for more detailed discussion. As the proposals are developed in more detail the Council will be inviting key stakeholders to help shape them further.
- 4.5 Consultation with residents will be led through the Council's consultation portal 'Objective'. This will be publicised through social media, on the Council's website, via the residents' newsletter and staff newsletter.
- 4.6 The recent residents survey (2015) shows that only 10% of residents said they do not have access to the internet. Of the residents who said they have access to the internet, over four fifths (86%) said they have access at home. This is comparable to data released by the Office for National Statistics (ONS) in August 2015, who reported that 86% of households in Great Britain have internet access. However, recognising that not everyone has access to the internet, hard copies of the consultation document and questions will be made available in the Borough's libraries.
- 4.7 The Council will hold two drop-in public meetings for residents and the third sector, where council officers will be available to answer questions and to explain the proposals in more detail.

## **5. Financial Implications**

Implications completed by: Jonathan Bunt, Strategic Director, Finance & Investment

- 5.1 Cabinet in January as part of the Budget Strategy report, and again in February as part of the Budget Framework report, agreed the updated Medium Term Financial Strategy for 2016/17 to 2020/21. This is set out again in Appendix 1. By 2020 the cuts in central government funding mean that the Council will have roughly half the amount of money that was available to spend in 2010. At the same time, the pressures caused by the growing population, new government expectations and more complex needs mean that an additional £45m would be needed to meet rising demands. Overall we estimate that, if we did nothing, there would be a shortfall in our budget of £63m by 2020/21, after allowing for annual increases in Council Tax, including the social care precept, and a higher tax base.
- 5.2 If the proposals set out here are agreed and delivered, it is estimated that the budget gap will be reduced from £63m to £13.5m. The programme of transformation should deliver £49.5m of base budget savings by 2020/21, including nearly £16m in additional income. During that period, the Council will aim to secure further savings through better integration of health and social care - including as partners in the pioneer Accountable Care Organisation - and further opportunities to generate income. The £49.5m savings also include cost avoidance savings of approximately £15m to reduce the pressures allowed for in the MTFs.
- 5.3 Since 2010, the Council has delivered over £100m of savings proposals which have predominantly been developed and agreed via a traditional budget-setting process. Whilst this has been successful to this point, it is unlikely that retaining such a process with directorates putting forward savings on a silo basis can deliver the

level of savings, a sustainable budget or maintain services capable of delivering the outcomes the Council desires. The Budget Strategy report in January highlighted that the Ambition 2020 programme will re-define the way the Council offers its services, to manage down the demand pressures, deliver improved outcomes and to realise the benefits of economic growth. It also flagged that the programme would be bringing forward proposals for the delivery of a balanced budget between 2017/18 and 2020/21.

- 5.4 As Appendix 1 makes clear, the proposals in their current form would not be sufficient to close the budget gap entirely, either in total or in any individual year. The lead time between the implementation of changes from the transformation programme and the realisation of full-year benefits may present the most acute pressures in securing a balanced budget for the 2017/18 financial year. The current MTFS gap for 2017/18 is £20m and, at present, the outline business cases have identified savings of about £12 million for 2017/18.
- 5.5 This is not necessarily unexpected at this point of such a large transformation programme and there are a number of options/variables to consider between now and July when an updated MTFS will be presented to Cabinet.
- The 2015/16 Monitoring reports to Cabinet have highlighted a significant net overspend, mainly driven by pressures in Children's Services. An initial view of the 2016/17 financial position indicates further challenges to deliver a balanced position in Children's Services. This could significantly impact on the level of general reserves available in April 2017 which could smooth timing issues on the delivery of savings.
  - The Council commenced a voluntary redundancy scheme in February that will run until the end of May. It is anticipated that this will provide some cash savings in 2016/17 which could boost reserves as well as providing an early down payment on the savings in the Ambition 2020 business cases. As the scheme still has not yet closed, and decisions for a number of applicants have yet to be made, it is not possible to estimate the extent to which this will assist the early years of the MTFS.
  - The MTFS includes a number of estimates and provisions for unknown or uncertain future events. These will be reviewed again ahead of the update report in July when the Council will be better placed to understand and estimate the financial implications of new legislative burdens as well as a better assessment of the scale and timing of demand pressures. The report will also consider other implications that need to be reflected such as the announcements in the recent budget on education and business rates.
  - As the Ambition 2020 programme progresses through to full business cases, the Council will be able to test which proposals should be increased and/or brought forward and what the resource and risk implications for doing so are.
- 5.6 A further report on Ambition 2020 is due to be submitted to Cabinet in July and this will be reflected in the MTFS update on the same agenda. At that point, the four points above, as well as any other issues that emerge, will have substantially progressed providing a much clearer path to the setting of the 2017/18 budget in particular. The absolute aim has to be to avoid a parallel budget-setting process outside the Ambition 2020 programme for the residual budget gap, as that would be an inefficient use of Member and officer capacity and would risk conflicting decisions, e.g. a budget decision to take a saving that is at odds with the intentions of the transformation programme. Accordingly, the expectation therefore is that the

MTFS budget gap generally, and the 2017/18 specifically, is bridged via the four points above.

- 5.7 It is essential that the programme is adequately resourced to ensure that the future design of the Council is sustainable. In order to deliver the savings for 2017/18, the majority of full business cases must be completed by October 2016 to enable review/scrutiny and a Cabinet decision on the implementation of proposals in December to enable savings from the start of the 2017/18 financial year. Due to the scale of financial challenge next year, assuming equal delivery across 2017/18, each quarter the programme slips will be a cost of £5m to the Council which would have to be contained.
- 5.8 To mitigate this risk, the Ambition 2020 programme must be adequately resourced to ensure full delivery of business cases to enable implementation of proposals by April 2017. As part of the Budget Strategy report in January, Cabinet agreed the allocation of resources in 2016/17 for the transformation programme, and this allocation was incorporated into the budget approved by Assembly in February. The financial implications of implementation will be included in future reports for each group of proposals as they are recommended to Cabinet.

## 6. Legal Implications

Implications completed by: Fiona Taylor, Director of Law & Governance

- 6.1 This report sets out the Council's response to (i) the independent Growth Commission report and (ii) the Council's Ambition 2020 proposals.
- 6.2 An eight week period of public consultation will commence on 20 April ending on 16 June. The purpose of the duty to consult is to ensure public participation in the decision making process at a formative stage before any service changes are implemented. Consultees will be provided with the information about the proposals and the reasons for the authority's preferred options.

## 7. Other Implications

- 7.1 **Risk Management** - The programme of transformation will entail significant change to every area of Council business. Robust governance and programme management will be put in place to manage those risks.
- 7.2 **Contractual Issues** - None at this stage.
- 7.3 **Staffing Issues** - Of the current workforce – approximately 3500 full-time equivalent posts – about 1000 posts would transfer into the proposed wholly owned social enterprises or not-for-profit operators and contribute to new income generation. Some reduction in the overall size of the workforce will be necessary, and as a result of the proposed reforms, the size of the workforce will reduce by about 550 FTE posts.
- 7.4 **Corporate Policy and Customer Impact** - The proposed changes will have a major impact on many of the traditional approaches of the Council and the services people are accustomed to receiving. The combined impacts of austerity, population changes and government policy mean that we can no longer afford to meet the

needs of our residents in this traditional way on the type of services we currently provide. Instead we need to re-focus what we do so that we identify the root cause of need, so that people have a better chance of living more independently.

A high-level Equality Impact Assessment forms part of the background papers to this report. Equalities implications and their impact are active considerations during the development of these proposals and the overall approach of Ambition 2020 is predicated on a better understanding of the needs, resilience and characteristics of communities and individuals.

- 7.5 **Safeguarding Children** - We intend to move from separate departments to coordinated and integrated services for residents who need help. Current services often work in functional silos, tackling single issues and failing to address the underlying reasons why the person may be looking for help. The combination of rising demands and financial pressures means that we have to re-think our approach. We propose to bring together the cluster of services for those individuals or families who either need our continuing support or require an intervention to safeguard those who are at risk.

There will be a re-designed adult social care service; a re-designed children's social care service; and a new disability service. Our aim is to enable and support more adults to live in their own homes for longer, and more children and young people to live at home with their families.

- 7.6 **Health Issues** - Similar considerations apply to the impact of the proposals on health. On many measures of health and well-being, our residents have significantly worse health outcomes than national averages – including lower life expectancy, and higher rates of obesity, diabetes, and smoking prevalence. By re-designing the way in which services are provided by the council and our partners, focusing more on the root causes of poor outcomes, we aim to improve those outcomes.
- 7.7 **Crime and Disorder Issues** - Many of the proposals – particularly new approaches to working with partners, and the proposed 'Community Solutions', 'My Place', and enforcement services – should improve the prevention of, and response to, crime and disorder.
- 7.8 **Property / Asset Issues** - The proposals include a more effective approach to managing the Council's existing assets – 'My Place' – and, separately, the development of a capital investment programme.

#### **Public Background Papers used in the preparation of the report:**

- Growth Commission's report "No-one left behind: in pursuit of growth for the benefit of everyone" (<https://www.lbbd.gov.uk/business/growing-the-borough/our-strategy-for-growth/overview-2/>)

#### **List of appendices:**

- Appendix 1 – Draft public consultation document
- Appendices 2 – 18 – Detailed service design proposals
- Appendix 19 – Equality Impact Assessment



### **WE ALL HAVE A PART TO PLAY**

#### **One Borough, One Community – being London’s growth opportunity**

#### **FOREWORD – LEADER OF THE COUNCIL**

This plan sets out our proposals for transforming our borough, and for transforming how our council works.

We are at a key moment in our borough’s history. We have a long and proud record of providing public services for the local community including good quality housing, schools and care for people from the cradle to the grave. At the same time, we have already sustained the deepest cuts in government support in the last few years, and further government cuts mean that we will face a shortfall of £63 million, a third of our remaining budget, by 2020.

We face a simple choice: we can do nothing and continue to cut services, or we can find new ways of delivering them. That is our challenge.

We also find ourselves in a unique position as London’s growth opportunity over the next few years. This means more development and rising house prices. Again we face a choice: if we do nothing, the borough will continue to grow. However, there is no guarantee this will benefit local residents; that we will have enough schools, or that jobs will be created for the future. We see the Council’s role as harnessing the borough’s potential for the benefit of all, where no one is left behind.

Our ambition is to make Barking and Dagenham a stronger, more prosperous place to live in the coming years with opportunity for all.

To achieve our ambition we need to change the way the Council is run. We need to be less traditional and more efficient, and spend money wisely. We are making progress: for example, we are saving £1 million in management costs. But to achieve £63 million savings over the next four years, we also need to reach a new agreement with the local community. We need to increase the opportunities for them to have their say; we need to do more to work in partnership with community and voluntary organisations to provide services; and we need to enable residents to become less reliant on us.

In a way, this is nothing new. When the Becontree estate in Dagenham was first built nearly 100 years ago, you had to be in work to get a council house and there was a

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clear understanding between the Council and the community about what they could expect from each other.

Today the Council faces huge financial challenges, but we have the opportunity of a lifetime to remake the borough according to our principles and in the image of our founders. Our task is to deliver a place for everyone and where everyone has a place in the next 100 years. We can do nothing and wish for a past that will never return, or we can seize the future before us.

This demands a different kind of leadership and a different kind of council. Our plan shows how we propose to achieve this. And it starts here.

We want to start as we intend to continue. We want to give everyone an opportunity to tell us what they think before we make our decisions in the summer.

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## SUMMARY

We have a record of achievement over the last few years. So we have strong foundations to build on.

But we can't stand still – our borough has changed and is changing – we have to respond.

We are not where we could and should be – in areas such as employment, skills, educational attainment, or health, our performance is well below London averages – and our residents tell us they have higher expectations.

We have already shown that we can do more with less, but austerity is set to continue, and by 2020 we will be spending half of what we had in 2010.

At the same time the borough has huge potential – there is a great prize if we can realise our ambition to be London's growth opportunity.

In summer 2015 we began two major pieces of work – one internal (Ambition 2020, looking at how the Council works) and one independent (the Growth Commission, looking at the potential for economic growth).

This report sets out the next steps in achieving our growth vision, and our response to the report of the independent Growth Commission, which was published in February (<https://www.lbbd.gov.uk/business/growing-the-borough/our-strategy-for-growth/overview-2/>). We welcome the principles and key actions recommended by the Commission.

It explains our proposals for re-shaping the Council, and how we will provide our services. We will combine the enduring core values of the public sector, with the community involvement and flexibility of the voluntary sector, and the commercial-mindedness of the private sector.

Our context and vision demand an organisation that is designed to enable the contribution of others as well as deliver services ourselves. That means moving away from an organisation which is designed around professional service silos, to one that is designed around what we need to achieve for those who live or work in our borough – with clear long-term goals, higher standards and performance, and structures that allow our workforce and others to deliver the best possible service.

We want the views of residents, our partners, those who do business in the borough, and others who would be affected by those proposals before we decide whether to go ahead. Please let us have your views by 16 June 2016.

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## **BUILDING ON SUCCESS**

The starting point for our proposals is a record of substantial achievements over the last few years – we are building on success.

We are a place with vision, ambition, and a lot to be proud of.

### **A strong commitment to economic growth and increasing prosperity**

- *Over £640m of committed inward investment to deliver new homes of mixed tenure to meet the needs of all residents and new business development*
- *Over 1500 more active businesses in the borough than in 2010*
- *New cultural quarter providing opportunities for creative businesses*
- *£7.4m funding from the Green Investment Bank to replace all our street lights*

### **A strong commitment to providing decent affordable homes including council housing**

- *£200m for building up to 1000 new council homes over the next 10 years*
- *£350m over 10 years to improve our council housing stock*
- *First council in the UK to introduce a 'right to invest' shared ownership scheme which will protect council tenants by giving them the opportunity to purchase a share of between 25% and 70% of their property.*
- *Over 1000 new homes built since 2014*
- *Barking and Dagenham Reside offering quality affordable housing to local people*

### **A strong commitment to families and our children**

- *100% of children's centres assessed as good or outstanding*
- *GCSE attainment improved by 56% since 2005*
- *Public/private/voluntary sector partnership agreed to set up new Youth Zone to give young people affordable access to sports, arts, music and employability advice and mentoring*

### **A strong commitment to building pride and a sense of community around 'one borough'**

- *First UK council to adopt a Gender Equality Charter as part of our commitment to social justice and opportunity for all*
- *First Women's Empowerment Month*
- *First UK council to introduce a dog DNA scheme encouraging greater social responsibility and pride in the borough*

### **A strong commitment to health and wellbeing**

- *Partners in the London pilot Accountable Care Organisation, pioneering a new approach to health and social care*
- *Founding partner in 'Care City' developing innovation in health and care*
- *'Healthy new town' status for Barking Riverside*

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- *Over 90% of schools in the borough participating in the Healthy Schools programme*
- *Priority neighbourhood crime down by 20% since 2012*
- *Reported incidents of anti-social behaviour down by 18% since 2014*

### **A strong commitment to civic purpose**

- *Over 100,000 people attended our 70 events to celebrate 50 years of the borough, including visit by HM the Queen*
- *The first Young Mayor for the borough in 2015*

We also have a track record of delivering our services against a background of reductions in government grant and rising demand. Between 2010/11 and 2015/16 we have implemented over £100 million in savings.

The independent Growth Commission, whose report was published in February 2016, concluded that the borough:

*'has the ambition and the political will to become an inclusive, prosperous and resilient place, in which all communities have the opportunity to fulfil their potential.'*

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## WHY DO WE NEED TO CHANGE?

### Our people

Over the last 15 years Barking and Dagenham has become one of the fastest-changing communities in Britain. This is in contrast to the post-war years when the borough was predominantly made up of traditional white working-class East End families with a close knit sense of community

Change is everywhere, but the Council remains committed to ensuring equality of opportunity for all and establishing a 'one borough' sense of community.

The population of Barking and Dagenham rose from 164,000 in 2001 to 186,000 in 2011, and an estimated 198,000 in 2014.

Population growth is set to continue. National statistics forecast a population of 220,000 by 2020, and up to 275,000 by 2037.

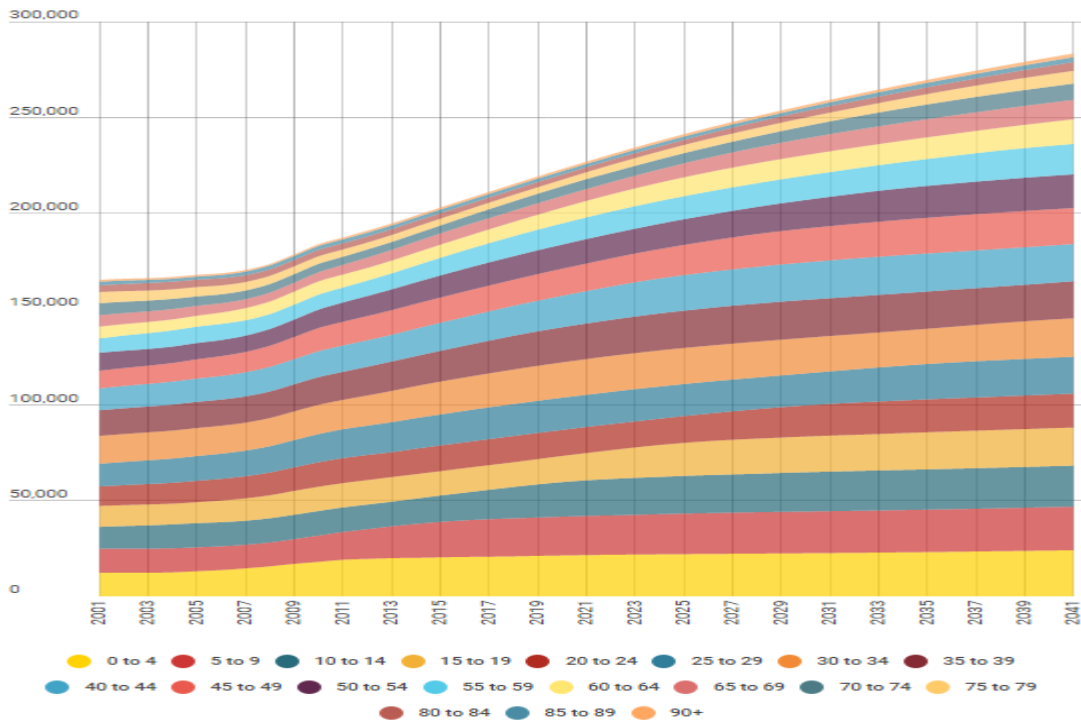
The population is much more diverse than 15 years ago – since 2001 the proportion of the population from minority ethnic backgrounds has increased from 15% to 50%. That proportion is projected to increase to 62% over the next 25 years.

Like other London boroughs, there is also rapid movement of people: between 2012 and 2014 approximately 50,000 new residents came to the borough, and roughly the same number left, meaning that the 'turnover' was almost a quarter of the total population.

The age profile of the population is also changing. Between the last two national censuses, the 0 – 4 year old age group grew significantly. More recent data show that the rate of increase in the very young has slowed, with the largest increases now in primary school ages. At the same time, the borough has the fourth highest proportion of people aged 10 to 19 in the country and has seen an increase in the 20 to 29 age group of just under a quarter.

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## Population increase (2001-2041)

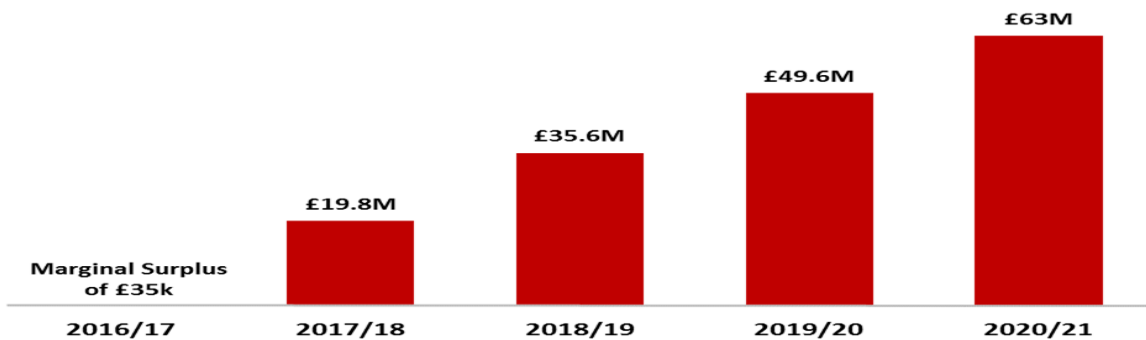


### Financial pressures

Those changes have increased demand for services, adding to the huge financial challenge. Demand for services will continue to increase as the population changes and increases – but the reductions in funding imposed by central government will make it impossible to meet those demands. Without a change in approach, we would not be able to meet the most basic needs of our residents.

By 2020 the cuts in funding mean that the Council will have roughly half the amount of money that we had to spend in 2010. At the same time, the pressures caused by the growing population and more complex needs mean that we will need an additional £50 million to meet rising demands. Overall we estimate that, if we did nothing, there would be a shortfall in our budget of £63 million by 2020/21.

Budget Pressure



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## National policy changes

The Government is also implementing reforms in national policy and legislation that will have a major impact on council services, residents and local businesses. They include:

- Reform of the housing and planning systems.
- Welfare reform, including a reduction in the cap in household benefits, and a freeze on working age benefits.
- Reform of adult social care, and health and social care integration.
- Promoting 'devolution deals' at regional or sub-regional levels.
- Proposals for all schools to become academies.

Those changes will have a major impact on many of the traditional approaches of the Council and the services people are accustomed to receiving.

The combined impacts of austerity, population change and government policy mean that we can no longer afford to meet the needs of our residents by spending more money on the kinds of services we currently provide.

Instead we need to re-focus what we do so that we identify the root cause of need and tackle it, so that people have a better chance of living more independently. Our job must be to build resilience so that people are better able to help themselves.

### ***Impacts of housing & welfare reform***

*New housing legislation includes:*

- *Mandatory powers to require council tenants with a household income of more than £40,000 to pay market rent.*
- *Provisions to extend the Right to Buy (RTB) to registered housing providers.*
- *Forced sale of high value council homes.*
- *Duty on councils to promote the supply of Starter Homes.*

*Welfare reforms include a freeze to Local Housing Allowance and a reduction in the household benefit cap, and an enforced 1% rent reduction in council housing.*

*These reforms together will mean that affordable housing supply will fall, private sector rents will remain high and the council will see its own stock of good quality, well managed social rent homes decline. Without a new approach, there will be a rise in homelessness, rent arrears and repossessions.*



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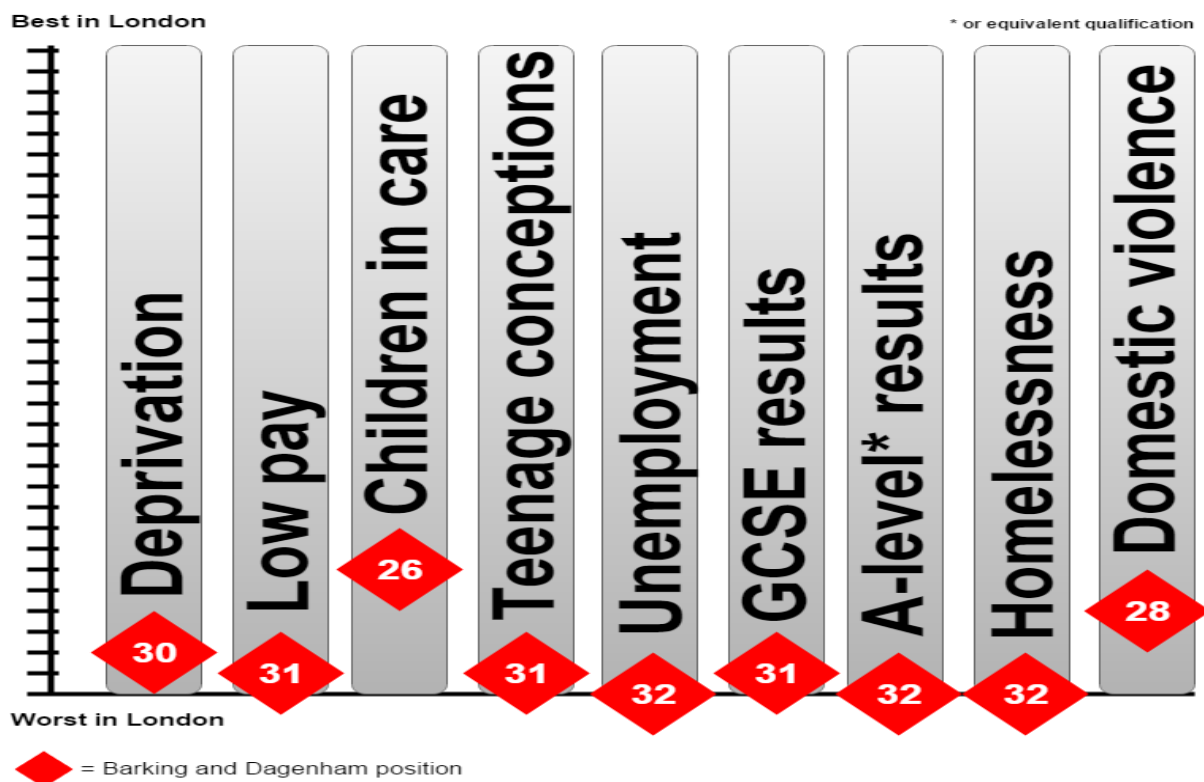
## Expectations and Outcomes

We also need to change because what we have done in the past is not good enough in meeting what our residents need and expect.

In the recent residents survey 70% of our residents said that they were satisfied with the area, compared to 86% for London residents generally. Only 53% said that the Council listens to, or acts on, the concerns of local residents. Lack of confidence in council services undermines the trust of local people.

Outcomes for our residents are at the bottom of too many London league tables. People in our borough die earlier, have poorer health, and lower levels of education and skills than in most other London boroughs. Too many are insufficiently skilled, too many are in low paid work, too many struggle to find suitable accommodation to live in.

### How did Barking and Dagenham compare to other London boroughs in 2015?



On many measures of health and well-being, our residents have significantly worse health outcomes than national averages – including lower life expectancy, and higher rates of obesity, diabetes, and smoking prevalence.

## The prize of economic growth

The unprecedented challenge caused by the financial pressures, social and demographic change, and the policy priorities of the current government are not unique to our borough. But unlike most other areas, we have a once in a lifetime

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opportunity to secure the benefits of huge economic growth for our residents, so that no-one is left behind.

No other part of Greater London has the potential to play the role that Barking and Dagenham does in the expansion of London's economy. But we recognise that the borough is not yet ready for the scale of change this will mean. There is much work to do to prepare for this future if growth is going to be inclusive and sustainable, making the borough a better place for all our residents.

Over the next 20 years, we have the potential for over 35,000 new homes and over 10,000 new jobs in the borough. We can stand by and watch things happen, seeing inequalities increase and the weakest driven out of the borough – or we can shape the future so that the whole community benefits and prospers.

## **Our response to the challenges**

In summer 2015, the leadership of the Council launched two major pieces of work:

- A panel of independent experts – the Growth Commission - to review the Council's ambition to be London's growth opportunity, and to recommend how to maximise the contribution of the Borough and our people to the London economy. Their report was published in February.
- We set up our 'Ambition 2020' programme within the Council to re-examine every aspect of what the council does and how we are organised.

This plan sets out:

- What we will do to realise for our residents the benefits of economic growth – and our response to the recommendations of the Growth Commission
- How we propose to transform how the Council operates.

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## TRANSFORMING OUR BOROUGH - LONDON'S GROWTH OPPORTUNITY

The findings of the independent Growth Commission will help us to establish a blueprint for transforming the borough over the next 20 years and beyond. We have already seen early benefits from the Commission's work by securing one of 11 new London Housing Zones.

The Growth Commission recommended that ten key steps were essential for realising our vision. **We welcome those 10 key steps and we will now begin to implement them.**

Building on what the Commission proposed, we commit ourselves to a set of principles.

*We will:*

- *Develop with partners a 20-year vision for the borough, backed by a series of measurable goals.*
- *Support the renewal of civic culture through much more active involvement of the local people and communities, organised and empowered to support and challenge the public and private sectors.*
- *Develop the housing offer in the borough to reflect London's diversity - including social housing for rent, affordable sub-market stock, a well-regulated private rented sector and a very substantially increased stock of owner-occupied housing.*
- *Increase a vibrant local business community providing a home for local entrepreneurs and businesses, large and small from around the world.*
- *Leave no-one behind, ensuring that everyone has the opportunity to fulfil their potential and benefit from the borough's growth.*
- *Ensure that the local community and business, as well as the Council and other public sector organisations, each play an appropriate leading role.*
- *Benchmark everything the Council does against the excellence that is part of the best of the Borough's history in housing and manufacturing.*
- *Take decisions based on the very best available evidence.*

Over the next 12 months, we will lead the development of the 'Barking and Dagenham Manifesto', which will set out what the borough needs from its London and national partners, with a programme to develop those proposals and a sustained commitment to seeing them delivered on the ground.

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As part of our 'Ambition 2020' programme to transform the Council, we propose to set up a borough-wide regeneration vehicle as recommended by the Commission. That would bring together the expertise of the Council, other statutory partners, and the private sector in a new Council-owned company to manage the delivery of the borough's housing and regeneration plans.

We will ensure that our progress in implementing these, and the other recommendations, is reviewed and reported publicly on an annual basis. Once agreed, the key targets in the Borough Manifesto will provide the framework for managing our performance and the accountability of others for achieving them.

The Commission's recommendations about each specific area of the borough will be considered as part of the local planning processes. We will not, however, be taking any further action on their proposal to consider a large scale voluntary transfer (LVST) of the council's housing stock. We do not consider that it would be financially beneficial at this stage; and we believe that the management of our council housing stock can be better achieved by a different approach - which we are proposing as part of our plans to transform the council - 'My Place'. We also do not agree with their recommendation to pause the development of Barking Riverside when we should be looking to accelerate it to boost numbers of new homes.

We will be engaging local schools and other partners in considering the Commission's recommendations about supporting people through early years, educational attainment, and skills development. We will formulate our action plans in the light of that engagement. Given the current government proposals on schools' funding and status, we will need time to work with our education partners on the right targets and priorities. But we are clear that closing the gap with London and exceeding the average is an essential ambition for our children and young people.

We believe that the residents should also reap the benefits of economic growth by seeing the profits from investment being re-invested in our public services. The Council will develop a capital investment programme of our own.

This will involve the identification of potential investment opportunities in both residential and commercial properties. Our aspiration is to invest as far as possible inside the borough to act as a boost to regeneration and economic development. Investments will be sought outside the borough if they provide an appropriate level of return.

In addition to the 10-year plans which we already have to invest £200 million in new council homes and £350 million in maintaining our stock, we propose to invest at least £100m over the next 5 years, with a target net rate of return of 5%. That will generate an annual net income for the Council of £5 million by 2020/21.

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## TRANSFORMING OUR COUNCIL – ‘AMBITION 2020’

Our ‘Ambition 2020’ programme began in summer 2015, designed to create a sustainable organisation that can live within its means; tackle the challenges the borough faces; respond to the Growth Commission findings and deliver our Council’s vision.

The starting point was the challenge of finding £63 million in savings over the next 4 years, on top of the £90 million savings which we have had to find since 2010.

Traditionally, local authorities reduce spending by department. We managed to do that between 2010 and 2014. But we cannot continue to do that. Other local authorities also outsource or privatise services and dramatically reduce the size of the workforce. We have no desire to take those paths.

### Our approach

Our Council will combine the enduring core values of the public sector, with the community involvement and flexibility of the voluntary sector, and the commercial-mindedness of the private sector

Our fundamental values of public service, integrity, and social justice will continue to underpin everything the Council does. But we need the full involvement of local people to build relationships of trust, and the flexibility to respond in ways which help to break the cycle of dependence. And we have to be more commercially-minded and entrepreneurial so that our services can be financially self-sufficient wherever possible.

In short, we must transform our organisation to work in a very different way.

Our own staff told us that our traditional incremental, salami-slicing method of budgeting and cost reduction would not work. Over the year, we involved hundreds of our staff through workshops, briefings and focus groups. They encouraged us to be bold, and they urged us to redefine what the local authority is for and what it can do.

That echoed the conclusions of a peer review of the Council’s effectiveness carried out by the Local Government Association in 2014. The review concluded that:

*‘Only by genuinely revising what it does and how it operates can the council seek to address the financial, social and economic challenges being faced. It is also vital to get the council’s core services and delivery right.’*

Our Council of the future will need to excel at five things:

- **Providing consistently outstanding customer service** - we need to improve how customers get access to information and services and find

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innovative ways to enhance the customer experience **and build trust** whilst reducing demand and therefore cost.

- **Shaping a place that people choose to live in** – That means creating and maintaining areas that are attractive and affordable. That includes excellent schools, a safe and clean environment, culture and leisure facilities, and heritage.
- **Being commercially minded and financially self-sufficient** - Making our Council commercially astute, with the capability to innovate and to maximise income, and a constant drive to improve our efficiency and productivity.
- **Building public engagement, greater responsibility and civic pride** – this includes a focus on clean streets and enforcement, holding private sector landlords to account for the condition of property they own, and running a wide and varied Council events programme promoting a sense of community and attracting people to the borough.
- **Reducing service demand** - A coordinated approach to reducing demand through early and effective intervention including key services such as social care, housing and integrated health.

In developing our proposals, we have been clear that the Council should remain a fair employer, able to attract and retain high calibre staff. We will work closely with the trades unions, seeking to avoid compulsory redundancies.

We also reject the approach of wholesale outsourcing or privatisation of services, where the benefits and profits are realised by the private shareholders.

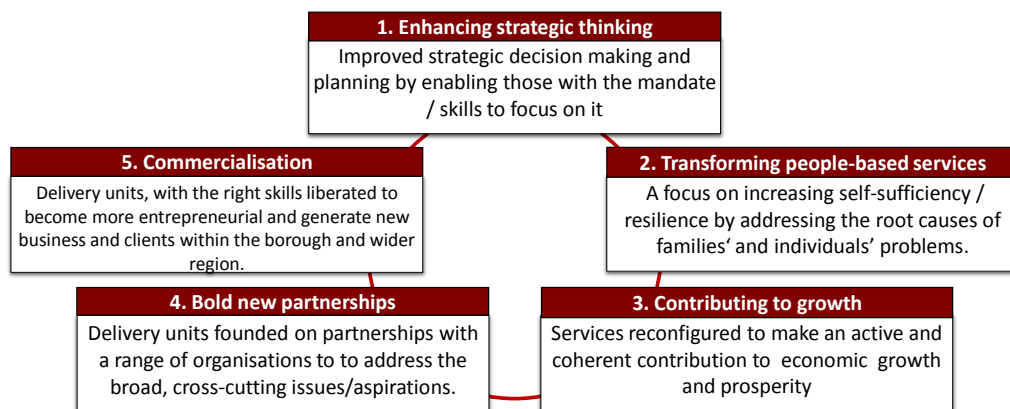
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## Our organisation

We propose to establish a new operating model for the Council, moving away from an organisation which is designed around professional service silos, to one that is designed around what we need to achieve for our residents.

As the Local Government Association review identified:

*‘The council needs to make a massive shift in relation to how it corporately uses resident insight, lobbying/public affairs, community engagement, internal and external communications and performance management to deliver the vision and priorities. They aren’t at the level they should be. Moving forward, the organisation needs to have different, and much more demanding, expectations of what is delivered through the ‘corporate core’ and these functions .’*



We have already established a new Strategic Leadership Team within the Council. That team will be responsible for supporting Members to develop the long-term goals which will be captured in the ‘Borough Manifesto’. They will then articulate these into 5-year strategy and commissioning plans that will include detailed evidence and clear targets and measures. These plans will in turn drive the determination of contracts or service agreements, ensuring that delivery is focused on the achievement of the Council’s goals. Finally, annual service plans will be agreed so that performance can be managed day-to-day.

## DRAFT

The Strategic Directors will be accountable for delivery of the key goals, and for ensuring that all the statutory duties of the Council are met. This will entail a new approach to leadership and accountability which can work with a 'mixed economy' of service provision – whether directly by the Council, working with partners, or by others who are commissioned or contracted to provide services.

For example, we know that raising educational attainment will be essential to give our young people the best chance of getting access to higher education and improving their career prospects. The Council does not run schools directly – and current government proposals would make all schools become academies - but it is the Council's role to set overall goals for education and support for children and young people, to commission the right provision from schools and others, and to hold them to account for performance.

In order to work in that way, where the Council is not the main provider of all services, the Council has to become much stronger in developing strategy, setting clear and measurable objectives to support the strategy, and commissioning services. The Council's existing departmental and corporate strategy and policy departments will be supplemented with some new capacity to ensure that our policy and planning are based on good evidence, sound analysis, customer insight and intelligence.

The corporate 'core' will also provide support functions such as HR, Finance and IT and will own the Council's main customer access channels. We estimate that the changes to the structure and operation of the Council, as set out below, together with improving efficiency in our transactional support services will enable us to make £5 million of back-office savings by 2020/21.



# DRAFT

## How we will provide our services

We will no longer have separate functional departments or directorates. We will shape our organisation around the needs of people, the place, and our goals.

The delivery of services will be undertaken by a range of 'Service Delivery Blocks'. Some of them we propose should be in-house, and some should be at arm's length, so that they are able to generate the income to become self-funding and to re-invest.



# DRAFT

## Supporting people

As the core of our people-focused services, we propose to establish '**Community Solutions**' to identify and resolve the root cause of an individual's or family's problems.

We intend to move from separate departments to coordinated and integrated services for residents who need help. Current services often work in functional silos, tackling single issues and failing to address the underlying reasons why the person may be looking for help. The combination of rising demands and financial pressures mean that we have to re-think our approach. In future, we propose a single service for those who believe that they need help - whether that concerns housing, welfare, employment, social care, or other issues.

The purpose of the service will be early resolution and problem-solving to help residents to become more self-sufficient and resilient. It will tackle the multiple needs of households in a joined-up way and at an early stage. It will comprise multi-disciplinary and multi-agency teams that will collaborate closely with the voluntary and community sector and others to deliver early intervention and preventative support.

The detailed design of the service is at an early stage, but we envisage that it would provide:

- Universal self-service and voluntary and community provision – such as online directories of services available from both the council and voluntary organisations; online self-assessment and signposting; a user-friendly tool that helps residents and front line staff identify needs and understand available support; and front-line staff – in the Council, from partner organisations, from voluntary organisations and community champions - trained to recognise a wider range of needs, provide low-level support and signpost to the available services. Most people should be able to resolve their issues at this point.
- Support for households who are experiencing difficulties – a range of services maximising opportunities for early resolution and increasing independence; with some outreach services aimed at those who are identified to be “at risk”.
- Targeted support for those who need it to tackle multiple issues - for eligible households a 'Community Solutions' case co-ordinator will coordinate services around the individual or household to tackle underlying issues.

This service is the engine room of our vision to see our residents benefit from growth. It will be driven by an ethos of resilience and self-help. For most adults of working age the route out of poverty is employment. The service will therefore have a strong orientation to helping individuals to obtain work or to develop skills to obtain better-paid jobs.

## DRAFT

Current council services that would form part of the 'Community Solutions' service include:

- Housing allocations and determination of housing need
- Parts of adult social care providing advice and information
- Integrated youth services
- Children's early intervention; family support; Early Years and Childcare
- Employment and skills and jobs brokerage
- Financial support, revenue and benefits advice
- Parts of community safety services including dealing with anti-social behaviour
- Housing advice and preventing homelessness
- Libraries

We anticipate £6.6 million savings from 'Community Solutions' by 2020/21, £4.5 million through reduction in future demand, and £2.1 million through reduction in staffing and related changes.

## DRAFT

Under the banner of '**Care and Support**' we propose to bring together the cluster of services for those individuals or families who either need our continuing support or require an intervention to safeguard those who are at risk.

There will be a re-designed adult social care service; a re-designed children's social care service; and a new disability service.

The pressures of demand and financial constraints mean that current arrangements are not affordable. We should also do more for those needing care and support to improve the quality of services and the outcomes. Our aim is to enable and support more adults to live in their own homes for longer, and more children and young people to live at home with their families.

We aim to offer more choice and options for service users – children, young people and adults. We will see reduced overlap and duplication of tasks between professionals. Making sure all social work processes are streamlined and effective will ensure that children, young people and families are not involved in unnecessary and costly bureaucratic processes. There should be more access to skilled social workers and other professionals who will be able to offer a range of tools, techniques and services which will make a difference

For both adults and children, services will be smaller, more responsive and user focused. Social workers will have more contact with services users and carers. Social work teams will include a mix of staff to ensure best use is made of skilled social worker time which is in short supply. A modern electronic record system and use of up to date technology to support mobile working will give social workers more time for direct work with children, young people and adults. There will be a range of service providers and a variety of different types of provider.

We propose that there should be a single disability service for those with life-long disabilities. Services to children and adults are currently delivered separately, with significant differences in approach between services which in part reflects the differing legal positions but which are often experienced as difficult and confusing by individuals. Integration will deliver a more seamless service and better 'life course' planning. In particular, the transition from children to adult services will be easier to plan and easier for parents and young people to navigate. Where possible, we will seek to bring together health and social care services in a way which promotes independence, reduces gaps and overlaps and delivers savings by reducing demand and through economies of scale. Older people's services will cover disabilities brought about as part of the ageing process.

We anticipate £11.8 million savings from 'Care and Support' by 2020/21 - £2 million of reduction in anticipated future demand, £4.5 million of other savings (changes to service models, contracts/providers), and £4.9 million of workforce-related savings.

## DRAFT

**Access for customers** for council services will be through a single digital platform that will enable seamless on-line, phone and face-to-face contact.

At present, the ways in which people contact the council are fragmented, and inefficient, and often frustrating for customers. There are multiple contact channels, and the service is inconsistent and does not always lead to a swift resolution. Customers can be asked for the same information on multiple occasions depending on which service they contact or may be required to speak to multiple members of staff to have their query resolved.

A new customer access strategy will ensure consistency across all services and contact channels with the overall aim to make our Council “Digital by Design”. We will ensure that people will no longer be asked for the same information multiple times and can access live updates about their own requests. Customers will be kept informed of events and changes to services that are relevant to them, and they will receive progress of their contacts in a way they prefer, without having to chase.

For those who require additional support there will be online help (using web chat), a telephone service (using the contact centre) and locations across the borough where there will be staff who can provide immediate assistance or where appointments can be made to meet face to face with specialist officers. We will also aim to ensure that residents are connected to partners or community organisations where this is most appropriate.

We anticipate £5.7 million savings by 2020/21 through streamlined processes, reduced demand, and reductions to the workforce.

## DRAFT

We propose to create a revitalised and consolidated **Enforcement service** to promote civic pride and to shift the behaviour of those who act irresponsibly or without due regard for others.

The service will bring together all those council functions which are involved in enforcement and regulation. Current services are fragmented across a dozen different functions. Our aim is to provide a better service to residents, and to make the service and its employees more productive and effective.

We propose to develop an intelligence-led, highly visible enforcement service in the borough, which is located where it will have the greatest impact. It will be able to respond to emerging high-profile issues swiftly. We expect it to ensure that the enforcement service is self-funding and provides value for money. This includes the functions in relation to private sector landlords.

The service is an important part of our response to residents' concerns about crime and anti-social behaviour and will complement our work to design out crime as we develop parts of the borough, the role of the 'My Place' service, and the work of our 'Community Solutions' service.

Enforcement and regulatory functions should be delivered in a consistent manner which sets an acceptable standard of behaviour, where those who live, work and visit the borough have pride in the place. People should be able to report issues for all these services online/by phone easily and to get feedback on what has happened. We also want the local community and businesses to play their part in improving standards within the public realm.

We anticipate £2.9 million of savings by 2020/21, primarily from increased income, with some workforce changes.

# DRAFT

## Shaping places

'My Place' will be an innovative new service designed to maintain the Council's assets and to support a broader approach to place management that will benefit the whole community.

Over the last decade there has been significant growth in the private rented sector. Owner occupation has fallen in the last fifteen years to 44% - the lowest level of owner occupation in London. Over the same period there has been a substantial growth in the private rented sector to around 16,500 tenancies.

The estates and streets of our borough are becoming more diverse in terms of tenure with a varied mix of council tenants, private rented sector, 'Right to Buy' homes, owner occupiers, and shared ownership, all of which could be found on one road. That mix will continue to change with large amounts of private investment coming into the borough.

Increasing diversity in the housing mix has made our current tenancy management model inefficient and redundant. 'My Place' will be a new service that will become a local managing agent and handle all resident affairs relating to property. It will include tenancy management and property management for our own stock. It will also allow the council to provide management services in the open market for landlords and developers that operate in the borough and charge for this service.

It will act as the commissioner for services which maintain public spaces, using the best placed provider.

We anticipate £600,000 additional income by 2020/21 from managing agent services and lettings agency income.

'My Place' will drive local environmental improvements by commissioning and performance managing the Council's **refuse and street cleansing services**.

We propose that both those services should be retained as in-house services; but significant improvements in the efficiency of both services can be achieved. We have the highest volume of waste per household in London. The current waste service is focused on collection rather than preventing waste creation, which should be its core aim. Due to the cost per tonne for disposal and high staffing costs this service is expensive to run. We will improve public education and enforcement to reduce waste volumes and disposal costs.

We anticipate £1.2 million savings by 2020/21 from workforce related savings and waste volume reduction.

## DRAFT

We propose to establish a new service designed to breathe life back into the Borough's flagship **parks and open spaces** with a particular emphasis on exploiting their commercial potential for the benefit of all users.

We are a green borough with some 32% of land being parks and green spaces. We have 25 parks and open spaces, but the quality of many of these is poor. The Council has attracted some inward investment to parks, but significant further inward investment is needed for the basics of maintenance and safety, and to reverse the gradually increasing dilapidation. Our ambition is to see our parks and open spaces as assets that help deliver our growth ambition. We are seeking to become a destination of choice and it is vital that the public realm looks the best it possibly can. A high quality park can add up to 25% to the value of properties bordering high quality and attractive green spaces and making regeneration schemes work. We intend to run a public competition to generate the best ideas that will make turn our parks into attractive destinations.

We anticipate £0.6 million of additional income by 2020/21, and £0.6 million savings from workforce and operational changes.

We propose also to retain the **Heritage Service** in-house with a vigorous mission to promote the borough's past and its connection to the present and future. We will implement an improvement programme to increase visitor numbers, income and volunteering whilst reducing operational costs. The scope of the service will include - Valence House Museum (including the Archive & Local Studies Library) and Eastbury Manor House – together with any new heritage assets that may be developed. It will continue to source external funding opportunities wherever possible. However, there will be a concerted effort to drive up visitor numbers and maximise commercial opportunities

We anticipate that better promotion of the heritage attractions in the borough will boost its reputation as a place to live and visit. This will generate an additional income of £80,000 by 2020/21.



# DRAFT

## Growth and investment

Achieving our vision will mean leading and accelerating the transformation of our borough's redevelopment and regeneration. We have embraced opportunities as they have become available and pioneered initiatives such as 'Reside'. However, realising our full potential will require a step change in capacity and in our capability to engage with the market of potential investors, to generate commercial opportunities and initiatives that will trigger government reward mechanisms.

We propose to establish '**Be First**', a new commercial growth and regeneration company charged with accelerating the pace and scale of economic, infrastructure and housing development in the borough in line with the Council's vision and 20 year goals. We propose that this is a commercially dynamic social enterprise, owned by the Council. That will ensure that any profits generated are returned to the Council.

Locating those functions in an arm's length body will allow more operational freedom to engage with the market place. "Be First" will be able to attract necessary talent to carry out its mission and the concentration of skills will lead to rapid and effective decision-making that will allow the Council to shape the environment in favour of its residents.

The new company will lead the identification of investment opportunities for the Council to pursue as a commercial investor in its own right. Many of these investments - in property, for example - will then be managed by the new proposed "My Place" service.

We anticipate that 'Be First' will generate £6 million in net benefits by 2020/21 through additional income.

## DRAFT

We propose to set up three other council-owned social enterprises. Putting these services on a new footing would enable them to create additional levels of income and generate new business.

**'Home Services'** will be a revitalised repairs and maintenance service contracted by the Council to maintain and repair the Council's own portfolio of properties. It will comprise all the services currently within the Council's direct labour organisation (DLO). The aim is to create a service that could trade, in particular offering a service to local landlords, providing the opportunity for the service to generate additional income by broadening its customer base. We propose that this is a social enterprise, owned by the Council, supported initially by external commercial expertise.

We anticipate that 'Home Services' will generate £1.7 million savings by 2020/21, primarily in workforce savings, with some additional income from trading activity.

**BDT Legal** will be a council trading subsidiary with Thurrock Council, to provide legal services to councils, other public sector organisations and charities. We propose that this is a local authority traded company. This will build on the success of the current traded activity of the shared legal team.

We anticipate that BDT Legal will generate £550,000 additional income annually by 2020/21 for both councils.

**Traded Services** will be a social enterprise, owned by the Council, that offers a range of support functions initially to the family of schools in the borough and to schools in other locations but could also explore wider markets. We will explore with schools the extent to which they want to be partners in this venture.

We anticipate £260,000 additional annual income from traded services by 2020/21.

For all these services, we consider that the proposed new model offers the best option to improve the delivery of services and to protect jobs. All these services must be able to maximise income, and we want the benefits of that income to support the delivery of public services, not private profit. Retention of those services within conventional council management arrangements would limit their flexibility to operate commercially. Outsourcing or privatisation would see the benefits going to shareholders, not local residents.

## DRAFT

The **leisure service** is the only council-run service where we propose to transfer the management and operation of the service outside council ownership to a 'not-for-profit' operator. We propose to invite bids to operate the service. The Council would retain ownership of the assets and lease the facilities to the operator for the contract term. There is a well-developed market of "not for profit" operators who can be expected to bid for the contract. We anticipate that there will be considerable efficiencies to be gained by transferring to an established operator, which will have lower overhead costs, greater experience and capacity to market the service and generate new business and income.

We anticipate £1.2 million net annual benefits by 2020/21.

# DRAFT

## **What does this mean for our workforce?**

Our proposals safeguard jobs. Of the current workforce – which is approximately 3500 full-time equivalent posts – about 1000 posts would transfer into the proposed wholly owned social enterprises or not-for-profit operators and contribute to new income generation. If our proposed, more commercial delivery organisations are successful, those jobs can be protected.

Some reduction in the overall size of the workforce will be necessary, and we estimate that, as a result of the proposed reforms and savings, the size of the workforce will reduce by about 550 FTE posts.

The values that underpin public service and which are recognised by the council workforce will not change. However, getting the most from limited resources will mean adopting new ways of working and ways of managing that are closer to the private sector than traditional local government practice.

Continual change will be part of the future and our workforce will need to be flexible enough to respond positively to that challenge. This will mean using organisational change as an opportunity to develop and grow the skills and capabilities of our people. In part, this will be achieved as a result of providing the right tools to do the job and, in particular, a comprehensive programme of learning and other development opportunities in line with the requirements of the new models of delivery.

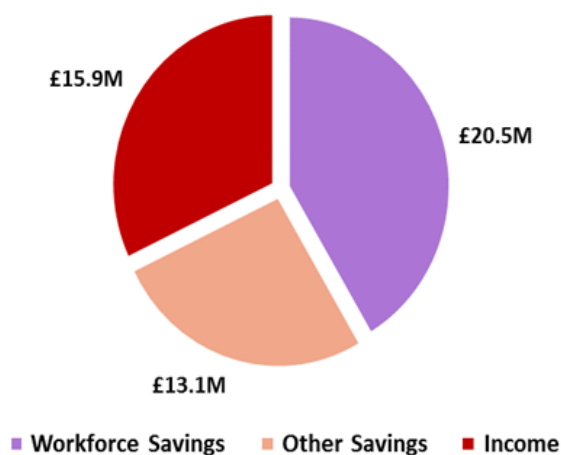
We will have high expectations of our staff, with challenging targets for performance and productivity. Good performance will be recognised and rewarded, and poor performance will be tackled quickly.

# DRAFT

## Bridging the financial gap

If the proposals set out here are agreed and delivered, we estimate that the budget gap will be reduced from £63 million to £13.5 million. This programme of transformation should deliver £49.5 million of savings each year by 2020/21, including nearly £16 million in additional income. During that period we will aim to secure further savings through better integration of health and social care services – by exploring pioneering options such as an Accountable Care Organisation - and further opportunities to generate income.

Financial Benefit After Ongoing Cost Profile Per Category



We are confident that the proposed model gives us the best chance to manage the financial pressures, secure improved outcomes, and to realise the benefits of economic growth.

# DRAFT

## NEXT STEPS

We are at the start of a five-year programme of transformation. We will now press ahead with the changes which will improve the efficiency of the services which we are intending to retain in house.

We are consulting residents, partners, businesses and our staff now on those proposals which would entail a major restructuring of council services or creation of new arm's length bodies.

A set of questions for consultation is at [\[insert link\]](#). We are seeking responses by 16 June 2016.

We expect to consider the responses to consultation, and then to take firm decisions in July 2016.

# DRAFT

## TECHNICAL NOTE – DATA SOURCES

This note summarises the data sources for the statistical information and comparisons.

### **Deprivation: English Indices of Deprivation 2015 (Rank of Average score)**

The Indices of Deprivation is produced by the Department for Communities and Local Government. The most recent version was published in 2015. Relative levels of deprivation across England are measured over a range of indicators, including:

- Income Deprivation
- Employment Deprivation
- Education, Skills and Training Deprivation
- Health Deprivation and Disability
- Crime
- Barriers to Housing and Services
- Living Environment Deprivation

These measures are combined into one overall score (Index of Multiple deprivation) and this score is then ranked for each local authority in England.

<https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

### **Low Pay: (Annual Survey of Hours and Earnings 2015 [provisional]: Annual pay by place of residence – All)**

The information for this indicator is derived from the Annual Survey of Hours and Earnings (ASHE) which is conducted annually by the Office for National Statistics (ONS). The measure used here is the average annual salary by a person's place of residence (and includes part time and full time work).

<http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/bulletins/annualsurveyofhoursandearnings/2015provisionalresults>

### **Children in Care: (LA looked after children 2015, DfE, 2015, Table: SFR34:LAA1)**

This measure is produced by the Department for Education (DfE) and shows the number of looked after children (including adoptions) per 10,000 children aged under 18 years. The figure used is for year ending 2015

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/483716/SFR34\\_2015\\_Local\\_Authority\\_Tables.xlsx](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/483716/SFR34_2015_Local_Authority_Tables.xlsx)

### **Teenage Conceptions: (Office for National Statistics: Vital Statistics: June Quarter 2015)**

This measure is produced by the Office for national Statistics on a quarterly basis and is the rate of conceptions per 1000 women aged 15 to 17 years for each local authority

<http://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/conceptionandfertilityrates/datasets/quarterlyconceptionstowomenagedunder18englandandwales>

# DRAFT

## **Rate of Unemployment: (Annual Population Survey – ONS, 2015)**

This measure of unemployment is derived from the Annual Population Survey (APS), which is conducted by the Office for National Statistics.

The rate is based on the number of people unemployed as a proportion of the economically active population in a local authority

<https://www.nomisweb.co.uk/reports/lmp/la/1946157260/report.aspx>

## **GCSE results: ( % of KS4 pupils attaining 5+ GCSEs inc. English and Maths 2015 – Department for Education - DfE)**

This measure is produced by the Department for Education showing the percentage of pupils at Key Stage 4 achieving 5 or more GCSEs (including English and mathematics). It relates to the 2015 academic year.

<https://www.gov.uk/government/statistics/provisional-gcse-and-equivalent-results-in-england-2014-to-2015>

## **Level 3 results: (Percentage of students achieving at least 2 substantial level 3 qualifications DfE (provisional) 2014/2015)**

This measure of educational attainment is produced by the Department for education and gives the percentage of students achieving at least 2 substantial level 3 qualifications (which are A levels or their equivalent) by local authority

<https://www.gov.uk/government/statistics/a-level-and-other-level-3-results-2014-to-2015-revised>

## **Domestic Violence: (MOPAC: 2015)**

This measure shows the proportion of domestic abuse victims subject to repeat incidents and is compiled by The Mayor's Office for Policing and Crime (MOPAC)

<https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research/crime/domestic-and-sexual>





## **Design Principles**

### **Design and functions of the 'Core'**

## **1 What is the recommendation?**

The core of the Council should be re-shaped around the outcomes of the Council's long term vision, and not around traditional service delivery silos. The operating model of the future will require significantly reduced central support services.

## **2 Why is this proposal recommended?**

The A2020 programme and the report of the Growth Commission have both identified huge gaps between the capability which is required to achieve the Council's long term vision and the current state. They point to an organisation that is designed around the outcomes demanded by the Council's vision and less one that is designed around traditional professional service delivery silos.

We need an organisation which is designed to challenge ourselves and others in the pursuit of excellence. A cultural imperative, both within the Council and without, is to ask how we can improve, and to set aspirations and expectations which are consistently high.

To achieve that, we need to make much more effective use of data, intelligence and insight, and constantly to look to the ideas of others as part of the day to day running of the Council, improving our ability to develop evidence-based strategies and plans that apply not just to Council services but those of public, private and voluntary sector partners.

It also requires a new approach to planning and performance, based on consistent, outcome-focused long term goals, which inform the development of five year commissioning plans for each key goal, and clear service delivery agreements and annual service plans with in-house and any arm's length delivery functions.

Other service proposals specifically address the proposed future size and shape of the Council's service delivery functions.

Our people-based services (Adults and Children's Services with key aspects of Housing, Regeneration and Revenues and Benefits) are too fragmented. They are insufficiently focused on increasing self-sufficiency/resilience either by addressing root causes and/or by being designed to leverage the growth that will be coming to the Borough now and in the future. This fragmentation is not just reflected in the Council but within its strategic partners as well.

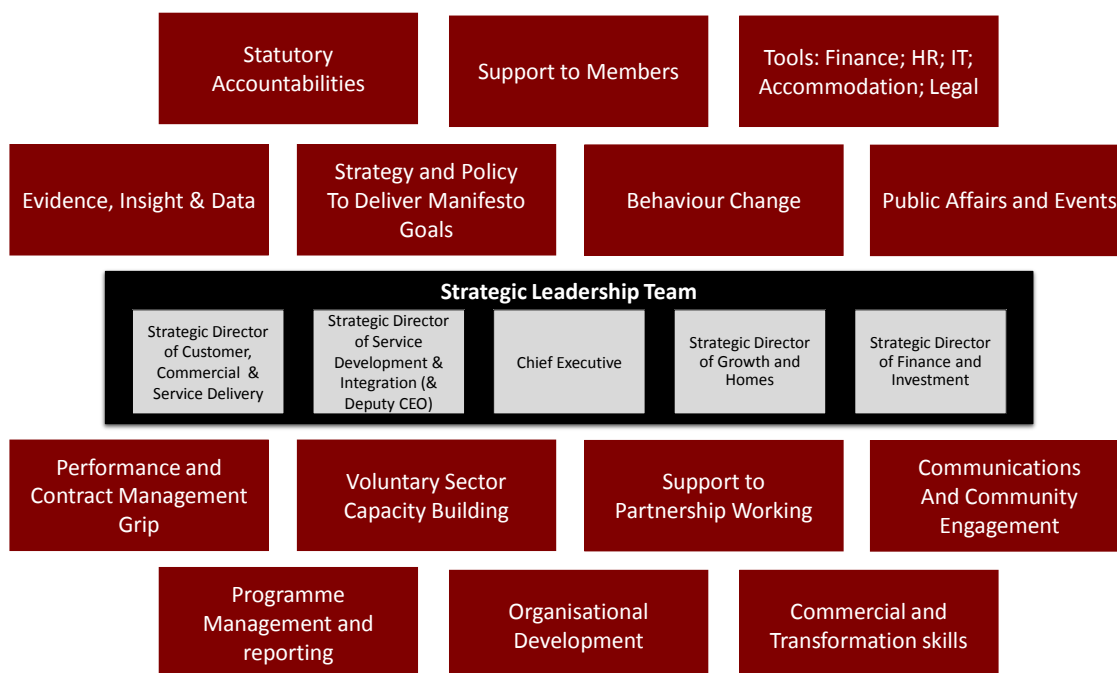
Our place-shaping and place-making services are not joined up. In some cases they are significantly under-resourced e.g. Regeneration. In other cases services do not currently see themselves as integral to our growth/place-shaping agenda.

Our capacity for partnership working is weak and most developed in specific service areas (e.g. Health and Social Care). There is a need to invest money, capacity and leadership time in the development of partnerships across the public, private, business and voluntary sectors and with the community more generally.

We recommend a re-shaping of the core functions to ensure that services are commissioned in a way that is evidence-led, informed by better strategic planning and decision-making, and configured to provide improved services for the Council and its residents and customers.

At the same time, the central support services can be significantly reduced commensurate with the changing size and shape of the service delivery functions, while maintaining the essential statutory functions.

### 3 What does the future service look like?



The diagram shows the key functions which will comprise the core of the Council. Strategic leadership and service delivery are distinct.

### 4 What will the service deliver?

The core will:

- Support and maintain the Council as a robust democratic institution with good governance, accountability and transparency
- Ensure that all the Council's statutory duties are met, including sound financial management
- Enable - but not provide - the delivery of services under the proposed models set out in A2020
- Assure that the quality and cost of all services meet required standards by understanding better the needs of residents, strong commissioning and contract management.

## 5 What are the constituent parts?

The core will include:

- A significant element of ‘irreducible’ service and costs that are required to meet the Council’s statutory obligations and ensure its financial health.
- Enhanced/new services designed to support the new operating model and ensure real value from all aspects of the mixed economy of delivery vehicles. These services include stronger commercial and commissioning expertise to act as a robust client to all services. It also includes an enhanced data and intelligence function to understand and influence customer behaviour, to manage demand and inform service design.
- Those services that currently make up the Council’s enabling functions, such as Finance, Facilities, and HR that are scaleable to reflect the size and shape of the service delivery functions.

## 6 What will be different for the customer?

Most of the core functions will not be dealing directly with the public. The key ‘customers’ – Members, partners and external stakeholders, and service delivery functions – should see a more efficient and productive core, supporting and enabling better services for the public.

## 7 What will need to change in the service(s)?

New structures, systems and services will create a more commercial and analytical approach to service design and delivery. Commissioning of services will be an integral way of doing business. There will be a new planning and performance cycle, drawing on a better evidential and analytical base, that will focus on achieving the outcomes of the Council’s long term vision.

## 8 What will be the impact on the workforce?

Some new capabilities and skills will be required. Alongside this investment the ‘reducible’ elements of the support services will be challenged on their appropriateness to the new operating model (service mix, size, structure, method, etc.). Their overall efficacy and value for money. There will a proportionate reduction in the core workforce in line with the changing operating model.

## 9 When will the changes take effect?

Year	2016/17				2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Develop new core capabilities	██████████											
Changes to support services					██							

In general the changes in the core will follow the design of the new models of delivery across the Council. Early changes in 2016/17 will largely be focused on building the new capability, systems and structures required to deliver the Ambition 2020 programme.

Support services will then be tested against the new requirements from service delivery functions to minimise the cost to new delivery vehicles and the Council as a whole. This will take the form of proportionate reductions in current services and/or more efficient structures and delivery models to meet new requirements. These changes are therefore likely to take effect from 2018/19 onwards.

### 10 When will customer outcomes be seen?

Incremental and investment changes will begin to take effect immediately, with the full effect of changes to support services following after.

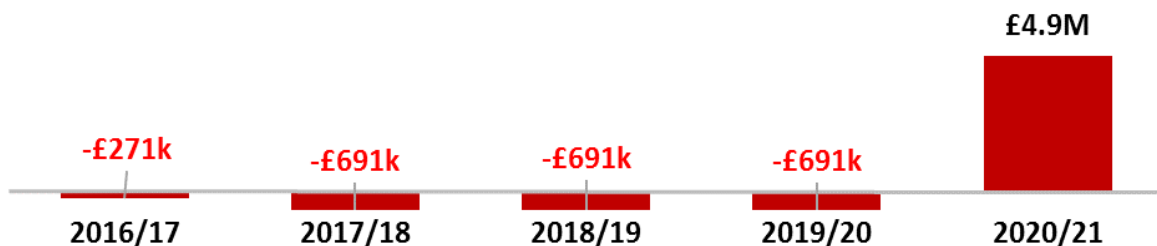
### 11 What savings will be made from the changes?

The programme envisages that savings of £5M are possible from a net budget of £45M. Given the proportion of net budget that is considered to be 'irreducible', 11% is considered to be an aggressive savings target.

### 12 When will the savings be realised?

Full savings will not be realised until 2020, as the redesign of the support services will depend on the implementation of other aspects of Ambition 2020. Savings are likely to accrue from 2018/19 onwards as the new operating model is embedded and support changes become possible.

#### Irreducible Core Benefits After Ongoing Costs



These projected savings equate to a reduction of 135 FTE posts.

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## **Design Principles**

## **Workforce & Organisational Development**

## **1 What is the recommendation?**

The Council should apply the key workforce and organisational development design principles detailed in this document to all Ambition 2020 service proposals.

## **2 Why is this proposal recommended?**

These principles will form the basis of robust challenge to all service proposals as they develop into detailed implementation plans. In particular the principles will help inform the key workforce decisions required in each service and ensure the strategic alignment and consistency of such decisions.

The principles build on the core LBBB documents that help express the positive elements of the culture of the Council and its relationship with the workforce, namely the Council's Values and Staff Charter, whilst identifying where these need to change. They also align these elements with the stated ambitions contained in the Growth Commission report and implicit in Ambition 2020 service proposals.

The Council's success will depend on the way its workforce responds to the changes that will be needed to achieve its ambitions; changes to what people do, how they do it, how they are managed and how they behave. In particular:

- The values that underpin public service and that are expressed at LBBB as DRIVE will not change and will continue to be a key part of the future.
- However, getting the most from limited resources will mean that services will be more commercial in the way they operate. This will mean adopting ways of working and ways of managing that are closer to the private sector than traditional local government and seeking to bring the additionality that characterises the voluntary and community sector.
- The future will be one of continual change and the workforce will need to be flexible enough to respond positively to that challenge in a way that those in the voluntary sector have done.

This will mean a different focus and set of priorities and what it means to work at LBBB and the Council's culture will change – to the benefit of everyone, particularly the residents and customers of Barking & Dagenham.

### **Design Principles**

#### **1. LBBB will have higher expectations**

The Council will expect a lot its workforce. It will be expected to work hard, meeting challenging targets that will continually drive up the productivity of the Council. Poor performance will be addressed quickly and others will not be expected to compensate for those that do not contribute.

#### **2. Ambition 2020 will contribute positively to the Council's employment ambitions for the borough**

This will mean creating service models, a recruitment proposition, development opportunities and career paths for people that enable them to fulfill their potential. It will also make sure that the ambition of the Council to employ a workforce that is representative of the community it serves is realised.



### **3. We will value equality**

This will mean embracing the Council's commitment to equality and diversity and investing in the development of the whole workforce to ensure that no group is excluded from the opportunities that the Council provides.

### **4. Our values will be stronger as a result of Ambition 2020**

The future operating model will therefore support our people to improve service delivery in line with our values. In particular, new and newly designed services will enable people to deliver their best every day and respond to the community's needs in prompt and positive ways.

### **5. We will be a fair employer**

This will mean achieving the organisational changes and financial savings integral to Ambition 2020 without embarking on a 'race for the bottom'. In particular there will not be a wholesale diminution of the overall employment package including pay, terms and conditions, career development and working conditions. However, the need to be more commercial will mean that the employment proposition will be continually reviewed against the Council's overall productivity and its ability to be competitive. This may mean that, where the sustainability of services and alternative delivery vehicles depends on bringing pay and reward more in line with the market, this is preferable to service closure and/or private sector delivery.

### **6. We will choose and create partner organisations that share our values**

In this way residents, customers and visitors are assured that the service they receive will be delivered consistently, regardless of the business model responsible for that service. Our people will also be assured that any organisation that delivers services with or on behalf of LBBDD will value them for whom they are and what they can do. This unifying set of values does not however mean that partner organisations will be limited in their ability to employ and manage their workforce in ways that meet their specific business objectives.

### **7. The development of LBBDD will be mirrored by the development of our people**

This will mean using organisational change as an opportunity to develop and grow the skills and capabilities of our people. In part, this will be achieved as a result of providing the right tools to do the job and, in particular, a comprehensive programme of learning and other developmental opportunities in line with the requirements of the new models of delivery. In addition it will mean deploying internal staff members into transitional and project roles wherever possible as part of Ambition 2020. This will not exclude the need for specific external skills and capability as and when necessary.

### **8. We will ensure an environment that supports success**

The workforce will be provided with the tools needed to do a good job and deliver the best service possible. This means that the Council will aim to provide an environment that has the right technology, good buildings and facilities and the learning and development needed to succeed.

### **9. LBBDD will become an employment destination for talented people**

The scale and importance of Ambition 2020 as a transformation programme, and the development of the Growth Commission's proposals into action, will mean that LBBDD will become an employment brand of choice. The opportunity to work on such an ambitious agenda in a challenging but supportive environment, working with like-minded professionals

will be attractive to the talent that LBBB will need now and in the future. This will mean developing the messages and infrastructure that will attract, grow and retain the most talented people.

**10. We will implement change in consultation with the workforce and trades unions**

Consultation, engagement, information and communication will be ongoing and actively addressed throughout the period to 2020. This will include clear messages with regard to the Council's vision and strategic direction as well as more specific and targeted forums to engage people in the future of their service and enable them to contribute their ideas. Council policies and procedures will be used to make sure that reviews and restructures are implemented fairly.

**11. We will reward contribution and productivity**

Ambition 2020 is designed, in part, to maximise outcomes from diminishing resources, which can only be achieved through increased productivity across the Council and from everyone within it. New delivery models will build mechanisms to achieve this increase and also to recognise and reward people's contributions to the improvements. Poor performance (of services and people) cannot be tolerated and so the future operating model will ensure that everyone knows what is expected of them and that unsatisfactory performance is addressed early and effectively.

**12. Workforce reductions will be achieved without the need for compulsory redundancy wherever possible**

The proactive management of agency staff, normal staff attrition and the use of voluntary redundancy will provide the basis for initial workforce reductions. Compulsory redundancy will be a process of last resort.

**13. Our employment policies and procedures will be fit for purpose**

This will mean a comprehensive review of all employment policies to ensure that they are enablers of change and not inhibitors. As a result of this review, and the changes that will emerge, the Council will have a suite of policies and procedures that reflect a modern and ambitious employer.



## **Service Design Proposal**

## **Investment Opportunities**

## **1 What is the recommendation?**

The Council should develop of an investment strategy to target a 5% net yield on investment in predominantly physical and, where appropriate, financial assets.

This will involve the identification of potential investment opportunities in both residential and commercial properties, and could be both inside and outside of the borough. The aspiration is to invest as far as possible inside the borough to act as a boost to the regeneration and economic development ambitions of the Council. Investments will be sought outside of the borough that provide an appropriate level of return and to act as a diversifier rather than a pure concentration of risk in one area.

The potential residential options include:

- New build housing
- Estate renewal with a wider tenure mix and price points (to diversify and increase our asset base)
- HRA voids purchases
- Street purchases

The investment programme will also seek to develop and expand the existing commercial property portfolio, potentially with a Joint Venture partner on a project-by-project basis.

In parallel to the identification of investment opportunities, we will need to develop appropriate funding solutions, including co-investment alongside other investors, and those solutions will potentially differ for individual investment based on the type of asset and cash flows of the scheme.

## **2 Why is this proposal recommended?**

The proposal will increase the Council's income generating asset base and enable the Council to be an active participant in the growth opportunities within the borough but with a very clear focus on return. It provides a mandate which will enable the authority to respond quickly to participate in opportunities presented and proactively to acquire and develop standing and new build assets.

This proposal builds on the relatively small-scale work to date, which has focused on developing existing assets on a project-by-project basis, rather than as part of a defined and systematic investment strategy.

## **3 What does the future service look like?**

This is not a service in the traditional Council sense – it is a strategy to generate investment income rather than the provision of a service. It could be viewed as more akin to establishing a private equity real estate investment function (mandated investment committee serviced by investment people to implement the investment strategy and allocate an agreed capital sum to achieve target returns). Alongside this, a development function would be established to originate investment opportunities. Returns are likely to be different between different projects as each will carry its own risk and return profile.

Where the investment is inside the borough:

- Create and build on existing role as a private landlord with a wider choice of tenure for higher quality housing
- Redevelopment of the Council's commercial property portfolio managing and growing it commercially
- Estate renewal programme
- Site acquisition and standing asset purchase programme
- Co-investment development projects and development partnerships with the private sector and RSLs

#### **4 What will the service deliver?**

This is an investment proposal to generate a return rather than the delivery of a service.

Where invested in the borough, it will create:

- Expand our income generating asset base
- New or wider choice of housing tenures
- Enhanced commercial and retail property portfolio

#### **5 What are the constituent parts?**

The elements and stages of investing would be:

- Development of an investment strategy
- Identification of investment opportunities
- Identification of funding solutions and co-investment structures and partnerships
- Review and authorisation by new Investment Committee operating independently within the investment mandate approved by Cabinet
- Delivery/development by commissioned through third parties (potentially "Be First")
- Client management of managing agent of residential and commercial units

#### **6 What will be different for the customer?**

In this instance, the Council will be the customer expecting a return on its allocated capital to support front line service delivery from expanded revenue generating asset base. It would also play a more active role in prompting and participating in the borough's growth.

From the perspective of tenants of the assets:

- Residential – the development of a wider choice of tenure in high quality units with the wholly owned PRS Company acting as an ethical private landlord
- Commercial – renewed, well managed commercial estate

## **7 What will need to change in the service(s)?**

To enable the proposal the Council will:

- Create of the commissioning capacity building on existing skill set within Finance & Investment teams
- Create capacity to identify funding solutions, financial modelling, investment appraisal and monitoring of delivery/management of schemes beyond that which currently exists
- Establish scheme identification/development/delivery capacity within a third part partner, potentially “Be First”
- Buy a different housing service offer from My Place than currently delivered by Housing Services for units owned by B&D reside and other co-investment structures

## **8 What will be the impact on the workforce?**

It will require a different or enhanced skill set in the retained Council investment function on commissioning, financial modelling, funding identification and active investment management etc.

The main direct impact on the workforce will occur through “My Place” and “Be First” as the expected services to be commissioned to identify, develop and manage the assets. There could also be a fundamental impact on the small commercial in house property team depending on how the current portfolio is redeveloped or enhanced.

## **9 When will the changes take effect?**

It is very difficult to be precise due to the range of options and the different lead times for each. The following developments are already planned or in the pipeline:

- Schemes already live – Reside I and II
- Approved and under development – Gascoigne I
- Being developed – Gascoigne II and west Gascoigne and Housing Zone projects

It is likely that the major investments will be towards the end of the Ambition 2020 time horizon. Other investments have yet to be identified and therefore the implementation time is not known.

## **10 When will customer outcomes be seen?**

It is dependent on the speed with which investments are identified and the lead time for each project. For example, the lead time will be very short on the purchase and re-letting of HRA void properties but potentially a number of years for large estate renewal schemes. The investment return will be staggered over at least the next five years and is more likely to be backended than delivered in the early phases of Ambition 2020.

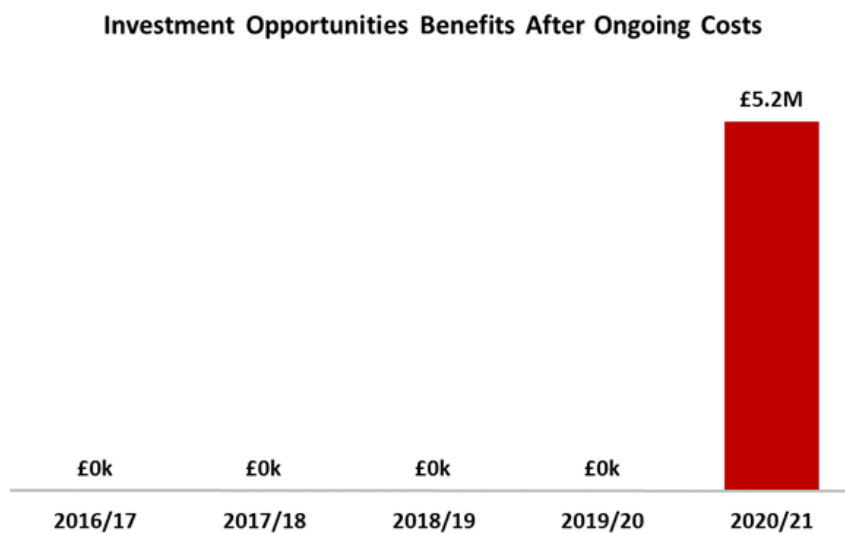
## **11 What savings will be made from the changes?**

The target investment return, after all costs, is 5%. Therefore, based on £100M investment, the Council seeks an annual net income to the Council of £5M by 2020/21.

An important point to be established is whether this return is to be achieved as a solely operating return, which would require investments of a higher risk, or if it is to incorporate increases in asset values, as occurs for property fund managers. The latter also has its own risks if property prices go down in the future but, given current values in Barking & Dagenham, is a real opportunity for achieving return.

## 12 When will the savings be realised?

It is dependent on the type and timing of the investments but is likely to largely be achieved in the later phases of Ambition 2020. Part of the development of an investment strategy will be a detailed development programme in conjunction with Regeneration/"Be First".



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## **Service Design Proposal**

## **Community Solutions**

## **1 What is the recommendation?**

There is a considerable body of evidence that shows poverty exacerbates the challenges families face and results in poorer health outcomes. This leads to considerable levels of demand for our housing and social care services. Recognising that multiple problems are hard to resolve the service will need to be strongly orientated towards early intervention and implementing strategies that help individuals, families and community get 'upstream' of the emerging difficulties. For most adults of working age the route out of poverty is employment. The service will therefore have a strong orientation to helping individuals to obtain work and/or to develop skills to obtain better paid jobs.

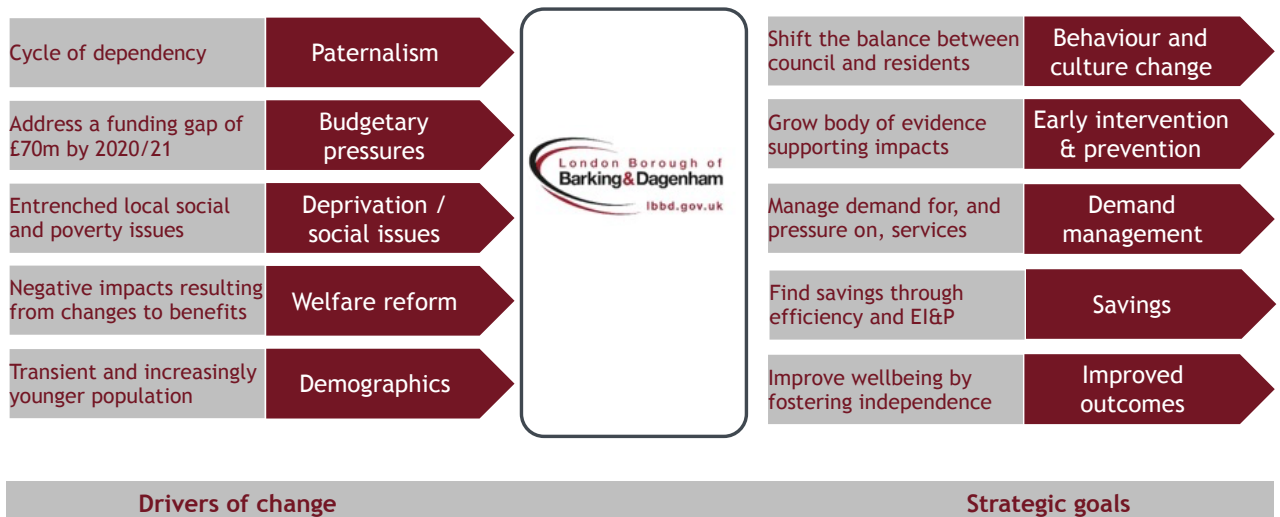
The service that will:

- Focus on supporting residents to become more self-sufficient and resilient
- Tackle the multiple needs of households holistically and at an earlier stage, building upon the success of the existing Troubled Families initiative
- Comprise multi-disciplinary and multi-agency teams that will collaborate closely with the voluntary and community sector and other strategic partners to deliver early intervention and preventative support
- Act as the front door for people based services, with a single digital presence and operating out of community hubs

Community Solutions will bring together a number of different council services which are currently managed in a number of departments. This will include a substantial proportion of the housing service, community safety services such as the Anti-Social Behaviour team, employment services as well as some adults and children's social care services. It will work closely with DWP, Statutory Partners such as the NHS and Police and Voluntary and community sector.

## **2 Why is this proposal recommended?**

The Council is facing a combination of social and financial challenges that are driving the need to re-think its approach in supporting resident wellbeing. Current services are not designed to address these challenges.

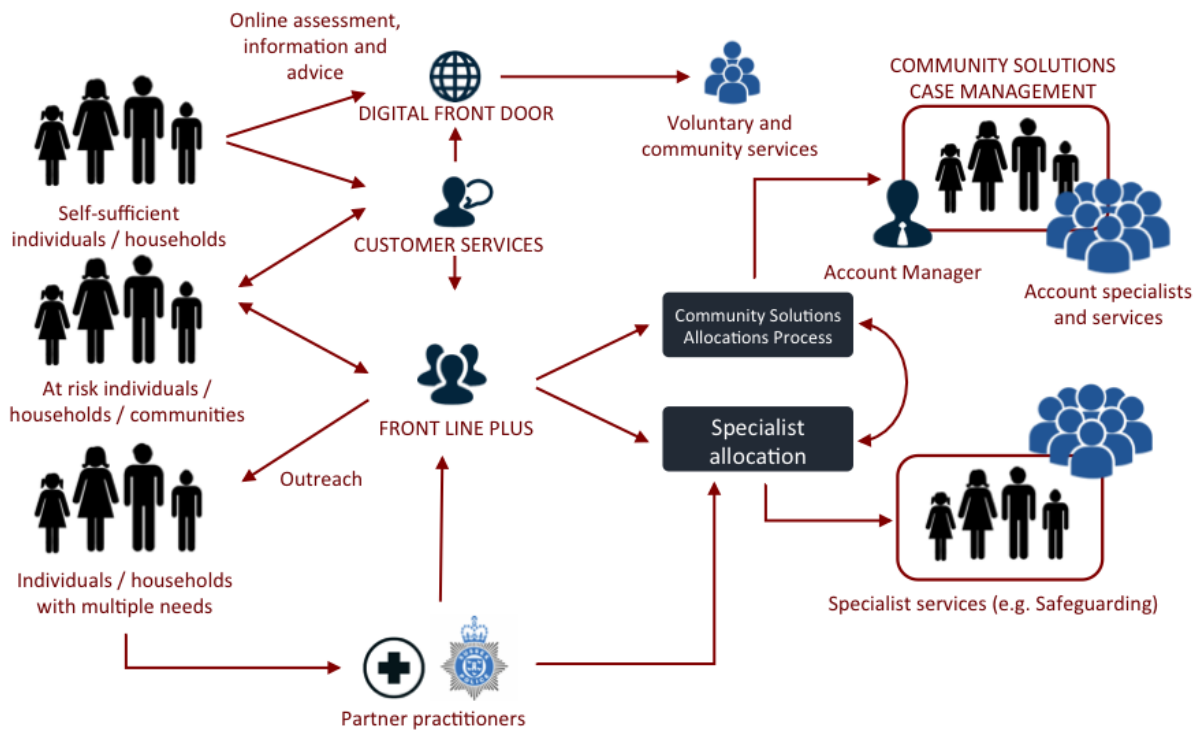


Community Solutions will focus on behaviour and culture change; early intervention and prevention; and demand management whilst improving outcomes and making the necessary savings.

### 3 What does the future service look like?

The key features of the new service are as follows:

- Acts as the front door for all people based services
- Everything currently considered ‘targeted’ across the Council’s teams will be brought together. These include the following types of need – worklessness, adult skills, deprivation, debt and money problems, (low level) mental health issues, anti-social behaviour, domestic violence, homelessness and family support
- Will be structured to encourage self-help and where necessary provide residents with the most appropriate support based upon their circumstance



Community Solutions will provide direct support for three groups of households: Self-sufficient, at risk and multiple needs. Those households with specialist needs will be assessed and referred to specialist services.

Group	Characteristics	New Deal component
<b>Self-sufficient</b>	Individuals / households with very low levels of need will be supported to help themselves or find community resources that are best placed to offer support.	<b>Information &amp; advice Signposting</b>
<b>At risk</b>	Individuals / households with one or more problems or at risk of developing one or more needs that find it difficult to cope themselves.	<b>Information &amp; advice Signposting  Early action services (outreach)</b>
<b>Multiple needs</b>	Individuals / households that have two or more significant needs and require support to build up resilience and tackle the root causes of their problems.	<b>Early action services (outreach)  Account specialists and services</b>
<b>Specialist needs</b>	Individuals with multiple needs will be assessed to determine whether they are at risk of harm to themselves or others	<b>Identification and referral to relevant specialist services</b>

#### 4 What will the service deliver?

It is anticipated that the service will tackle root causes of resident and household issues. This should manifest itself in terms of reduction in the following specialist services:

- High level/repeat anti-social behaviour cases
- High risk domestic abuse cases
- Homeless applications; repossessions; households in temporary accommodation
- Children on child protection plan; children in care; looked after children
- Children with concerns about welfare – s17 children in need
- Adult needing high levels of care support packages
- Unemployment

## **5 What are the constituent parts?**

### **Digital front door**

The service will offer a single digital front door that will offer visitors diagnostic tools / self-help guides and an up to date service directory.

### **Front line plus**

“Front-Line Plus” function will support the delivery of universal early action services by advising, signposting and referring resident to the most appropriate preventions and early action. It will operate out of the local Community Solutions bases and other facilities.

### **Voluntary and community services**

Community Solutions will work closely with the Voluntary and Community Sector in Barking and Dagenham. A large part of the early action services will be delivered in collaboration with or entirely by the community or third sector.

### **Community Solutions case management**

“Community Solutions case management” is a multi-disciplinary service that works with residents and households with multiple needs or that are at risk. An account manager will coordinate services around an individual or household that is eligible for support, managing a range of interventions. Account managers will both work directly with residents as well as coordinating contributions from a range of specialists who will provide expert support and advice, pulling them in to support a case as and when required.

### **Community Solutions Work Allocations**

Processes will need to be developed to assess contacts to decide whether they would be best placed to receive either targeted support provided through Community Solutions or interventions from specialised services (e.g. children’s social care).

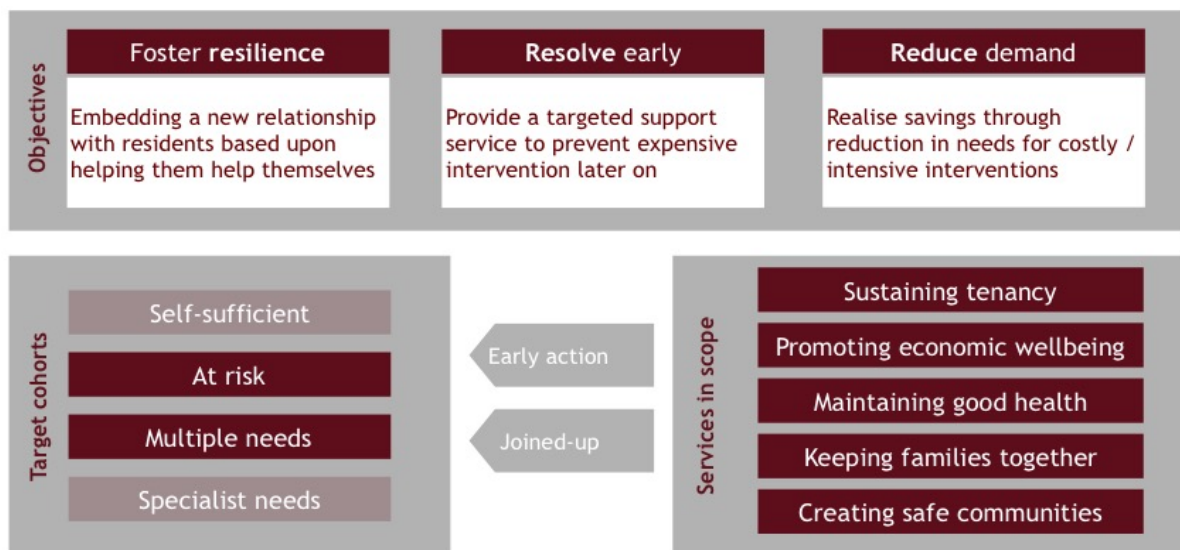
**Existing Council services that it is anticipated will form part of the Community Solutions include:**

- ☐ Some Commissioned services (for adults and children)
- ☐ Integrated Youth Services
- ☐ Children’s Early Intervention; Early Years and Childcare
- ☐ Employment and Skills; Financial support (revenue and benefits only)
- ☐ Community Safety and Offender Management (parts of)
- ☐ Housing Advice; Housing Management (Managing tenancies and ASB team only)
- ☐ Libraries
- ☐ The Adult College

Community Solutions will seek to work with DWP services as well as relevant voluntary and community sector support.

**6 What will be different for the customer?**

Community Solutions means that the customer will be an equal partner with the Council in improving their outcomes. They will experience more holistic services both online and in person, and will receive outreach support where needed.



**7 What will need to change in the service(s)?**

The new service will require a complete reconfiguration of existing services across several Council departments. These will impact on people, processes, tools and cultures. Staff members and teams will need to become more multi-disciplinary, processes and assessments will have to be made more usable and generic, digital tools and case management systems more intuitive and integrated and cultures need to support household independence and longer term resilience. It will however be important to retain within the new multidisciplinary teams the key professional skills required and avoid deskilling (and thus losing) staff.

## 8 What will be the impact on the workforce?

Rollout will be staged, but the impact of workforce will be significant. The main anticipated impacts are as follows:

- A widespread restructure, and reduction in staff numbers , as a result of streamlining service and team structures when moving to the new Community Solutions model
- Fundamental changes in culture and practices that will require training and skills development
- New roles that will require changes to existing staff terms and conditions

## 9 When will the changes take effect?

The impact will be staged over the next three years to allow service to learn, adapt and improve before full rollout. Current estimated timescales are:

Year	2016/17				2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Full business case	●											
Limited trial		■										
Expanded trial					■							
Full roll out									■			

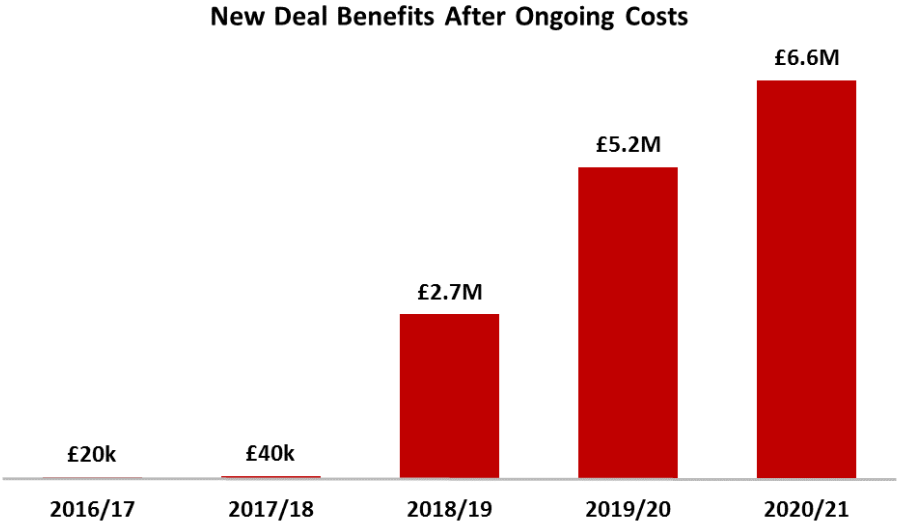
## 10 When will customer outcomes be seen?

A small cohort of households will be chosen for the first trials (approximately 70-100). They will see an initial impact through 2016/17. The impact will then be felt more widely in 2017/18. By 2020/21 the service will be transformed.

## 11 What savings will be made from the changes?

The estimated savings will be taken from the reductions in the demand for intensive social care support for adults and children services. The estimated total savings for 2020/2021 are £6.6m annual savings by 2020/21.

## 12 When will the savings be realised?







## **Service Design Proposal**

### **Care and Support**

## 1. What are the recommendations?

We are proposing a whole system transformation of Adults and Children's Social Care to address the demand and other challenges these services face. The proposed changes will where necessary improve the quality of services and deliver positive outcomes for those who use the services. The review of service delivery models, practice and management approaches and changes to services will also be focussed on reducing the demand pressures on the services and cost pressures.

New service delivery models will comprise of:

- A digital portal with interactive online self-help
- Separate disability service
- Under 12s and over 12s children's social work teams
- Re-organising adult social work clusters and mental health social work

New practice and management approaches will include:

- Ensure that children and adults social work processes are streamlined and effective
- Entail skills mix changes in social work teams
- Ensure social work approaches are evidence based
- Ensure a rigorous, forensic and analytical management approach
- Underpinned by a user friendly and intuitive social care records system and technology to support mobile working

Changes to service providers will involve:

- Considering alternative providers for some standardised and routine adult social care social work functions. e.g. Care Act reviews
- Working with the local market to introduce new and innovative services and using commercial approaches such as payment by results
- Considering alternative means of delivering all adults social care in-house services to provide the most cost effective service by the most appropriate provider
- Considering the provision of the Fostering Service by an arm's length social enterprise or in partnership with other Local Authorities
- Closer integration with NHS services

## **2. Why are these proposals being recommended?**

Most social care processes are set out in statutory guidance. The local authority is the lead agency for safeguarding vulnerable children and adults, and is the corporate parent for children and young people who are not able to live with their parents. Whilst there are significant differences in the legislation for children's and adults social care the principles which underpin both are similar. Joint and integrated working is encouraged for both children and adults services to improve quality and outcomes.

Social care demands are rising and budgets are reducing. Current delivery models, practice and management approaches and existing services are not sustainable.

## **3. What do future services look like?**

For both adults and children:

- Services will be smaller, more responsive and user focused. Social workers will have more contact with services users and carers
- Social work teams will include a mix of staff to ensure best use is made of skilled social worker time which is in short supply
- A modern electronic record system and use of up to date technology to support mobile working will give social workers more time for direct work with children, young people and adults
- There will be a more differentiated market with more service providers and a variety of different types of provider. This will ensure a better range of service to meet local needs
- There will be a single disability service for those aged with life-long disabilities. The transition from children to adult services will be easier to plan and manage. Integrating social care and health services will reduce gaps and overlaps and there are likely to be savings from economies of scale. Older people's services will cover disabilities brought about as part of the ageing process

For adult social care:

- The digital portal will offer online self-assessment for adults giving an early indication of eligible needs for care and support. This will encourage local people to be more self-reliant and support them to problem solve and find solutions and services without contacting the Council.
- Adult social work processes will change. This will include simplifying existing assessment and review processes with more input from service users and faster more efficient decision making by social workers.
- Re-organised adult social work clusters will focus more on prevention, planning and protection, and will be aligned to integrated localities being developed with health partners and the Community Solutions hubs
- A new delivery model for adult mental health social work will be developed so integrated ways of working properly reflect the local authority's duties and work effectively with our new operating models.

For children's social care:

- Under 12s and over 12s social work teams will be better able to respond to the very different needs of younger children and teenagers. Recent enquiries and case reviews have highlighted the different skills needed for working with teenagers. This age range is consistent with the transfer from primary to secondary education.
- Children's social work approaches will be evidence-based using approaches which are tried and tested in making a difference to the lives of vulnerable children and young people. For example, Department for Education Innovation projects are using approaches such as restorative practices with increased use of Family Group conferences, Signs of Safety and outcomes based accountability.
- Consideration will be given to providing the Fostering Service will be provided by an arm's length social enterprise or in partnership with other local authorities. This would allow flexibility for using different types of contracts for the service and for staff. For example, payment by results. What will the services deliver?

Care and Support Services will provide:

- The adults and children's social work tasks required under statutory guidance
- Services which will assist with making positive changes to the lives of children, young people and adults
- Adoption and fostering services

#### **4. What are the constituent parts?**

##### **Adult Social Care**

- Adult Social Care online presence including the website
- Screening, assessment and review processes
- Adults social work teams and partnership arrangements such as clusters
- The Integrated Mental Health Services with NELFT
- All in-house provision
- Commissioning strategy, processes and all commissioned services / care

### **Integrated Disability Service**

- Learning disabilities and complex needs
- Physical disability (and consider sensory impairment)
- Children and adolescent mental health services (CAMHS)
- Primary health care
- Services for autism
- Occupational therapy

### **Children's Services**

- Assessment (excluding the MASH and service for families with no recourse to public funds)
- Care Management
- Children in Care
- Leaving Care
- Placements
- Adoption
- Fostering

## **5. What will be different for the customer?**

- Enabling and supporting more adults to live in their own homes for longer and more children and young people to live at home with their families
- More choice and options for service users – children, young people and adults
- Reduced overlap and duplication of tasks between professionals
- Making sure all social work processes are streamlined and effective will ensure children, young people and families are not involved in unnecessary and costly bureaucratic processes
- For children, young people and adults with disabilities - being able to work with one person – a case co-ordinator – who will be able to look at all aspects of their life
- More access to skilled professional social workers who will be able to offer a range of tools, techniques and services which will make a difference
- The transition from children to adult services will be easier to plan and manage

## **6. What will need to change in the service(s)?**

Implementation of the service is likely to involve changes to culture, working practices, processes, organisational structure, places where services are delivered and in some cases who provides services.

## 7. What will be the impact on the workforce?

- There will be a reduction in the number of posts
- If there are service provider changes there might be TUPE arrangements
- Changes to social work practice and management approaches will require organisational changes and training programmes
- Enabling social workers to focus their time on using their professional skills on professional tasks will be attractive and impact positively on vacancy and retention rates reducing the cost of agency staff. This will ensure scarce and skilled social worker time is spent on professional practice rather than on administrative processes

## 8. When will the changes take effect?

Year	2016/17				2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Develop new adult social work practice	██████████											
Develop new commissioning and new provision	██████████				██████████							
Establish All-age Disability Service	██████████				██████████							
Develop of children, young people and families preventative services	██████████											
Develop new children's social work practices and management	██████████											

- Adult Social work practice from 1<sup>st</sup> April 2017.
- Adults commissioning and any changes to in-house provision during 2017/18.
- Integrated Disability Service in place from 1<sup>st</sup> October 2017.
- New services which will assist with enabling children and young people to remain living with their families will be developed during 2016/17
- Under 12s and over 12s teams supported by changes to social work and management approaches to be in place from 1<sup>st</sup> April 2017

## 9. When will customer outcomes be seen?

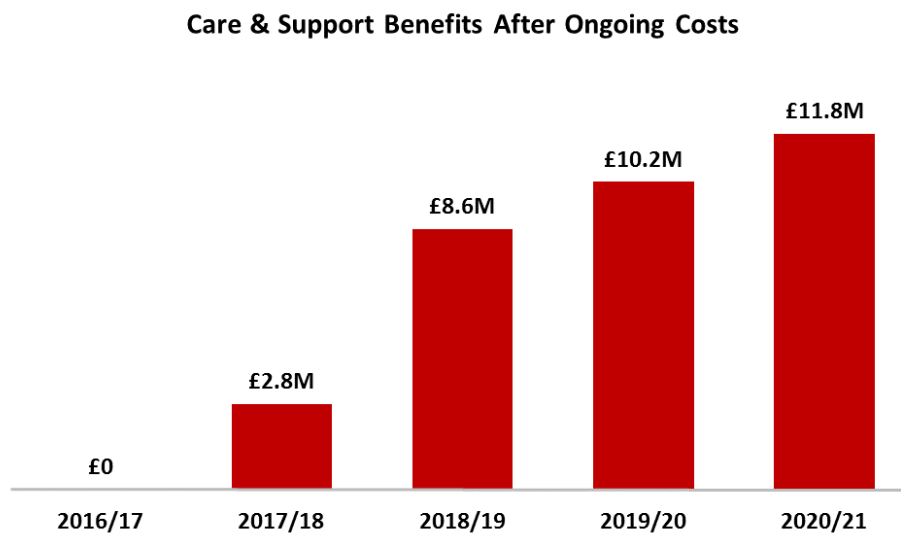
- Changes in approach will impact immediately from changes being implemented
- Improved outcomes as a result of changes to delivery and service models will take a little longer to impact
- Reduced demand for residential and independent sector placements for children and young people as a result of the new services will be evident during 2017/18

## 10. What savings will be made from the changes?

Benefits will be realised through £2M of reduction in anticipated future demand, £4.5M of other savings (changes to service models, contracts/providers) and £4.9M of workforce related savings. A further breakdown is shown below.

Item	Estimated net savings – up to £
Changes to adult in-house provision	£0.5M
Reshaping adult social work practice and changes to commissioning and contracting	£4.9M
All age disability from a reduction in costly placements and greater use of low cost long term placements	£1.2M
Reduction in children’s residential and independent sector fostering placements. (with investment of £1 mil in new services)	£2.45M
Reduction in children’s social care staff with changed skills mix	£2.25M
Reduction in staffing fostering and adoption	£0.5M
	£11.8M net

## 11. When will the savings be realised?



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## **Service Design Proposal**

## **Customer Access and Fulfilment**

## 1 What is the recommendation?

The Council will transform services across the organisation to be “Digital by Design”. This will be achieved by implementing a customer services driven review of all access channels, contact behaviours, end to end processes, enabling technology and organisational structures.

## 2 Why is this proposal recommended?

Currently it is recognised that there are poor customer journeys across all channels, especially the phone. There are multiple teams across Elevate and the Council responsible for customer handling which has led to an inconsistent service, poor data capture, no single view of customer records and avoidable hand-offs. This proposal will simplify and improve the customer journey and enable customers, who are able to, to become more resilient and self-serve. This will release savings, through reduced demand and channel shift, and allow remaining resources to support those customers who require additional support.

## 3 What does the future service look like?

All service information, advice and transactions that are able to be delivered online will be ‘easy, attractive, social (e.g. “all your friends are doing it so why aren’t you?”) and timely’. Customers will be kept informed of events, changes to services or new services that are relevant to them and they will receive progress of their contacts in a way they prefer, without having to chase. For those who require additional support there will be online help (using Web chat), a telephone service (using the contact centre) and locations across the borough where there will be staff who can provide immediate assistance or where appointments can be made to meet face to face with specialist officers.

## 4 What will the service deliver?

An outstanding customer service comparable to the best in class

## 5 What are the constituent parts?

A new **Customer Access and Fulfilment Strategy** including:

- **A target operating model** – to be refined further following workshops
- **A corporate web strategy** – to include channel shift and demand management targets
- **A corporate telephone strategy**
- **A corporate face to face strategy**
- **An enabling technology model**
- **Customer Service Standards and Principles** – to include performance measures which reinforce first point of contact resolution
- **A high level delivery plan** (including implementation, communications, and benefit realisation) – to be refined further following workshops

- An 8-month schedule and implementation of workshops with all services to cover:
  - **Recommendations / opportunities** for the service e.g. partnerships, internal restructures
  - **Web development / update / refresh** including responsibilities for web content, use of digital portals, eforms, web chat and Engage
  - **Staffing** which may be changes to roles, movement into other service areas, including customer services, training
  - **Quick wins** i.e. low cost and easy to implement activities like reviewing communications for plain English
  - **Next steps** to include responsibilities, authorisations required, timings and costs
  - **ICT Plan** for best use of existing technology, what is already planned either locally or corporately and what is required in addition for this project (i.e. timings, costs, etc.)
  - **HR Plan** including trade union engagement, costs associated with redundancies, TUPE, changes to terms and condition, and training
  - **Communications and engagement plan** primarily to change customers and staff behaviours but it will also include senior managers and members
  - **A benefits realisation plan**

## 6 What will be different for the customer?

- A more comprehensive, useful and personalised online service
- Support available online, on the telephone or in person to assist those who need it
- Proactive service delivery so that customers receive relevant information and progress reports in a way they prefer
- Access by telephone, or in person when it is necessary, to an officer who understands their situation and can resolve their issues

## 7 What will need to change in the service(s)?

**People** – ensuring the right people are in the right place with the right skills, attitude and tools. This will require a reorganisation of staff, training and technology developments.

**Processes** – redesigned to deliver services online and streamlined/automated to increase effectiveness and efficiency.

## 8 What will be the impact on the workforce?

The details of which staff will be directly impacted will not be known until workshops are completed. However, all staff will be expected to do more to support customers to help themselves (or each other) and will be expected to consider all of the needs a customer has, instead of just those relating to their specific service. To do this they will need to be able to access consistent information on our customers and have access to systems that they don't currently. Staff will also be expected to be proactive about delivering services and keeping customers informed of what is happening.

As processes are streamlined and automated and demand is managed down there will be fewer resources required across the council, enabling a reduction in the workforce, and some staff may be moved into customer services.

## **9 When will the changes take effect?**

The Customer Services Access and Fulfilment Strategy will be completed by April 2016

The workshops will run until the end of the year with implementations (e.g. quick wins, web and technology development). They will begin in May 2016 and will continue until the end of the year.

Staff changes required will be identified within the workshops and implementation will begin in August 2016.

## **10 When will customer outcomes be seen?**

From the middle of 2016, customers will begin to see changes including improvements online with refreshed and new content and more transactional services available. They will also begin to be encouraged and supported to self-serve whenever they visit or call the council, instead of relying on the council to do it for them. There will also be an improvement in the way we communicate with customers, ensuring any messages are easily understood and it is clear what, if anything, they need to do and what the council will do and when. Customers will also be reminded when they need to reapply for something, or that they have an appointment, or informed of what is happening with any enquiry they have made so they don't need to contact the council to find out.

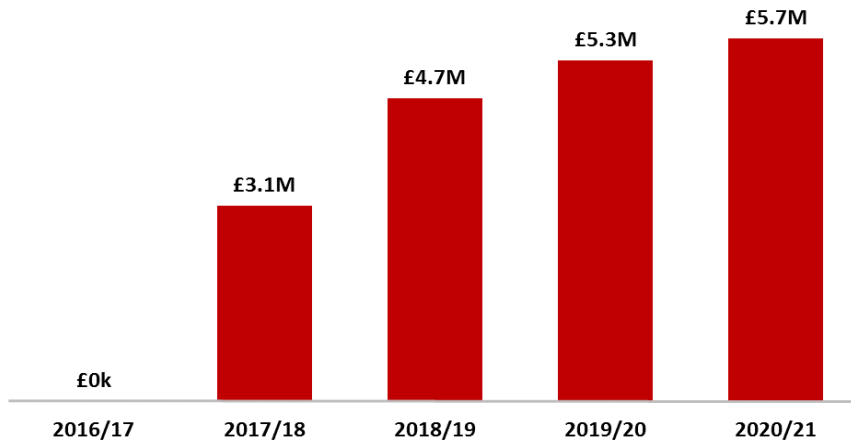
## **11 What savings will be made from the changes?**

The savings will be made primarily through the release of resources (estimated at over 100 posts) as customers move to less expensive channels (e.g. the average cost of a face to face enquiry is £14 where the same enquiry online is 17p) and avoidable contacts are reduced. The current number of contacts is over 2.5m per annum with 43% being handled in person. The targets will be to reduce contacts by a conservative 10% each year and to enable and support self-service from the current 30% to 45% delivering over £4m of savings.

## **12 When will the savings be realised?**

In order for the savings to be realised the workforce changes need to be implemented and customer behaviours need to change, which can take 6-12 months following initiation. The initiation of these changes will commence following the workshops which will be completed by the end of 2016. So the savings will begin to be realised within the 2017/18 financial year.

Customer Service / Digital Front Door Benefits After Ongoing Costs



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## **Service Design Proposal**

### **Enforcement**

## 1. What is the recommendation?

The recommendation is that the Council should pool and co-ordinate all enforcement and regulation functions in order to get maximum impact for minimum cost. It should make full and creative use of its powers to ensure that community and businesses alike take responsibility for their actions and it should ensure that all activities are informed by data and analysis so the right solution is applied to each problem.

The proposed vision for this new enforcement service is one of:

- **Visibility** – an intelligence led, highly visible enforcement service in the borough, which is located where it will have the greatest impact (proactive rather than reactive)
- **Responsiveness** – the ability to respond to emerging high profile issues swiftly
- **Maximising income** – ensure the enforcement service is self-funding and provides value for money. This includes the functions in relation to private sector landlords
- **Social responsibility** – enforcement and regulatory functions should be delivered in a consistent manner which sets an acceptable standard of behaviour, where those who live, work and visit the borough have pride in the place
- **Improved access** - ability to report issues for all these services online/by phone easily and to get feedback on what has happened
- **Community and Business Involvement** - the community will be engaged and play their part in improving standards within the public realm

In relation to parking, in addition to the above, the recommendation is to modernise the service, moving as many transactions as possible to the web, and to use a targeted intelligence driven mobile approach to enforcement whilst also tackling costs and inefficiencies. In doing so, this will make the service and its employees more productive and effective.

## 2. Why is this proposal recommended?

If Barking and Dagenham is to become the destination of choice within London, the Council must use its powers to ensure that those living, working and visiting enjoy and participate in standards that encourage pride in the borough.

Visible signs of unregulated behaviour, such as illegal street trading, illegal parking, littering, fly tipping and waste overproduction have an impact on people's decisions on where to live, where to set up a business and where to invest.

This is particularly relevant in the private rental sector which has become significant in the growth of the borough. Using enforcement and regulation the Council can ensure the private rental sector provides good quality accommodation that is well maintained and well managed.

At the moment it is not possible to produce good quality evidence on service performance or the state of the borough. This is because there is not enough of a performance culture in the Environmental Service and the current Enforcement Services are fragmented and poorly defined. This proposal brings together and co-ordinates activity within the service and across the Council and its partners to ensure best use of scarce resources. It also proposes the embedding and use of an intelligence and data based approach to quantify, identify and tackle problems at source and quickly change direction to new priorities if that is what is needed.



There have been concerns and issues associated with the performance of the parking service and a number of actions to modernise and improve the service have been and will continue to be undertaken. There are also changes in law in relation to camera enforcement that have restricted the use of cameras for parking enforcement. Therefore, parking operations need to be reviewed to ensure continued cost effectiveness and also to ensure they tie in with an overall enforcement approach.

### 3. What does the future service look like?

The service will be shaped to provide:

**Geographically based intelligence led Street Enforcement Teams** providing high visibility in the borough's prominent town centre areas. The Street Enforcement Team will combine Environmental Enforcement, Barking Market Team, elements of trading standards and a Police presence. The team will be intelligence-led and a daily intelligence product will be established. The team will include dedicated enforcement capacity for each locality, taking a practice lead and working with partner services to address local issues.

**A small reactive team** that solely focuses on emerging high profile issues

**A projects team self-funded to deliver specific projects** such as the dog registration scheme.

**Collaborative working** - every service will play a part so that data and intelligence comes from as many sources as possible and that the potential of, and contributions from, other services such as street sweepers, refuse crews, housing officers, parking attendants are maximised appropriately.

**Regulatory services** – responsible for all regulatory functions, including trading standards, private sector landlords and the noise service. It is proposed that the service also establishes a dedicated prosecutions team, which will take a proactive approach to high level prosecutions, investigations and cases which are multi-faceted court cases. The private sector landlord team will be reshaped to increase the number of compliance officers with a focus on those who continue to provide poorly maintained/managed private sector accommodation.

**Streamlining our processes** – the process for applying and issuing licences, managing payments and charges will be managed through a single simplified process. There will be an established analytical capacity which will develop intelligence products so that we can use our enforcement capability more effectively.

**A modern parking service** - the customer will be able to perform all functions simply online. The fees and charges will be clear, transparent and commensurate with Council policies. It will balance the need to keep traffic moving, and ensure the highways network runs effectively whilst at the same time ensuring all costs are accounted for. The management and staffing will be efficient, productive and highly mobile with the use smart cars and mopeds and use data and intelligence to target operations most effectively.

### 4. What will the service deliver?

The service will deliver a more integrated regulatory and enforcement service which is intelligence led. It will provide greater clarity to the customer on service prioritisation, service response times and outcomes. The delivery will include a clearly articulated standard for the borough, and an expectation of residents or businesses to adopt a socially responsible approach which maintain those standards.

There are a number of key service deliverables that are key to our recommended approach:

- Highly visible street enforcement presence in key locations of the borough
- Improved compliance of businesses/residents resulting in a reduction of enviro-crime.
- All Private sector rented properties in the borough will be licensed and prospective and current tenants in the private rental sector will have access to information and support
- A LBBD Landlords Charter setting clear standards for private sector properties
- Emerging high profile environmental issues will be responded to swiftly
- Properties let through the private sector are of a decent standard
- Increase in prosecutions for those acting criminally or unlawfully
- A strong communication strategy based on “Pride in our borough”
- A modern customer facing environmental services offer including online transactions
- A reduced cost and more efficient parking service
- Reduced debt

## **5. What are the constituent parts?**

The constituent parts relate to a wide range of existing enviro-crime enforcement functions and regulatory services. These include:

- Environmental Enforcement
- Barking Market
- Noise Service
- Planning Enforcement
- Building Control
- Trading Standards
- Other elements of environmental health and regulatory services.
- Private Sector Housing
- Street cleansing and waste services
- Social Housing Management
- Parks
- Residents, visitors and traders
- Parking

## **6. What will be different for the customer?**

As the Council moves towards a more integrated enforcement and regulatory service the customer will see a more visible street enforcement presence in busy town centre areas such as Barking Town Centre and Dagenham Heathway. Enviro-crime priority issues will be dealt

with swiftly and complainants will have a clear understanding of the timescales for service response. This will be supported by an improved online customer offering.

We recognise that for many customers it is important to have confidence that the issues that they raise will be dealt with expediently and professionally. Customers will be made aware of the high level prosecutions and the intent of the Council to use all its powers to address those who benefit from illegal and unlawful activity. We will do this through regular updates as well as publicising our outcomes.

Private sector accommodation is a core part of the recommendation for the future enforcement and regulatory services. The Council should develop its programme of licensing private sector properties so landlords, letting agents and tenants experience a service which is responding to the increasing diversity in the market. Landlords and letting agents who provide well managed and maintained private sector accommodation will be supported and offered additional services. Conversely, landlords and letting agents who provide poorly maintained and managed properties will be subject to greater scrutiny and increased charges.

Selective and additional licences will be for three years. Application fees will be designed to support good landlords and fees will be increased to reflect complex properties or properties which are poorly maintained or poorly managed.

In relation to parking, there will be the roll out of virtual permits and the use of licence plates for all finance transactions, with a more substantial and effective customer offering.

## **7. What will need to change in the service(s)?**

Key to this recommendation is a fully integrated IT platform to enable licensing and parking processes to be accessed online. This will include an IT platform which enables enforcement and regulatory services officers to work remotely, thereby improving productivity.

In order to maximise the enforcement and regulatory officers at our disposal there will need to a re-organisation of the current enforcement services in line with the section 3 above. As part of this approach there needs to be a realignment of the structure of the PSL team to increase the number of compliance officers and establish a prosecution team. The service will need to be intelligence led and in order to achieve this we will need to invest in analytical capacity.

As the service becomes integrated and intelligence led it will be important that there is a clear understanding of the service priorities. It needs to be recognised that the Council has limited environment enforcement and regulatory services and there will need to be a cultural change across the council and articulated to the community that the service will have key priorities and a reactive response based on an intelligence product. To meet this challenge, street enforcement service will operate 6 days a week and later in the evenings.

Officers in street cleaning, refuse & recycling, housing, parks and highways will be asked to play a part in challenging enviro-crime.

There will be a new internal structure for the parking service including joint management of a new reconfigured highways service. Rounds for parking will be reviewed and more enforcement will be conducted using mopeds and cars. There will be increased use of IT with some automation of processes.

## **8. What will be the impact on the workforce?**

There will be a number of impacts on Council officers, including a reorganisation of the roles and responsibilities of officers in line with the section 3 above. Officers will be merged into teams requiring a shift to a multi-skilled approach. There will need to be change in the current work hours of street enforcement officers as the move to operating 6 days a week and into the early evening is introduced. Staff in other services including refuse, cleaning and housing will be required to play a part in the enforcement process.

In terms of private sector housing there will be an increase in the number of compliance officers. This will involve training and developing existing members of the administrative team into this role. This will ensure that those qualified environmental health officers within the private sector landlords team will take on more complex cases. All administrative roles across the regulatory and enforcement services will be merged into one team.

There will be a new internal structure for the parking service which includes joint management of all the highways functions. In relation to parking, rounds will be reviewed and wage rates and employment terms of parking Civil Enforcement Officers (CEOs) may be reduced and aligned more closely to the market. There will be a reduction in the number of CEOs as technology is introduced, an increase in mobile working and less beats. Should the decision be made to do so, the parking service will be subjected to a market test.

## **9. When will the changes take effect?**

- Reorganisation to establish street enforcement team, reactive, projects team, realignment of the private sector landlords team – 2016
- Introduction of IT and on line application processes – 2016/17
- Changes to the licensing fees and length of licences – 2018/19
- The changes agreed by the Parking Modernisation Board have already be initiated and will continue to be rolled out and gather pace. New IT is being procured and when purchased and installed further changes can be effected.

## **10. When will customer outcomes be seen?**

Customer outcomes will be seen from Summer 2016 onwards.

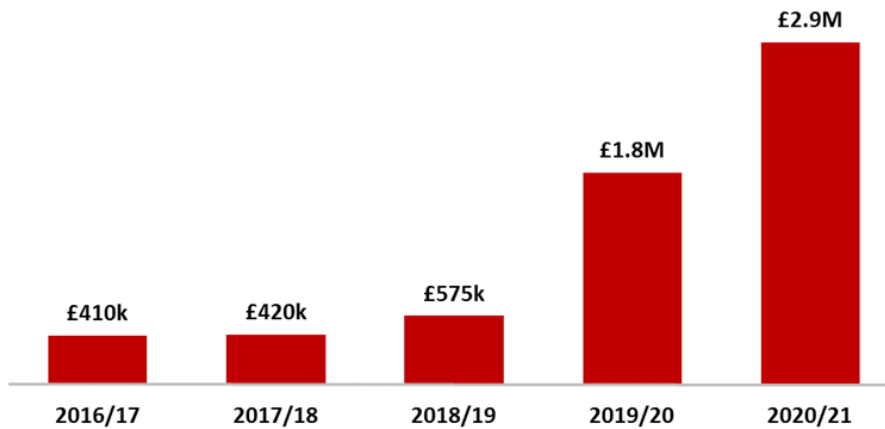
## **11. What savings will be made from the changes?**

- The reconfiguration of services will release savings of £150,000 from 2016/17. Most importantly the reconfiguration of enforcement will maximise income through projects and increased prosecution activity. This will reduce the financial pressure on income targets from 2017/18.
- There will be an increased licence fees from 2018/19. This will realise income of £2.5m starting from April 2019.
- Changes to the Parking Service including new services, revisions to charges, improvements in operations and changed terms and conditions will realise savings of £1.4m.

## 12. When will the savings be realised?

Savings will be realised from 2016/17 onwards.

**Enforcement Benefits After Ongoing Costs**



Parking automated camera savings will begin to be made within 3 months of equipment purchase and installation. Mobile street car savings and income in year 2 and savings from an alternative delivery model (including tackling T&Cs) can be made with an 18-month lead in.

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## Service Design Proposal

### My Place

## **1. What is the recommendation?**

To create a vehicle that has at its heart the desire to make the place in which we live as good as it can be. Central to this is a tenancy neutral locality based Managing Agent model which supports a broader approach to place management that will cater to all parts of the community.

The proposal is that through the creation of a Managing Agent, the current Council housing management service will manage property on behalf of any landlord across a number of tenures. The service will charge a management fee to these landlords to manage their property. This would be an attractive proposition for the landlord as it would provide a convenient and locally based service to manage their property portfolio. It would also allow the Council's new Development Company ('Be First') to package up a number of services to potential developers.

Through a number of commissioned services e.g repairs and maintenance, grounds maintenance, refuse collection, My Place will coordinate the delivery of these services to ensure that agreed standards of performance are maintained. This approach will integrate delivery across a location by delivering a range of core estate/area services managed through My Place.

Such an approach will improve service quality, increase accountability, enhance resident involvement and engagement, secure efficiencies and reduce costs. The recommendation will also support the 'Be First' service proposal.

## **2. Why is this proposal recommended?**

Over the last decade there has been a significant growth in the private rented sector. Owner occupation in B&D has fallen in the last fifteen years and at 44% is the lowest level of owner occupation in London. Over the same period there has been substantial growth in the private rented sector to around 16,500 tenancies. The current housing stock is predominantly buy to let but increasingly institutional managed new rented apartments – proportionally the fastest growth in the PRS sector in London over this period.

Increasingly, the estates and streets of this borough are becoming more diverse in terms of tenure with a varied mix of Council Tenants, Private Sector Rental (PRS), RTB, Owner Occupiers, and Shared Ownership, which all could be found on one road. It is expected that this tenure mix will continue to change with large amounts of private investment coming into the borough bringing opportunities to provide management services.

The Council gets drawn into a number of property related enquiries even when the property is not owned/managed by the Council. The creation of My Place will allow the council to provide a service for landlords and developers that operate in the borough and charge for this service.

The other side of My Place is a lettings agency. We expect to capture 3% of the market share by placing 3% of tenants in new properties and this will derive £110k lettings income per annum by 2020/21. Alongside this the Council will target 5-13% of corporate landlord portfolios to provide a Managing Agent Service yielding an expected £521k by 2020/21.

Currently the way that certain environmental and public realm issues are dealt with varies across tenure e.g bulky waste collection on Council housing estates. This difference is sometimes hard for the residents to understand and creates a two tier service. This new



tenancy neutral approach should remove this distinction and enable the Council to organise these services in the most efficient way.

### **3. What does the future service look like?**

My Place will play an important role in supporting the growth and wellbeing of the borough.

The service will be an area and property/asset focused Managing Agent function with the ability to provide services at a competitive charge to developers and landlords operating in the borough.

The service will not be directly responsible for providing services such as grounds maintenance or repairs but rather it will commission these services along with those services that support the public realm.

### **4. What will the service deliver?**

My Place will provide and/or commission the following services:

#### **Residents**

- Grounds maintenance and cleaning (through a commissioned provider)
- Waste collection
- Street services
- Look and feel of place

#### **Tenants/prospective tenants/leaseholders**

- Collecting rent
- Health and safety checks
- Calculation of appropriate service charges
- Repairs and maintenance
- Assisted viewings / induction service
- Providing tenants with notice at the end of the tenancy
- Rent management and evictions
- Identification of suitable properties (Lettings Agency)

**Landlords:**

- Sourcing suitable and reliable tenants for the property
- Collecting monies from tenants and leaseholders including service charges and rents
- Ensure statutory requirements are met (health and safety checks)
- General maintenance (through a commissioned provider)
- Accompanying potential tenants to view the property
- Preparing the tenancy agreement
- Inspecting the property periodically
- Re-letting the property as quickly as possible and minimising any 'down-time'
- Dealing with legal aspects of the tenancy and property, including evictions

To support the above there will need to be draft service specifications, SLAs and costings.

My Place will provide a commissioning function for places/public realm around the borough.

**5. What are the constituent parts?**

- Letting agency
- Landlord Managing Agent
- Commissioning function (incl. grounds maintenance, waste, etc)
- Rent collection
- Service charge calculation
- Tenancy management – (incl. RTB/ Shared Ownership / Affordable Home Ownership/ Tenancy Review)

**6. What will be different for the customer?**

As can be seen above we have 3 customer types, residents, tenants and landlords. Each will see a seamless service that will provide improvements in service delivery.

**7. What will need to change in the service(s)?**

This is a fundamental transformation and creation of a new service. So it will need changes in people, process and systems. Perhaps most importantly it will require a level of commercial acumen that is not currently there. Initially, we can build on some elements of the current services e.g. the emerging lettings service, service charges team etc., but transformation will be significant.

A strong focus on customer service, service performance and delivery based on 'location' will require a change in culture/attitude. One of our initial challenges will be to determine the "Localities/Neighbourhoods".

The commissioning capacity in the service will also need to be invested in and developed in order to performance manage and hold to account those other local place making services.

This cannot be underestimated. Establishing SLAs and KPIs will be crucial to the commissioning relationship to result in high quality and efficient outcomes.

## **8. What will be the impact on the workforce?**

It will require a fundamental culture change as described above alongside significant reorganisation to integrate different teams to provide the new service. New roles and ways of working will emerge.

## **9. When will the changes take effect?**

The impact will grow over 5 years and will depend on the amount of corporate investment that takes place in the borough. All projections of market share have been aligned with other Ambition 2020 projects and Local Development Plan. The project will go through the following phases:

- 2016/17: Establishment
- 2017/18: Breakeven and profit
- 2018/19: Growth
- 2019/20: Growth
- 2020/21: Full potential

## **10. When will customer outcomes be seen?**

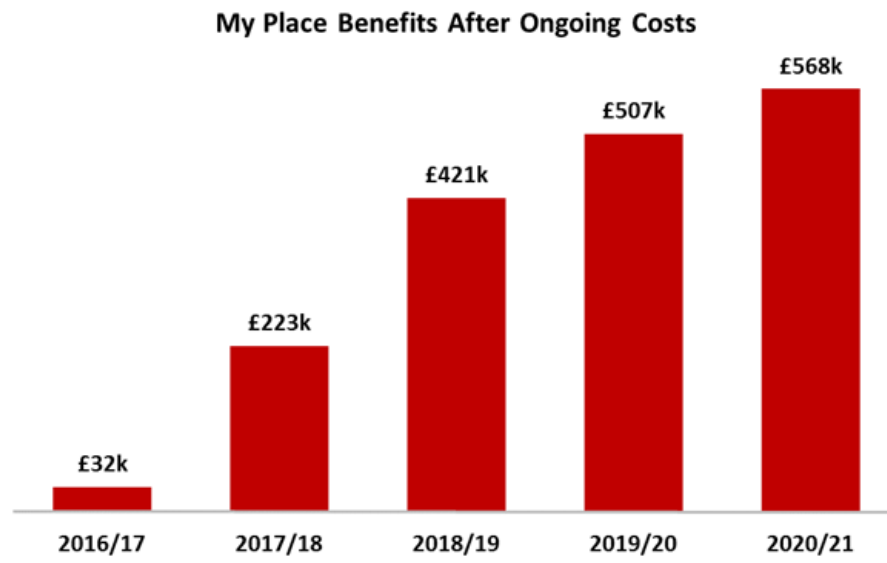
From April 2017.

## **11. What savings will be made from the changes?**

The benefits will stem from two main sources of new income streams:

- a. Managing Agent Service: 83% of the gross benefits will be derived from tenancy management services for corporate/institutional landlords in the residential segment.
- b. Lettings Service: 17% of the gross benefit will come from letting agency services provided to the market. The income captured here is limited to the letting service fee and excludes other indirect benefits such as reduction of TA costs. Total gross benefits are £631k and net benefits are £568k.

## 12. When will the savings be realised?





## Service Design Proposal

### Refuse

## 1. What is the recommendation?

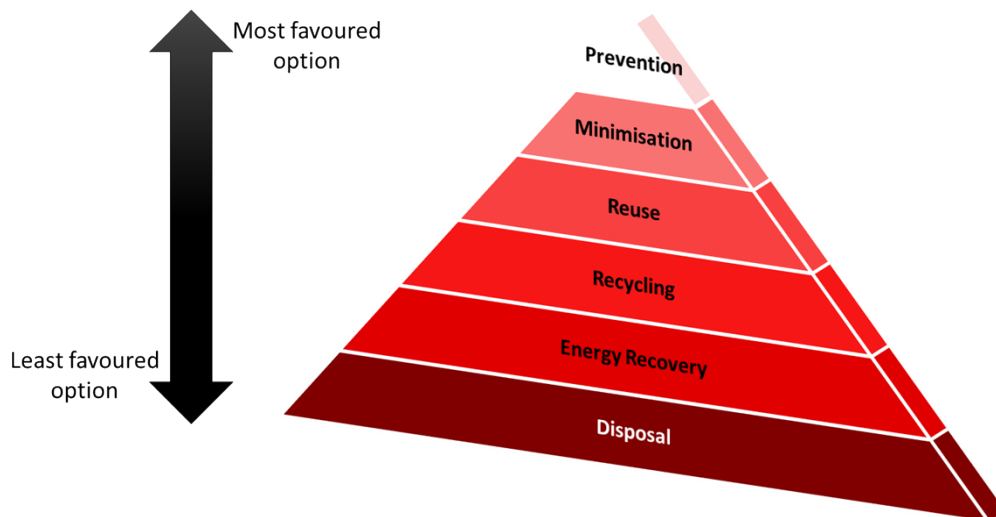
The Council should adopt a new policy and operational plan based on waste minimisation (in the process also clarify the Council's approach and ambition with respect to recycling). This will include reviewing and planning for different future disposal options with the East London Waste Authority (ELWA).

The Council should make a series of staged operational changes and service efficiencies to the refuse collection and recycling services to improve the quality of the Service. This will include revising employment conditions. A "pay as you throw pilot" will also be considered to drive behaviour change in waste disposal.

The "Waste Management" Outline Business Case concluded that savings of £579k could be realised by moving to an alternate weekly collection system - albeit there will also be an outlay of approximately £1.4 M for new larger bins (in year one). However, we are not recommending the Council make this change at the present time.

## 2. Why is this proposal recommended?

The London Borough of Barking and Dagenham (LBBB) has the highest (stated) volume of waste per household in London. The Council spends £10.4M per annum on waste disposal and £3.4M on refuse collection and recycling. To date the main focus has been on the collection service, but if real savings and changes are to be made, the disposal and collection services (and budgets) need to be looked at in tandem. It is recommended that LBBB refocus its services in accordance with waste management hierarchy shown in the diagram below.



In addition, LBBB along with the other boroughs that make up ELWA faces a specific problem in that the way the contract is structured means there is no saving associated with recycling as is usual in most authorities - it is all cost. This presents a dilemma for the Council in setting the way forward for the refuse collection and recycling services prior to contract re-let. Recycling is a statutory duty, and after previous budget cuts the recycling rate has dropped from 30.5% to 23.1%. Contamination levels are also high at 55% meaning some of the recycling is having to be treated as residual waste/refuse. The Council needs to determine what it wants to do and what is affordable for recycling. There is a connection between the availability of recycling

and the ability for households to minimise waste that needs to be factored in (i.e. it is easier to get households to reduce waste volumes when recycling is offered).

Long term waste prediction and planning is also needed so that the borough is pro-actively involved in finding a better solution for East London in the long term and informed in its discussion with ELWA.

There is potential for greater efficiency and some operational changes that will save money - specifically changing the bulk collection services on the street and in housing, charging full recovery for trade waste and looking at the cost of employment conditions. The employment conditions in LBBD are relatively high compared to the market and other local authorities. It is recommended that as many of these operational savings as possible be made - contingent on confirming policy direction - and that the service improve its standards, data, intelligence, policy and waste minimisation functions.

As there are a number of changes needed to get the service in good order, it is proposed that a staged approach be taken to changes in the delivery model with many changes being made in-house first, after which the potential and/or benefits of an external service may be considered.

### **3. What does the future service look like?**

The public will receive clear messages about waste volumes and receive a warning or fine for putting out more waste than will fit in their bin (side waste). Residents will receive clear messaging about recycling, be encouraged to recycle more, and be advised what to put where. Those that continue to mix up waste streams, despite advice and warnings, will be tackled. Households producing excess waste will be identified and receive visits or information from the Council explaining how to manage their waste and the repercussions of not doing so.

Where bulky waste can be taken will be made clear to the public and there will be clear standards around dumping of waste with pro-active prosecutions of offenders.

Community organisations looking to reuse or recycle waste will be encouraged, possibly with small grants or other support and assistance.

The service will have clear policies, a service level agreement and produce high quality performance data that will enable the service to direct and focus its activity effectively and be held accountable for its performance.

As an intelligence led service, individual collection solutions will be tailored for all household and property types (e.g. high rise, flats in multiple occupation, and properties with limited storage space) to ensure there is equal accessibility for all. The solutions will be different in each area and could involve redesign, retrofitting or collection workarounds.

Senior officers and Members supported by good data and information about future waste growth in Barking and Dagenham will sit on the East London Waste Authority and ensure the Council's perspective is articulated well.

#### **4. What will the service deliver?**

An improved Refuse Service will:

- Deliver a reduction in the total waste tonnage taken for disposal of 1% a year
- Move down the league table in terms of volumes of waste per household (to mid table)
- Reduce recycling contamination by 30% (from 55% to 25%)
- Create new recycling services and higher recycling rates (if new services are funded) - resulting in an increase in recycling from 21% to 30%
- Have a cheaper, more productive workforce
- Provide up to the minute data on waste production and service standards
- Have a tough negotiating stance at ELWA and clear advocacy for the borough

#### **5. What are the constituent parts?**

- The East London Waste Authority (ELWA)
- ELWA contracts with Shanks/John Laing for waste disposal
- Refuse collection
- Recycling collection
- Trade Waste Service
- Waste minimisation
- Vehicle Lease Contract

#### **6. What will be different for the customer?**

The customer experience is described in 3 above. Key differences will be:

- They will be held to account for the amount of waste they produce
- Information, warnings and fines for dumping or over producing waste or mixing up waste streams and contaminating recycling will be issued
- They will be encouraged to take their bulky waste to the Refuse and Recycling Centre rather than order a collection
- They will be able to complete more tasks online or via the call centre and they will get feedback on what has happened
- Traders will be held to account for the waste they produce, and overproduction will result in visits, advice and fines

These changes will contribute to promoting the behavior change required to realise the identified benefits.



## **7. What will need to change in the service(s)?**

Changes required to improve the quality of the Refuse Service include:

- Continuation of the implementation of new technology to vehicles and crews including CCTV ,tracking, and PDA's
- A complete review of crews and re-routing of all rounds and a reduction in the total number of rounds and crews
- Recruitment of policy staff/capacity and recycling officers
- A cessation of any "clear all" policies, and proactive recording and tackling of those contaminating recycling and over producing waste.
- Introduction of further data collection systems and ongoing monitoring of these
- Reduction in vehicle numbers/changes to vehicle lease contract
- Consolidation of services with and for Housing
- Creation of a project team to deliver the changes
- Revised approach to trade waste to ensure full cost recovery/no additional expense

## **8. What will be the impact on the workforce?**

The changes to waste management operations will result in a reconfiguration of rounds and a reduction of posts. Other changes to how the service is managed and delivered will create a further £175k of savings from terms and conditions costs. The focus on productivity and effectiveness will continue.

## **9. When will the changes take effect?**

- Operational changes can be implemented 9 months from the formal decision date
- Staffing terms and conditions 1 year from the decision date.

## **10. When will customer outcomes be seen?**

- Tackling customer and trader behaviours has started and will continue.
- As the improvements to web and customer access are dependent on so many other services changes they have not been yet been estimated.

## **11. What savings will be made from the changes?**

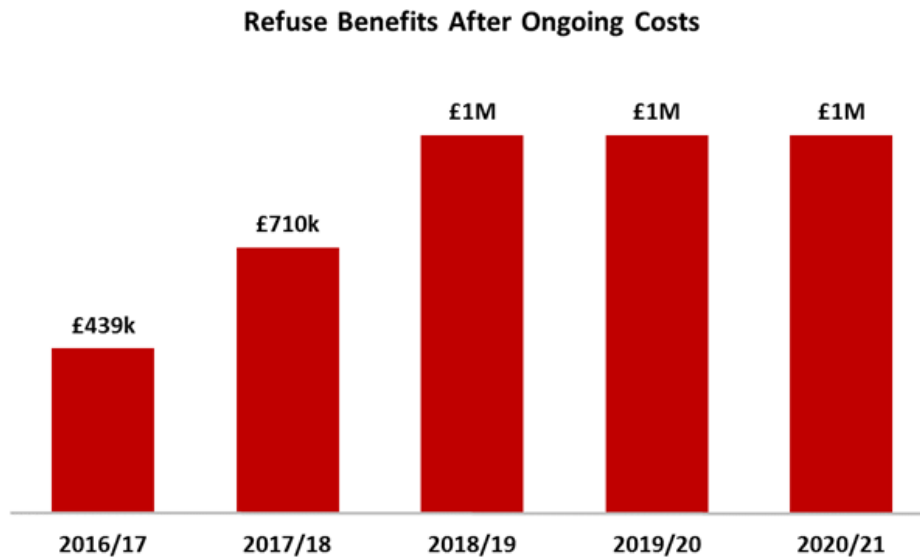
A net benefit of £1M has been identified.

Savings will be achieved from the focus on waste minimisation and disposal costs. These will continue in the future but gradually become harder to achieve.

A further £585k can be saved through other operational savings including reviewing and reducing employment conditions.

## 12. When will the savings be realised?

Savings will be realised from 2016/17 onwards.



Reductions in waste volumes will not realise immediate savings because of the way the ELWA levy is constructed. The first year of any significant reduction in waste volumes Barking and Dagenham would merely receive a share of the saving which would be taken collectively. The year after the saving would be attributed to Barking and Dagenham but will only be fully realised if there is no commensurate increase in cost or charging from ELWA for other items/or their failure to make their own savings.



## **Service Design Proposal**

### **Street Cleansing**

## 1. What is the recommendation?

The Council should create a targeted, intelligence driven and collaborative internal Street Cleansing Service. The new service should have clear standards and accountability, and be cheaper and more cost effective.

## 2. Why is this proposal recommended?

If Barking and Dagenham is to become the destination of choice within London, it is vital the borough looks the best it possibly can. The visible signs of poorly maintained areas or unregulated behaviour, such as fly tipping, graffiti, litter and detritus have an impact on people's decisions on where to live, where to set up a business or where to invest. There have been concerns expressed about the cleanliness of the borough and about failing standards. This proposal is aimed at identifying and improving the Street Cleansing Service's contribution to this.

Whilst internal inspection scores for the Street Cleansing Service show good performance on all indicators there is no independent verification of these scores. Furthermore, current services are largely schedule based and not fully tailored to the specific problems of different areas. Therefore, new systems need to be introduced to establish standards and identify problems.

The service, working with others, could do more (working with enforcement and other services) to ensure that residents, tenants, visitors and traders play their part in keeping the borough clean.

## 3. What does the future service look like?

**Clever and informed** - with the data intelligence ability to flex and change the service as the area and cleansing issues change. This will be supported by the use of technology to report and make changes quickly.

**Productive and effective** - with clear standards, targets, accountability, vehicle tracking and quality control. The service will be designed differentially on need and will keep the borough cleaner as a result.

**Smart** - with clean and smart uniforms, equipment and vehicles.

**Collaborative** - The Street Cleansing Service will work with all other related services with a potential to contribute to ensuring the borough is clean (such as enforcement, housing, parks, regeneration, etc.) to maximise results. The community and traders will play their part in improving standards in the public realm

**Customer and technologically savvy** - using social media to post before and after and responding quickly to comments and complaints. There will be the ability to report issues for all these services online/by phone easily.

## 4. What will the service deliver?

- Independently verified cleanliness scores
- Clear standards and performance and problem solving reports pinpointing cleanliness hot spots, issues and solutions
- A comprehensive service covering all public land including housing caretaking

- A collaborative way of working with all other relevant services
- A communications campaign to promote a cleaner borough and civic pride
- An enhanced customer connection and more access via social media

## **5. What are the constituent parts?**

- Borough wide environment data and intelligence
- A clean borough problem solving forum
- Street Cleansing Service
- Fly tipping service
- Litter Bins
- Bulky Waste Caretaking service
- Joint work with enforcement, waste, highways, regeneration, parks, traders, private land owners etc.
- Residents and businesses
- Communications

## **6. What will be different for the customer?**

The borough will be cleaner with less litter on streets and fewer fly tips. Public land will be cleaned to an agreed and published standard. Different areas will get different frequency cleans - they will get the clean they need - but some areas will have higher frequencies, others less. Problem areas will be tackled more quickly and more imaginatively by a wider range of services working together.

The public will notice service staff/operatives more as a result of their clean smart logoed high-vis uniforms and vehicles.

The public will be aware of publicity/campaigns around cleanliness issues and enforcement for littering. This will include the possibility of receiving a fine for enviro-crime and the public will see officers issuing fines, as set out in the enforcement service design proposal.

It will be possible to report more and get feedback from the web and call centre, though an enhanced Customer Service offer.

## **7. What will need to change in the service(s)?**

- The approach to quality control, supervision, collation and use of data and intelligence will be toughened and enhanced.
- There will be a complete back to basics redesign of all routes based on the data and intelligence reports - combined with the knowledge of the staff and managers - to design routes and frequencies based on need and priority
- Cleansing regimes may change to consider whether litter picking and sweeping are always combined or can be separated
- There will be greater productivity expectations of the workforce and of supervisors

- There will be greater joint working and collective problem solving between services including appropriate participation by front line staff and managers in enforcement activity
- There will be enhanced expectation of quality and cleanliness in terms of uniform and vehicles
- There will be a merger between street cleaning and housing caretaking services.

## **8. What will be the impact on the workforce?**

The changes to street cleansing include the deletion of management posts and reintroduction of supervisors to create a saving of £60k, with a further £170k saving arising from a restructure of street cleansing roles. There will also be integration with the housing caretaking workforce with further savings and a review of staff numbers as a result.

Staff will be required to play an active but commensurate role in reporting enviro-crime and collating evidence.

## **9. When will the changes take effect?**

- 1-3 months to reorganize grounds maintenance staff
- 6-9 months to re-route dependent on available expertise and there being clarity on the position with respect to housing caretaking
- 3 months for the beginnings of more imaginative problem solving with other services
- 1 year from decision to change employment terms where required
- 18-month lead in for externalisation, if a decision were taken to test the market at a later stage
- If employment terms are changed this may disrupt the introduction of beat and route changes

## **10. When will customer outcomes be seen?**

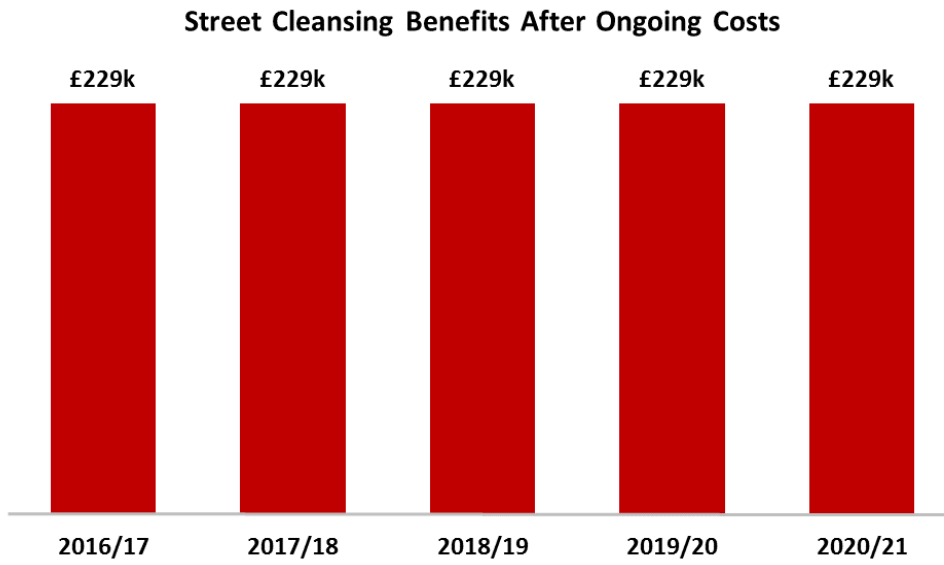
Revised routing approach could be visible within 6 months and problem solving solutions witnessed from 3 months onwards.

## **11. What savings will be made from the changes?**

- Staff savings of up to £169k come from terms and conditions changes
- There is a further saving of £60k from management and supervision changes and further savings from the consolidation of the street and caretaking services

## 12. When will the savings be realised?

Savings will be realised from 2016/17 onwards.



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## **Service Design Proposal**

### **Parks, Open Spaces & Cemeteries**

## 1. What is the recommendation?

The Council should seek to attract at least £14m of external capital into parks in the next five years through applying for funds, participating in regeneration and seeking commercial opportunities.

A Parks Service should be created which focuses on policy and future plans for parks, setting and monitoring standards, animating parks, and running cost effective contracts and services.

It is also recommended that a package of operational, income and labour cost savings and management improvements be made to make the service more cost effective and efficient .

## 2. Why is this proposal recommended?

Barking and Dagenham is a green borough with some 32% of land being parks and green spaces. It has 25 parks and open spaces with marginally more than the North East London Strategic Alliance average of green space per head. But whilst it is well provided with green space, the quality of many of these is poor, low quality, dilapidated and denuded. This is partially the result of out of date strategies and plans which are not fit for purpose.

Whilst the Council has attracted some inward investment to parks, significant further inward investment is still needed for both for the basics of maintenance and safety, to halt decline and to reverse the gradually increasing dilapidation.

Barking and Dagenham is seeking to become a destination of choice and it is vital that the public realm looks the best it possibly can if that is to become a reality. A high quality park can play a significant and active part in regeneration adding up to 25% to the value of properties bordering high quality and attractive green spaces and making regeneration schemes work.

To make the most of opportunities there needs to be a parks service within the Council and the policy, capital bidding and funding strategic resources reinstated.

At a practical and operational level the grounds maintenance service is relatively expensive. This is primarily because of the cost of labour (wage rates and employment terms). It also does not have clear standards or performance management accountability.

A proposal for a new cemetery area is half finished and needs a further injection of capital to be used, valued, and generate income.

## 3. What does the future service look like?

**Intelligent** - There will be parks expertise and knowledge of the needs, wants and aspirations of current and future populations.

**Coherent** - There will be a Parks Service with all the relevant functions and the aspects associated with seeking and delivering capital projects will be created.

**Go getting** - The service will connect with funders and investors - experiment with a number of ways of getting in funding- and play an active part in the regeneration of the borough.

**Planned** - There will be a clear policy framework and a plan for each park.

**Efficient and Accountable** - There will be clear standards, quality control and performance reporting.

Parks will feel well kept and cared for and be safe. There will be actual physical and tangible improvements on some sites, and plans for improvements in each area. Local people will know about plans for the future and be involved in making them. There will be facilities, activities and opportunities for all sections of the population to enjoy, exercise, play, eat and relax in parks. There will be opportunities for community schemes and events.

#### **4. What will the service deliver?**

- A new parks policy and a plan for each park informed by data on needs and consulted on with the community
- Capital investment of £5-7m or more
- Invest to save revenue from the cemetery of £500,000
- A source of expertise and wisdom on parks and regeneration
- Ideas and actual funding packages for a number of parks
- An enhanced cemetery site at Chadwell Heath
- A more efficient grounds maintenance service
- Performance reports and quality control

#### **5. What are the constituent parts?**

- Oversight of the open space, green, grey and riverbank areas of the borough
- Parks policy, strategy and planning
- Parks infrastructure, asset management and buildings
- Specialist and non-specialist horticulture
- Cemeteries

#### **6. What will be different for the customer?**

Customers will hear about and be involved in planning for the future of their parks (incorporated in the new strategy). In time they will see physical changes in the boroughs Park and Open Spaces with more facilities and more to do within the parks. There may be more commercially operated facilities in parks. Changes will range from small scale (e.g. paths) to major parks refurbishments. As a result of better planning, improved space/park configuration and a focus on cost efficiencies the upkeep cost will reduce whilst customer satisfaction rises.

The existing cemeteries offer in the Council will be enhanced with improvements in the Chadwell Heath extension making this site more attractive. There will be an increase in cemetery fees to match London averages.

#### **7. What will need to change in the service(s)?**

- A single service with a manager will be created with a sense of leadership will be instilled
- Development staff will be recruited and new skills will be available for funding work and delivery of capital schemes
- The vision, ambition and plans for Parks will be established

- There will need to be greater creativity and the service will become more outward looking and will be fully involved in the regeneration of the borough and planning and green space matters
- There will need to be access to, or staff in post, with procurement skills
- Quality control systems will be introduced and regular performance report produced.
- There will be an emphasis on increasing efficiency and saving costs including looking at workforce matters
- A more proactive role will be taken in respect of work with undertakers

## **8. What will be the impact on the workforce?**

The workforce will be restructured into a single service under one management. The workforce savings of £450k come from a mixture of fewer jobs, a more productive and efficient workforce, revised working patterns and revised T&Cs that more closely match the market.

## **9. When will the changes take effect?**

- A new interim service with an interim manager will be created within 6 months
- A complete new service with the required new functions will be established by year end
- Wage rates and terms and conditions can be changed within a year of decision
- Performance systems and quality control will be introduced within 6 months.
- The new consulted upon policy and masterplans will be created in a total of 18 months from the appointment of a specialist
- The integration of specialist and non-specialist horticulture - and the transfer of trade waste to the waste service will take place in 6 months
- The Chadwell Heath works will be completed in 9 months
- The process to seek investment interest will take approximately 9 months to kick off. If successful it is estimated it would be 2-3 years before projects are on site depending on their size and scale. Smaller projects could be initiated much more quickly

## **10. When will customer outcomes be seen?**

Capital investment in the parks infrastructure will vary from between 2 to 10 years.

An improvement in performance particularly in non-specialist horticulture within 6 months.

## **11. What savings will be made from the changes?**

- Capital investment of £5 - £7m or more will be brought into parks.
- Efficiency measures and reductions of labour costs will save £628,000
- Income of £777,500 will be achieved through the cemetery invest to save and other measures.
- Fee increases and £350k investment in cemeteries will raise Income of £500,000 by 2020.

### **Revenue savings**

- Increased income from fees and charges/events/facilities/lease review £33k
- Review of utilities spend £8k
- Endowments from regeneration projects - £100k

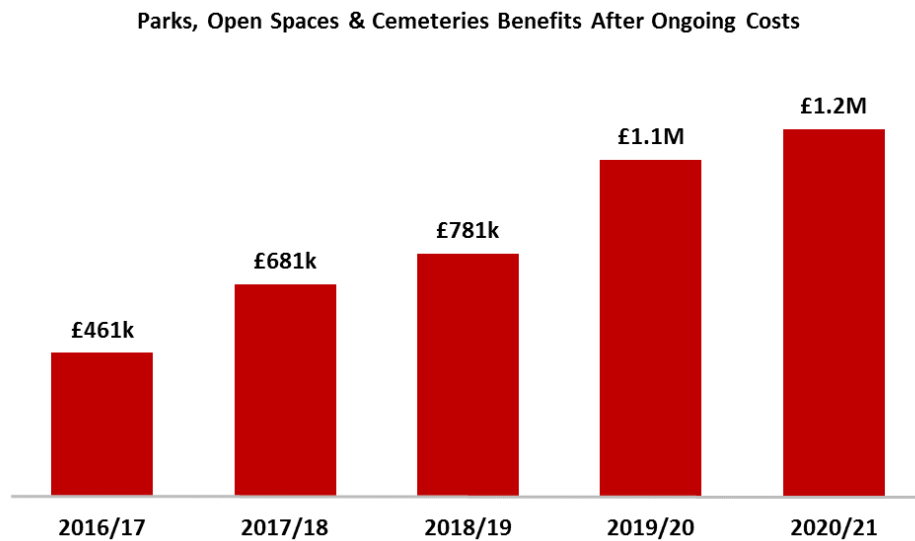
- Cemeteries income - £600k
- Review of wage rates to market rate – up to £312k
- Removal of tea breaks - 130k
- Changes to maintenance regimes - 13k
- Increased revenue from schools - £20k
- Shared access to sites - £25k
- Bin rationalisation - £18k
- Review of vehicles and plant - £47k
- Handyperson service for smaller tasks - £50k
- Service Integration - £50k

**Capital assumptions from new model**

- Community Investment Levy - £350k
- External Funding Sources - £4.5M
- Regeneration projects contributions - £1M
- If there was success in seeking commercial investment further capital and revenue could be achieved

**12. When will the savings be realised?**

Savings will be realised from 2016/17 onwards.



Savings from a large scale commercial investment, if the market was forthcoming and proposals acceptable, could be 2 years from the decision with smaller changes being implemented earlier. These potential savings have not been reflected in the graph above.

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## Service Design Proposal

### Heritage

## **1 What is the recommendation?**

The Council should retain the Heritage Service in-house and implement an improvement programme to increase visitor numbers, income and volunteering whilst reducing operational costs.

## **2 Why is this proposal recommended?**

Heritage is a relatively small service area with a net budget of c. £869k (inclusive of depreciation and internal support service costs). The Heritage Service, including its archives and collections, comprise unique local assets that can play a key role in place shaping and community cohesion. Although other providers could deliver the service, the financial and service advantages would be limited.

The commercial opportunities are restricted by the limitations of the assets which the Council manages, principally Valence House Museum and Eastbury Manor House.

The Council is tied into Heritage Lottery Fund (HLF) agreements and a full repairing lease for Eastbury Manor House with the National Trust to 2038, which is a property liability that the Council is unlikely to be able to transfer to any other party.

Although the Council's heritage ambition is still developing, it includes the potential development of an East London Industrial Heritage Museum, a Feminist Museum and the improvement of the Abbey Ruins and Abbey area. If these schemes are determined as viable proposals and are to be progressed, they would need to utilise internal expertise with additional external capacity to ensure there is an integrated heritage offer for the borough.

## **3 What does the future service look like?**

The scope of the service will remain as is - Valence House Museum (including the Archive & Local Studies Library) and Eastbury Manor House. It will continue to source external funding opportunities wherever possible. However, there will be a concerted effort to drive up visitor numbers and maximise commercial opportunities, in part supported by HLF Transition funding the "Sustaining Eastbury" project. In addition, there will be a programme to increase volunteering opportunities as part of the proposed "service growth"; currently approximately .85% of the controllable budget is employee-related expenditure.

The draft Heritage Strategy sets out some of the objectives and outcomes for the service, focussing upon increased engagement, visitor numbers, community cohesion, volunteering and commercial income.

By 2020 the Heritage Service will increase visitor numbers from c. 53,000 to 92,000 principally by increasing visits to Eastbury Manor House through the "Sustaining Eastbury" initiative. Increasing digital access to the collections will raise awareness and profile, broadening the service user base and support additional interest, visits and income opportunities. Securing Arts Council "designation" for the Fanshawe collection will open up additional funding opportunities.

Whilst there are limitations to commercial opportunities, by 2020 it is anticipated that commercial income will have increased by c. £65k. The service will continue to develop its schools and intergenerational learning and volunteering opportunities to support positive health and well-being community outcomes.



There is potential for the Heritage offer to expand considerably subject to the viability of proposals currently being considered as described in section 2 above.

#### **4 What will the service deliver?**

Heritage Services will continue to manage the sites at Valence House Museum (including the Archive & Local Studies Library) and Eastbury Manor House. The service will continue to promote and makes accessible the historical and cultural heritage of the borough, safeguarding, maintaining and preserving the sites and collections and raising the profile of the borough's heritage sites locally, regionally and nationally.

The education service for schools and intergenerational learning, in addition to the Heritage volunteering programme, across the two sites will continue to be developed.

#### **5 What are the constituent parts?**

The scope of the service consists of:

- Archive & Local Studies Library (at Valence House)
- Eastbury Manor House
- Valence House Museum

#### **6 What will be different for the customer?**

Increased digital access, additional programmes and opportunities to engage with and/or volunteer in Heritage related activity. As customer insight is improved, product development and more targeted marketing can be introduced.

#### **7 What will need to change in the service(s)?**

The Heritage Service will need to be more innovative in its approach to engagement and broadening the service offer as reflected in the draft Heritage Strategy. A balance will need to be struck between retaining the integrity of an accessible heritage offer alongside exploiting commercial opportunities to help sustain the service.

Whilst there may be some opportunities to reduce employee costs through changes to terms and conditions, such as removing weekend enhancements, the scale of the service is such that this could only realistically be managed as part of a wider corporate initiative.

#### **8 What will be the impact on the workforce?**

There would be no immediate impact on the workforce, although this will need to be reviewed once the viability of the heritage ambition is confirmed; there is also a programme to increase volunteering capacity to meet service growth.

## 9 When will the changes take effect?

If the recommendation to retain the service in-house and adopt the draft Heritage Strategy is approved in March 2016, the improvement programme could commence immediately.

Year	2016/17			
	Q1	Q2	Q3	Q4
Strategy approval	●			
Improvement programme	■			

## 10 When will customer outcomes be seen?

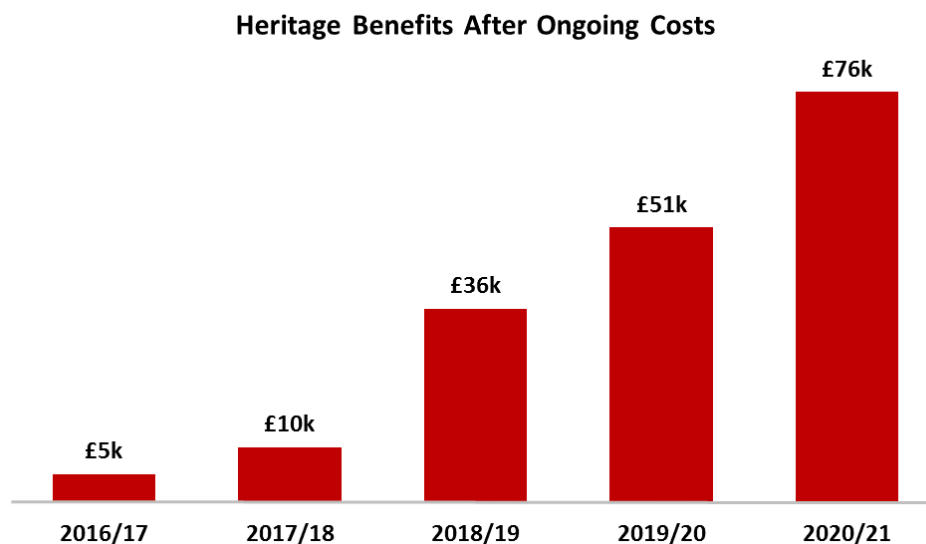
The improvement programme would commence once the proposal and strategy are approved, customer outcomes would be rolled out incrementally from mid 2016.

## 11 What savings will be made from the changes?

Better promotion of the heritage attractions in the borough will boost its reputation as a place to live and visit. This will generate an additional income of £65k. An additional £11k savings will be realised through changes to terms and conditions.

## 12 When will the savings be realised?

Savings will be realised from 2016/17 rising incrementally year on year to 2020/21.





## **Service Design Proposal**

### **Be First**

## **1 What is the recommendation?**

Establish an arm's length Development Company, "Be First", in line with Growth Commission recommendations, wholly owned by the Council. "Be First" will absorb and consolidate the following investment, planning and regeneration related services under one roof:

- Building Control
- Capital Commissioning & Delivery
- Development Management and Planning
- Economic Development and Regeneration
- Master Planning
- Transport
- Property

## **2 Why is this proposal recommended?**

The borough is at the very beginning of a new transformation journey which will include an increased rate of growth and regeneration. The Council has been doing its best within the current operational structure to respond to growth activity, however, it has been largely reactive and embraced opportunities as they have become available. Should the current growth trend continue the provision of these services will cost the Council an additional £1.1m by 2020/21, putting pressure on public finances.

The recommendation is to migrate the functions in scope into an arm's length organisation that will have more operational freedom to pro-actively engage with the market place. This will provide opportunity for the Council to drive and accelerate the growth agenda and proactively generate commercial opportunities and private initiatives that will trigger government reward mechanisms. "Be First" will be able to attract necessary talent to carry out its mission and the concentration of skills will lead to rapid and effective decision-making that will allow the Council to shape the environment in favour of its residents.

## **3 What does the future service look like?**

"Be First" will be a Company limited by Guarantee with representation from the Council, strategic partners such as TfL and GLA (roles to be defined). Consolidated in-house regeneration resources will transfer to form the nucleus of the new company.

The Council will commission it to deliver development outcomes and financial returns within the required timescales. "Be First" will engage with residents, developers and other key stakeholders and produce masterplans that result in an accelerated regeneration. Stakeholders will engage with a single unit and the Council will benefit from the accumulated know-how.

#### **4 What will the service deliver?**

The project will deliver a new arm's length organisation which enables significant parties with vested interests such as GLA, TfL and possibly major developers to formally collaborate on economic development and regeneration opportunities. The main benefits are:

- Agile operational framework enabling the Council to initiate, expedite and complete
- Infusion of commercial acumen
- Improve productivity of existing staff
- Enables the Council to take on enlarge and downsize workforce according to growth
- Greater chance of securing of external funding

#### **5 What are the constituent parts?**

The scope of the service to be outsourced consists of:

- Growth Finance and Investment
- Building Control
- Capital Commissioning & Delivery
- Development Management and Planning
- Economic Development
- Master Planning and Regeneration
- Transport
- Property

#### **6 What will be different for the customer?**

A new "Be First" company will provide Regeneration Services previously offered directly by Barking and Dagenham Council for a competitive rate. "Be First" will offer Services that are at least equal to, if not better than, best in its class.

#### **7 What will need to change in the service(s)?**

- Creation of an arm's length delivery unit
- Increased productivity
- Review of support costs
- Securing additional external sources of income
- Adapting to new ways of working
- Taking advantage of an accelerated housing development programme and the New Homes Bonus'
- Applying Community Infrastructure Levy opportunities
- Adopting a Master-Plan Exemplar programme with supporting Design Guide criteria,
- Creating a new commercial delivery platform
- Crafting extended partnership working

#### **8 What will be the impact on the workforce?**

The new delivery vehicle will be made up of staff transferred from LBBD. The existing workforce sitting within the Services in scope would transfer to the new arm's length organisation with their existing terms and conditions under the Transfer of Undertakings (Protection of Employment) Regulations 2014 (TUPE). This would impact circa 130 staff.

## 9 When will the changes take effect?

- Cabinet approval – April 2016
- High level define/design of the company, governance and partner arrangements – April – May 2016
- Soft Market Testing – May – July 2016
- Detailed define/design of the company, governance and partner arrangements – August – November 2016
- Full Business Case and Develop Full Specification – August – November 2016
- Partner Selection Process – November 2016 – January 2017
- Partner engagement – February 2016 – August 2017
- Staff consultation – June – August 2017
- Creation of arm's length delivery unit – September 2017

## 10 When will customer outcomes be seen?

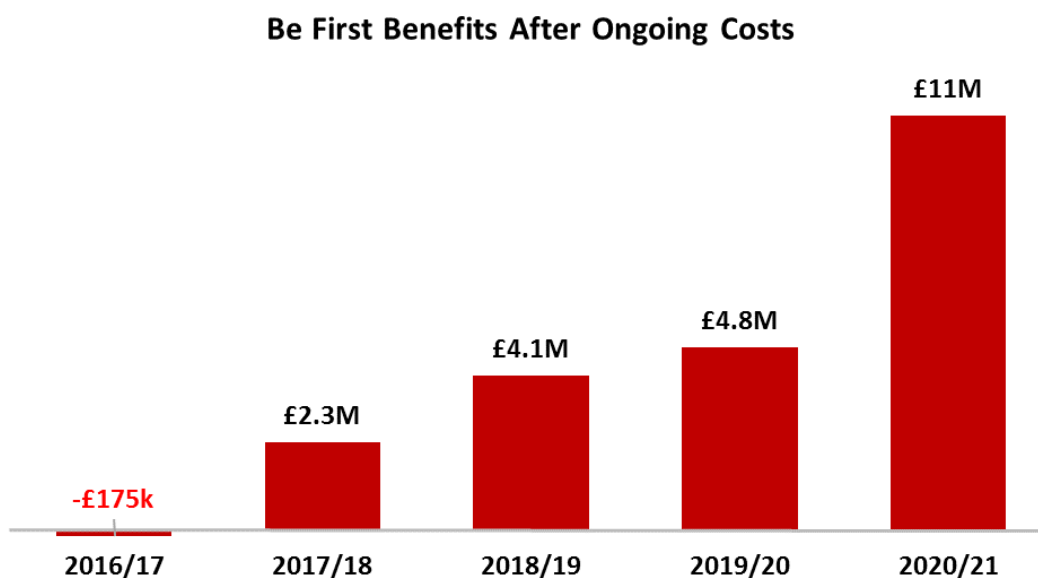
These will be seen from the point that the new arm's length delivery unit is set up and begins trading.

## 11 What savings will be made from the changes?

- £5.2m income from property investments
- £1.1m prevented cost from increasing demand
- £4.8m additional income from new homes bonus, Community Infrastructure Levy and other local development related activity

## 12 When will the savings be realised?

Savings will be realised from 2017/18 onwards.





## **Service Design Proposal**

### **Home Services**

## 1 What is the recommendation?

The Council should build upon the current Housing Transformation Programme and create a 'Home Services' offer that provides a repairs and maintenance service to LBBB and local corporate/ institutional landlords. The proposal will streamline DLO operations and adopt a new model that will enable it to offer competitive traded services in the local / regional market, thus generating increased revenue and reducing overall net service provision cost.

## 2 Why is this proposal recommended?

**Lack of performance management leads to an excessive amount of job creation and budget overrun:** Introducing a commercially minded management team will enable the Council to manage the task creation and completion performance whilst reducing the number of missed jobs and the number of jobs issued. This will allow the DLO to reduce its cost base and align operative benefits and payments to pre-defined budget figures

**Customer experience and service are currently poor:** This option will ensure improvement to customer service beyond that of its competitors

**There is an opportunity to offer repairs services to local landlords:** The current growth trend in the borough will result in a large private rented portfolio with few corporate landlords. This is an opportunity for the Council to generate additional income by broadening its market share.

## 3 What does the future service look like?

- A high quality service that aims to resolve residents' issues with the minimum of visits, reducing client time requirement and providing long lasting solutions
- The service will have commercial leadership in place that creates and offers a branded repairs and maintenance service under the banner of 'Home Services'
- Market leading performance management systems that will further develop improved service quality, reduced cost and reliability
- 'Best in Class' ambition: The service will be the most compelling local 'home services' product offered to landlords and will aim to spread the message of LBBB as a competent commercial partner and Barking & Dagenham as a place of choice for corporate landlords
- The new offer will ensure the Council has a clear service offer and boost the Council's market reputation supporting other commercial offerings and the Council's A2020 aspirations
- Sustainable and viable business that generates revenue for the Council
- Improved and increased use of technology to support streamlined operations
- A resource base aligned to demand
- Re-trained and multi-skilled operatives
- Cost efficient and effective service



#### **4 What will the service deliver?**

**Residents:** The service will serve Council tenants and the tenants of local landlords in accordance with service level agreements. Residents can expect the majority of jobs to be completed with one visit, missed appointments will be reduced to market norms saving time for clients and residents and the quality of completed jobs will reduce the demand for future repairs and maintenance intervention.

**Prospective Clients:** The quality and reliability of the service will exceed that of market competitors and will provide an efficient and effective property repairs and maintenance service to the local/regional market. The commercial repairs service will be competitively priced and will build up the Council's reputation as a strong commercial partner.

#### **5 What are the constituent parts?**

- Telephony and technology solutions
- Customer Contact/ Service Centre
- Commercial/ Strategic Management Team
- Repairs Planning/ Scheduling
- DLO Operative Team
- Surveying – Quality Inspection
- Performance management and reporting
- Supply chain management
- Finance - Payment

#### **6 What will be different for the customer?**

- One call/ one diagnosis/ one inspection/ one resolution
- Courtesy and respect
- Accurate and clear communication
- Detailed information about the repair, its progression and resolution
- Doing what we say we will do and when we say we will do it

#### **7 What will need to change in the service(s)?**

- Culture
- Operating model
- Organisational structure
- Terms and conditions
- Technology

## 8 What will be the impact on the workforce?

- The DLO staff will be retrained to improve customer service, job completion times and to reduce job repetition frequency
- Currently the bonus and overtime payments are concentrated on a small fraction of the DLO staff leading to inequality. The performance management system will eliminate abuse of the reward scheme and ensure all staff share of the workload so they can attain associated rewards (bonus, overtime)
- The number of operatives will be reviewed to bring in line with commercial competitors.
- A new reward scheme will make changes to the bonus scheme and overtime arrangements

## 9 When will the changes take effect?

- The transformation project will start in October 2016 and finish in Summer 2017
- 2016/17 and 2017/18 are the two financial years when transformation costs will be accrued
- The services will gradually transform over time and coming into full effect by 2018/19

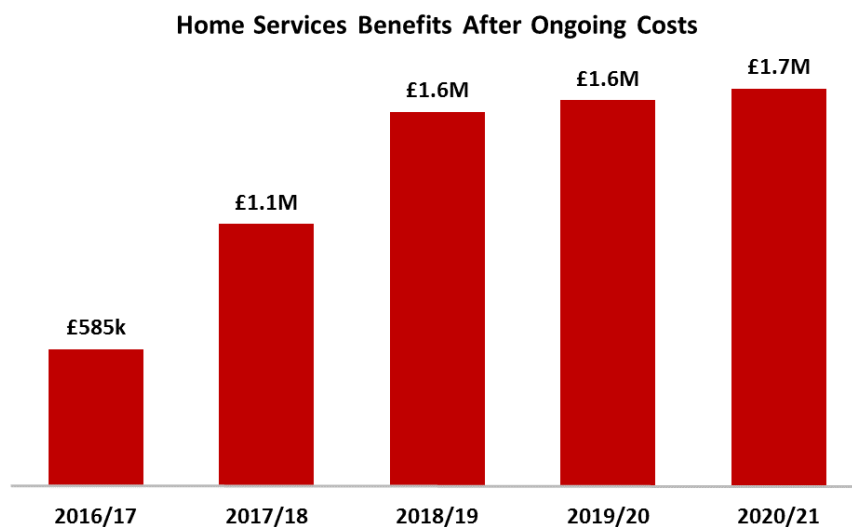
## 10 When will customer outcomes be seen?

- The commercial management team will be able to control job allocation and ensure costs will reduce from January 2017 onwards

## 11 What savings will be made from the changes?

- General Fund - £200k+ commercial income
- HRA - £2m

## 12 When will the savings be realised?





## **Service Design Proposal**

### **BDT Legal Services**

## **1 What is the recommendation?**

The Council will build on the current traded activity of the shared legal team. It will create a new company structure to deliver all traded activity.

## **2 Why is this proposal recommended?**

- To expand the service to create additional levels of income and net cost savings to both authorities.
- To further attract and keep good staff through greater opportunities for career progression and specialist work.
- To create a commercial environment and generate new business.

## **3 What does the future service look like?**

The preferred model is to retain the existing shared service platform which was originally based on the idea of bringing together two independent legal teams of similar size to collaborate together to reduce their internal and external legal costs and to increase capacity in certain specialist areas. This was the first shared service arrangement which predates other arrangements by a number of years, and is therefore well established. It has also gone on to realise income potential from its shared arrangements. The current service has income values of £250k per annum which is split with each authority and has a good reputation in the legal market.

The income target for this service design proposal is £500K for *each* authority and is therefore highly ambitious.

The current service has experienced difficulties in attracting specialist staff, due to slow HR procedures and dealing with two governance models across both authorities. The aim is to set up a local authority traded company for traded activity, along with any other marketable central services in B&D that currently sit under the Director of Law & Governance, such as the School Appeals Service (Democratic Services). In 2018/19 further consideration should be given to the above delivery model to assess whether moving towards a full commercial model.

## **4 What will the service deliver?**

A legal service to both 'home' authorities which is able to extend its current trading activities in a company model.

The service currently delivers the Legal Service for Brentwood District Council and the Monitoring Officer function; it delivers the same for East London Waste Authority and commercial legal work for Lea Valley Regional Park.

## **5 What are the constituent parts?**

It is recognised that delivery of this new model requires support at a senior level and a Legal Manager will be appointed shortly to support the Director. The appointment is fully supported by both authorities and funded from current legal income. The post holder will manage the service on a day to day basis and support the Director in extending the trading activity of the company. This would allow the Director to continue with her other responsibilities as Monitoring Officer, and professional head of HR, Democratic Services and Elections.

This establishment profile of Legal services consists of:

- The B&D Legal Service of 34
- The Thurrock Legal Service of 25
- Traded Lawyers which currently total 12 (non-establishment)

## **6 What will be different for the customer?**

There are two sets of customers: internal and external. With the ambitious income target, the internal client may notice a lighter touch in respect of legal services support and a far stricter line on only supporting legal work and reduced support on wider issues.

## **7 What will need to change in the service(s)?**

Increase of staff numbers and specialists in marketable areas such as regeneration projects, governance and advocacy. An investment will be required to ensure such numbers are sufficient.

The service has a commercial attitude at many levels but greater drive is required amongst all members of the legal management team. Officers appreciating they have to cover their own costs and generate business is essential.

## **8 What will be the impact on the workforce?**

- A potential change of terms and conditions.
- A Performance Related Pay scheme is essential to drive this forward. Until now legal officers have undertaken traded work with limited reward (honorariums) and this is not sufficient going forward. Therefore a new reward structure needs to be addressed quickly.

## **9 When will the changes take effect?**

Implementation would start in 2016/17. Full income targets are not likely to be realisable until 2018.

## **10 When will customer outcomes be seen?**

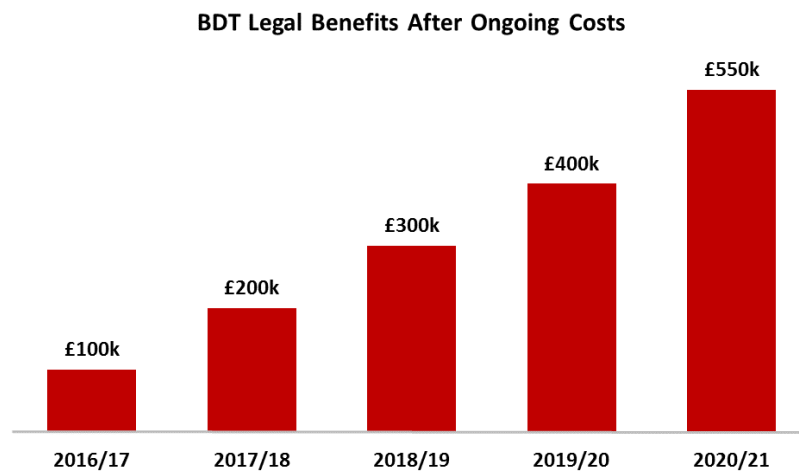
Income has already been accumulated and currently sits in a legal reserve account in B&D. Thurrock need to set up their own legal reserve account and the sum split.

## **11 What savings will be made from the changes?**

The savings will arise from two sources:

- Income to be set against staffing costs.
- A further reduction in external legal costs for both Councils with greater capacity in areas where external legal support is currently required: regeneration projects and advocacy.

## 12 When will the savings be realised?





## **Service Design Proposal**

### **Traded Services**

## **1 What is the recommendation?**

The Council currently offers around 60 services to schools on a paid for basis. To maximise income generation, the Council should reshape its existing traded offer to schools and other customers. Instead of an ad hoc offer that is managed disparately across the organisation, the Council builds a coherent trading service and establishes a new commercial entity to deliver this new menu of services.

## **2 Why is this proposal recommended?**

The Council faces major financial challenges that will drive the need to ensure it gets maximum value for money from the services it operates.

At the moment the Council generates some income through trading a variety of services with schools and other customers. This traded income is notionally meant to cover the costs of providing these services to customers.

Given the extreme financial pressure the Council faces, it faces a difficult decision over whether it can afford to run a number of these services where they aren't part of 'core business'. However cutting these services could mean stopping a quality service that is valued by the Council and a range of customers such as schools.

The Council wants to explore the option of setting up a new entity that can trade a menu of services to local organisations and act as a commercial organisation.

## **3 What does the future service look like?**

The future service is likely to operate as a separate commercial entity that is wholly owned by the Council. This entity will offer the Council and other customers a coherent menu of traded services that they can buy.

Going forward the Council wants to ensure that all traded services are commercially viable – this means that they are able to remain competitive to potential customers, and are able to cover their own costs. Consequently the new entity is unlikely to offer the full range of around 50 – 60 services currently traded by the Council as they will not all be commercially viable.

## **4 What will the service deliver?**

This is to be determined through the work, but it is likely that the new entity will offer a range of services to schools and other customers, which may include existing ones such as catering, soft facilities maintenance (i.e. cleaning, minor repairs, safety inspections, etc.), and payroll.

## **5 What are the constituent parts?**

The exact nature of any new entity has not been established it is likely to comprise the following:



- A client management function that secures new business and manages the relationship and contacts with existing customers
- A central business support function to provide administration, payments and corporate support for the new entity
- A range of functions that deliver the services to clients. The number of these will be dependent upon the range of services and groupings.

## **6 What will be different for the customer?**

Customer will interact with a separate organisation instead of the Council. They will have a single point of contact through which they buy services and request support.

## **7 What will need to change in the service(s)?**

A number of aspects of the current set up will need to change:

- A new entity will need to be set up to trade – this will require a new organisational structure with new roles and responsibilities
- Services and staff within scope will need to become more commercially orientated
- The service offer (both in terms of the types of services and pricing) may need to develop to retain existing custom and attract new business
- The Council may need to change the way it procures some services (i.e. they will need to be bought from the new entity)

## **8 What will be the impact on the workforce?**

In order to be competitive the staff terms and conditions may need to be reviewed. The staff that sit within any services deemed within scope may need to be transferred under TUPE to any new entity created. Their roles and responsibilities within this new entity may also change.

The Council will need to decide what to do with services that are deemed not part of the new entity; depending upon the nature of the services offered it may decide that they are terminated with necessary support is bought in from an external supplier, or that it is reduced in size. Consequently staff may be reassigned to other positions or made redundant.

## **9 When will the changes take effect?**

The Council would aim to launch the new trading entity by April 2017, however this would likely involve a phased implementation whereby suitable services would migrate over to the new entity over time. The move would be likely to take 12 – 24 months to complete.

## **10 When will customer outcomes be seen?**

Customer outcomes are likely to be seen shortly after the new trading entity has been established.

## **11 What savings will be made from the changes?**

The new model has the potential to reduce operating costs to the Council, as well as generating additional revenue to help meet financial challenges.

## **12 When will the savings be realised?**

Financial benefits will start to be realised 12 months after implementation of the new arrangements starts.



## Service Design Proposal

### Leisure

## **1 What is the recommendation?**

The Council should transfer the management and operation of its leisure facilities to an established not for profit operator following a competitive procurement. In doing so, the Council would retain ownership of the assets and lease the facilities to the operator for the contract term.

## **2 Why is this proposal recommended?**

The Council has recently invested in two improved Leisure Centres and has plans for further investment to enhance the leisure provision in the borough. This is in addition to the Jim Peters Stadium that had significant investment in the area as part of London 2012 and the Splash Park facility in Barking Park. This will make a compelling and attractive offer for potential providers allowing them to focus on the service offer and income generation opportunities. This should result in greater benefits for the Council (both financial and non-financial).

Following the review of the original proposal for a locally established leisure trust, in the light of the Chancellor's Emergency Budget 2015 and issues of affordability, a further options appraisal was undertaken. The option appraisal recommended that a transfer to an established provider would provide the optimum service delivery model in terms of cost and quality.

Legislative changes to Procurement Regulations in 2015 remove the option of a concession contract awarded without competition to a locally established trust. A newly established local trust would not have the capacity or capability to bid successfully for a contract in a very competitive market.

There is a well-developed market of "not for profit" operators, that could secure the current NNDR and VAT concessions. In addition, it is anticipated that there are considerable efficiencies to be gained by transferring to an established operator, as they will have lower overhead costs, greater experience and capacity to market the service and generate new business and income.

In addition, the Council will benefit from a contractually assured fee that is likely to be profiled evenly across the contract term, so the Council would secure the financial benefits earlier than when they actually fall and the operator carries the financial risk. Subject to the contract term, there is also the opportunity to transfer risk and liability from the Council to the new operator (i.e. routine repairs & maintenance, energy consumption and income risk).

## **3 What does the future service look like?**

The Council's leisure facilities play an important role in improving health & wellbeing outcomes for local residents alongside other local provision, facilities and parks. However the leisure centres currently only reach c. 10% of the local population. They should be part of the overall drive to increase participation in physical activity in the borough.

The scope of the service would be as described in section 5 below; the service will at a minimum maintain the current service standards but operate at a lower cost. The operator will pay the Council a fee to operate the facilities on behalf of the Council (as has been the case in a number of recent leisure procurement events).

The market will need to be allowed pricing and operating freedoms similar to the previously proposed local trust in order to reduce operating costs and increase income.

#### **4 What will the service deliver?**

The Council will need to develop a Service Specification and set out its minimum requirements based on, but not restricted to, its current service offer. This is likely to include the relevant elements of the draft Sport & Physical Activity Strategy that are geared to increasing participation levels with the inherent health & well-being benefits. The requirements of the Council will determine the value of the contract.

It will be important that the Council requirements retain its existing social access policies through concession pricing, however, the operator should have the freedom to operate commercially also, generating new products and customers. The Council could seek pricing proposals from the operator that ensure social access for approval by the Council.

The operator will meet the Council's minimum requirements whilst using its commercial experience to enhance and develop the service offer.

Programmes currently delivered through Public Health funding would not be transferred directly as part of the leisure management contract; these would be commissioned separately by Public Health, although it is likely that the operator would seek the opportunity to bid for funded programmes. Some of the current operators have developed specialist Health teams to respond to and deliver on these opportunities and Public Health outcomes.

#### **5 What are the constituent parts?**

The scope of the service to be transferred consists of:

- Abbey Leisure Centre
- Becontree Heath Leisure Centre
- Jim Peters Stadium
- Barking Splash Park\*

\*The operation of the Splash Park is already let through a concession to a third party; the management oversight of this facility may be best located within the Parks Service alongside existing concessions (i.e. boat hire, café, miniature railway, etc.).

#### **6 What will be different for the customer?**

Initially the customer will see minimal difference other than branding changes and the facilities will operate as specified. Over time, the operator will introduce new products and offers designed to attract new business and customers. The customer should benefit from well developed marketing and customer service processes.

#### **7 What will need to change in the service(s)?**

The Council will have to develop its commissioning and contract management capability in this area, although through good procurement and selection of the right partner for the Council, this function should only require a "lean" client function.

It is likely that a new operator would want to negotiate changes to terms and conditions in line with the industry norms (i.e. no weekend working enhancements, a closed pension

scheme and a stakeholder pension rather than the LPGS model). New employees would be employed on different terms and conditions from transferred employees, changes to their terms and conditions would only be through negotiation. These likely changes are the same as would have been true for the original trust option.

The new operator will need to operate more commercially utilising their broader sector experience to reduce costs and increase income.

## 8 What will be the impact on the workforce?

There are currently c. 330 employees (90 FTE) potentially affected by this proposal. The existing workforce would transfer to the new operator with their existing terms and conditions under the Transfer of Undertakings (Protection of Employment) Regulations 2014 (TUPE). The Council (the transferor) would initially need to consult with the Trade Unions and all potentially affected employees and draw up an initial TUPE list of employees, once a provider has been selected through the procurement process both Council and the new service provider (the transferee) should consult with the Trade Unions and affected employees.

In addition, an established provider will have existing head office and support contracts in place and is unlikely to require the Council's back office support functions (i.e. Finance; HR; IT; Legal; Marketing etc.). Therefore there may be additional impacts on the Council's support service functions.

## 9 When will the changes take effect?

If the recommendation to transfer is approved in March 2016, contract commencement could potentially be achieved by April 2017.

Year	2016/17					2017/18			
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Market testing	■								
Approval		●							
Procurement		■							
Launch						●			

The Council will need to determine the resources required to manage this procurement event. Given that it is unlikely the Council will have the capacity, experience or technical expertise to secure maximum benefit through a leisure management procurement, external support will need to be commissioned. Developing the brief and seeking tenders for support (legal and technical) may take 6-8 weeks. The Council would need to develop a suite of contract documentation including clear minimum requirements and service standards, determine its procurement strategy, its commercial position and risk appetite before commencing the procurement exercise. An Early Market Engagement exercise carried out in January and February 2016 has informed procurement route, commercial position and risk profile to some extent but these will need to be reviewed and confirmed.

## 10 When will customer outcomes be seen?

It is possible that a new operator could commence in April 2017.

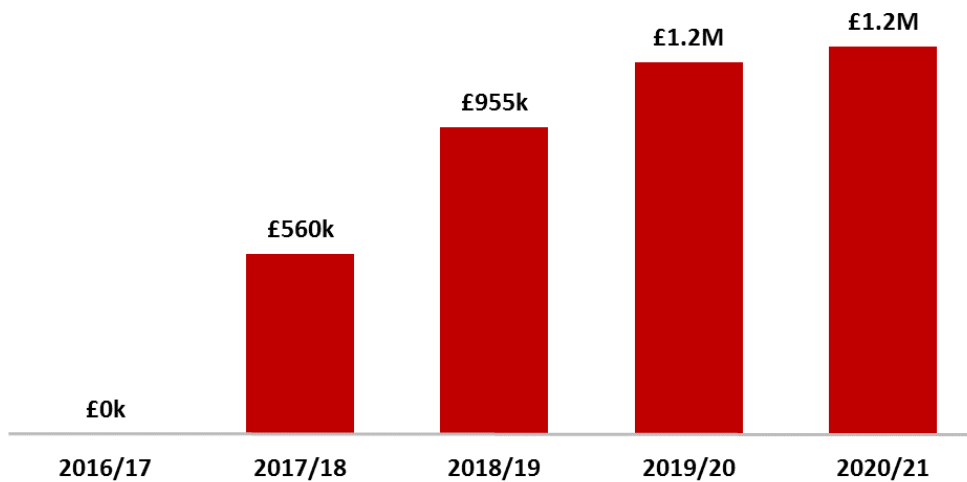
## 11 What savings will be made from the changes?

£362k of net savings per annum will be realised with an additional £843k of income benefits in terms of business rates and additional revenue.

## 12 When will the savings be realised?

Savings will be realised from 2017/18, from the commencement of the contract, this is anticipated to be April 2017.

**Leisure Service Benefits After Ongoing Costs**



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## Community and Equality Impact Assessment

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

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

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

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

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

**About the service or policy development**

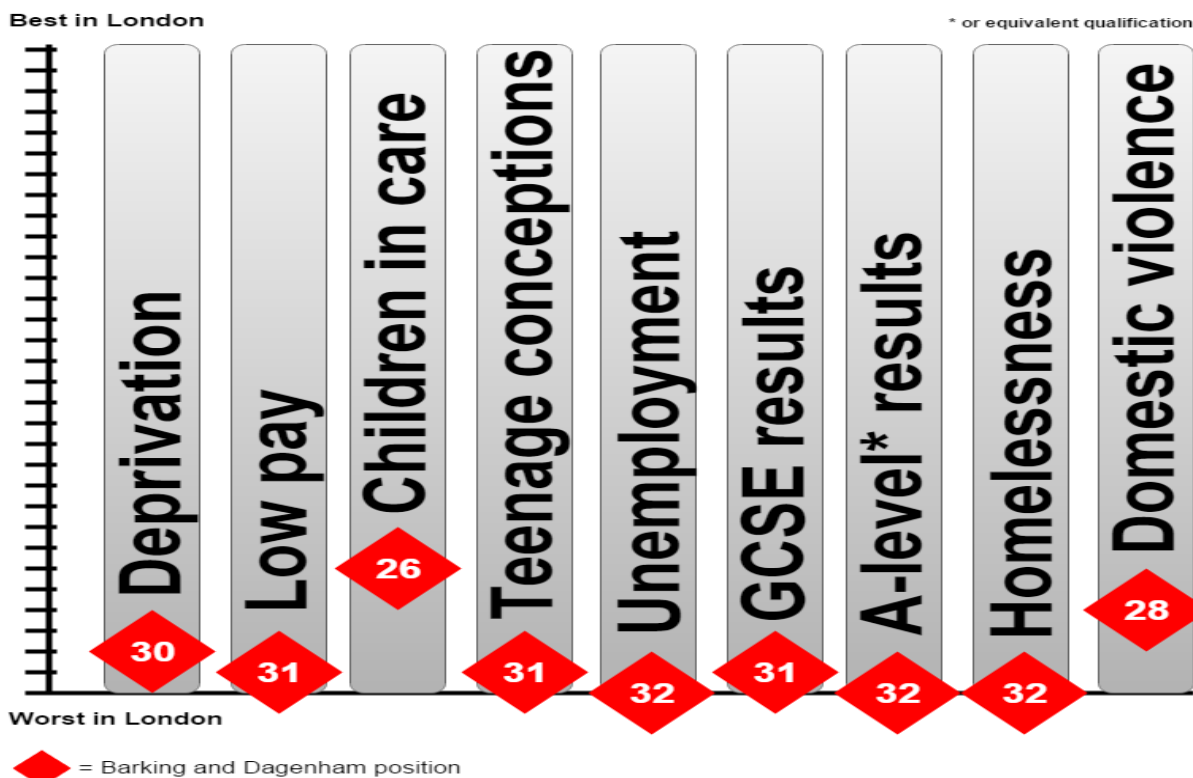
Name of service or policy	Ambition 2020 and Response to the Growth Commission
Lead Officer	Tom Hook
Contact Details	<a href="mailto:Tom.hook@lbbd.gov.uk">Tom.hook@lbbd.gov.uk</a> or 020 8227 2554

**Why is this service or policy development/review needed?**

Barking and Dagenham is one of London’s most rapidly growing and diverse areas, with a low relative position when compared to the rest of London in areas such as deprivation, household income, children in care, educational attainment, teenage pregnancy and homelessness.

Outcomes for our residents are towards the bottom of too many London league tables. People in our borough die earlier, have poorer health, and lower levels of education and skills than in most other London boroughs. Too many are insufficiently skilled, too many are in low paid work, too many struggle to find suitable accommodation to live in.

**How did Barking and Dagenham compare to other London boroughs in 2015?**



On many measures of health and well-being, the borough is also significantly worse than national averages – including life expectancy, obesity, diabetes, and smoking prevalence.

It is faced with unprecedented challenge caused by the financial pressures, social and demographic change and the current government’s policy priorities, but is fortunate to have a once in a lifetime opportunity to secure the benefits of huge economic growth for its residents to ensure that nobody is left behind.

**Why is this service or policy development/review needed?**

The council recognises that no other part of Greater London has the potential to play the role that Barking and Dagenham does in the expansion of London's economy, but that there is much work to do to prepare for this future if growth is going to be inclusive and sustainable, making the borough a better place for all residents. Over the next 20 years the borough has the potential for over 35,000 new homes and over 10,000 new jobs in the borough, and it is recognised that the council has an important opportunity to shape the future so that the whole community positively benefits and prospers.

To underpin and inform the overarching long term strategy for the borough, in 2015, the council launched two major pieces of work:

- A panel of independent experts – the Growth Commission – to review the council's ambition to be London's growth opportunity, and to recommend how to maximise the contribution of the Borough and its people to the London economy.
- The 'Ambition 2020' Programme, concerned with re-examining every aspect of what the council does, how it is organised, and fundamentally redesigning the way the council delivers its services. The current public service offering is unsustainable based on the likely pressures in government funding over the next few years. The principle behind the proposals for redesign and transforming services will require us to rethink public services which put an emphasis on independence resilience and opportunity which will benefit and provide a potentially positive impact for all protected characteristics.

Recommendations from the Growth Commission and proposals developed through Ambition 2020 will deliver real change to both the council and the community. This EIA is therefore overarching and reflects the formative stages of the proposals. We recognise that our Ambition 2020 plans will transform the way in which services are delivered and people will experience change.

We see the Council's role as harnessing the borough's potential for the benefit of all, where no one is left behind. Ultimately there is a simple choice: we can do nothing and continue to salami-slice services, or we can find new ways of delivering them. The Ambition 2020 programme seeks to break down silos, maximise early intervention and solve underlying issues rather than manage symptoms.

As each programme of work is developed consideration will be given, within the design of the service, its access routes and eligibility criteria, to the equality and community impact. By adopting this approach we will ensure we are being fair – that we are not disproportionately disadvantaging one group because of their protected characteristic or vulnerability or because they are already disadvantaged. It will allow us to try to anticipate all consequences as far as possible so it informs final decision-making and implementation.

We will also, however, look holistically across our whole change programme to ensure that we understand the cumulative impact of what we are proposing.

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

**Demographics**

What do we currently know about our community?

- Over the last 15 years Barking and Dagenham has become one of the fastest- changing communities in Britain. This is in contrast to the post-war years when the borough was predominantly made up of traditional white working-class East End families with a close knit sense of community
- The population of Barking and Dagenham rose from 164,000 in 2001 to 186,000 (a 13.4% increase) in 2011, and an estimated 198,000 in 2014.
- Population growth is set to continue. National statistics forecast a population of 220,000 by 2020, and up to 275,000 by 2037.
- The population is much more diverse than 15 years ago – since 2001 the proportion of the population from minority ethnic backgrounds has increased from 15% to 50%. That proportion is projected to increase to 62% over the next 25 years.
- Like other London boroughs, there is also rapid movement of people: between 2012 and 2014 approximately 50,000 new residents came to the borough, and roughly the same number left, meaning that the ‘turnover’ was almost a quarter of the total population.
- The age profile of the population is also changing. Between the last two national censuses, the 0 – 4 year old age group grew by almost 50%. More recent data show that the rate of increase in the very young has slowed, with the largest increases now in primary school ages.
- The borough has the fourth highest proportion of people aged 10 to 19 in the country and has seen an increase in the 20 to 29 age group of just under a quarter.
- According to the 2015 overall Indices of Multiple Deprivation Barking and Dagenham is now the 3<sup>rd</sup> highest ranked borough in London for overall deprivation.
- Between the two Census periods of 2001 and 2011, Barking and Dagenham saw an increase in numbers for all religious groups in the borough, except Christian and Jewish religions. The number of Muslims saw the most significant growth with the proportion rising from 4.36% to 13.73%.
- The 2011 Census illustrated that 6.6% of Barking and Dagenham residents aged 16-64 believe that their day to day activities are limited a lot because of a health problem or disability including problems related to old age, which is slightly higher than the London average of 5.6%.
- Between 5-7 % of the population are Lesbian, Gay or Bisexual.
- The 2011 Census recorded 138 Same Sex Civil Partnerships; this represents 0.2% of the borough’s population.
- Unfortunately we do not have accurate statistics for gender reassignment; however we do know that some local people are accessing gender reassignment services
- There are now significantly less people with no qualifications representing a 14.4% drop in numbers between 2001 and 2011 (Census 2011).
- Lone parent households with dependent children have seen a large increase with Barking

## COMMUNITY AND EQUALITY IMPACT ASSESSMENT

### Demographics

and Dagenham now having the highest percentage of lone parent households in England and Wales at 14.3%. This is much higher than in other parts of London and England as a whole.

Potential impacts	What are the positive and negative impacts?	How will benefits be enhanced and negative impacts minimised or eliminated?
<b>Local communities in general</b>	<p>A move away from a traditional model of service delivery will mean a different relationship between the Council and residents.</p> <p>Residents that are higher users of Council services will experience more change in the services they access.</p> <p>Communities and individuals will need to be more resilient with the Council focusing its resources on specific interventions.</p>	<p>The Growth Commission and A2020 look at ways of addressing the challenges facing the borough, focussing on how we do things differently for the benefit of the community as a whole – ensuring nobody is left behind.</p> <p>However the context and one of the drivers for the proposed changes is one of large budget cuts which will mean an overall reduction in the level of service provided directly by the Council.</p> <p>Earlier prediction of need and intervening to solve underlying issues, rather than manage symptoms, lie at the heart of our approach. Community Solutions will seek to identify through the use of data, groups of residents who may experience issues and intervene early, thus having a positive impact on outcomes.</p> <p>Access for all customers for council services will increasingly be through a single digital platform that will enable seamless on-line, phone and face-to-face contact. This will streamline and simplify most residents' interaction with the Council and improve customer service.</p>
<b>Age</b>	<p>Services will be increasingly tailored to meet needs that have been identified at an</p>	<p>The significant increase in young people in the Borough is predicted to continue and Council services will need to respond to this trend.</p>

<b>COMMUNITY AND EQUALITY IMPACT ASSESSMENT</b>	
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	earlier stage.	
<b>Disability</b>	A single disability service ensuring more consistent services and outcomes.	Integration will deliver a more seamless service and better 'life course' planning. In particular, the transition from children to adult services will be easier to plan and easier for parents and young people to navigate. Where possible, we will seek to bring together health and social care services in a way which promotes independence, reduces gaps and overlaps and delivers savings by reducing demand and through economies of scale.
<b>Gender reassignment</b>	See cross cutting comments	See cross cutting comments
<b>Marriage and civil partnership</b>	See cross cutting comments	See cross cutting comments
<b>Pregnancy and maternity</b>	See cross cutting comments	See cross cutting comments
<b>Race (including Gypsies, Roma and Travellers)</b>	See cross cutting comments	See cross cutting comments
<b>Religion or belief</b>	See cross cutting comments	See cross cutting comments
<b>Gender</b>	See cross cutting comments	See cross cutting comments
<b>Sexual orientation</b>	See cross cutting comments	See cross cutting comments
<b>Any community issues identified for this location?</b>	See cross cutting comments	Changes will be on a Borough-wide basis although some elements such as specific developments will obviously have a more localised impact. These will be picked up as part the development of individual programmes & projects.

## 2. Consultation.

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

A consultation is to be launched immediately after Cabinet authorisation to further develop the proposals has been forthcoming. This will be made available via the Council's website for a period of eight weeks.

Additionally hard copies will be made available in libraries, meetings will be held with public sector partners and third sector organisations. Two public drop in sessions will be held where it will be possible to ask questions of Council officers.

A report will come back to Cabinet in July with the results of the consultation and asking for permission to progress those programmes that are feasible further.

As work streams develop individual equality impact assessments will be developed to consider the impact on the community in more detail.

The council has also committed itself to taking decisions based on the very best available evidence, which will ensure proper consideration is given to residents and their needs before changes are implemented.

It is important to recognise that extensive consultation was undertaken with the community / third sector, council staff, councillors, schools and government agencies as part of the Growth Commission process. The voices of these people were fed in to the findings of the Commission's report which is also publicly available via the council's website.

Large scale engagement activity has also been happening inside the organisation with a series of 'roadshow' events, led by the Chief Executive which has enabled the opportunity for staff to feed in their views on service transformation and what this might mean for the council and community.

The individual equality impact assessments which will be developed as the transformation programme evolves will establish whether there are representative groups where additional consultation is required.

**3. Monitoring and Review**

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

*These actions should be developed using the information gathered in **Section 1 and 2** and should be picked up in your departmental/service business plans.*

<b>Action</b>	<b>By when?</b>	<b>By who?</b>
Analysis of the Ambition 2020 Consultation results	July 2016	Strategy Team
Scope Individual EIAs into project plans for the Ambition 2020 work streams	Each work stream will have a different timetable	Ambition 2020 Sponsors
The A2020 programme will be monitored through the Programme Board, Corporate Performance Group. Reporting monthly the corporate PMO will provide RAG updates. These updates will reflect the overall health of the programmes, including EIAs and consultation.	Monthly	A2020 Programme Board, Corporate Performance Group
Once implemented performance will be managed through a focus on outcomes and commissioning plans.	Quarterly	Corporate Performance Group



**4. Next steps**

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

All proposals forming part of the report will develop individual Equality Impact Assessments (EIA) considering more detailed impacts on the protected characteristics. The overall cumulative impact of all proposals will also be considered.

**Implications/ Customer Impact**

We know that we cannot continue to deliver the services the way we are given what we are seeking to achieve and the level of future funding available to us. The scale of economic growth needed to truly improve the overall life outcomes for our residents is significant and needs to be delivered in tandem with bold steps to transform the council's service offer for the borough, and build resilience in the community.

We know that compared to other London boroughs, people in our borough die earlier, have poorer health, and lower levels of education and skills. Too many are insufficiently skilled, too many are in low paid work, too many struggle to find suitable accommodation to live in.

This is why the outcome of the work from the Growth Commission and Ambition 2020 is vital in achieving positive outcomes for the community. By genuinely understanding our current position, we have worked hard to underpin areas of work which will get us to where we need to be: One Borough, One Community, and London's Growth Opportunity.

The effective use of data and intelligence to inform decision making, design services, consider impacts, and target interventions will be a key part of the organisational design moving forward. By doing so, we will be able to intervene early and provide appropriate support in a timely manner tackling issues and reducing the need for them to escalate to intensive support.

We recognise the need to carry out full equality analysis on appropriate work streams and ensure we address the barriers to residents with a particular focus of those with the most complex needs; and identify the best way of working with them to address or respond to the issues which may exclude them from taking advantage of the positive opportunities this growth and transformation programme presents.

**5. Sign off**

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

Name	Role (e.g. project sponsor, head of service)	Date
Teresa Evans	Equalities & Cohesion Officer	21/03/2016
Tom Hook	Divisional Director, Strategy & Programmes	24/03/2016

**CABINET****19 April 2016**

<b>Title:</b> Rationalisation of Corporate Office Portfolio – Update	
<b>Report of the Cabinet Members for Finance and Regeneration</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> Abbey and Heath	<b>Key Decision:</b> Yes
<b>Report Author:</b> Andy Bere, Asset Strategy Manager	<b>Contact Details:</b> Email: <a href="mailto:andy.bere@lbbd.gov.uk">andy.bere@lbbd.gov.uk</a> Tel: 020 8227 3047
<b>Accountable Director:</b> Jonathan Bunt, Strategic Director, Finance and Investment	
<b>Summary</b>	
<p>By Minute 78 (16 December 2014), the Cabinet received a report on the 'Rationalisation of the Corporate Office Portfolio' which set out a range of options to reduce and reconfigure the number of corporate offices and, in doing so, to achieve significant savings. The Cabinet agreed to pursue option 4c within that report, the main aspects of which were to retain and open plan the Town Hall, retain Pondfield House, convert the Civic Centre to secondary school use, dispose of Roycraft House to Agilisys with the potential leaseback of two floors for Council office use.</p> <p>This report provides an update on that decision with particular reference to the Civic Centre and Roycraft House projects.</p> <p>At the time of the December 2014 report, Members stressed the importance of achieving a legacy for the Civic Centre and a preference for it to be developed for an education purpose with the recommended option noted as conversion for secondary school use. It is now proposed to widen this to include higher education uses in order to expand the scope for opportunities and increase the access to wider education and contribute to the objective of raising educational attainment in the community.</p> <p>A significant educational use for the Civic Centre would create a positive legacy for the building and maintain its community focus at the heart of Dagenham. It is still the intention to have access to the building for community and Member meetings which would be negotiated with any future user of the building.</p> <p>The report also sets out details of a revised approach regarding the ownership and leasing arrangements with Agilisys for Roycraft House.</p>	
<b>Recommendation(s)</b>	
The Cabinet is recommended to:	
(i) Agree to extend the potential future use of the Civic Centre from secondary school use to a wider educational use and seek to retain some use of the building for civic purposes;	

- (ii) Agree that the Council retains ownership of Roycraft House and leases the whole building to Agilisys at market rent, co-terminus with the Elevate contract due to expire in 2020, and the leasing back by the Council of two of the floors for office accommodation;
- (iii) Delegate authority to the Strategic Director of Finance and Investment, in consultation with the Director of Law and Governance and the Cabinet Members for Finance and Regeneration, to negotiate final terms and agree the contract documents to fully implement the arrangements in respect of Roycraft House and the Civic Centre at a market rent; and
- (iv) Authorise the Director of Law and Governance, or an authorised delegate on their behalf, to execute all of the legal agreements, contracts and other documents on behalf of the Council.

**Reason(s)**

To assist the Council in achieving its corporate priorities of:

- Encouraging Civic Pride: the proposals will provide an accessible and cost effective municipal centre and deliver community benefits
- Enabling Social Responsibility: the continued implementation of flexible working will take service delivery closer to communities and enable citizens to be actively engaged in requesting services
- Growing the Borough: the proposals will support economic development through the provision of construction related opportunities in Barking and Dagenham and by the long-term support of local retailers.
- Enhance the Borough's image to attract investment and business growth, develop a local, skilled workforce and improve employment opportunities: proposals to expand the Civic Centre educational proposals would offer greater access to further and higher education for local residents and would support wider economic programmes.

**1. Background**

- 1.1. As part of the budget planning exercise, Cabinet received a report on 16 December 2014 outlining the options available for reducing the corporate office portfolio and the anticipated financial savings associated with each option in order to reduce the estimated £119.5m of spend over 30 years associated with retaining the office portfolio outlined in the report.
- 1.2. Members agreed to proceed with implementing the option described as 4c which was to 'retain and open plan the Town Hall, retain Pondfield House, convert the Civic Centre to secondary school use, dispose of Roycraft House to Agilisys with the potential leaseback of two floors for Council office use'.
- 1.3 The anticipated timeframe for delivering the programme was estimated to be 2-3 years (2015 to 2018) and Cabinet agreed to the £11.2m of funding associated with delivering the project, much of which would be offset by the anticipated savings and values associated with the buildings earmarked for disposal and required

estimated capital borrowing of £4.31m.

## **2. Proposals for the Civic Centre**

- 2.1 In agreeing Option 4c, Members stressed the importance of achieving a legacy for the Civic Centre given its historic, local and architectural significance and a desire that the building should fulfil an educational purpose. Accordingly, the December 2014 report set out proposals to utilise the building for secondary school educational purposes.
- 2.2 Subsequent discussions identified its suitability as a possible sixth form for a number of secondary schools within the vicinity but discussions with the local consortium could not reach agreement to take this forward and work continued to finding a suitable and long lasting option for the building.
- 2.3 In order to increase the wider opportunities for securing a lasting legacy for the Civic Centre that builds upon the educational theme and delivers a use that maintains the Civic Centre as a community facility in the heart of Dagenham, it is proposed to widen the use of the building to include all educational use. This would widen the market of potential occupiers of the building and enhance the educational attainment of a wider group of the Borough's residents, including school leavers and adult learners. There would also be additional economic benefits to the surrounding area from a higher education use than are likely from a secondary school.
- 2.4 Widening this use would still maintain the need to retain access to space within the building, to be agreed with any new provider, in order to seek to retain a wider civic purpose.

## **3. Proposals for Roycraft House**

- 3.1 Option 4c included proposals for the disposal of Roycraft House to Agilisys with the potential leaseback of two floors to accommodate Council staff, with Elevate staff being consolidated within the building.
- 3.2 Stemming from the ongoing negotiations with Agilisys, the preferred option has materialised which would involve the Council retaining ownership of Roycraft House, leasing the whole building to Agilisys and the leasing back of two of the floors. The head lease arrangement with Agilisys would be at market rent and would be co-terminus with the Elevate contract, to ensure flexibility for when the contract expires in 2020. The alternative option of a freehold disposal to Agilisys was considered but each party has expressed a preference for the flexibility offered by a leasing arrangement.
- 3.3 The building would continue to be managed by the Council under a management agreement and the Council would receive an annual revenue stream, which is considered to be more advantageous at the current time as the income will contribute to the ongoing savings requirement rather than a one off capital receipt from the freehold disposal. As the building would continue to be owned within the corporate office portfolio the Council would be in a position towards the end of the head lease agreement to reassess its options in the light of the potential of future regeneration opportunities linked to the Town Centre. Those options would, of course, include the potential sale of the building at that time.

#### **4. Financial Implications**

**Implications completed by: Kathy Freeman, Divisional Director - Finance**

- 4.1 The December 2014 report highlighted savings of £1.9m from the corporate office accommodation strategy and the proposals in this update support the delivery of those savings.
- 4.2 The rental income generated by the lease of Roycraft House to Agilisys at a market rent will provide an annual revenue income, which is financially more advantageous than a one-off capital receipt.

#### **5. Legal Implications**

Implications completed by: Erol Islek, Property Solicitor

- 5.1 The Council has powers under the 1972 Act to dispose of land in any manner it wishes, including sale of its freehold interest, granting a lease or assigning any unexpired term on a lease, and the granting of easements. The only constraint is that a disposal must be for the best consideration reasonably obtainable unless the Secretary of State consents to the disposal.
- 5.2 The Council must therefore obtain an independent valuation from a qualified professional to ascertain the annual market rent of the properties it plans to lease.
- 5.3 The terms of the General Disposal Consent (England) 2003 mean that specific consent is not required for the disposal of any interest in land which the authority considers will help it to secure the promotion or improvement of the economic, social or environmental well-being of its area.
- 5.4 Where applicable, the Council should also have regard to its community strategy. If the Council intends to grant a lease at a lower rent, in all cases, disposal at less than best consideration is subject to the condition that the undervalue does not exceed £2,000,000 (two million pounds) over the 15 year term created by the Lease.
- 5.5 In addition, Section 1 of the Localism Act 2011 provides local authorities with a general power of competence and states that a local authority has power to do anything that individuals may do. Therefore the local authority has general power to enter into such lease arrangement with its future tenants.

#### **6. Other Implications**

- 6.1 **Risk Management** - Many of the risks identified within the December 2014 Report have been addressed with long term plans developing for the buildings identified within the option agreed by Cabinet.
- 6.2 **Contractual Issues** - The proposals contained in this report support the contractual issues identified within the December 2014 report.
- 6.3 **Health Issues** - The proposals in this report continue to support the issues outlined within the December 2014 report in that they enable staff to adopt a healthier work

life balance due to the greater use of flexible working and lead to reduced levels of sickness.

- 6.4 **Property / Asset Issues** - The property asset implications are outlined throughout the report. Market valuations will be used to negotiate the rental figure and lease for Roycraft House and widening the scope on the use for the Civic Centre.
- 6.5 **Staff Issues** - The staffing assumptions regarding the preferred option were set out in the December 2014 Cabinet Report and these continue to be reviewed. The number of staff to be accommodated within the retained corporate office estate will fluctuate based on the future organisational structure of the Council. The Smarter Working approach to how the office space will be utilised will ensure that sufficient space of a flexible and sustainable nature will be provided in the most cost effective way.

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

**List of appendices:** None

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**CABINET****19 April 2016**

<b>Title:</b> Review of School Places and Capital Investment - Update April 2016	
<b>Report of the Cabinet Member for Education and Schools</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All Wards	<b>Key Decision:</b> Yes
<b>Report Author:</b> Mike Freeman, Group Manager School Estate and Admissions	<b>Contact Details:</b> Tel: 020 8227 3492 E-mail: mike.freeman@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Jane Hargreaves, Divisional Director Education, Youth and Childcare.	
<b>Accountable Director:</b> Helen Jenner, Corporate Director Children's Services	
<b>Summary</b>	
<p>This report provides an update on the latest information regarding forecast demand for education places across the Borough's schools, an update on some specific projects previously information regarding funding available to support a programme of investment up to 2017 and a schedule of planned projects (Appendix A) for 2015 to 2021.</p> <p>The key issues to highlight are:</p> <ul style="list-style-type: none"> <li>• Additional school places will be made available from September 2016 at the following schools: <ul style="list-style-type: none"> <li>○ Primary - Gascoigne and Eastbrook</li> <li>○ Secondary – Dagenham Park, Eastbrook, Riverside, Robert Clack and Greatfields.</li> </ul> </li> <li>• New funding has been announced to support investment in the Borough's schools which includes: <ul style="list-style-type: none"> <li>○ £570,328 Devolved Capital for School budgets – maintained LA Schools</li> <li>○ £96,373 Devolved Capital for School budgets – maintained VA Schools</li> <li>○ £4,015,400 Maintenance and Modernisation Funding - maintained LA Schools</li> <li>○ £641,301 Maintenance and Modernisation Funding - maintained VA Schools.</li> </ul> </li> <li>• The need to invest in projects as follows:- <ul style="list-style-type: none"> <li>○ Robert Clack expansion £12.5m</li> <li>○ Dagenham Park expansion £0.5m</li> <li>○ Barking Abbey expansion £12.0m</li> <li>○ Furze/Warren expansion £0.325m</li> <li>○ Riverside expansion £0.5m</li> <li>○ Lymington Fields/Eldonwall site purchase £2.5m</li> </ul> </li> </ul>	

## **Recommendation(s)**

The Cabinet is recommended to:

- (i) Approve the Future Planning Programme to meet Basic Need (including SEN places) 2015 to 2021 (amended April 2016) as set out in section 2 and Appendix A of the report;
- (ii) Approve the inclusion in the Capital Programme of the DfE grant allocations for 2016/17 as detailed in section 3 of the report;
- (iii) Approve the various projects and associated changes to the Capital Programme as set out in sections 5 to 10 and summarised in Section 11 of the report;
- (iv) Delegate authority to the Procurement Board to consider and approve the final procurement strategies for each project, in accordance with the Council's Contract Rules; and
- (v) Delegate authority to the Corporate Director of Children's Services, in consultation with the Cabinet Member for Education and Schools, the Strategic Director of Finance and Investment and the Director of Law and Governance, to award the respective project contracts.

## **Reason(s)**

The decision will assist the Council in fulfilling its statutory obligations to provide a school place for every child and support the intention of the Council's Vision and Priorities, including encouraging civic pride, enabling social responsibility and growing the Borough, and delivering the ambition for excellence in education set out in our Education Strategy.

## **1. Introduction and Background**

- 1.1 It has been the practice since 2010 to report regularly to Cabinet on the issue of the forecast for pupil numbers. These reports have also covered a programme of proposed works necessary to ensure that children in the Borough have the opportunity to attend school. The last report presented to Cabinet on this subject was on 10 November 2015, Minute 63 refers.
- 1.2 This report provides an update and sets out the most up to date information on the projected demand for education places for September 2016. Further, the report covers a number of initiatives which build on existing arrangements to develop the use of accommodation.
- 1.3 The third aspect of the report is to provide an updated Programme of School Development through to 2021 to support the forecast pupil demand. Children's Services is currently working to populate this plan through to 2025, and it will be used to contribute to a London wide plan being supported by the Association of London Directors of Children's Services (ALDCS) and London Councils. The appendix to this report shows the current position and plan following advice about site availability. A further report will come back to Cabinet with greater detail later in the year.

1.4 Cabinet are also advised that there was an adjournment debate in the House of Commons on 10 March 2016 secured by Jon Cruddas MP and Rt Hon Dame Margaret Hodge to raise the issue of need for investment in Schools in the Borough where there is a need to improve condition or modernise facilities.

## **2. Update on Pupil Numbers and Capacity for September 2016**

2.1 Cabinet has received regular reports about the continuing demand for school places and the need to develop additional provision. It is worth noting that providing sufficient school places is a national issue and in particular regional to London due to rising population. For Barking and Dagenham it has been a major priority for investment since 2007.

2.2 When looking at the forecast in growth of the pupil population a number of factors are taken into consideration as follows:

- Numbers of pupils currently in the borough;
- Birth figures;
- New housing proposals, as advised in the Local Plan Review;
- Historical data e.g. pupils living in borough but choosing out borough schools;
- Internal knowledge of recent population fluctuations in particular the impact of population movements into and out of the Borough;

2.3. The position for the primary phase for September 2016 is that we are anticipating that there will be a small surplus. This is as a result of making additional provision at the following schools:

Gascoigne Primary –	2 additional reception classes 1 additional Yr2 class 1 additional Yr4 class
Eastbrook -	1 additional reception class 1 additional Yr1/Yr2 class

Discussions are taking place about some specific additional provision in certain localities in the Borough to manage demand through the academic year.

2.4 With regard to the provision of Yr7 places against demand, the position for September 2016 is a projected shortfall of places having regard to anticipated demand. Cabinet Members will appreciate that it is difficult to be precise about future demand but the indicators are that for this coming September we need to have around 3,000 places and our capacity in the current academic year is 2,679.

2.5 There is a provisional plan to create places in the Future Planning Programme for Basic Need and the intention is to keep projects on programme. The need identified above of around 321 places will be satisfied through the following additional places:

- 30 places at Dagenham Park
- 90 places at Eastbrook
- 120 places at Riverside

- 60 places at Robert Clack
- 120 places at Greatfields

Not all of these new or additional places are within the decision making remit of the Council so working with other agencies and operators is essential if we are to achieve the desired outcomes. By creating these places we should generate a small surplus which helps to manage place allocations through the academic year

2.6 The project at Greatfields was reported to the November meeting of Cabinet (Minute 63, 10 November 2015 refers) and in order to support new school places for this September the school will be established on an interim site sharing accommodation at Gascoigne School. Discussions on this proposal are continuing with the Education Funding Agency and representatives from the DfE who authorise the opening and funding of this school. This is a similar arrangement to that which applied to Riverside School sharing accommodation at George Carey CofE Primary when it was first established.

### **3. New Department of Education Grant Allocations 2016**

3.1 New advice has been received from the DfE about funding being made available to support capital projects for improvement or repair in 2016/17. Details are set out in the following paragraphs 3.2 to 3.4.

#### **3.2 Devolved Formula Capital 2016/17**

3.3 This is a fund of money from the Government which has been allocated now for a number of years (2006/7) and is designed to be passed to all maintained schools in the Borough – Academy and free schools receive a separate allocation direct through their own funding allocation by the DfE.

3.4 The fund of £570,328 for LA schools is pass-ported directly through the Schools Finance Team under the direction of the Chief Finance Officer to the Borough's schools. Voluntary Aided Schools are advised directly by the DfE of their share of the £96,373 set aside. This sum of £570,328 would need to be shown in the Council's Capital Programme.

#### **3.5 Maintenance and Modernisation 2016/17:**

3.6 There are two aspects to this fund. The sum of £641,301 is known as LCVAP (Locally Controlled Voluntary Aided Programme) and this sum is a programme developed with the Diocese of Brentwood and the Diocese of Chelmsford and the voluntary aided schools in the Borough based on agreed priorities. The programme is then advised to the DfE who reimburse schools in the programme once accounts are presented.

3.7 In terms of the funding for the Borough maintained schools, the sum of £4,015,400 needs to be included in the capital programme. This sum will be the subject of the Capital Appraisal Process and will comply with the provisions of the Strategy for Ensuring Sufficient School Places and School Modernisation. The programme of works will be derived from technical advice and the content of the School Estate Asset Management Plan Database and the recently commissioned DfE school

condition surveys, and will be approved by the Corporate Director of Children's Services and the Divisional Director of Education.

### **3.8 Capital for Basic Need 2018/19:**

3.9 The DfE have announced on 10 March the forecast basic need allocations for all local authorities in respect of the financial year 2018/2019, and the allocation is expected to be £5,339,400. This figure only having been recently announced needs to be analysed in relation to overall allocations to provide school places including new free school provision, and programmes of work which support improvement and expansion to the school estate.

## **4. Available Capital for meeting Basic Need**

4.1 At the meeting of Cabinet, 10 November 2015 it was reported that after making allocations to support various schemes there was a balance available of £886,239 to meet the cost of providing new school places. This was being held to support additional places should there be a demand above the expected and planned number of places. Members of Cabinet will be aware of the volatile nature of place demand in recent years. However, this sum has not had to be used and is still available to support schemes where we do need to take action. Future years funding has not been allocated to meet project costs as it has not yet been received.

4.2 Projects where officers and technical advisers have been engaged in looking at revised or new schemes are explored in the following paragraphs.

## **5. Robert Clack Expansion**

5.1 There has been a dialogue ongoing with the school over a two year period looking at ways in which the school might expand. Governors at the school have now agreed with the Corporate Director of Children's Services to expand by 2 forms of entry so that this is manageable from the school's perspective. This will be achieved on the two existing school sites. These two new forms of entry will support the extra provision necessary in the locality due to an increase in primary school provision. In previous years, and in line with Future Planning Programme for Basic Need 2015-2021. This decision removes the earlier need to secure funding reported to Cabinet 23 March 2015 minute 117, and will mean that an alternative provider will be sought to manage the new all through school proposed for Lymington Fields through the free school process. The consequence of this will be that funding will be made available by the DfE to support a new free school on the site which will release a proportion of the £32m set aside by the earlier decision. This is explained further in section 10 below.

5.2 Robert Clack School did take an additional 60 pupils in September 2015, and have agreed to take a further extra 60 pupils from September 2016, with the school growing each year until it is full. This will be subject to some accommodation being provided by summer 2016 (August) but also providing some additional indoor sports facility, additional dining and teaching rooms for both sites. A provisional budget has been set to achieve the desired outcomes of £12.5m having regard to the complexity of accommodation needed and the split site nature of the school. Of this funding some £1m was due to be expended during 2015/16 financial year leaving a

balance of £11.5m for future years 2016 to 2018 as reported by the Strategic Director of Finance and Investment in the report to Cabinet 15 February 2016, Minute 91 refers.

- 5.3 Some of this cost of £12.5m will be supported through a specific grant from the Government of £3.7m provided as Targeted Basic Need Programme Funding. Additional support for the scheme in terms of funding is set out later in the report.

## **6. Dagenham Park C of E School**

- 6.1 There is agreement with the school to support the provision of a new classroom block to support expansion by a single form of entry. This project was agreed by Minute 124(vii) Cabinet 30 June 2014 with a budget set a £1m investment by the school, and £2m by the Council.
- 6.2 There has been a great deal of planning and discussion about the scheme and during the passage of time build costs have risen. The later position is that the new building costs will amount to £3.5m, and this will include all fees, fixtures, fittings and equipment including IT. This project still represents value for money to the Council but some additional funding will be necessary from school places reserves, and this is set out later in the report and as reported by the Strategic Director of Finance and Investment in the report to Cabinet 15 February 2016, Minute 91 refers. Cabinet are asked note the position that the forecast budget for the Council will therefore increase to £3m. This will include a £500k contribution from the School. The other £500k of cost will remain the responsibility of the School for all fitting out costs and they will deal with this separately at a later date.

## **7. Barking Abbey School**

- 7.1 There have been ongoing discussions with the school to provide increased capacity as there is a growing pressure in Barking for additional secondary school places. The Governing Body have considered carefully the need to expand within manageable limits and have agreed to increase capacity from 9 forms of entry to 12 forms thus creating 90 extra places per year group.
- 7.2 Some very early discussions are taking place to provide improvements to the existing buildings at the school for this summer. Various projects ranging in value from £250,000 to £550,000 are required and will be funded from the budget previously approved 24 March, Min No 117 refers. A longer term plan is in development and a sum of money £12m should be set aside to start the scheme. Details about how to fund this budget are set out later in the report.

## **8. Furze Infants and Warren Junior**

- 8.1 At the Cabinet meeting 13 November 2012 approval was given to progress the proposal for the expansion of these two schools with a budget of £1.8m, minute 51 refers. This has been a project which is taking time to complete as it is only possible to progress the works at either school as accommodation is freed up, and this is taking a little time due to school occupation, accordingly the development has had to be phased.

- 8.2 As the project has only been able to progress slowly and it is anticipated that a further 2 years will be required to complete the project, some additional costs will be incurred specifically as the timing has been impacted by external factors which include building inflation and changes to solution because space on site at Furze Infants School is particularly tight. An additional sum of £325,000 is required to see this project to a conclusion. Details about how to fund this budget requirement are set out later in the report.

## **9. Riverside – Temporary Site at City Farm**

- 9.1 Members of Cabinet will be aware that in order to start the new school proposed at Riverside Secondary it was agreed that Partnership Learning would be occupying the site at City Farm in a temporary capacity. Some works were commissioned last year to secure additional accommodation at the City Farm site and the Cabinet meeting on 30 June 2014 minute 124 refers to this scheme.

- 9.2. As a consequence of demand for Year 7 places for this September as outlined earlier in the report in paragraph 2.4 we need to create additional places for unexpected pupil numbers. Partnership Learning have agreed to take a further 120 pupils so long as the Council provides additional teaching spaces on the temporary site at City Farm. The additional cost of making this provision is expected to be £500,000, discussion is taking place about alternative ways of achieving a desired result as there may be benefits in asking the LEP to secure improved completion timescales at the Riverside new building complex. Details about how to fund this budget requirement are set out later in the report.

## **10. Lymington Fields All Through School**

- 10.1 The decision by the Governors at Robert Clack not to expand beyond the agreed 2 forms of entry as referred to above section 5, does mean that we now have to consider establishing a new school on Lymington Field to support both the new housing development as well as the increased population in the locality generally. In accordance with the regulations issued by the Government this is now likely to be a free school subject to expressions of interest.
- 10.2 Some financial provision has to be set aside as some fees and land purchase costs have already been incurred and the demolition costs of a former warehouse. These costs amount to £2.5m, and details about how to meet these costs are set out below.

## **11. Managing Support for Specific Projects**

- 11.1 Turning now to the need to set aside some funding for supporting specific schemes as detailed above in sections 5 to 10 above. The schemes and funding allocations are summarised below:

	Budget £	Available Funding £
Available funding Section 4 above		886,239
Project not proceeding Robert Clack 6 fe		32,000,000
Robert Clack expansion, section 5	-12,500,000	
Dagenham Park expansion, section 6	- 500,000	
Barking Abbey expansion, section 7	-12,000,000	
Furze/Warren expansion, section 8	- 325,000	
Riverside expansion, section 9	- 500,000	
Lymington Fields/Eldonwall site purchase, section 10	- 2,500,000	
This will leave a net budget for future allocation of		£4,561,239

## 12. Options Appraisal

- 12.1 Current strategy is formulated against a backdrop of continuing increase in demand for school places for the foreseeable future; short run surges of demand for school places e.g. over the summer period and on the supply side: limited funding on short time horizons; shortage of sites in areas of high demand; and timescales for new providers e.g. timescales for Free Schools to be established may be two years.
- 12.2 The agreed investment strategy (see Future Planning Programme to meet Basic Need [including SEN places] 2015 to 2021 which is attached to this report) is first, to expand provision on existing school sites as far as practicable to meet local demand on a forward looking basis (i.e. to seek value for money solutions which have longevity); then subsequently to seek and build on sites in areas of demand in Council or other public ownership that are suitable for development as a school and which also offer value for money and longevity; to support those external providers that have access to further capital funding and are capable and willing to provide high quality inclusive education places that comply with the Council's Admissions Policies.
- 12.3 The variables that influence the delivery of this strategy are: demand fluctuations; the willingness of governing bodies to accede to expansion plans; funding limitations; cost variances – specific to sites; timescales to achieve cost efficient/ competitive prices in short timescales.
- 12.4 The proposed delivery of the strategy is set out in the report appended (Strategy for Ensuring School Places and School Modernisation). As part of the strategy the document encompasses a further document entitled Future Planning Programme to meet Basic Need [including SEN places] 2015 to 2021. This document sets out proposed projects. Specific projects may be subject to change for the reasons set above, and other projects substituted. The overall strategy is robust and remains the same: individual project specifics may change but will remain in the overall strategic framework.
- 12.5 Options exist for any specific scheme and are explored to ensure that the overall strategic outcomes sought are achieved in the most beneficial way being economic and appropriate for the school. Other overall strategies e.g. to rely on outside providers to meet the prospective short fall of school places would not be effective on their own: timescales and speed of reaction are too short.



### **13. Horizon Scanning**

- 13.1 The Council has set itself a programme to increase housing supply in the Borough by 35,000 new homes in a 15 year period. In setting that target we need to review the impact of other infrastructure implications and one of those impacts will be school places and specifically the need to create sufficient to be able to offer to parents in the Borough a school place for their child. The new house building is projected to create around 25,533 pupils once complete, and over a 15 year period this will mean we need to create the equivalent of 19 new primary schools and 9 new secondary schools.
- 13.2 Consideration needs to be given about how this might be achieved and the setting aside of suitable sites for new school as part of the regeneration plan.

### **14. Consultation**

- 14.1 These proposals are not Ward specific. There has been consultation with a range of officers throughout the Council in order that appropriate matters are considered including financial, legal, risk management and others mentioned in section 17 of this report.

### **15. Financial Implications**

Implications completed by: Daksha Chauhan, Group Accountant, Children's Finance

- 15.1 This report informs Members on the latest information regarding forecast demand for education places for the period 2015 to 2021 and seeks approval of the Future Planning Programme to meet Basic Need.
- 15.2 The report seeks approval to include £4,015,400 of DfE grant allocation in the capital programme for the maintenance and modernisation of the authority's maintained schools.
- 15.3 Approval is also sought for additional funding to existing capital schemes which are to be managed from the balance on basic need funding of £886,239 and £32m as a result of the Robert Clack expansion programme not proceeding (see paragraph 11.1).
- 15.4 Additional funding requests includes £325,000 to complete the Furze Infants and Warren Junior project, which has seen increased costs as a result of building inflation and changes to the build solution. Building costs at Dagenham Park C of E School now has an estimated build cost of £3.5m and requires an additional allocation of £500,000. As a result of additional places required at the Riverside temporary site, funding estimated to be £500,000 is required.
- 15.5 This report also requests a financial provision of £2.5m to be set aside for the Lymington Fields all through school for initial fees and land purchase costs and £12m be set aside to increase capacity at Barking Abbey School from 9 forms of entry to 12 forms.

- 15.6 There is sufficient funding available for the changes requested to the capital programme. A full capital appraisal, including any revenue implications will need to be undertaken before the start of any new projects.
- 15.7 Any major risks/financial impact identified through the appraisal process will be notified to Members through subsequent Cabinet reports.
- 15.8 There are ongoing discussions with procurement on the schemes to ensure value for money and that procurement is appropriate, and this is in line with the legal implications set out below.

## **16. Legal Implications**

Implications completed by: Lucinda Bell, Education Lawyer, and Bimpe Onafuwa, Contracts and Procurement Lawyer

- 16.1 The Council has a duty under s14 of the Education Act 1996 to ensure the provision of “sufficient schools” for the provision of primary and secondary education in their area. Para 6 of this section requires the Council to have regard to the need to secure that special education provision is made for pupils who have special educational needs.
- 16.2 The Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A (the free school presumption) to the Education and Inspections Act 2006. Where a Local Authority thinks there is a need for a new school in its area it must seek proposals to establish an academy (free school). Non statutory advice on this was issued in February 2016 by the Department for Education.
- 16.3 All procurement activity will be conducted in compliance with the Council’s Contract Rules and EU Legislation.
- 16.4 Recommendation 4 of this report requests that Cabinet agrees that procurement strategies for all projects costing over £100,000 in value be submitted to the Procurement Board for scrutiny and approval.
- 16.5 Contract Rule 23.3 indicates that Cabinet may approve projects specifically and delegate authority to the Procurement Board to approve the procurement strategy. Cabinet is therefore able to approve the above recommendation.
- 16.6 The Law and Governance Team is available to provide advice on the development of the strategies.

## **17. Other Implications**

### **17.1 Risk Management**

- 17.1.1 Risk that funding levels will not be sufficient to meet demand to create new education places needed.

This risk is high impact (4) and medium (3) probability = 12 red. This risk is being managed by purchasing the most affordable accommodation which is system build

where possible. Post control the risk is high impact (4) and low (2) probability = 8 amber.

17.1.2 Risk that funding levels will not be sufficient to create suitable new school places. This risk is high impact (4) and high (4) probability = 16 red. This risk is being managed by purchasing the most affordable accommodation which is system build, and blending it with site specific proposals. Post control the risk is high impact (4) and low (2) probability = 8 amber.

17.1.3 Primary schools: risk that site availability would prevent delivery of school places in the areas where demand is highest. This risk is high impact (4) and medium (3) probability = 12 red. This risk is being mitigated, as far as practicable, by expanding all available sites in high demand areas, and reviewing other buildings for potential school use. Post control the risk is still high impact (4) and medium (3) probability = 12 red.

17.1.4 Risk that the cost of the rate of deterioration of the school estate will outrun the funding available to maintain it. This risk is high impact (4) and high (4) probability = 16 red. This risk is being mitigated as far as practicable by lobbying DfE for improvements in funding. Post control the risk is high impact (4) and medium (3) probability = 12 red.

17.1.5 The provision of school places is a matter which is directly identified in the Corporate Risk Register and listed at Corporate Risks 31 – Provision of School Places.

17.1.6 Risk that final costs will be higher than estimate costs. This risk is high impact (4) and high (4) probability = 16 red. This risk is managed through monthly CPMO meetings and initial planning figures that architects and schools are asked to work within being set below the highest estimate to allow for unforeseen challenges.

17.2 **Contractual and Procurement Issues** - It is anticipated that projects will be procured through options related either to the Local Education Partnership or through the Council's Framework of Contractors or other national or local frameworks which are accessible to the Council to secure value for money.

Legal, procurement and other professional advice will be sought regarding the appropriate procurement routes and contractual agreements to procure and secure the individual projects which fall within the second phase, consisting of the secondary and primary school schemes. All procurement activity will be conducted in compliance with the Council's Contract Rules and EU Legislation.

Projects will be subject to the Capital Appraisal Process and the agreement of the Procurement Board to progress schemes. However the Cabinet is asked to approve procurement principles as set out to avoid the need to report back to Cabinet as these procurements are either beyond our control or need to happen quickly within pressing timescales because pupils need to be accommodated.

17.3 **Staffing Issues** - There are no specific staffing issues although the growing demand for school places will create additional opportunities in schools for both teaching and non-teaching staff.

17.4 **Corporate Policy and Customer Impact** - The decision will assist the Council in fulfilling its statutory obligations to provide a school place for every child and support the intention of the Council's Vision and Priorities, including encouraging civic pride, enabling social responsibility and growing the Borough. It is part of the mitigation of Corporate Risk 31 – Inability to Provide School Places.

The short term impact of the recommendations for the coming year would be positive for customers on all counts of: race, equality, gender, disability, sexuality, faith, age and community cohesion. The longer term outlook is unlikely to be positive on the proposed funding levels as it will be difficult to address need on current budget levels.

17.5 **Safeguarding Children** - Adoption of the recommendations in the short term would contribute to the Council's objectives to improve the wellbeing of children in the borough, reduce inequalities and ensure children's facilities are provided in an integrated manner, having regard to guidance issued under the Children Act 2006 in relation to the provision of services to children, parents, prospective parents and young people.

17.6 **Health Issues** - The health and well being board and JSNA highlight the importance of investing in early intervention and education to support children's and young people's long term well being. The evidence and analysis set out in Fair Society, Healthy Lives (Marmot Review) has been developed and strengthened by the report of the Independent Review on Poverty and Life Chances. The reports draw attention to the impact of family background, parental education, good parenting and school based education, as what matters most in preventing poor children becoming poor adults. The relationship between health and educational attainment is an integral part of our Health and Wellbeing Strategy. At this point there is no need to change the focus of the Health and Wellbeing Strategy as a result of this report.

17.7 **Crime and Disorder Issues** - Appropriate consideration of the development of individual projects will take into account the need to design out potential crime problems and to protect users of the building facilities.

17.8 **Property / Asset Issues** - This proposed decision would facilitate the improvement and renewal of Council assets. The specific proposal for JRCS/Castle Green will provide improved management opportunities at the centre to enhance the use of accommodation and other resources for pupils and the wider community.

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

**List of appendices:**

**Appendix A** - Future Planning Programme to meet Basic Need (including SEN places) 2015 to 2025.

	Early Years Provision for 2 year olds	Primary	Secondary	Sixth Form	Special Needs Provision
September 2015	To be reviewed	Need 65 Year R places YrR Capacity 3750 Demand forecast 3815	Need 184 Yr7 places Yr7 Capacity 2550 Demand forecast 2593	Demand forecast 2967	6 additional SENH secondary 6 additional SENH primary ARP places
	Must be provided by settings maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.  Need 400 FTE places.  Places created at Halbutt Street and Arden House	Eastbury Community Primary 2fe YrR  Sydney Russell Fanshawe 3fe YrR  Riverside Free School 1fe YrR  <b>Provided 180 YrR places, capacity 3930</b>	Jo Richardson 2fe Yr7  Robert Clack 2fe Yr7  Barking Abbey 9 pupils per year group  <b>Provided 129 Yr7 places Yr7 Capacity 2679</b>	<b>No additional</b>	Barking Riverside Special (30 places per year for 5 years, to total of 165 by 2019)  Eastbrook – 6 SENH places  William Bellamy - 6 SENH places  Eastbury P – 3 places deaf
September 2016	Places to be reviewed	Need 62 Year R places YrR Capacity 3930 Demand forecast 3877	Need 214 Year 7 places Yr7 Capacity – 2679 Demand Forecast 2807	Demand forecast 2984	6 additional SEBD secondary ARP places
	Must be provided by settings maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision. Development of part of Maples for nursery care places. Expand Abbey  Explore places for 2 year olds in school nurseries	Eastbrook Primary 1fe YrR  Gascoigne Primary Shaftesburys 2fe YrR  <b>Provided 90 YrR places, capacity 4020</b>	ULT Free School 4fe Yr7  Greatfields Free School 4fe Yr7 [temporary site]  Eastbrook 2fe Yr7 blip classes  Riverside 4fe Yr7  <b>Provided 420 Yr7 places Yr7 Capacity 3099</b>	<b>No additional planned – to be reviewed through school survey .</b>	Barking Riverside Special (30 places per year for 5 years) – year2

	Early Years Provision for 2 year olds	Primary	Secondary	Sixth Form	Special Needs Provision
September 2017	Places to be reviewed as part of Childcare Sufficiency Assessment (Cabinet Dec 2015)	Need 91 Year R places YrR Capacity 4020 Demand forecast 3968	Need 215 Yr7 places Yr7 Capacity 3099 Demand forecast 3022	Demand forecast 3030	6 additional SENH secondary ARP places
	<p>Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.</p> <p>Subject of review to meet new requirements – insufficient places expected</p>	<p>Eastbrook Primary 2e YrR</p> <p>Riverside Free School 2fe YrR</p> <p><b>Provided 120 YrR places, capacity 4140</b></p>	<p>Eastbrook 2fe Yr7</p> <p>Barking Riverside 2fe Yr7</p> <p>Dagenham Park 1fe Yr7</p> <p><b>Provided 150 Yr7 places Yr7 Capacity 3249</b></p>	<p><b>Capacity to be increased following school and college space/demand survey</b></p>	Barking Riverside Special (30 places per year for 5 years) – year 3
September 2018	<p>Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.</p> <p>Subject of review to meet new requirements</p>	<p>Lymington Fields 3fe YrR</p> <p>New Free School Dag Beam Park 3fe YrR</p> <p>Gascoigne regeneration 3rd School 3fe YrR places</p> <p><b>Provided 270 YrR places, capacity 4410</b></p>	<p>Lymington Fields 6fe Yr7</p> <p>The Warren 2fe Yr7</p> <p>Barking Abbey 3fe Yr7</p> <p><b>Provided 330Yr7 places Yr7 capacity 3579</b></p>	<p><b>No additional – to be reviewed through school survey</b></p>	Barking Riverside Special (30 places per year for 5 years) – year 4

	Early Years Provision for 2 year olds	Primary	Secondary	Sixth Form	Special Needs Provision
September 2019	Places to be reviewed	Need 21 Year R places YrR Capacity 4410 Demand forecast 4161	Need 119 year 7 places Yr7 Capacity 3579 Demand forecast 3696	Demand forecast 3250	SEN Places
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.  Subject of review to meet new requirements	City Farm Primary 3fe YrR Barking Central 3fe YrR  Provided 180 YrR places, capacity 4590	Greatfields Free School 6fe Yr7  Provided 180 places Yr7 Capacity 3759	No additional – to be reviewed through school survey	Barking Riverside Special (30 places per year for 5 years) – year 5
September 2020	Places to be reviewed	Need 84 YrR places YrR Capacity 4590 Demand forecast 4245	Need 57 year 7 places Yr7 Capacity 3759 Demand forecast 3753	Demand forecast 3490	SEN Places
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	No extra  Provided 0 YrR places, capacity 4590	No extra  Provided 0 Yr7 places Capacity 3759	No additional – to be reviewed through school survey	New SEN School Required 150 places
September 2021	Places to be reviewed	Need 27 Year R places YrR Capacity 4590 Demand forecast 4272	Need 66 year 7 places Yr7 Capacity 3759 Demand forecast 3819	Demand forecast 3737	SEN Places
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	No additional  Provided 0 YrR places, capacity 4590	New Free School East Dagenham 4fe Yr7  Provided 120 Yr7 places Capacity 3879	No additional – to be reviewed through school survey	

<b>September 2022</b>	Places to be reviewed	<b>Need 27 Year R places YrR Capacity 4590 Demand forecast 4293</b>	<b>Need 66 year 7 places Yr7 Capacity 3879 Demand forecast 3963</b>	<b>Demand forecast 3737</b>	<b>SEN Places</b>
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	3 <sup>rd</sup> Barking Riverside Primary  <b>Provided 90 YrR places, capacity 4680</b>	New free school East Dagenham 6fe Yr7  <b>Provided 180 Yr7 places Capacity 4059</b>	<b>No additional – to be reviewed through school survey</b>	
<b>September 2023</b>	Places to be reviewed	<b>Need 6 Year R places YrR Capacity 4680 Demand forecast 4299</b>	<b>Need 14 year 7 places Yr7 Capacity 4059 Demand forecast 3977</b>	<b>Demand forecast 3737</b>	<b>SEN Places</b>
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	To be planned when housing details are clarified  Provided 0 YrR places, capacity 4680	To be planned when housing details are clarified  Provided 0 Yr7 places Capacity 4059	<b>No additional – to be reviewed through school survey</b>	
<b>September 2024</b>	Places to be reviewed	<b>Need -49 Year R places YrR Capacity 4680 Demand forecast 4250</b>	<b>Need -11 year 7 places Yr7 Capacity 4059 Demand forecast 3966</b>	<b>Demand forecast 3737</b>	<b>SEN Places</b>
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	To be planned when housing details are clarified  Provided 90 YrR places, capacity 4680	To be planned when housing details are clarified  Provided 0 Yr7 places Capacity 4059	<b>No additional – to be reviewed through school survey</b>	



<b>September 2025</b>	Places to be reviewed	Need 139 Year R places YrR Capacity 4680 Demand forecast 4389	Need 183 year 7 places Yr7 Capacity 4059 Demand forecast 4149	<b>Demand forecast 3737</b>	SEN Places
	Provided by maintaining Ofsted inspection ratings of existing 'good' or 'outstanding' provision.	To be planned when housing details are clarified  Provided 90 YrR places, capacity 4680	To be planned when housing details are clarified  Provided 0 Yr7 places Capacity 4059	<b>No additional – to be reviewed through school survey</b>	

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## CABINET

19 April 2016

<b>Title:</b> Barking Riverside Gateways Housing Zone	
<b>Report of the Cabinet Member for Regeneration</b>	
<b>Open Report</b>	
<b>Wards Affected:</b> Thames	<b>Key Decision:</b> Yes
<b>Report Author:</b> David Harley – GM Economic Development and Sustainable Communities	<b>Contact Details:</b> Tel: 020 8227 5316 E-mail: <a href="mailto:david.harley@lbbd.gov.uk">david.harley@lbbd.gov.uk</a>
<b>Accountable Director:</b> John East - Strategic Director of Growth and Homes	
<p><b>Summary</b></p> <p>Housing Zones are a key initiative of the Government and Greater London Authority (GLA) to speed up delivery of housing development. In August 2014 Cabinet agreed “to development of a London Housing Zone bid for Barking Town Centre and Barking Riverside along the lines of Appendix 1 either separately or as a single bid.” The GLA requested the Council’s initial focus should be a specific Barking Town Centre bid - this was successful and this Housing Zone is now established with the Overarching Borough Agreement in place.</p> <p>In recent months the GLA has confirmed it has £400m additional funding to announce a further number of zones. Unlike last time there is not a competitive bidding process but certain areas have been encouraged to develop proposals. With the high political focus on housing delivery there is an element of ‘first come first served’ in relation to the funding if proposals fulfil the GLA’s objectives. The Council was encouraged to progress proposals for a Housing Zone covering existing industrial areas on Thames Road and parts of River Road. These areas divide Barking Riverside from Thames View Estate and also present an extremely poor entrance to what is one of London’s largest development sites. Therefore the bid was named ‘Barking Riverside Gateways Housing Zone’ and sought £30m grant funding for a phased development of around 3,000 homes, commercial space and associated facilities. On the 10 March the GLA announced 11 new Housing zones including Barking Riverside Gateways although the quantum of funding was not publically announced.</p> <p>A Barking Riverside Gateways Housing Zone would be an ideal opportunity to bring forward development in this area much quicker than leaving it to the private sector alone. This is fully in line with the Council’s ‘Growing the Borough’ priority however delivery is not without significant challenges. This report sets out the benefits of the bid and the challenges for delivery. An indicative masterplan of the Housing Zone area forms Appendix 1.</p>	

## **Recommendation(s)**

The Cabinet is recommended to:

- (i) Agree to enter into the Overarching Borough Agreement and associated Intervention Agreement(s) with the Greater London Authority, forming the basis for the Housing Zone arrangements with the Council, as set out in the report;
- (ii) Agree to the principle of a phased redevelopment of the area shown in Appendix 1 for a housing-led, mixed used development;
- (iii) Agree to the principle of procuring a long term funding partner with a view to managing the area and holding property over the long term;
- (iv) Delegate authority to the Strategic Director for Growth and Homes, in consultation with the Strategic Director of Finance and Investment, the Director of Law and Governance and the Cabinet Members for Finance and Regeneration, to approve land purchases within the Barking Riverside Gateways Housing Zone area, subject to available funding;
- (v) Agree that, should negotiations with landowners not progress, the Council use its Compulsory Purchase Order (CPO) making powers pursuant to Section 226 of the Town and Country Planning Act 1990 (As Amended) for the acquisition of the leasehold and freehold interests in the properties for the purposes of securing land needed to allow the redevelopment of these areas;
- (vi) Delegate authority to the Strategic Director for Growth and Homes, in consultation with the Director of Law and Governance, to take all necessary steps to secure the making, confirmation and implementation of a CPO within the Housing Zone area including the publication and service of all Notices and the presentation of the Council's case at any Public Inquiry;
- (vii) Agree that the GLA Housing Zone funding of £30m shall not be used to purchase any of the Council's property interests in the area and used instead to provide a receipt or income stream from subsequent development; and
- (viii) Agree that a further report be presented to Cabinet on options for the delivery of new homes on the site.

## **1. Introduction and Background**

- 1.1 Housing Zones are a significant tool for speeding up the delivery of new homes utilising a range of tools but principally through GLA grant and loan funding. The Council was successful in securing one of the first London Housing Zones for Barking Town Centre. This is progressing well with the Overarching Borough Agreement in place and individual schemes moving forward.
- 1.2 Cabinet in August 2014 agreed to the submission of a bid for Barking Town Centre either separately or with Barking Riverside. The GLA requested that the Council focus its initial attention on Barking Town Centre however now additional funding is available for more Housing Zones they have asked the Council to bring forward

proposals for the industrial land surrounding Barking Riverside. Glennys were appointed to provide valuations of all the sites for acquisition and this has informed development appraisals for the area.

## **2. Proposal and Issues**

- 2.1 Barking Riverside is London's largest housing development site with outline planning approval for 10,800 homes and associated facilities. With 2km of River Thames frontage it offers superb potential to provide housing in a new community with excellent accessibility to central London in a borough where property prices are more affordable for London's workforce. One of Barking Riverside's current challenges though is the oppressive entrances to the new development through a dated, unattractive industrial area. The contrast between Barking Riverside's award winning architecture and the industrial area is stark. The negative image is raised by existing and potential residents and there have been numerous negative press articles highlighting this major barrier to Barking Riverside achieving its potential.
- 2.2 Last year saw the publication of the London Riverside Opportunity Area Planning Framework (OAPF), the 'City in the East' plan and the Council's Local Plan review - all of them making a strategic case for the de-designation of industrial land on Thames Road and part of River Road for housing. The Cabinet agreed on 21 July 2015 to consult on the Local Plan Issues and Options report. The Thames Road site is identified for potential de-designation in the report, removing it from Strategic Industrial Land (SIL). It proposed to bring forward the site as a mixed-use housing site, suitable for 2,000 homes. The Local Plan is the Borough's key strategic planning document and provides the vision for how Barking and Dagenham should develop up to 2030. There are strong planning arguments for de-designation including enabling better linkages between Thames View estate and Barking Riverside, improved gateways into Barking Riverside and removing potential conflict between land uses (and associated vehicles movements). The documents also highlight a focus elsewhere on delivering new business accommodation suitable for modern business needs.
- 2.3 The Council's recent development of a new primary school on the eastern end of Thames Road has created an anomaly in Thames Road. Changing industrial uses on Thames Road to mixed use residential will help integrate the school into the wider community and make it safer and more attractive for pupils. Changing land use will change the nature of traffic in the area making it safer.
- 2.4 In many areas simply removing a Strategic Industrial Land designation would result in the private sector bringing forward housing redevelopment proposals. However, in this area residential and employment land values are broadly similar plus there is likely to be remediation/flood risk mitigation works associated with redevelopment therefore de-designation alone will not result in the development coming forward. Given the fragmented ownership it is also important that there is a comprehensive redevelopment proposal (albeit with phased implementation) rather the piecemeal redevelopments. A Housing Zone is needed to support land assembly, preparations of sites and selection of development partners. The Council will need to ensure if sites cannot be acquired by agreement that it can utilise its compulsory purchase order powers.

- 2.5 The industrial area consists of buildings mostly built pre-1970s with many no longer fit for modern industrial uses. This has resulted in a number being used for alternatives uses such as places of worship, banqueting suites, etc. A detailed analysis of the area has been carried out looking at the types of businesses/uses, the quality/appearance of the site and the rateable values. There is also scope to consider whether any uses could work adjacent to residential or take ground floor space in a mixed use development. There is evidence from other parts of London where housing/mixed used development has replaced industrial uses that job numbers in the area remain constant or even increase. This is due in part to the relatively low density of employment for industrial/warehouse uses.
- 2.6 It is important to recognise however that whilst the area has dated buildings and poor appearance there is extremely limited vacancy and that it would involve displacement of a significant number of businesses and places of worship (local and regional ones). There are some, albeit limited, alternative locations elsewhere for businesses and the Council would work with key industrial developers/landowners such as SEGRO, Baytree/Axa and others to explore opportunities. The Council also owns the former Remploy site which could be used for business relocations. However it may be the case that a number of businesses are unwilling or unable to relocate and decide to close.
- 2.7 There are a number of places of worship on Thames Road although some do not have planning approval. Thames Road has proved attractive to places of worship as large warehouses which do not meet modern distributors needs provide cost effective space. Their acquisition is likely to be controversial and more challenging to secure alternative premises than business relocations. It may be the case that smaller places of worship providing for a local catchment could occupy ground floor space created as part of new developments. For both businesses and places of worship it will be important to develop a clear strategy for engagement as part of the next stage of progressing the bid.
- 2.8 **Objectives of the BR Gateways Housing Zone**
- Improved gateway into Barking Riverside – improving perceptions and raising land values;
  - Removing physical and perceptual barriers between Barking Riverside and Thames View Estate;
  - Bringing forward development far quicker than without intervention;
  - Delivery of thousands of new homes plus commercial space;
  - Delivering new affordable homes for rent and for sale;
  - Delivery of site for a new secondary school;
  - Encouraging Barking Riverside residents to walk/cycle (including to Barking);
  - Links with recently announced Barking Riverside Healthy New Town designation (the zone can be included within this) and a ‘Low Emission Neighbourhood’ bid about to be submitted; and
  - Potential to showcase new housing delivery methods and new models of mixed use development.
- 2.9 The additional objectives for the Council is that the Zone provides grant funding to speed up delivery with resulting new development securing Community Infrastructure Levy, New Homes Bonus and new Council tax. There would be new business space generating additional NNDR however this is likely to be lower than

the current NNDR collected on the site. The proposals include providing land for a new secondary school.

2.10 Housing Zones require a 'something for something' approach between bidders and the GLA. The Council's 'something' for the GLA's £30m would be:

- Utilising extensive experience and expertise in delivery;
- Include the Thames View Roxwell Road site into the Housing Zone. This is identified in the Estate Renewal Programme 2015-2021 and enables us to include some affordable rent which is already identified for HRA funding;
- Utilising the former Remploy site for business relocations (but gaining either a capital receipt or rental income - this would be subject of a specific Cabinet report);
- There are a number of freeholds in the area in Council ownership. Rather than requiring upfront Housing Zone funding for their purchase, the Council could pool its interests and either receive a receipt from the development or an ongoing income stream from rented properties;
- The Council will carry out strategic flood risk assessment work and initial planning to de-risk sites;
- Tie the Housing Zone into 'Low Emission Neighbourhood' and 'Healthy New Towns' proposals; and
- Prioritise LIP bids/funding to the Housing Zone.

2.11 The initial documents submitted to the GLA form Appendices 1 and 2. These consist of the Vision Statement (justifying the intervention), an indicative masterplan, phasing plans, the GLA required proforma and various financial appraisals. These documents would form the basis of the detail of an Overarching Borough Agreement to secure the Housing Zone funding.

### **Procuring a Partner**

2.12 The key approach to developing a place like the Housing Zone area is to create a neighbourhood which includes new homes, retail, leisure and workspace. In order to ensure this happens in a planned and comprehensive way it needs to involve a funder who wishes to retain property long term and therefore sees high quality management of the neighbourhood as critical to maintaining their investment. This is starting to happen on a number of sites of similar scale throughout the London area. It is therefore being recommended that the Council, together with the GLA, seek a long term funding/investment partner to take forward the regeneration of the Housing Zone area.

### **Acquisitions and CPO**

2.13 The total cost of site acquisitions assessed by Glenny would be over £100m however a phased approach is proposed whereby receipts from initial stages of development are used to fund the next stage of acquisition along with finance from a funding partner. Initial funding of £30m provides the opportunity to start on a number of phases. This is set out in Appendix 1. A future report will be made to Cabinet on options for the delivery of new homes on the site detailing the involvement of a funding/investment partner who brings the additional land purchase funding as well as development funding. This would speed up delivery and ensure a comprehensive, well planned development.

- 2.14 Sites within the Housing Zone identified for development will sought to be acquired through negotiation in the first instance, and by prioritising sites which are currently being marketed by landowners. The Council always seeks to acquire by negotiation but should compulsory purchase order powers be needed then a fair package of compensation based on the current Compulsory Purchase legislation would be offered, including an appropriate level of compensation to enable relocation on top of the agreed market value.
- 2.15 In order to expedite matters, should it not be possible to acquire by negotiation the necessary leasehold interests, this report seeks authority for the use of the Council's Compulsory Purchase Order making powers pursuant to Section 17 of the Housing Act 1985 for the acquisition of any outstanding interests in the properties outlined in the report, for the purposes of securing land needed to allow the redevelopment of the sites included within the Barking Riverside Gateways Housing Zone boundary.

### 3. Options Appraisal

- 3.1 Set out below as a summary of the three main options:

<b>Option</b>	<b>Advantages</b>	<b>Disadvantages</b>
Do Nothing	No financial risk or resource implication	Unlikely sites within the area would be brought forward retaining the significant negative impact to Barking Riverside.
Implement Housing Zone proposals	See paragraph 2.8	Requirements on the Council to intervene utilising GLA funding. Issues with loss of businesses/places of worship.
Selective acquisition of initial interventions	Shorter term commitment.	No guarantees private sector will move in therefore options should not be curtailed at this early stage. Can move investment to Creekmouth if private sector does move in.

- 3.2 Options for the delivery of development of the site and selection of an investment/funding partner will be presented in a future Cabinet report.

### 4. Consultation

- 4.1 There has been no specific consultation on the Housing Zone proposal, however there has been public and business consultation on the proposal to de-designate the area from Strategic Employment Land. This occurred through consultation on both the London Riverside Opportunity Area Planning Framework and more recently the Local Plan Issues and Options consultation. A letter was delivered to every property within the zone setting out the de-designation proposal and also including a questionnaire.



- 4.2 It is recognised there are numerous businesses and other uses within the Housing Zone area therefore an engagement strategy would be developed to take forward more detailed discussion with individual landowners and occupiers. As part of any development process there would be extensive pre-planning consultation with the local community as well as statutory planning consultation processes.

## **5. Financial Issues**

Implications completed by: Richard Tyler, Interim Services Finance Manager

- 5.1 If the Council's Barking Riverside Gateways Housing Zone application is acceptable to the GLA, a non repayable grant of up to £30m will be forthcoming.
- 5.2 The cost of submitting the proposals to the GLA has been funded from existing Regeneration and Economic Development budgets and the GLA have agreed to provide separate funding for the property valuations undertaken by Glennys.
- 5.3 It is intended to use the majority of the £30m grant for the purchase of property and land within the proposed Housing Zone.
- 5.4 As stated in paragraph 2.12, there are a number of premises occupying the area at the present time, most of which are used for industrial or commercial purposes and many are not currently owned by the Authority. To purchase all of these premises would cost in excess of £100m and, therefore, a phased approach is proposed whereby receipts from initial stages of development are used to fund the next stage of acquisition. Initial funding of £30m provides the opportunity to start on a number of phases.
- 5.5 The proposal is for around 3,000 homes to be constructed and along with these a number of commercial and retail units will also be created. These additional residential units will increase the Council Tax base, attract new homes bonuses if the Government continue to support the scheme (currently £7,500 per unit), will generate a Community Infrastructure Levy and possibly also generate Section 106 receipts. At this early stage in the process, however, it is obviously not possible to accurately assess how much income will actually be forthcoming. The residents occupying these new homes will, however, place additional burdens on local services, such as waste collection, street cleansing and school places.
- 5.6 Although the proposed new retail outlets will generate new Business Rates, as stated above, this area is currently occupied by a number of commercial and industrial companies, most of which would need to vacate the area if the Housing Zone proposal goes ahead. This will lead to the loss of the Business Rates that are currently being generated from the area.
- 5.7 As each of the phases within the proposed Housing Zone are brought forward for development, separate reports will be brought to Cabinet setting out the business case for the proposals and giving details of the planned property types and tenure mixes. For each area, the net affect of the loss of business rates compared to the estimated increase in overall levels of income from other sources will need to be assessed.

## 6. Legal Issues

Implications completed by: Angela Willis, Major Projects Solicitor

- 6.1 The Council has powers to explore suitable delivery options. Section 1 of the Localism Act 2011 provides a general power of competence enabling the Council to do anything individuals generally may do, therefore allowing the Council to undertake a wide range of activities. Furthermore Section 111 of the Local Government Act 1972 enables the Council to do anything which is calculated to facilitate, or is conducive to or incidental to, the discharge of any of its functions, whether or not involving expenditure, borrowing or lending money, or the acquisition or disposal of any rights or property.
- 6.2 The implementation of these initiatives will require the Council to enter into a variety of agreements including, conditional grant funding agreements, development agreements, planning performance agreements, partnering agreements, traditional property transactions such as purchasing of interests, early termination of leases and licenses and potential procurement compliance issues. These will require early consultation with affected and interested parties to ensure swift progress of the component projects of this programme.

## 7. Other Issues

- 7.1 **Risk Management** - Barking Riverside Gateways Housing Zone forms a key means of addressing the Council's 'Growing the Borough' priority however it also generates reputational risk if the proposals are not delivered. A Risk Management assessment will form part of the next stage.
- 7.2 **Contractual Issues** - At this stage a funding agreement (known as an Overarching Borough agreement) is required. In relation to the appointment of a funding/investment partner this would be subject to a future Cabinet report - this phase is just about the Housing Zone bid and the first stage of land assembly and preparing sites.
- 7.3 **Staffing Issues** – The Housing Zone is an extensive programme of work and it will be important to prioritise the delivery of any commitments being made in relation to subsequent Intervention agreements. Planning Performance Agreements developers would be required to enter into would provide additional resources to fund planning staff resources. It would be important to ensure adequate funding of Regeneration staff resources to ensure delivery is achieved.
- 7.4 **Corporate Policy and Customer Impact** – The Housing Zone programme of work is in line with the Council's vision and priorities, in particular, 'Growing the borough', through the development of housing and infrastructure. Given that housing is an important priority in Barking and Dagenham and across London, the Housing Zone will be an important part of unlocking much needed investment to move this agenda forward.

The impact on retail, leisure, health services and schools would be significant given the additional new housing however this forms part of the numbers included in the Local Plan review whereby such facilities are considered as part of the social infrastructure planning. CIL charging contributes towards social infrastructure. No

equality impact assessment has been carried out to date however will be undertaken for part of the detailed site development work.

The area contains five trade waste customers of London Borough of Barking and Dagenham generating a total annual income of £8700. If no new businesses within the area utilised the Council's trade waste service then this would be a loss. An increase of new residential properties would result in additional refuse recycling vehicles and staff, capital expenditure on additional wheelie bins and street bins.

- 7.5 **Safeguarding Children** - These issues would be considered as part of the detailed planning proposals for the site.
- 7.6 **Health Issues** - The Housing Zone would form part of the 'Healthy New Towns' proposal for the wider Barking Riverside looking at environmental and design measures supporting a more healthy population.
- 7.7 **Crime and Disorder Issues** – These issues would be considered as part of the detailed planning proposals for the site.
- 7.8 **Property / Asset Issues** – This proposal includes significant property/asset issues as set out in the report including implications for income into the Council's commercial investment portfolio, with several leased units included within the proposed development area.

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

- Barking Riverside Gateways Housing Zone proposal submitted to GLA

#### **List of appendices:**

- **Appendix 1:** Indicative Masterplan for Barking Riverside Gateways Housing Zone

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# Indicative Masterplan

## Barking Riverside Gateways Housing Zone

Thames View Estate

**Design Principle 4:**  
Ground floor uses creating active frontages to address London wide and local needs for creative and other workspaces

**Design Principle 2:**  
New pedestrian and cycle crossings to connect Thamesview Estate

**Design Principle 5:**  
Built form stepping up towards Thames Road from the north and south

Page 9

**Design Principle 3:**  
Taller buildings along River Road to mark Riverside Gateway

**Design Principle 1:**  
Provide Green Links with integrated SUDS connecting Thames Road developments to Barking Riverside and Thames View Estate and addressing current barriers to movement

Excavated and interlinked channels discharging to existing watercourses

Existing Schools

Newlands Park

Existing urban Sports Park

Existing Primary School

Barking Riverside

**Design Principle 6:**  
Using innovative methods to reduce traffic speeds on Thames Road

- Key
- Neighbourhood Centres
  - Pedestrian route
  - Cycle route

DP3

DP2

DP4

DP6

DP1

DP5

Secondary School

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**CABINET****19 April 2016**

<b>Title:</b> Council-Owned Infill Sites for Residential and Temporary Residential Development	
<b>Report of the Cabinet Members for Housing and Regeneration</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> Heath, Village, Thames, Becontree, Mayesbrook, Eastbury & Goresbrook	<b>Key Decision:</b> Yes
<b>Report Author:</b> Jennie Coombs – Housing Regeneration Manager	<b>Contact details:</b> Tel: 020 227 5736 E-mail: <a href="mailto:jennie.coombs@lbbd.gov.uk">jennie.coombs@lbbd.gov.uk</a>
<b>Accountable Divisional Director:</b> Jeremy Grint – Divisional Director of Regeneration	
<b>Accountable Director:</b> John East – Strategic Director of Growth and Homes	
<p><b>Summary</b></p> <p>The Council's new build and Reside residential development programmes have successfully provided over 1200 new affordable homes since the first Council New Build schemes in 2010. An additional 550 are either in the planning stages or currently under construction. These schemes have included Estate Renewal sites, off plan purchases from developers and council owned infill sites. These schemes have been built on sites made available from;</p> <ul style="list-style-type: none"> <li>• Estate Renewal projects</li> <li>• Developers as off plan purchases</li> <li>• Council owned infill sites.</li> </ul> <p>In November 2012 Cabinet gave approval for 18 Council-owned vacant or under-used sites to be brought forward as development sites for new affordable housing delivered by the Council. The sites were a mix of garage sites, car park sites and green sites with low amenity value and not protected in the Local Development Plan.</p> <p>Following further surveys, consultation and design development work, developments on 3 of these sites have now been completed producing 32 homes and a further 3 sites are due to start on site this year producing a further 69 units. The remaining sites in the original report will still remain under review for future development.</p> <p>This report recommends a further 14 sites with a potential for residential development to provide a sites pipeline to enable the borough to meet its Right to Buy One-for-One re provision target and its ambition to grow shared ownership opportunities.</p> <p>The report highlights 5 of these sites that could be suitable, subject to planning, for the provision of modular development to provide temporary housing to address the serious shortfall of Temporary Accommodation in the Borough. Barking and Dagenham is facing</p>	



a significant housing and homelessness challenge. Housing need continues to outstrip supply, particularly affordable housing supply. Additionally benefit reductions are compressing household incomes and making most forms of accommodation inaccessible to many. This position is aggravated by the significant retreat of private sector landlords from the temporary accommodation market triggered by the government's welfare reform programme and rising rents and house prices.

### **Recommendation(s)**

The Cabinet is recommended to:

- (i) Agree the bringing forward of the 14 new infill sites for residential development in addition to the remaining sites agreed by Cabinet under Minute 53 (13 November 2012) as listed in the report, subject to further feasibility and planning work to determine the number of new units and funding arrangements and consultation with relevant Ward Members;
- (ii) Agree that the sites at Sugden Way, Mellish Close, Naseby Road and Woodward Road be used as Temporary Housing sites, subject to further feasibility and planning work to determine the number of units and funding arrangements;
- (iii) Agree to cease the letting of garages on the infill sites listed in the report with immediate effect;
- (iv) Delegate authority to the Strategic Director for Growth and Homes, in consultation with the Strategic Director for Finance and Investment, the Director of Law and Governance and the Cabinet Members for Finance and Regeneration, to agree terms and detailed financial cost plans and procure the design, consultancy and related services and works necessary to realise the developments proposed in the report, and to award and enter into all necessary and appropriate contracts and documentation to realise each scheme;
- (v) Delegate authority to the Strategic Director for Growth and Homes, in consultation with the Cabinet Members for Finance and Regeneration, to determine the prioritisation of the 14 sites listed in the report and the remaining sites from the November 2012 report taking into account factors such as the outcome of public consultation, the likely delivery timescales and funding availability;
- (vi) Approve the commencement of further capacity studies and concept design work for the former Weighbridge site adjacent to the Goresbrook Leisure Park and note that a further report will be presented to Cabinet to decide on the final development options;
- (vii) Approve the commencement of further capacity studies and concept design work for the Transport for London owned Gale Street site adjacent to Becontree Station with a view to acquiring the site for residential development and note that a further report will be presented to Cabinet to approve the terms, development parameters, delivery options and funding proposals;
- (viii) Agree, in principle, to the site at 90 Stour Road being included into the Becontree Heath Master plan delivery proposals, subject to advice on procurement and further study on the implications for the adjacent HRA residential units and note



that a further report will be presented to Cabinet for final approval;

- (ix) Approve the commencement of high level concept design development work for the current Royal British Legion site in Rectory Road including a full study of the options for inclusion of the adjacent Council owned car parks and housing sites with a further report being presented to Cabinet for final approval; and
- (x) Agree to funding being included within the HRA Capital budget from 2016/17 onwards for the named HRA sites.

## **1. Introduction and Background**

- 1.1 In November 2012 Cabinet gave approval for 18 Council-owned vacant or under-used sites to be brought forward as development sites for new affordable housing delivered by the Council. The sites were a mix of garage sites, car park sites and green sites with low amenity value and not protected in the Local Development Framework.
- 1.2 Following further surveys, consultation and design development work, developments on 3 of these sites have now been completed producing 32 homes and a further 3 sites are due to start on site this year producing a further 69 units. The table in Appendix 2 sets out the sites in the existing infill programme and an update on development.
- 1.3 In order to continue the Council's track record for the provision of new affordable homes and meet it's One-for-One Right to Buy re-provision requirements we must continue to find sites that can be developed utilising the HRA New Build Capital and other available funding sources.
- 1.4 The approval of the sites listed in this report will enable the Council's New Build programme to maintain momentum whilst bringing forward sustainable development on sites that have often become difficult to manage and maintain due to fly tipping and anti social behaviour.
- 1.5 The report also identifies 3 other sites that are suitable for residential development that are currently owned by the Council, Transport for London and the Royal British Legion. The sites at 90 Stour Road, Gale Street and Rectory Road are not cleared for development currently but may have the potential for larger scale residential development. Further details about these sites are contained in the proposals and issues section below. The scale of these sites makes them suitable for mixed tenure development possibly using the Council's Reside model or disposal to developers. All three sites require further work to refine the delivery proposals and will require separate Cabinet reports to agree these in due course.

## **2. Proposal and Issues**

- 2.1 This report presents a list of 14 sites for high level approval to enable officers to develop schemes for inclusion in the Council New Build programme and development programmes. Further work is required on these sites to assess ground conditions, access and capacity.

- 2.2 The sites will be developed over the next 5 years, until approximately 2021 for affordable housing. The most appropriate mix for each site in terms of size and design will be confirmed once further feasibility work has been undertaken. These more detailed proposals for each site would be discussed with the Cabinet Member for Housing at the relevant Portfolio meeting before consultation with the relevant Ward Members. All the schemes will be subject to planning and detailed consultation with the local community during design development.
- 2.3 The final scheme cost plans for each site will be drawn up alongside the detailed design proposals. The cost of development of these sites will be funded via the HRA Capital unallocated New Build funding or in the case of the larger sites delivery via the Councils Reside Housing Company through appropriate approved general fund borrowing.
- 2.4 The current HRA Business Plan identifies £33.22m for New Build in 2016/17 and a further £65.38m until 2020/21. This level of Capital Programme spending is required to utilise the current level of Right to Buy receipts for One-for-One re-provision. The schemes would require a small feasibility budget for survey, concept design and capacity works and would then be presented for inclusion in the New Build programme via the relevant Portfolio Member and Officer meetings and Capital Programme Cabinet reports.
- 2.5 The table below details the site addresses, size, existing use, local issues and context and Appendix 1 provides a series of maps showing the locations of the sites

Map Ref	Site Address	Existing Use/ Planning comments	Size	Ward	Capacity	Notes
1	Ellen Wilkinson House Naseby Road, Dagenham	HRA garage site and amenity green	0.07HA	Heath	To be confirmed – HRA delivery	Small site adjacent to 3 storey blocks – new access road will be required to maintain rear access to dwellings in Naseby Road – possible use for Temporary Housing to review future Estate Renewal potential
2	Exeter Road, Dagenham	HRA amenity land	0.146HA	Village	3 Bungalows – HRA Delivery	Small difficult shape site – possible additional bungalow development
3	Former Weighbridge site adjacent to Goresbrook Leisure Park	General Fund site  Old public Weighbridge	0.641HA	Thames	TBC but in the region of 15 – 20 units – Possible Reside /General Fund Delivery or disposal	Large site – emerging proposals for the adjacent sites will need to be considered, mixed tenure development may be more appropriate due to the size of the site. Richard Ryan Place could be extended to give access.
4	Land to the rear of 134 Becontree Avenue, Dagenham	HRA disused remote gardens Housing have confirmed none are in use as gardens or have been sold via RTB	0.03HA	Becontree	4 Houses –HRA Delivery	Site would suit terrace infill and would require off street parking provision
5	Roosevelt Road, Dagenham	HRA vacant Garage Site – some additional amenity greens could also be included	0.08HA	Village	4 units - HRA Delivery	Long access road will need consideration for emergency vehicles, would suit Bungalow type development.
6	Land to the rear 296 Lodge Avenue, Dagenham	HRA Car park and part amenity land for adjacent flats	0.12HA	Mayesbrook	TBC following more detailed site review – Delivery method will be dependant on the final scale of the scheme	Adjacent to Mayesbrook Park, possible bungalow development or consideration for Estate Renewal programme to provide a larger number of homes.
7	Wivenhoe Road, Barking	HRA cleared site formerly garages	TBC	Thames	9 Houses – HRA Delivery	Large open former garage site with easy access. Close to railway so BAPA would be applicable and conditions will be made for planning due to the location near High Speed 1.
8	Sugden Way, Barking	HRA vacant garage site	0.12HA	Thames	TBC following the completion of Modular housing research	Potential site for Temporary/flexible housing

9	Mellish Close, Barking	HRA vacant garage site  Allocated in the adopted Local Plan as a minor housing site.	0.097HA	Eastbury	TBC following the completion of Modular housing research	Potential site for Temporary/flexible housing
10	Woodward Road – Garage site behind the Julia Engwell Clinic	HRA vacant garage site	TBC	Mayesbrook	TBC following the completion of Modular housing research	Potential site for Temporary/flexible housing
11*	Gale Street adjacent to Becontree Station bridge	TfL land - included as the land is adjacent to Council sites and TfL are proposing to sell the site to deliver residential development	TBC	Mayesbrook	TBC following more detailed site analysis but in the region of 20 – 30 flat units	Site is adjacent to a District Line station so may be appropriate for mixed tenure apartments.
12	Land adjacent to 186 Goresbrook Road	vacant space in between current housing – not amenity land	TBC	Goresbrook	2 Houses – HRA Delivery	Unused garden land. Currently fenced and overgrown.
13*	Royal British Legion building Rectory Road and car park	The building is currently owned by the Royal British Legion and the adjacent car park by the Council	0.11ha	Village	TBC following more detailed site analysis and design work but in the region of 20 -25 flat units	Issues set out in section 2.8 below
14*	90 Stour Road – former Council Office with upper floor parking	Issues set out in section 2.7 below	TBC	Heath	Circa 70 units – Developer led Delivery with units in lieu for the HRA	Issues set out in section 2.7 below

\*more detail for these sites is contained in paragraphs 2.6 – 2.8 below

- 2.6 **Land Adjacent to Becontree Station** - This site is currently in the freehold ownership of Transport for London with a number of leasehold occupiers. TfL have identified this site for disposal to raise money to contribute to improvement works at Becontree Station including step free access. They have approached the Council to enquire if we would be willing to acquire the site for residential development – this report seeks the in-principle agreement to work towards this aim with subsequent report being brought to Cabinet to agree the exact terms and funding arrangements.
- 2.7 **Former Council Office and upper floor car parking at 90 Stour Road** – Cabinet agreed the disposal of the leasehold interest of this site for best consideration in January 2015 (minute No 90 refers). Following further discussion with the Portfolio holder officers were asked to look at the possibility of the inclusion of this site into the wider Becontree Heath Masterplan proposals as the adjacent site at No 2 Stour Road is included in this project.
- A concept design and capacity study has been completed showing that circa 70 units could be provided on this site. A number of other issues will need further consideration including how this is procured and the possible inclusion of the current HRA block that sits between No 90 and No 2 Stour Road. This report therefore only seeks the in principle agreement to this site being brought forward subject to the above and will be brought back to Cabinet for final approval.
- 2.8 **Royal British Legion (RBL) club Rectory Road** – Cabinet approved on 9<sup>th</sup> March 2016 to lease the former Rectory Road Library building to the RBL on commercial terms and for the Council to commence negotiations to purchase the current RBL site in Rectory Road for residential development, the Council already owns the adjacent car park site. No high level design, feasibility or capacity studies have been undertaken on this site to date but the site area at 0.11ha with clear street frontage and access provides an ideal residential development site with the possibility of a wider comprehensive scheme if the adjacent HRA blocks are included. This report seeks the in principle approval for officers to look at delivery options and present a full report to Cabinet in due course.
- 2.9 All but one of the sites identified have not been allocated for housing in the Council's adopted Local Plan and none have any special designation or protection. Mellish Close (Map ref 9) is allocated in the Site Allocations DPD for housing sites. The development of these sites would therefore not conflict with the Borough's planning or environmental policies.
- 2.10 The borough is facing a serious housing and homelessness challenge – in January 2016 there were 14,000 households on the waiting list and another 1,700 households in some form of temporary accommodation. Footfall and calls to the Housing Advice Service have increased over 100% in the last two years while the total number of homeless decisions in 2014/15 stood at 1,900, dwarfing the 408 recorded in the previous period. Additionally in 2014/15 the service undertook interventions in nearly 2,000 cases thereby preventing a homelessness situation.
- 2.11 The situation is compounded by the fact that the housing supply position is challenging. Due to soaring rents and demand the private rented sector is difficult to access with average borough rents between £1,250 and £1,300 per month. The average house price in Barking and Dagenham at £309,760 (January 2016) is

entirely inaccessible to anyone on a median local salary (£24,400 January 2016). The Council itself has a stock of around 18,500 homes but only an average of 600 a year become available for re-letting. Outstanding planning permission exists for 13,000 homes and while estate renewal and regeneration sites have all contributed to new supply, the net additional gain of affordable homes over the last five years has amounted to 1,976 properties.

- 2.12 The homelessness challenge is expected to worsen with the implementation of further welfare reforms. 1,400 households have already been affected by the cut in the Spare Room Subsidy (aka “Bedroom Tax”) while 1,500 households have received Discretionary Housing Payments with 541 households capped at £26,000 – 86% of which were supervised by the government’s Troubled Families Programme. With the implementation of further reforms our modelling suggests significant further pressures and increased demand on housing advice and homelessness services across at least the next five years.
- 2.13 With this demand forecast to increase and the supply in the private rented sector becoming scarce the use of expensive nightly paid accommodation is likely to rise. Officers have been completing research and have undertaken a number of site visits with the relevant Cabinet Members to look at a number of temporary, off site manufactured housing products that present the opportunity to secure short to medium term cost effective accommodation utilising the sites identified in the list above.
- 2.14 Subject to the normal site feasibility services, the provision of utilities connections and planning of sites could be brought forward quickly (within 4-5 months) to provide housing for a period of up to 5 years. Most of the products available are able to be relocated when the permanent plans come forward for these sites.
- 2.15 Whilst Officers and Members have been carrying out speculative visits to carry out research into the types of products available the Council would have to undertake a fully OJEU compliant Procurement process to appoint a suitable contractor to carry out works to install services, manufacture and install the homes.

### 3. Options Appraisal

#### 3.1 Options considered for all sites

No	Option	Issues
1	Do nothing – leave sites as they are	Many of these sites have been identified by Ward Members and Officers due to ongoing issues with fly tipping and anti social behaviour. Leaving these sites as they are will have resource implications for management and clearance.
2	Dispose of the sites on the open market	The disposal of these sites on the open market is possible and will generate a land receipt for the HRA. But it is unlikely that any of these sites will then deliver any affordable housing. The resulting schemes will

		only be subject to the statutory planning consultation.
3	Undertake direct delivery of the sites new Council affordable rent homes or temporary flexible housing	This is the recommended option to ensure that the Council has a pipeline of sites that along with Estate Renewal areas bring forward Affordable Housing Development for the next 5 years.

### 3.2 Options considered for Temporary/Flexible housing proposals

No	Option	Issues
1	Bed and Breakfast accommodation	<ul style="list-style-type: none"> <li>• Very expensive</li> <li>• Limited time for use</li> </ul>
2	Nightly let accommodation	<ul style="list-style-type: none"> <li>• Very expensive</li> <li>• Limited time for use</li> <li>• In competition with other users of emergency accommodation</li> </ul>
3	Houses in Multiple Occupation (HMOs)	<ul style="list-style-type: none"> <li>• Suitable only for particular client groups</li> <li>• Increasingly difficult to find/access in the current housing market</li> <li>• Increasing rent</li> </ul>
4	Private Sector Lets – PSL, rented property licensed to the council	<ul style="list-style-type: none"> <li>• Soaring rents</li> <li>• Increasing demand</li> <li>• Landlords increasingly letting to in-work tenants and not the council, securing a higher rent</li> </ul>
5	Use of council stock	<ul style="list-style-type: none"> <li>• Cost effective</li> <li>• Good quality, well managed accommodation</li> <li>• Finite resource and massive competition for resource</li> </ul>
6	Use of converted council stock e.g. Butler Court, Riverside House etc	<ul style="list-style-type: none"> <li>• Cost effective</li> <li>• Good quality, well managed accommodation</li> <li>• Finite resource.</li> </ul>
7	Provision of Temporary modular Accommodation	<p>Proposed Option</p> <ul style="list-style-type: none"> <li>• Cost effective</li> <li>• Good quality, well managed accommodation</li> <li>• Flexible – can be moved to alternative locations</li> <li>• Quick delivery time (around 4/5 months per site)</li> </ul>

#### **4. Consultation**

- 4.1 At this stage no consultation has been completed with local residents, however a number of the sites included in this report have been identified by Ward Members and Officers as opportunities for development following complaints from residents about anti social behaviour, fly tipping and the general condition of the sites.
- 4.2 Once the sites have been approved for development Officers would undertake a review of all the stakeholders, local residents groups and adjacent neighbours to seek their views on the proposals for each site. Early consultation and involvement in the design development process has assisted greatly on previous infill site developments reducing the likelihood for objections to the planning applications.

#### **5. Financial Implications**

Implications completed by: Richard Tyler, Acting Finance Group Manager

- 5.1 The capacity of the sites is yet to be determined so the overall cost of developing them will be estimated once the full unit numbers and mix are known.
- 5.2 The available new build budget of £98.6m for the five year period between 2016/17 and 2020/21 was agreed by the January 2016 Cabinet as part of the Rent Report. The sum will be allocated across a range of projects including infill sites and the redevelopment of the emerging Estate Renewal sites for the delivery of new affordable rented homes.
- 5.3 The provision of temporary accommodation for the homeless is a Housing General Fund activity and the costs of this lies outside of the Housing Revenue Account. The cost of providing the proposed temporary accommodation units, however, could still be met from HRA funding sources such as unrestricted "Right to Buy" receipts.
- 5.4 There will be a need to consider the internal land ownership of the proposed sites that are taken forward for development, with appropriations and accounting adjustments between the HRA and General Fund as required. Where this is the case, the HRA CFR will be adjusted by the relevant amount and, therefore, may reduce the HRA's borrowing headroom to fund the remaining new build programme.
- 5.5 There will be various revenue implications in terms of the direct services to these properties, such as refuse collection and street lighting; as well as impacts/demands on existing infrastructure such as schools. The construction of these new homes will, however, increase the Council Tax base and the additional revenue generated will contribute towards offsetting the revenue implications. There may also be additional revenue pressures created within Landlord Services but it is expected this can be contained within existing budget provision.
- 5.6 The 2015/16 New Homes Bonus funding was £3.76m and is expected to increase to £5.94m in 2016/17 (based on current estimates). The allocations are calculated on net gains between financial years therefore any additional new homes resulting from the final decisions taken on each of the proposals outlined in 3.1 and 3.2 will generate additional resources. The Council currently receives £7,500 New Homes



Bonus per unit on each new property, and currently there are no indications to suggest this will change.

## 6. Legal Implications

Implications completed by: Dr. Paul Feild Senior Governance Solicitor

6.1 By virtue of section 2, Local Government Act 2000, local authorities have the power to do anything which they consider is likely to achieve any one or more of the following objects:

(a) the promotion or improvement of the economic well-being of their area,  
(b) the promotion or improvement of the social well-being of their area, and  
(c) the promotion or improvement of the environmental well-being of their area.

(2) The power under subsection (1) may be exercised in relation to or for the benefit of—

(a) the whole or any part of a local authority's area, or

(b) all or any persons resident or present in a local authority's area.

6.2 Where internal property ownerships are an issue advice will be given regarding Section 32 of the Housing Act 1985 requires that, before housing land within the Housing Revenue Account can be transferred, the Secretary of State's consent must first be obtained. In many cases there will be in existence a consent order to permit the transfer.

6.3 If the changes should impact on any current tenants, S105 Housing Act 1985 provides that a landlord authority shall maintain such arrangements as it considers appropriate to enable those of its secure tenants who are likely to be substantially affected by a matter of housing management to which this section applies: (a) to be informed of the authority's proposals in respect of the matter, and (b) to make their views known to the authority within a specified period; and the authority shall, before making any decision on the matter, consider any representations made to it in accordance with those arrangements.

6.4 It is envisaged that the contracts to be procured under this recommendation, would likely be of a high value, and that the requirements of the Public Contract Regulations would apply. The Council will need to ensure that the procurement processes, in relation to the contracts awarded, comply with this legislation and are conducted in a fair and transparent manner.

6.5 Legal Services will provide advice on land title issues and support for all procurement and contractual arrangements.

## 7. Other Issues

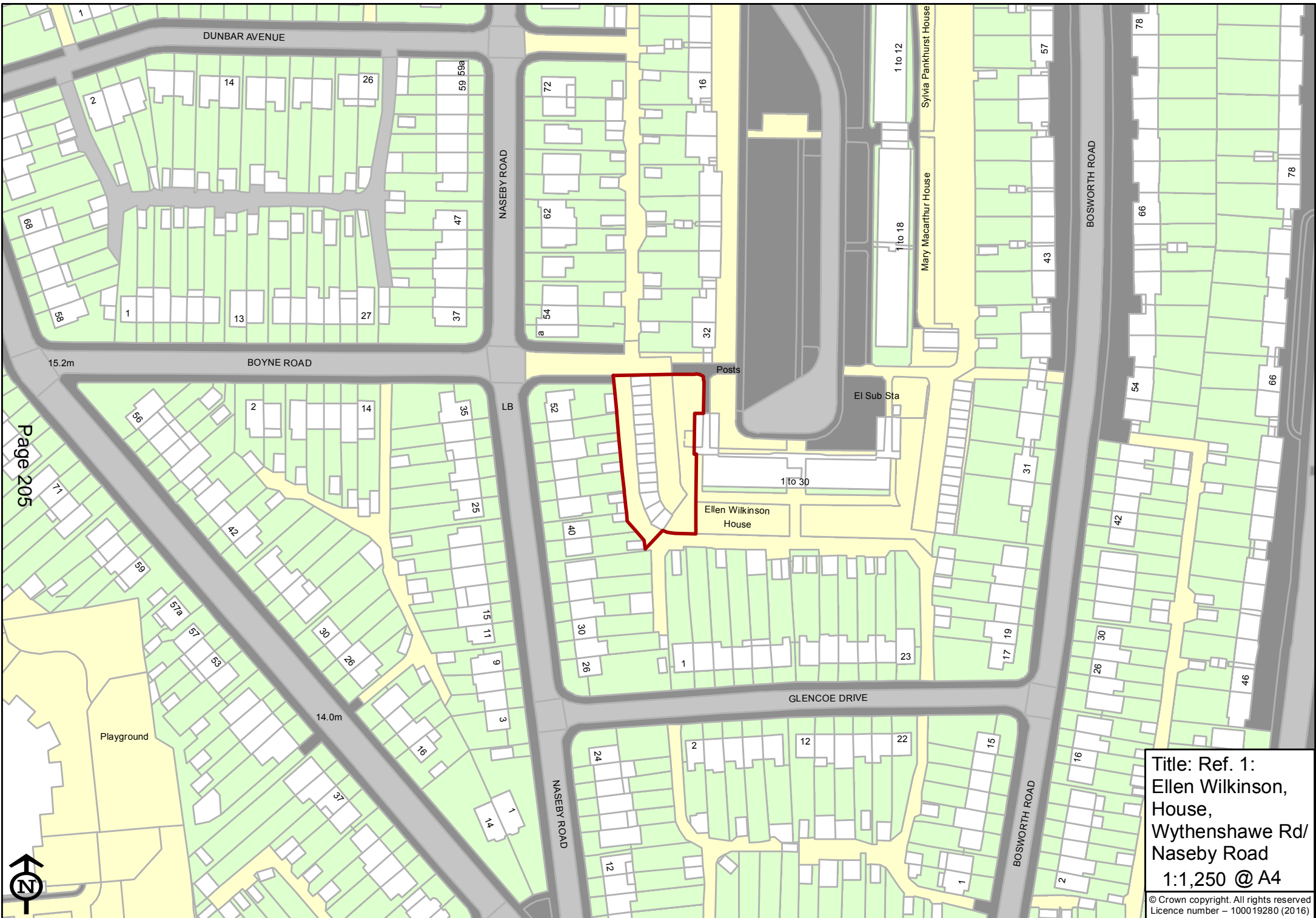
7.1 **Risk Management** - These proposed schemes will be subject to the Council's internal Capital Programme Management monitoring, this process requires all of the identified project risks to be identified and mitigated via an actively managed risk management plan before approval is given for the scheme to commence. Ongoing risks and issues are managed via regular Project Team meetings and any issues requiring escalation and decision are referred to the New Build Project Monitoring Group that meets every 6 weeks.

- 7.2 **Contractual Issues** - The proposal is to deliver the schemes using the Council's existing Construction and Professional Services Frameworks to ensure compliance with both the Council's Contract Rules and the Public Contracts Regulations 2006 (as amended).
- 7.3 **Staffing Issues** - There are no staffing implications arising from this report, the procurement of a suitably qualified design team, the scheme development to planning application stage, the tender of a main contractor and the project management of the construction period can be dealt with by officers from Regeneration, Development Management and Asset and Capital Delivery in the course of their normal duties.
- 7.4 **Corporate Policy and Customer Impact** – The development of these under utilised sites will contribute to the Council Priorities of 'Encouraging Civic Pride' and 'Growing the Borough'. With reference to the latter the proposals in this report are consistent with the objectives for building new housing and sustainable communities.
- 7.5 **Safeguarding Children & Health Issues** The development of these sites for family housing will improve conditions for those families in housing need who are housed in them. The development of these sites will have a positive impact on residents by providing high quality residential accommodation. In particular, it would have a positive impact on ill health attributed to poor housing conditions and overcrowding due to a lack of housing in the Borough. General health and wellbeing will be improved as a result of improved visual appearance of the garage sites in particular, thereby increasing civic pride. Overall, bringing forward new homes would be expected to result in a benefit upon local wellbeing and an improvement of quality of life.
- 7.6 **Crime and Disorder Issues** - Section 17 of the Crime and Disorder Act 1998 places a responsibility on local authorities to consider the crime and disorder implications of any proposals. Levels of crime and disorder will be taken into consideration at the Planning stage of any new development to address the design of the built environment to improve community safety. Levels of crime and disorder vary between the sites and will need to be taken into consideration. This can be addressed in the design of projects and consultation with Secure by Design Officers early in the design stage.
- 7.7 **Property / Asset Issues** – The sites contained in this report are all with the exception of the one TFL site owned by the Council and held within either the HRA or the General Fund. They are generally run down and under utilised and not realising their full potential . The development of these projects will have a positive impact on their asset value.

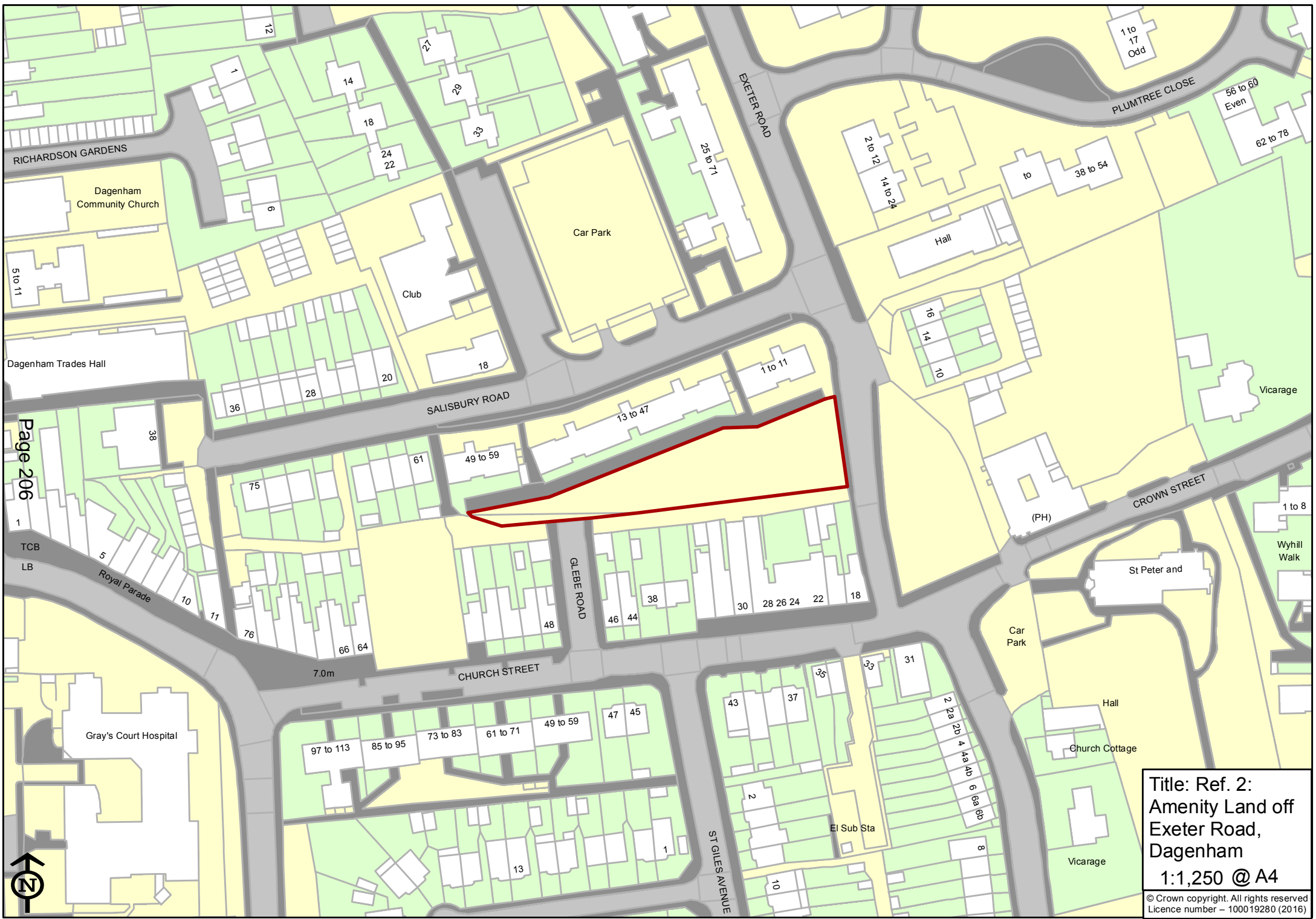
**Public Background Papers Used in the Preparation of the Report:** None

**List of appendices:**

- Appendix 1 – site plans
- Appendix 2 – Infill sites approved by Minute 53 (13 November 2012) - Progress and completions



Title: Ref. 1:  
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House,  
Wythenshawe Rd/  
Naseby Road  
1:1,250 @ A4

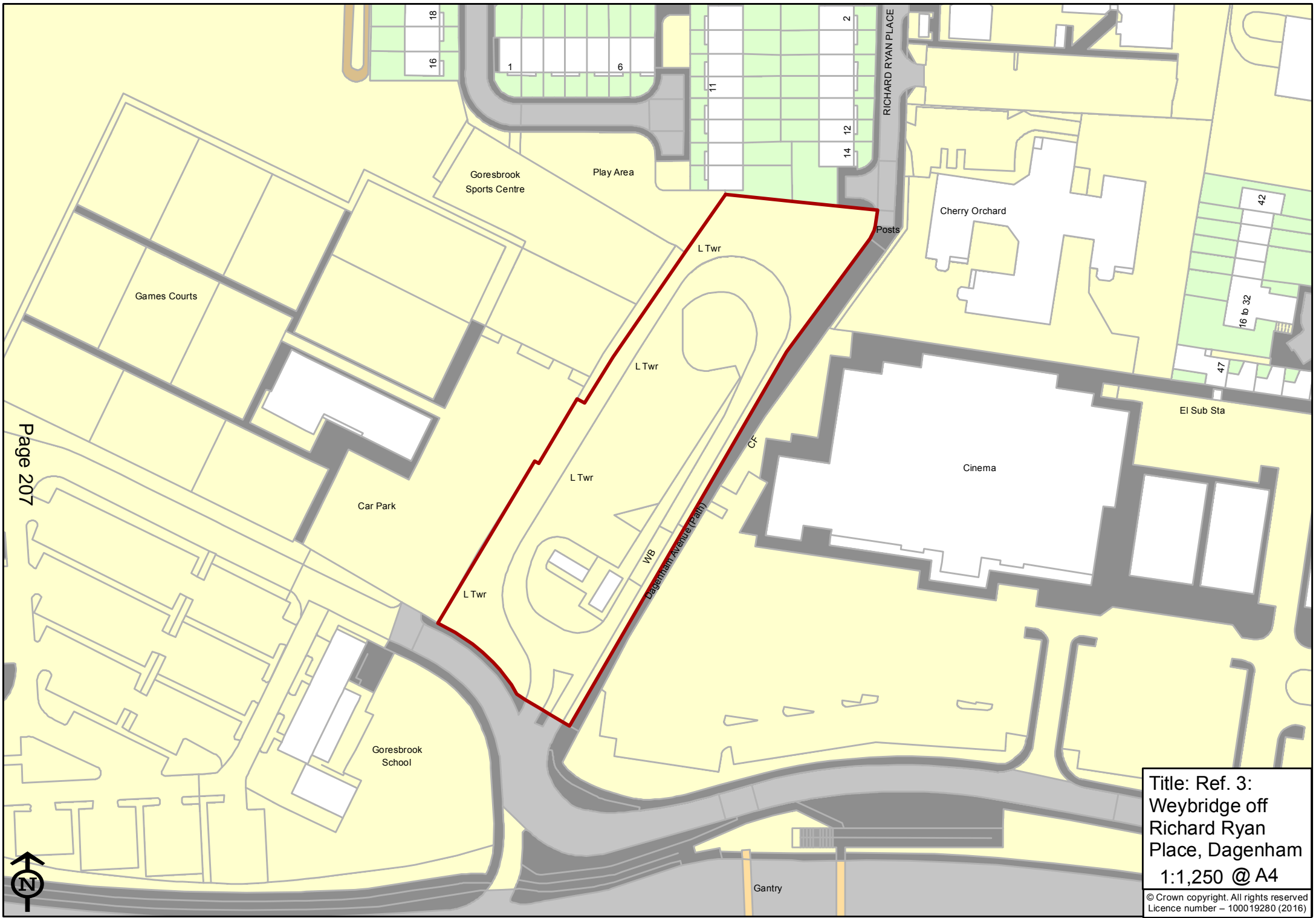


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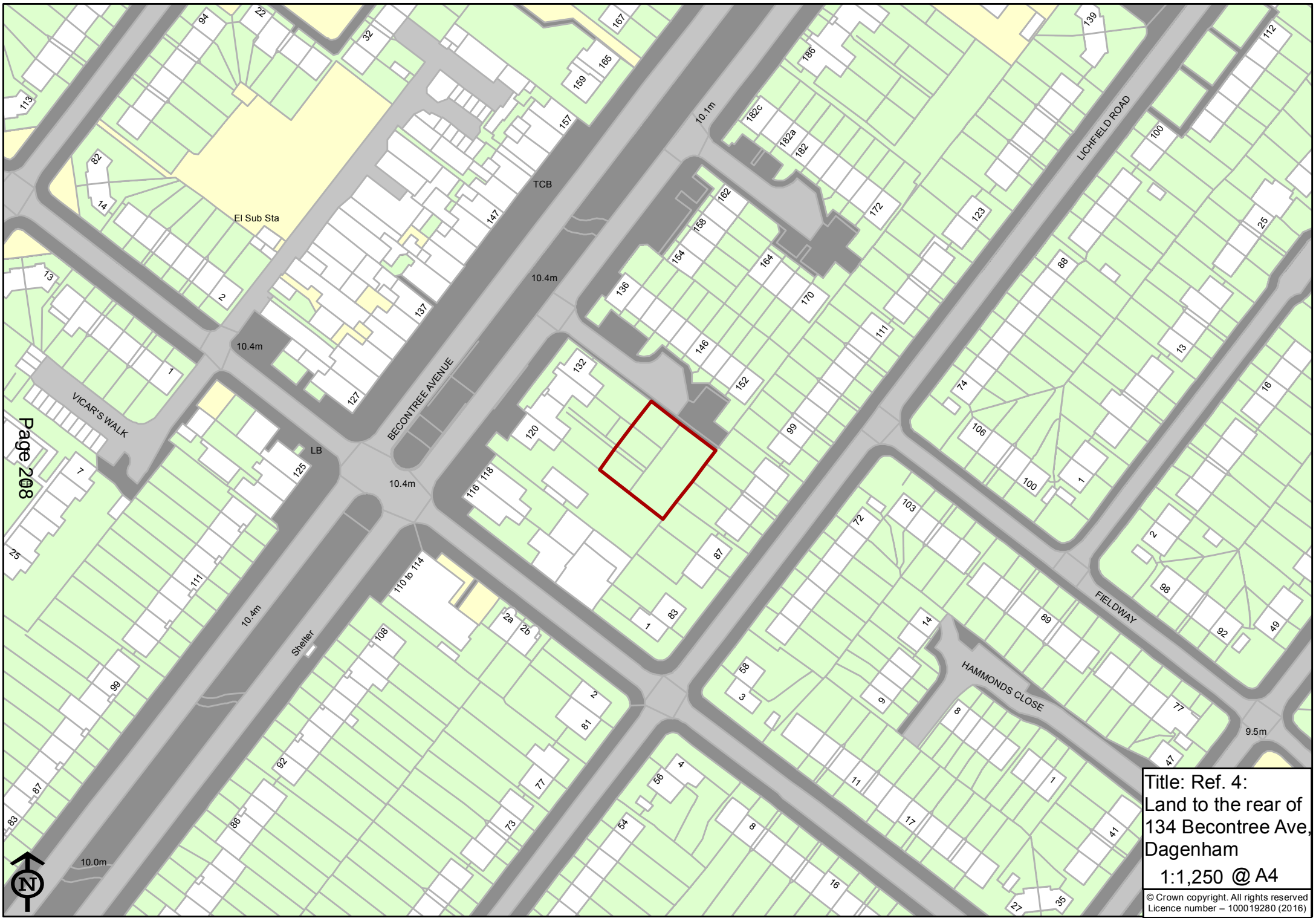


Title: Ref. 2:  
Amenity Land off  
Exeter Road,  
Dagenham  
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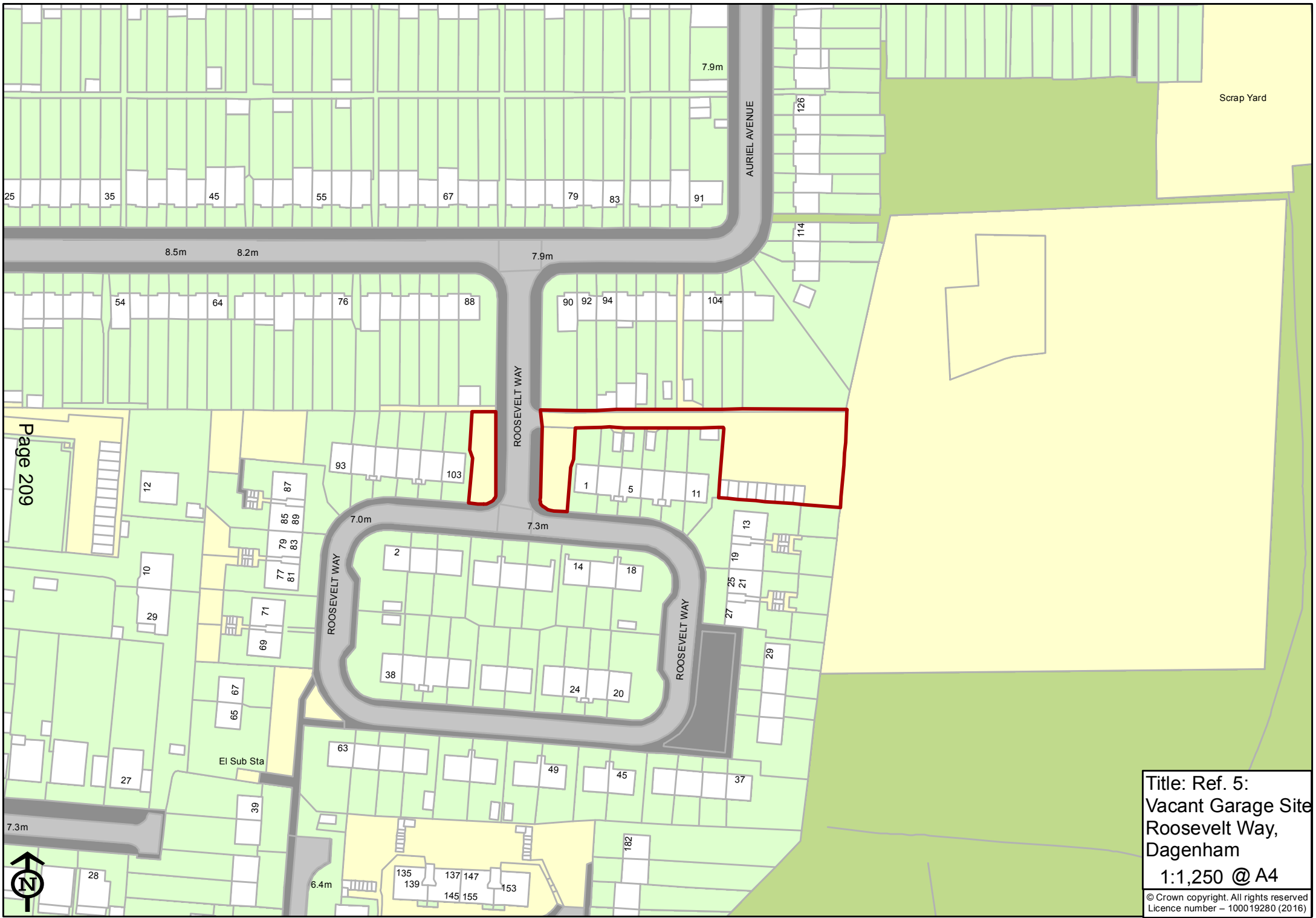


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Weybridge off  
Richard Ryan  
Place, Dagenham  
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Dagenham  
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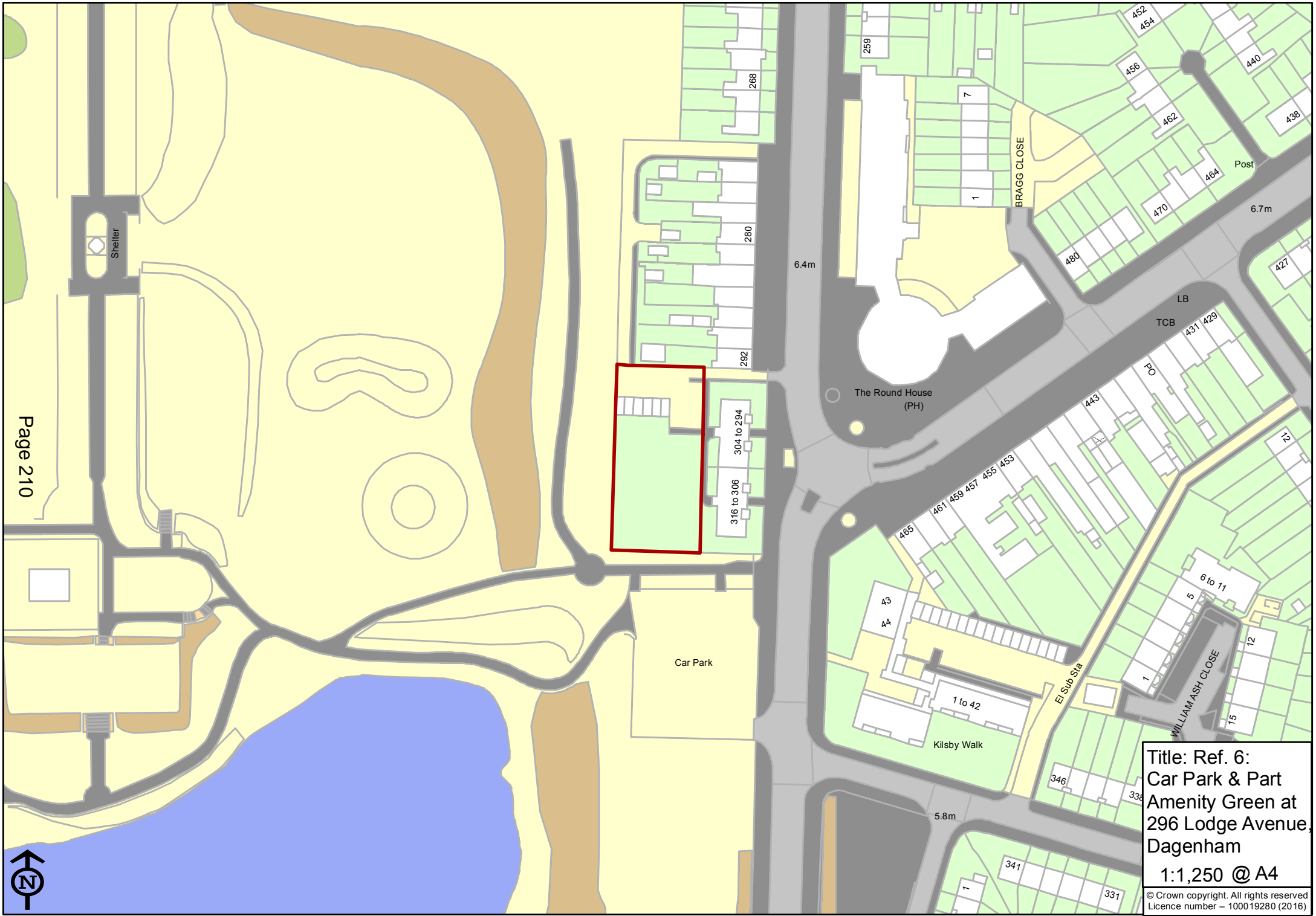
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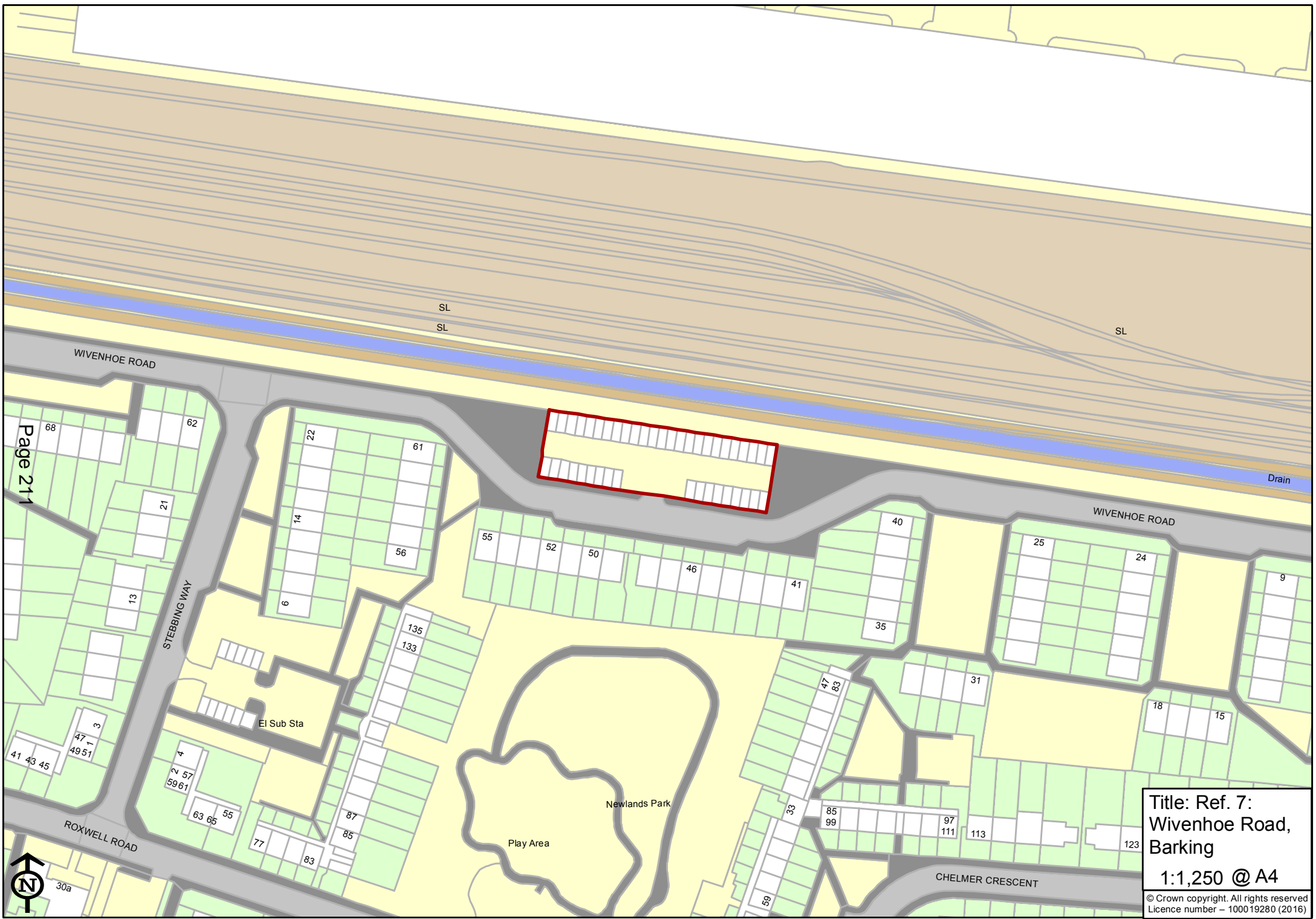


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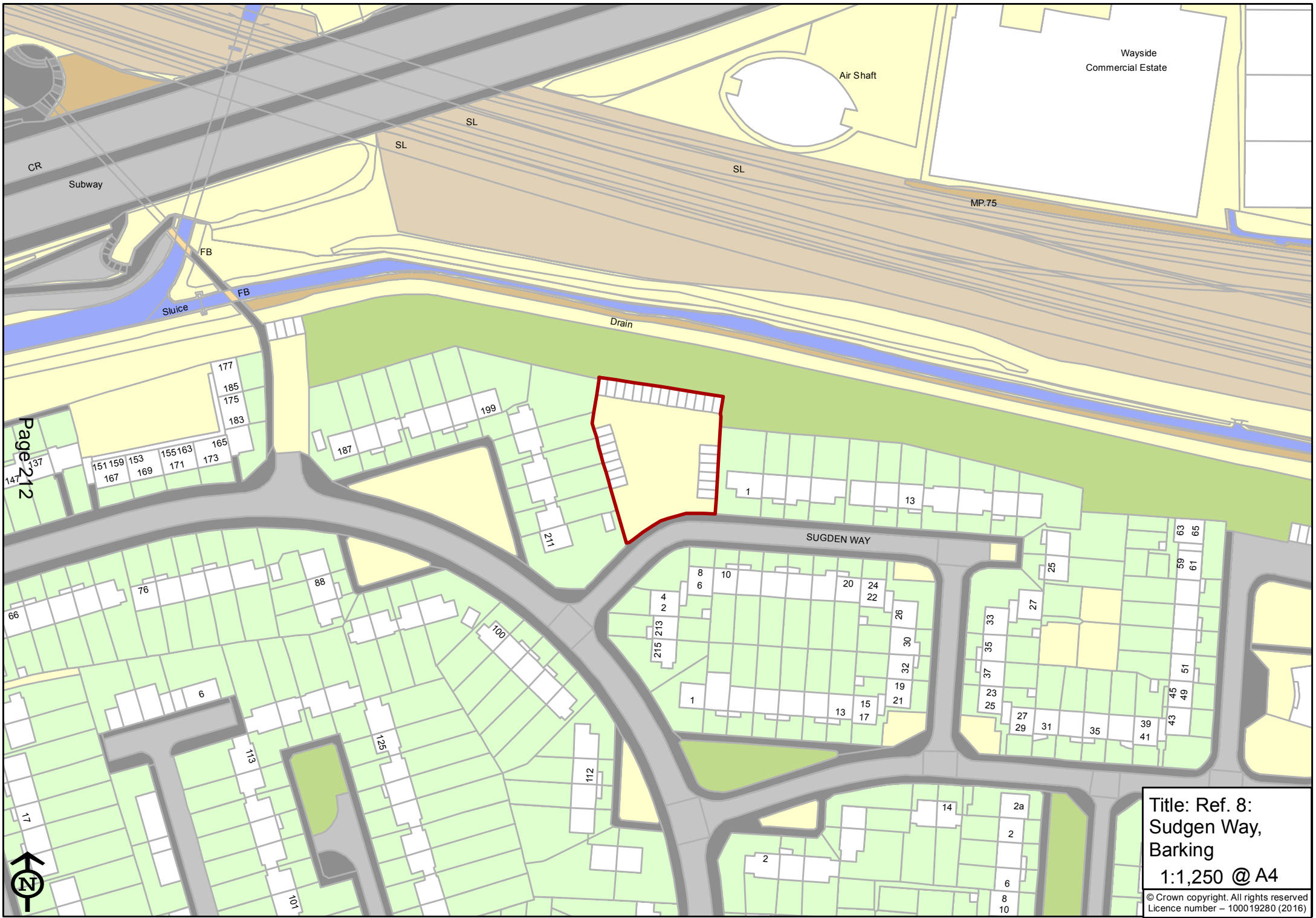
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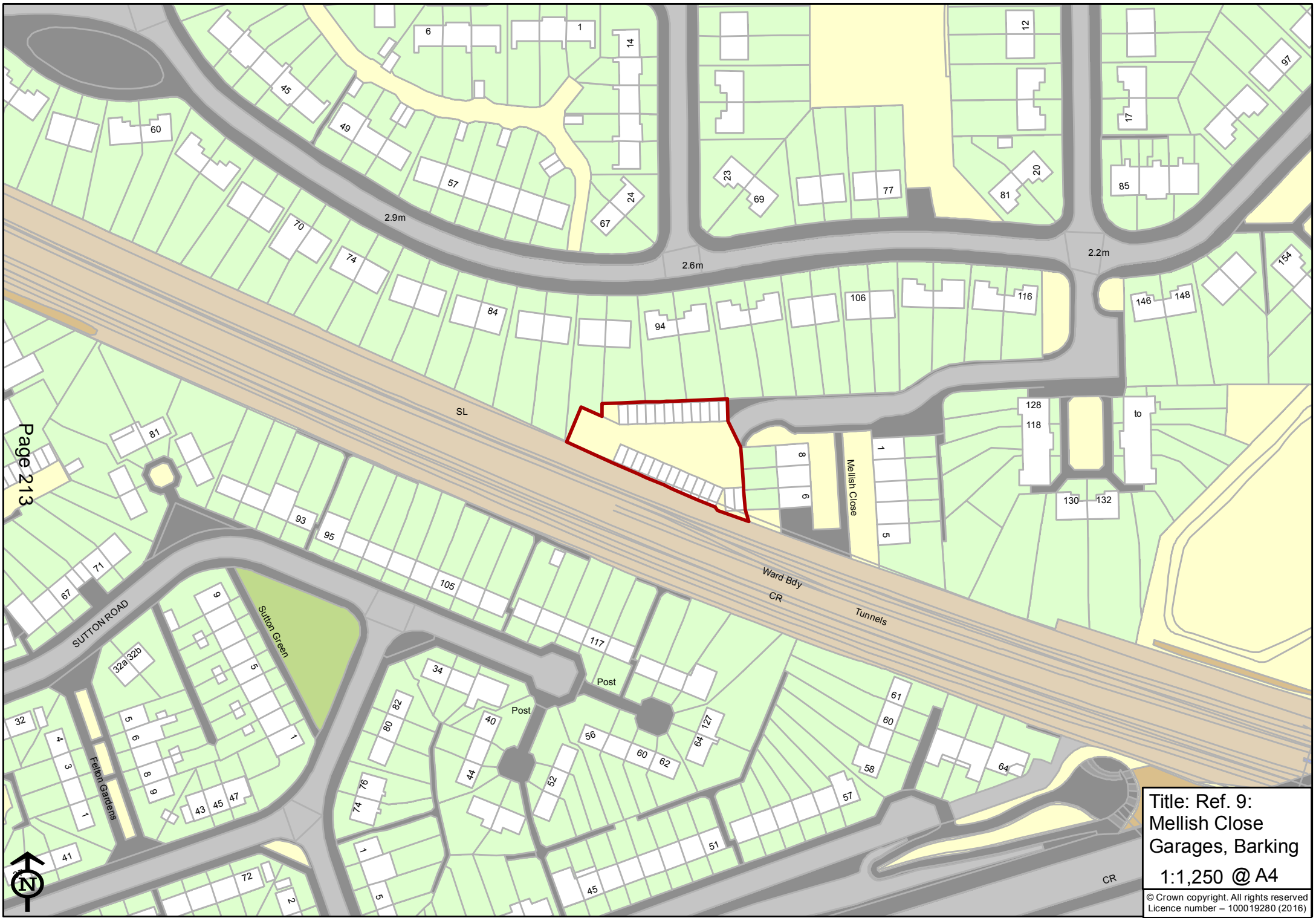
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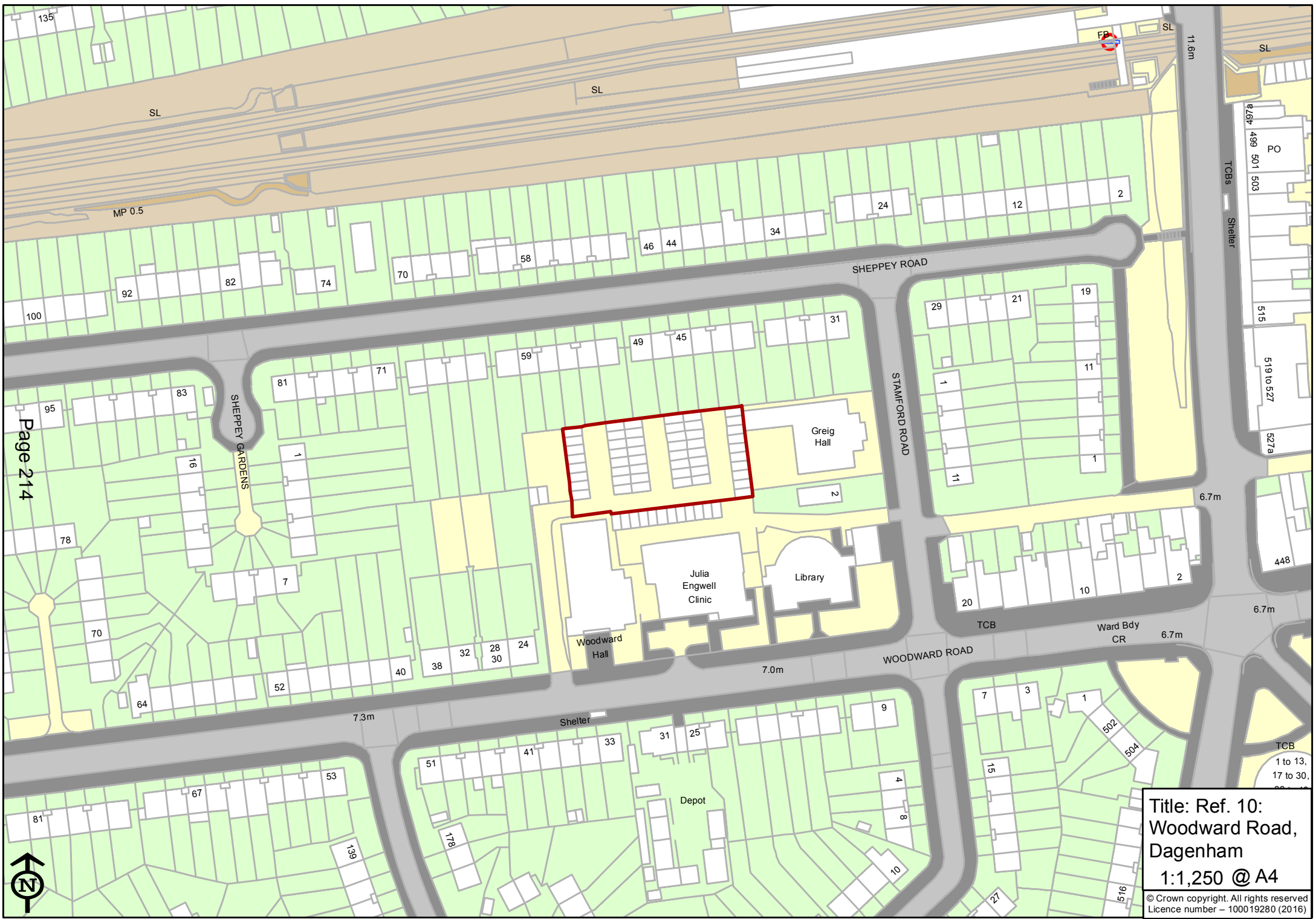


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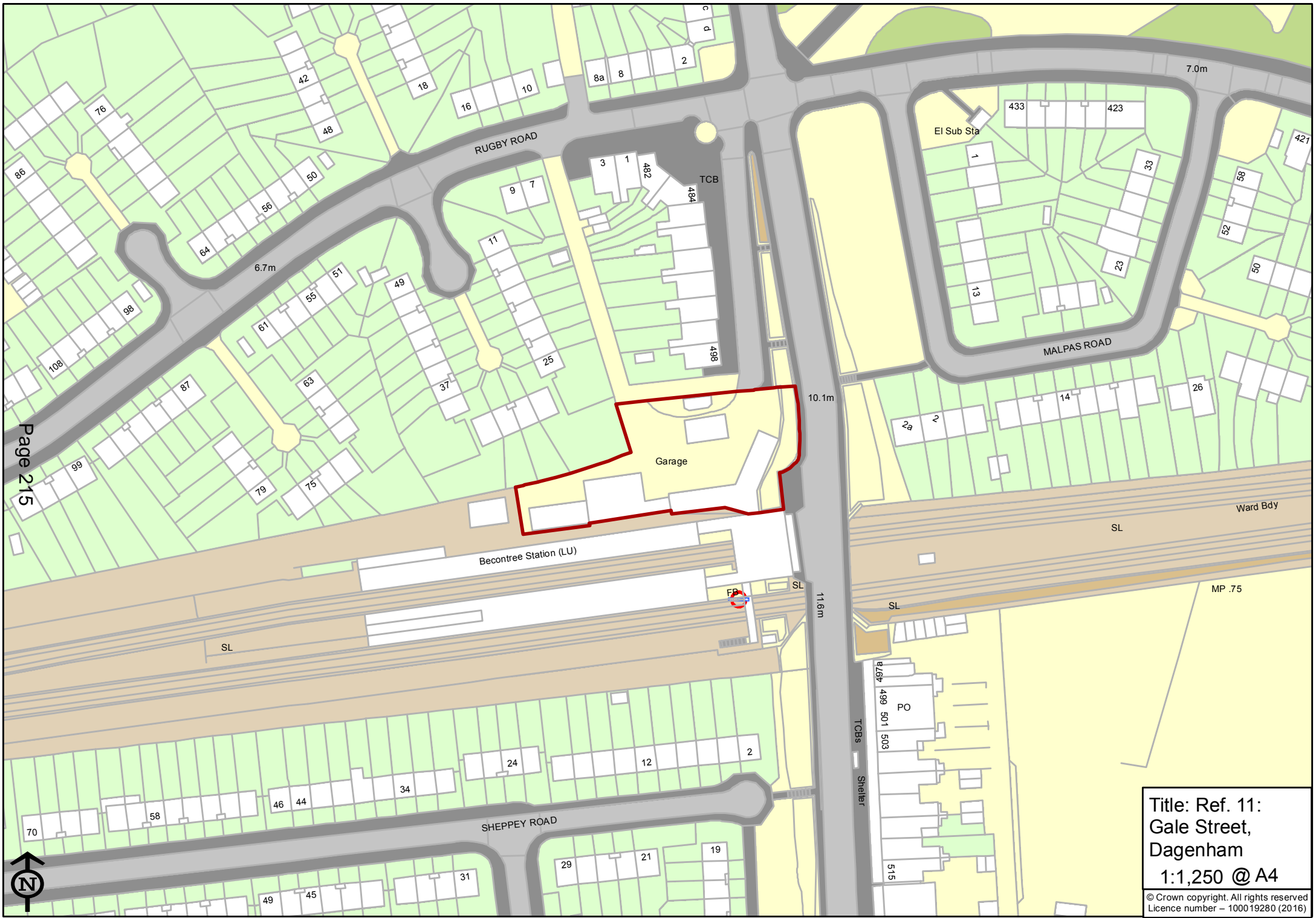
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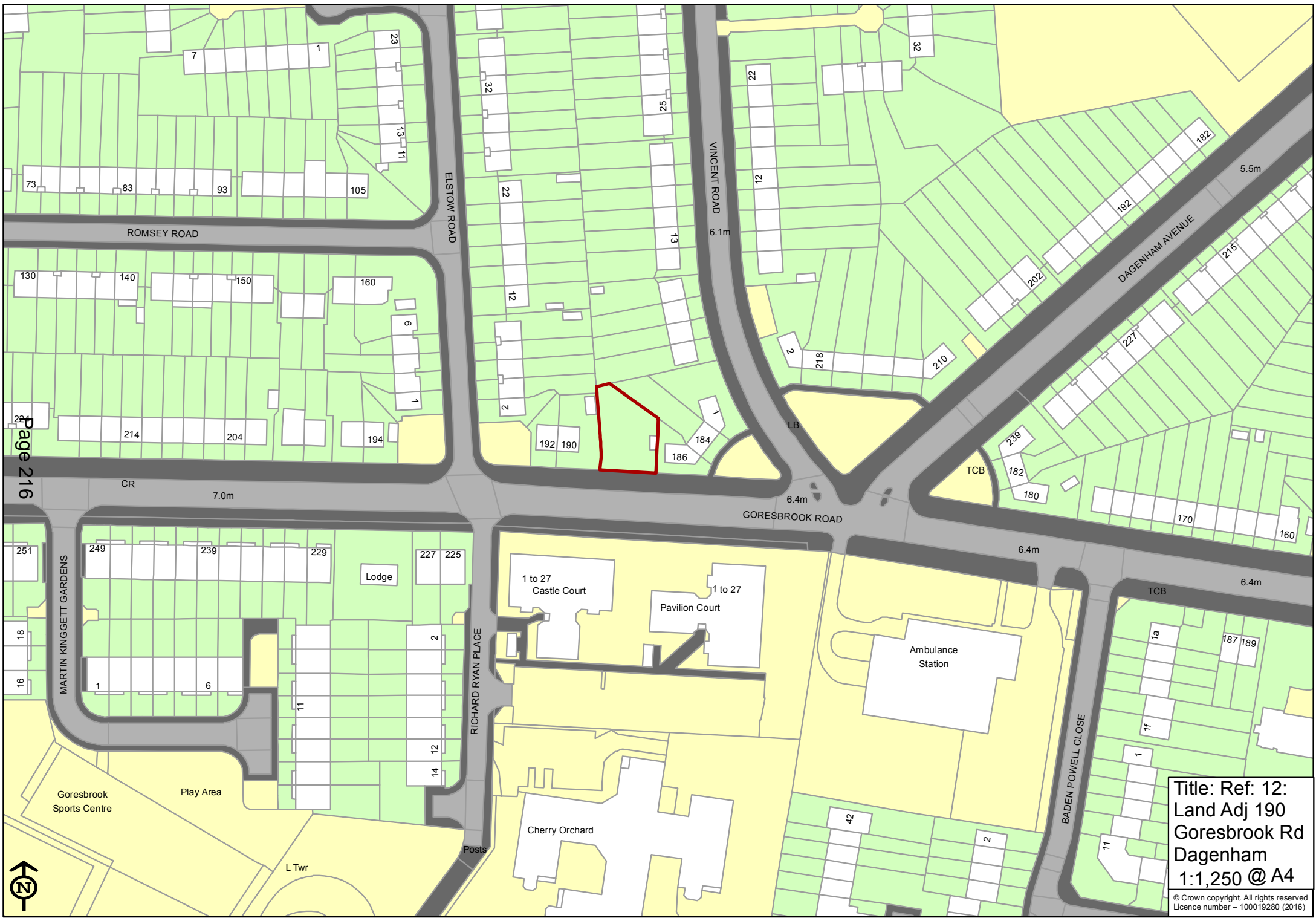


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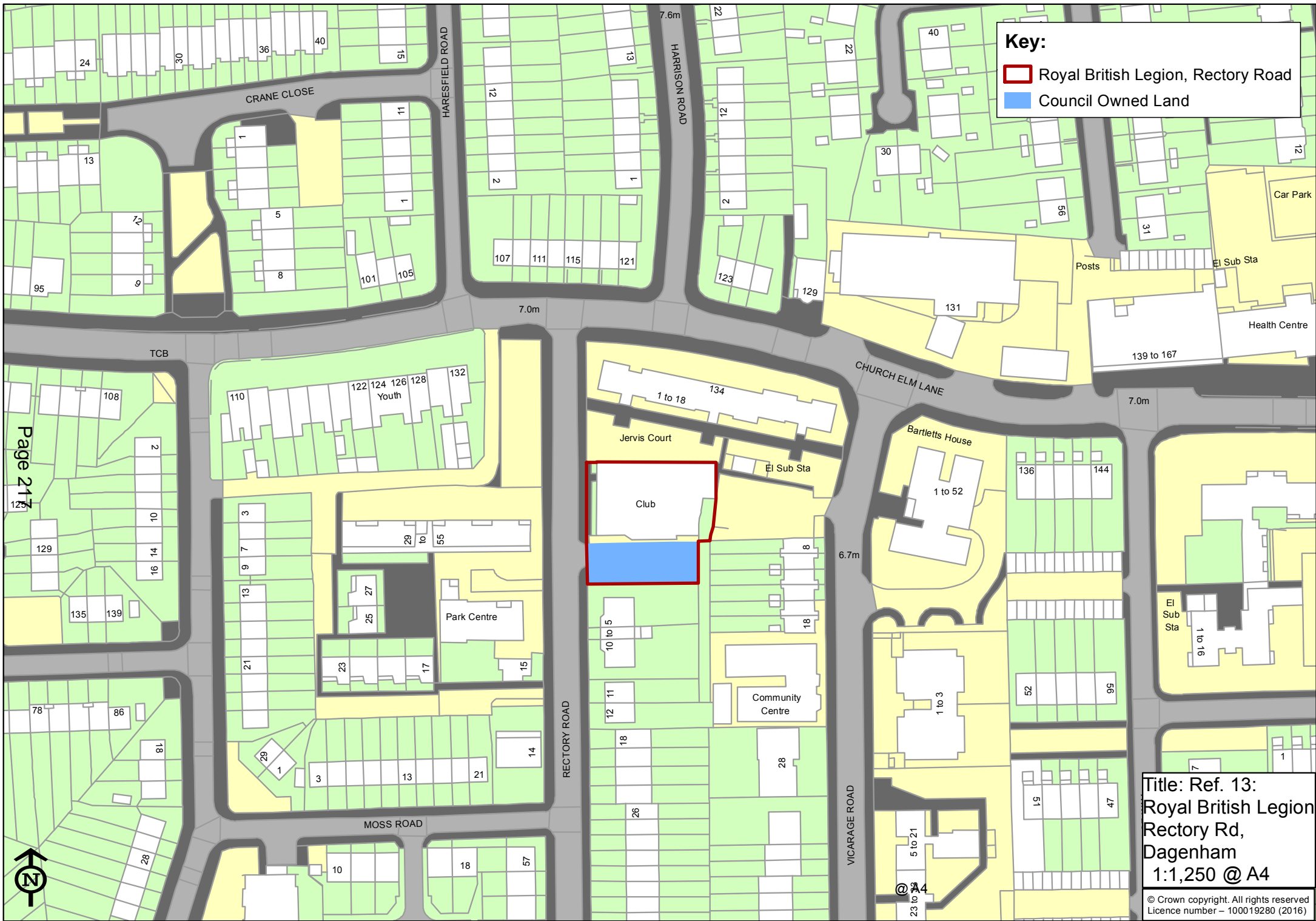




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Title: Ref: 12:  
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**Key:**

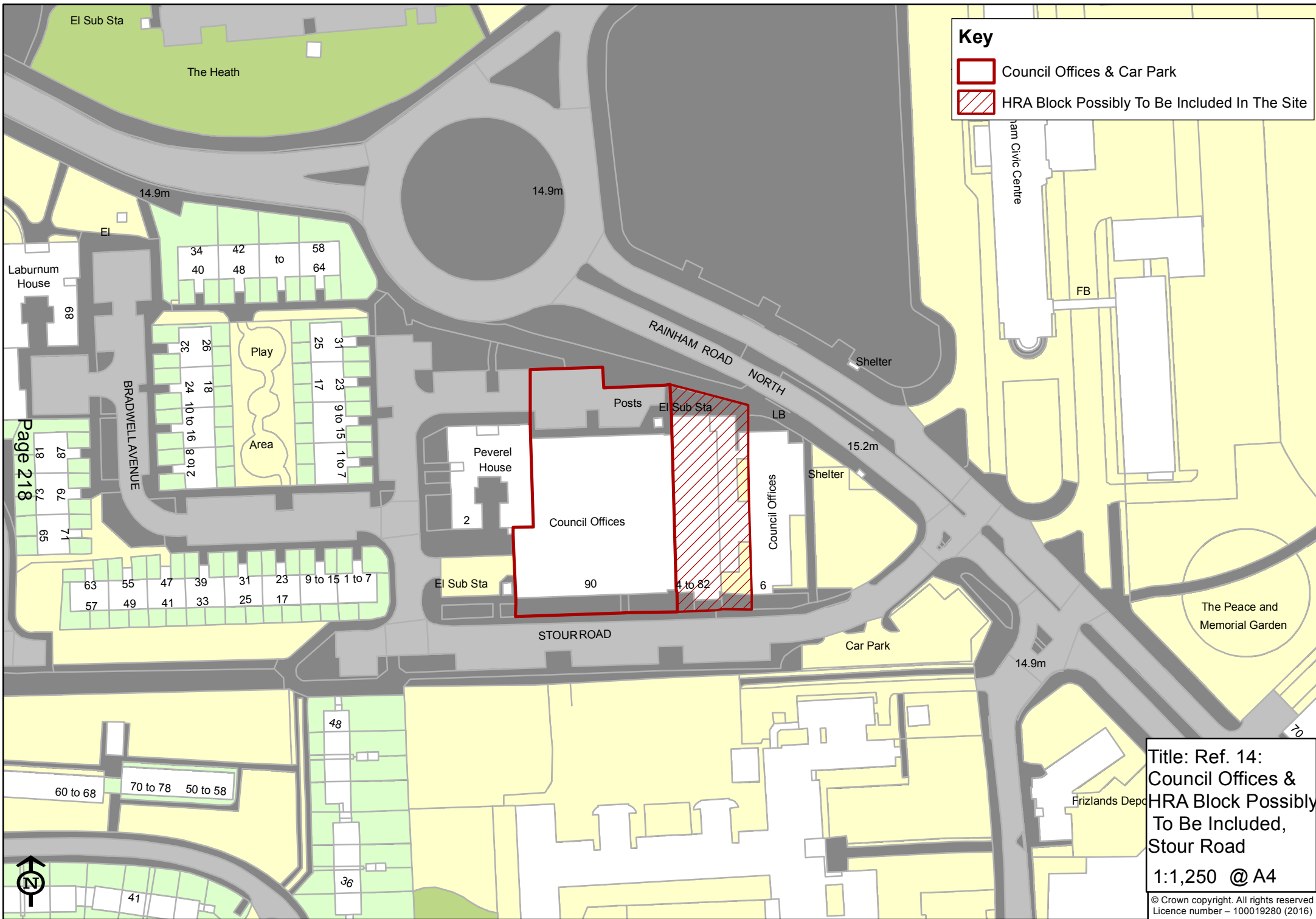
- Royal British Legion, Rectory Road
- Council Owned Land

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**Title: Ref. 13:**  
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**Dagenham**  
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**Key**

- Council Offices & Car Park
- HRA Block Possibly To Be Included In The Site

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Title: Ref. 14:  
 Council Offices &  
 HRA Block Possibly  
 To Be Included,  
 Stour Road  
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## Infill sites approved by Minute 53 (13 November 2012) - Progress and completions

Site Name	Ward	Existing use	Area / Hectares	Potential Number of new dwellings	Number of units delivered/planned Site Update
Bevan Avenue	Eastbury	Garage Site	0.10	3 Houses	Still under consideration
Wheatley Mansion	Eastbury	Garage Site	0.03	2 Houses	Still under consideration
Keir Hardy Way	Eastbury	Garage Site	0.19	3 Houses	Still under consideration
Porters Ave	Mayesbrook	Garage Site	0.12	4 Houses	3 Bungalows - completed
Ilchester/Mayesbrook	Becontree	Garage Site	0.17	6 Houses	8 Houses – planning consent achieved. Start on site in June 16
Ilchester/Mayesbrook	Becontree	Garage Site	0.17	6 Houses	8 Houses – planning consent achieved. Start on site in June 16
Oxlow Lane / Rainham Road	Heath	Garage Site	0.14	3 Houses	Adjacent site is now included in the Estate Renewal programme, sites will be developed together.
Limbourne Ave	Whalebone	Garage Site	0.32	20 flats	Part of this garage site has now been refurbished and part demolished. Feasibility was completed for Bungalow development but the site has a large water main and also requires major repair work to the retaining wall (for Crow Lane) to be able to put in foundations. Possible additional site for Modular Housing.
Maxey Road	Heath	Car Park	0.12	2 Houses	Still under consideration
Salisbury Road	Village	Car Park	0.28	10 Houses	Still under consideration – site partly in use as a depot for Decent Homes contractor.
Highland Ave	Eastbrook	Car Park	0.14	3 Houses	Still under consideration

<b>Site Name</b>	<b>Ward</b>	<b>Existing use</b>	<b>Area / Hectares</b>	<b>Potential Number of new dwellings</b>	<b>Number of units delivered/planned</b> <b>Site Update</b>
Northern Relief Road (now known as Gurdwara Way)	Abbey	Amenity Green	0.65	20 Flats	Scheme approved by Cabinet in March for 44 flats as starter homes, planning application to be submitted.
Margaret Bondfield	Eastbury	Amenity Green	0.18	6 Houses	5 Bungalows – completed
Basedale Road	Mayesbrook	Amenity Green	0.27	3 Houses	Still under consideration
Ilchester Road	Mayesbrook / Becontree	Amenity Green	0.12	2 Houses	Not taken forward following further feasibility work. Site is very narrow and access had to be retained to adjacent properties.
Humphries Close	Heath	Amenity Green	0.13	3 Houses	Still under consideration
Stansgate Road	Heath	Amenity Green	0.80	15 Houses	24 Bungalows – completed
Church Road	Village	Amenity Green	0.16	4 Houses	Still under consideration

**CABINET****19 April 2016**

<b>Title:</b> Procurement of a Replacement Children's and Adults Electronic Social Care System	
<b>Report of the Cabinet Member for Adult Social Care and Health</b>	
<b>Open Report :</b> Yes	<b>For Decision:</b> Yes
<b>Wards Affected:</b> All	<b>Key Decision:</b> No
<b>Report Author:</b> Chris Bush Commissioning and Projects Manager	<b>Contact Details:</b> Tel: 0208 227 3188 E-mail: <a href="mailto:christopher.bush@lbbd.gov.uk">christopher.bush@lbbd.gov.uk</a>
<b>Accountable Director:</b> Anne Bristow; Strategic Director for Service Development and Integration	
<p><b>Summary:</b></p> <p>The Council requires a database for Children's and Adult Social Care records in order to effectively discharge safeguarding duties, comply with a range of inspection criteria and to meet the statutory requirement to provide statistical data returns to central government departments.</p> <p>The database currently used for this purpose is known as SWIFT, and is supplied by Northgate Public Services (NPS). This database is old and no longer considered fit-for-purpose, being widely criticised by end-users and external inspectors alike. It is vital that LBBD should have a solution that offers flexibility, adaptability and future-proofing. A system that has been developed using advanced technology with a clear long-term future is likely to offer this.</p> <p>Soft market-testing has shown that the current arrangement is also comparatively expensive. The current maintenance and support contract costs circa. £350k and initial market testing has suggested that there is a considerable saving to be made on annual maintenance costs.</p> <p>The contract with Northgate formally expired in 2012 however the annual maintenance and support contract is being renewed on a bi-annual basis. The current maintenance and support contract expires in April 2018.</p> <p>In June 2015, Elevate were commissioned to develop a Full Business Case for the replacement of the current social care systems, and as a result of this a capital bid (to fund a replacement) was submitted. This was approved in February 2016.</p> <p>This report requests authorisation to conduct a procurement exercise to secure a replacement Children's and Adults Electronic Social Care System, and sets out the case for doing so using the Crown Commercial Services Framework (RM1059).</p>	

## **Recommendation(s)**

The Cabinet is recommended to:

- (i) Agree that the Council proceeds with the procurement of a new Electronic Social Care System in accordance with the strategy set out in the report;;
- (ii) Delegate authority to the Strategic Director for Service Development and Integration, in consultation with the Cabinet Member for Adult Social Care and Health, the Strategic Director Finance and Investment and the Director of Law and Governance, to award and enter into the contracts and access agreements, for the initial and relevant extended periods.

## **Reason(s)**

- To provide a fit for purpose Electronic Social Care system to support practitioners in ensuring the safeguarding of vulnerable children, adults and families.
- To provide a system that has sufficient technical resilience to meet the demands of Ambition 2020 and the dependent workstreams e.g. integration with health, productivity in Children's and Adults Social Care and the Community Solutions service.
- To provide a system capable of meeting the challenge of ongoing legislative changes, flexible working and more efficient assessment, planning and reviewing of vulnerable children and adults.
- To deliver significant financial efficiencies as set out in this report and the appended Full Business Case.

## **1. Introduction and Background**

- 1.1 The Council currently uses SWIFT, supplied by Northgate Public Services (NPS), as the core database for storing all children's and adults social care records, via the Adult's Integrated Solution (AIS) and the Integrated Children's System (ICS).
- 1.2 AIS was implemented in 2006 and ICS was implemented in 2007. Regular system upgrades have also been undertaken in line with the current annual maintenance and support contract.
- 1.3 This database is old and no longer considered fit-for-purpose, being widely criticised by end-users and external inspectors alike. It is vital that LBBD should have a system solution that offers flexibility, adaptability and future-proofing. A system that has been developed using advanced technology with a clear long-term future is likely to offer this.
- 1.4 The contract with Northgate (for SWIFT) formally expired in 2012, but has been continued through a 'confidence and supply' exchange of correspondence, which itself is time-limited to April 2018. It should be noted that this 'contract' extension has not been novated to Elevate.
- 1.5 In December 2014, Northgate were acquired by Cinven, a European private equity firm. This has not impacted or altered the current contract with Northgate and SWIFT will still be fully supported until notified otherwise.

- 1.6 The current contract costs circa. £350k per annum. Initial soft market-testing has shown that this is comparatively expensive.
- 1.7 In June 2015, the London Borough of Barking and Dagenham commissioned Elevate to produce a Full Business Case for the potential replacement of the current Electronic Social Care System (Northgate SWIFT).
- 1.8 As part of the Full Business Case development, Elevate reviewed the suitability of the current system in relation to practitioners' needs in both children's and adults social care services, including how the systems might meet the new statutory health and social care requirements, as well as considering value for money. Each area has identified issues and grounds for concern surrounding 'fitness for purpose', an area which is also of concern in terms of supporting strategic commissioning requirements. Additionally, the lack of integrated portal/web-services functionality significantly inhibits the strategic direction of the Council in delivering its Customer Access Strategy and in achieving integration with NHS services and systems.
- 1.9 A series of workshops, interviews and an analysis of user confidence in the system, reached the general consensus that the current system was not user-friendly and may, in part, contribute to staff retention issues. The technology appears to be very dated, and is often cumbersome due to the constant speed and performance issues relating to system access.
- 1.10 The technical design is based on Oracle technology, and provides a traditional 'end-to-end' case management system, based on an integrated set of modules sitting on top of an underlying relational database. It is the main information repository for social care management information, containing approximately 215,000 overall cases and 14,000 live cases, covering both services, of which nearly 8,400 clients are receiving support from the Council in some form or other.
- 1.11 Ultimately, these factors combine to provide a compelling case for change, and as a result a Capital Bid was submitted for consideration in November 2015, requesting funding for the procurement of a replacement. This was formally approved in February 2016.
- 1.12 A copy of the Full Business Case can be found at Appendix 1, which is in the exempt section of the agenda as it contains commercial financial data and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **2. Proposed Procurement Strategy**

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

- 2.1.1 The recommended procurement approach is to use the Crown Commercial Services Framework (RM1059) for the procurement of an Electronic Social Care System. This Framework expires in August 2016, however, CCS have assured Elevate that this will be extended for a further two years.
- 2.1.2 There is a business need to ensure that the processes and systems required to support children's and adults services meet regulatory requirements, are fit-for-

purpose and capable of managing critical information. Considerable work is planned to develop the specification upon which a tendering exercise would be built.

2.1.3 A summary of the high-level requirements can be found at Appendix 2.

## **2.2 Estimated Contract Value including the value of any uplift/extension period.**

2.2.1 The estimate contract value is set out at Appendix 3, which is in the exempt section of the agenda as it contains commercial financial data and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **2.3 Duration of the contract, including any options for extension**

2.3.1 The contract will be for 5 years, with an option to extend for a further two years.

2.3.2 The duration of the individual contracts based on a framework agreement does not need to coincide with the duration of that framework agreement, but might, as appropriate, be shorter or longer. In particular, it should be allowed to set the length of individual contracts based on a framework agreement taking account of factors such as the time needed for their performance, where maintenance of equipment with an expected useful life of more than four years is included or where extensive training of staff to perform the contract is needed.

2.3.3 Due to the long implementation period and the high costs involved in changing provider, we believe that the 5+2 year duration is admissible in this instance and complies with regulation 33 (3) of the Public Contracts Regulations 2015.

## **2.4 Is the contract subject to the (EU) Public Contracts Regulations 2015? If Yes and the Contract is for services, is it subject to the light touch regime?**

2.4.1 This contract is subject to the EU Public Contracts Regulations 2015 and is not subject to the light touch regime.

## **2.5 Recommended procurement procedure and reasons for the recommendation.**

2.5.1 The contract for Northgate SWIFT will remain with the Council until it expires in April 2018. It was agreed by all parties (The Council and Elevate) that the Northgate contract will not be novated to Elevate, as there is no advantage to doing this. It was also agreed that Elevate maintain the responsibility for all IT procurements, and will therefore conduct the procurement of a replacement Electronic Social Care System by default.

2.5.2 There is a need to procure an alternative system within an imminent timescale which the usual procurement route via a full open market tender process does not support. However, this can be achieved more quickly by the use of an appropriate Framework arrangement. It is proposed that the most cost-effective and efficient approach to procure a new system is option 4 (section 3.4 of this report) – through Elevate, via the CCS Framework, with a view to procuring the system in late-summer 2016.

2.5.3 The tender process will be conducted in compliance with European Union rules and principles and the Council's Contract Rules. As the recommendation is to procure via the Crown Commercial Services Framework (RM1059), the advert will be released to all suppliers/contractors part of it. This means that suppliers who are not in the Framework will not be able to submit a tender.

2.5.4 The table below summarises the expected tender timescales. Appendix 4 sets out the detailed procurement plan.

Cabinet approval	19 <sup>th</sup> April 2016
Advertise and send out tender application packs	25 <sup>th</sup> July 2016
Tender submissions to be returned	5 <sup>th</sup> September 2016
Tender evaluations (completion)	23 <sup>rd</sup> September 2016
Approval and award of contract	17 <sup>th</sup> October 2016
Start of contract delivery	October 2016

## 2.6 **The contract delivery methodology and documentation to be adopted.**

2.6.1 Service to be delivered by external providers. There will be a set of overarching framework terms and conditions that will apply to this service. At the end of the contract period, LBBB will be required to take provisions to continue with the contracted supplier, or undergo a re-procurement exercise.

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

2.7.1 The outcome is the award of a contract to one or more providers of social care solutions that best meet the award criteria for the provision of a replacement social care IT system for the Council.

2.7.2 The savings are generated from the reduction of maintenance charges for a new system; the market leading suppliers typically charge considerably lower annual fees, which usually include all legislative changes (Northgate Public Services selectively charge extra for this).

2.7.3 The estimated savings generated by this exercise are set out at Appendix 3, which is in the exempt section of the agenda as it contains commercial financial data and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

2.7.4 In addition to the savings outcomes and savings outlined above, procuring a new system will provide LBBB with the opportunity to refine processes and embed practice improvements, as well as allowing the capture of all relevant data in the most efficient way possible. A modern and efficient system that allows flexible working and is easy to use will help drive productivity, improve service performance and increase customer satisfaction.

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

2.8.1 The evaluation criteria as detailed in the (Crown Commercial Services) CCS framework terms and conditions are as follows:

- Lot 6 covers the provision of software and associated services for Social Care.
- The framework suggests a price/quality split of 40%/60%, and that is the proposal of this report.
- Price will be evaluated based upon life cycle cost analysis, including implementation costs, consultancy, licensing, maintenance etc.
- Quality will be measured based upon functionality, adaptability, meeting the core specification, aesthetics and usability.

**2.9 How the procurement will address and implement the Council’s Social Value policies.**

2.9.1 In line with the ‘Public Services Social Value Act’ public bodies are required to consider the way in which the services they commission and procure might improve the economic, social and environmental wellbeing of the area. This is governed by the Council’s Social Value policies. This procurement has no impact upon these.

**3 Options Appraisal**

**3.1 Option 1: Do Nothing**

<b>Do Nothing: Continue using current system</b>	
<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• No investment will be required in procuring and implementing a replacement system.</li> <li>• There is no dedicated resource time required for this option.</li> </ul>	<ul style="list-style-type: none"> <li>• The current issues, user dissatisfaction, value for money and technical issues with the system will continue.</li> <li>• There will be no change or improvement to the existing systems, or the way users are working.</li> <li>• Technology ‘future-proofing’ of the system is unclear.</li> <li>• Systems integration with health systems is non-existent now, and likely to be difficult to achieve in the future specifically if the system is not fit-for-purpose.</li> <li>• Financial savings/efficiencies will not be realised.</li> </ul>



### 3.2 Option 2: EU Procurement – Open Market

EU Procurement – Open Market	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>All suppliers that provide a social care IT solution are able to submit a tender.</li> </ul>	<ul style="list-style-type: none"> <li>The timescales are significantly longer than the framework procurement, which means that a solution may not be delivered within the required time.</li> <li>It is also a costly option as all tenders submitted must be evaluated, which means that resources will be required for longer periods of time.</li> </ul>

### 3.3 Option 3: Implement a bespoke solution

Implement a bespoke solution – in-house or partner development	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>LBBDD will be in control of the roadmap future development, and will have the flexibility to tailor the system to match changing requirements.</li> <li>LBBDD will own the system and will not be tied down to a supplier that could potentially disappear.</li> <li>Allows more scope for innovation when developing and designing the system.</li> </ul>	<ul style="list-style-type: none"> <li>Due to the size and complexity of the system, it will take longer to implement than an off the shelf product.</li> <li>There are significant time constraints involved.</li> <li>A significant amount of time will need to be invested, particularly during delivery.</li> <li>The cost of developing a new system will be greater than an off the shelf product.</li> <li>Ongoing costs and the support in general would be difficult to ascertain and control.</li> <li>Selecting appropriate developers will require additional time to scope.</li> <li>Financial savings/efficiencies will not be realised.</li> </ul>

### 3.4 Option 4: Join an existing framework

Join an existing framework	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>A reduction in tendering time and costs results in increased efficiencies and better value compared to a full tender process.</li> <li>Framework agreements comply with relevant EU procurement regulations.</li> <li>Mini Competitions within the framework secure competitiveness and are less time consuming compared to a full tendering process.</li> </ul>	<ul style="list-style-type: none"> <li>They are closed to new providers for the duration of the agreement.</li> </ul>

#### 4. Waiver

4.1 Not applicable

#### 5. Equalities and other Customer Impact

5.1 A robust and effective case management system is a key tool in safeguarding vulnerable children and adults in the borough by allowing accurate case oversight at individual service user level as well as providing the necessary macro-information to support solid performance management of services.

5.2 An application that lends itself to easy integration will allow for a more 'joined-up' approach for service delivery, allowing better commissioning of services and a more holistic, and therefore better, experience for service users.

#### 6. Other Considerations and Implications

##### 6.1 Risk and Risk Management

Risk Description	Mitigating Actions	RAG Status
Budget allocation proves to have been insufficient due to the complex nature the project realising additional pressures.	Project manager will inform the Project Team and Governance bodies of the resources required and expended at all stages of the project. Robust project management methodology deployed.	G
There are risks inherent in migrating data from one system to another, and this leads to slippage in the project timescale.	A data migration stream will need to take place where the appropriate resources are allocated, data is prioritised and sufficient contingency exists within the project plan for this complex component.	G
Lack of buy-in from staff in Children's and Adults social care services which leads to resistance to provide support during implementation.	Significant change management investment will be required to ensure staff are trained and familiar with the replacement system. This will require time, training and support.	G
Lack of availability of business resources and ICT staff to support the implementation and change, particularly in the context of other IT transformation projects ongoing.	The project manager will be responsible for taking an oversight of the project. Any conflicts will be raised and managed firstly by the Sponsor and then through the relevant governance arrangements.	G
Suppliers tend to underestimate costs, development and integration during the procurement phase and over promise on timescales during delivery.	Ensure a robust pre-procurement phase has been completed, with sufficient organisational and change management capacity to ensure timescales are realistic.	G
Social care services may change requirements during implementation, delaying the project and requiring additional work.	Service representatives responsible for engaging with the implementation should remain the lead throughout the duration of the project and participate in all stages of the work.	G

6.2 **TUPE, other staffing and trade union implications** – Not applicable.

6.3 **Safeguarding Children and Vulnerable Adults** - The implementation of a new case-management system, assuming a suitable system is procured, will have a positive impact upon the Council's ability to effectively safeguard vulnerable children, young people and adults. A more user-friendly, intuitive system will promote increased accuracy of recording, ensuring safeguarding managers can more easily have access to comprehensive information upon which to base decisions. Similarly, this will reduce the risk when cases are being handed between social workers (when staff changes occur).

In addition to the above, an easier to use system is likely to support the recruitment and retention of permanent social work staff (the current system has often been cited as a negative in exit interviews, as well as by Ofsted) which will support continuity and contribute toward reduced caseloads (as social work staff will not need to cover vacancies), all of which contribute towards a more effective safeguarding system).

6.4 **Health Issues** - Health and social care is being transformed so that individuals can have control over their own care. This makes having an effective database that is used to collect information the starting point if people and professionals are to feel confident about the medium in which information are collected, stored and shared.

It is important for the Council to have in place a system capable of meeting the challenge of ongoing legislative changes, flexible working and more efficient assessment, planning and reviewing of vulnerable children and adults.

6.5 **Crime and Disorder Issues** - Part of an effective strategy for improving community safety and reducing crime and disorder is an integrated response to offender management. This includes the work of the youth offending service, and that is, in principle, within scope for this system development and should therefore benefit from improved casework management. Additionally, substance misuse services are also within scope, with expected improvements in case recording, and reporting of management information to support commissioning and strategic planning.

A system which can better present information on vulnerable adults and children can also be expected to improve the ability of the partnership to identify such vulnerabilities and put preventive strategies in place for those individuals.

6.6 **Property / Asset Issues** - The Elevate ICT Service Transformation Strategy states that 75% of current back office infrastructure is either end of life or scheduled to be end of life within the upcoming 12 months requiring approximately a £2.5m replacement cost.

Procuring a new remotely hosted, browser based system will avoid the additional hardware renewal and on-going fixed costs, it will come with 24/7 supplier maintenance support and it will increase flexible working for staff.

## 7. Consultation

7.1 Consultation for this tender exercise has taken place through circulation of this report to all relevant Members and officers. The report and full business case was

also considered and approved by the Corporate Procurement Board on 29 February 2016.

- 7.2 Consultation for the Full Business Case was performed throughout the entirety of its development; they included Commissioning Leads, Group Managers and Practitioners. The FBC was formally approved by the Project Group in November 2015.

## **8. Corporate Procurement**

Implications completed by: Francis Parker, Senior Procurement Manager

- 8.1 The value of this procurement would necessitate a full OJEU compliant procurement exercise if a framework is not utilised.
- 8.2 The use of the CCS framework would greatly reduce the timescales and resource required should the council decide to run their own tender exercise.
- 8.3 The CCS framework has a comprehensive supplier list offering the full breadth of software solutions within the social care arena. All suppliers have been through a pre qualification process which reduces risk. Suppliers on the framework are likely to have dedicated bid managers for the framework which normally increases the likelihood that they will provide bids.
- 8.4 Corporate procurement recommends the CCS framework as the preferred route to market. It is the most expedient route to market which is important due to the required timescales. The supplier list is large enough to provide a good level of competition and the price/quality split will allow sufficient quality which is important for such a large investment, whilst also ensuring value for money is obtained

## **9. Financial Implications**

Implications completed by: Richard Tyler, Interim Group Finance Manager

- 9.1 The service seeks to procure a replacement Electronic Social Care system to ensure it is fit for purpose to meet the changing needs and requirements of the Council. The current contract costs £351k per annum and a decision to renew the contract would include additional hosting charges estimated at £95k a cost for which additional funding would need to be identified. Therefore the total cost to maintain the system would be £446k.
- 9.2 When the indicative annual maintenance costs arising from the market testing exercise are combined with the additional hosting charge of £95k, there will be a considerable saving, which will outweigh the capital costs over the life of the contract.
- 9.3 A capital bid has been approved to fund the implementation costs associated with the replacement system. There would also be a £500k contribution from the Adult Social care capital grant to contribute towards these costs.
- 9.4 The Council's software licensing budgets are currently managed by Elevate and further discussion will be needed to confirm how the savings generated from this

contract will be treated in relation to the elevate contract and associated savings targets.

## **10. Legal Implications**

Implications completed by: Daniel Toohey, Principal Corporate and Procurement Solicitor

- 10.1 This report is seeking approval for the procurement of IT facilities and services for Social Care use. The contract is intended to be called off the Crown Commercial Service (CCS) Framework Local Authority Software Applications (LASA) RM1059, and is proposed to run for a period of five years, with a two year extension option.
- 10.2 The CCS framework from which the contract is to be procured was established under the Public Contracts Regulations 2006 (PCR 2006). Under the Regulations, a local authority may select a provider from an established Framework Agreement, in accordance with the call-off contract procedure laid down in the relevant framework agreement.
- 10.3 Although framework contracts under the PCR 2006 do not usually run for longer than four years from commencement, Central Government Guidance states that the length of call-offs under framework agreements is not specifically limited by the Regulations. It is therefore accepted that contracts called-off frameworks may extend beyond a four year period. It should also be noted that the provisions of the new PCR 2015 Guidance (replacing the previous PCR 2006) have now clarified that call-off contracts may extend beyond a four year period.
- 10.4 Furthermore, the CCS Guidance Notes on the LASA RM1059 framework states that call-off contracts under this agreement may be entered into for up to five years initially, rising to a maximum of seven years, including any extensions.
- 10.5 Provided the call-off procedure for this framework is adhered to, the procuring department may appoint a contractor from this CCS framework.
- 10.6 The Law and Governance Team are available to assist the client department with the review and execution of relevant contracts in respect of this procurement.

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

### **List of Appendices**

- **Appendix 1** – Full Business Case (exempt information)
- **Appendix 2** – High Level Requirements
- **Appendix 3** – Estimated Contract Value and Savings (exempt information)
- **Appendix 4** – Procurement Plan

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## High-Level Requirements

1.1 There is a business need to ensure that the processes and systems required to support Children's and Adults' Services meet regulatory requirements, are fit-for-purpose and capable of managing critical information. This section of the report captures the key Adults' and Children's Services requirements that have been captured from various workshops and discussions with Practitioners, Group Managers and Commissioning Leads.

### General Requirements:

- The system must effectively support LBBD's social care business processes without the need to replicate or store information on local drives or in paper files
- The system must be flexible in adapting to any future business changes
- The core systems and the IT infrastructure should all be robust and reliable
- There needs to be a single point of access to enter and access all data
- Electronic forms for inputting data about a person or family should be well structured and easy to follow
- The system must be as easy to use and intuitive as possible for Practitioners to record data accurately and avoid errors, qualities which would make a system easy to use are:
  - Auto-save functionality
  - Spell checking facility
  - Consistent look and feel – specifically function keys and drop down menus
  - Ability to transfer common data (i.e. siblings details)
  - Advanced search facilities
  - Logical and consistent process navigation
  - Ability to enter keyboard shortcuts
- Full integration with MS Office (Outlook, Word, Excel)
- Compliance with Adults' and Children's legislative requirements (Care Act and Munro Review)
- Database interrogation facility to produce reports and statutory requirements for delivering DoH and DfE returns
- The system must be able to extract all management information reports required to meet internal information requirements
- Comprehensive integrated electronic document management system (or the integration of Anite Information@Work) – clients in the system should be linked to files in the document management system
- Navigation between the system to the electronic data and scanned documents should be seamless and intuitive
- Ability to facilitate approximately 500 users (and more) with full and read-only access to the system
- Browser-based for all component – accessible on Chromebooks via Citrix, and natively via Chrome OS or Internet Explorer
- Capability to allow mobile working (on-line and off-line) to access real time information across a wide range of devices (e.g. tablet PCs and mobile phones)
- Ability to provide an externally-hosted solution

- Financial information system (or integration with Oracle R11/R12) which is seamlessly integrated to the case management system
- Ability to locally customise and configure the system via a simple interface, and without the need for extensive programming and technical skills
- Capability to pull and push information from and to systems via web APIs
- Automated Information sharing/exchange with the systems of other partner organisations, particularly to health systems NHS (N3, CP-IS, RiO)
- Information sharing with other agencies via MASH (Police, voluntary sectors, youth offending and other partners)
- Allow automatic reminder messages to be configured to notify staff of upcoming tasks (e.g. assessments and reviews)
- Single view of a person or family, including all historical records

### **Children's Services:**

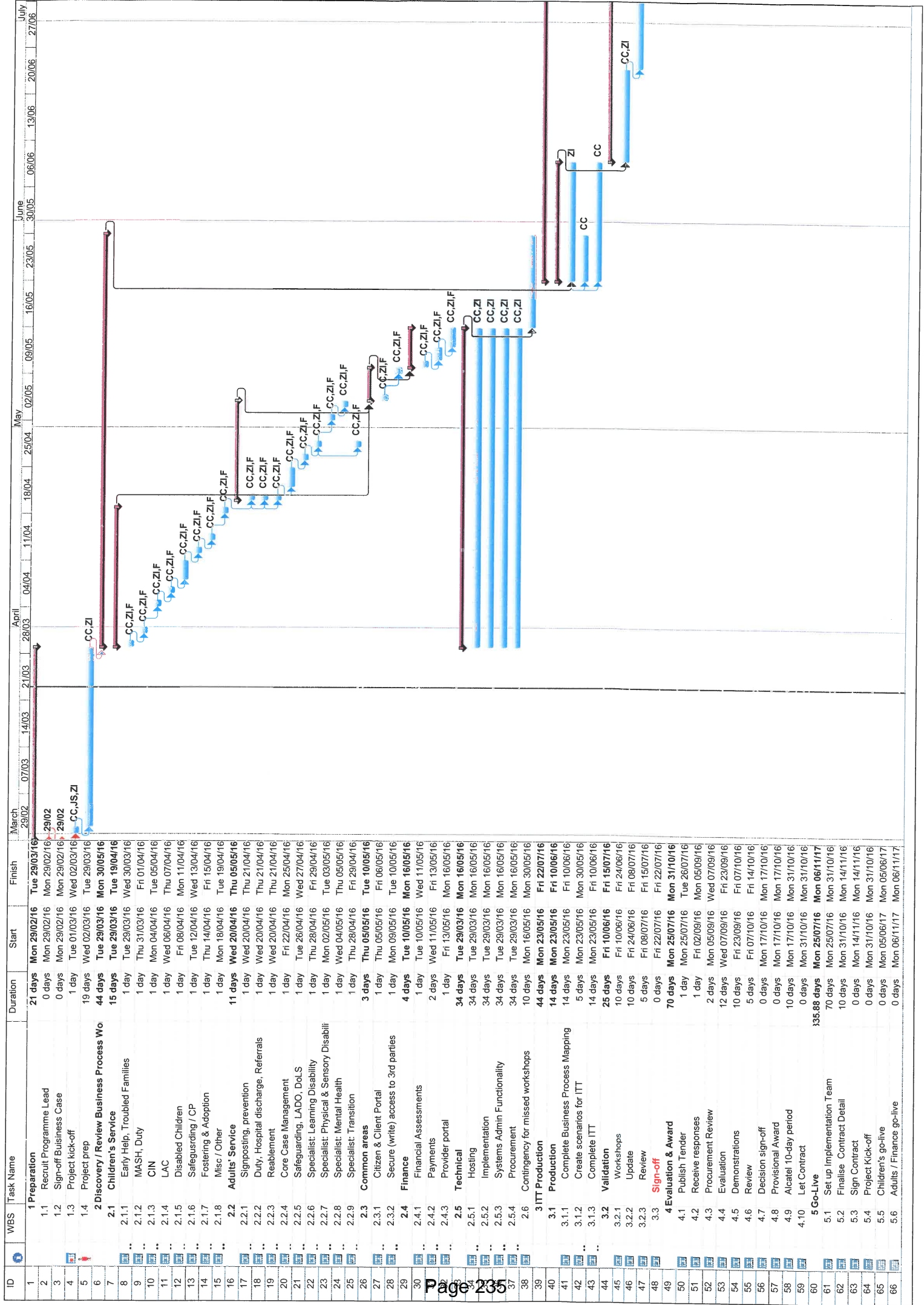
- Foster carer payments
- Adherence to the Munro review and Children's and Families Act

### **Adults' Services:**

- Integration with FACE (assessment tool) and RAS calculation
- Adherence with the Care Act (emphasis around individual client needs and their assessment)
- Self-Service Portal to enable Self-Assessment, Self-Planning and Self-Review – potential integration with MyAccount for a seamless single sign-on process
- Ability to view and have access to their account on-line for personal budgeting

- 1.2 If LBBB chooses to replace SWIFT, a more detailed requirements specification will be written up where each requirement will be ranked as essential or desirable.





ID	WBS	Task Name	Duration	Start	Finish
1	1	Preparation	21 days	Mon 29/02/16	Tue 29/03/16
2	1.1	Recruit Programme Lead	0 days	Mon 29/02/16	Mon 29/02/16
3	1.2	Sign-off Business Case	0 days	Mon 29/02/16	Mon 29/02/16
4	1.3	Project kick-off	1 day	Tue 01/03/16	Wed 02/03/16
5	1.4	Project prep	19 days	Wed 02/03/16	Tue 29/03/16
6	2	Discovery / Review Business Process Wo	44 days	Tue 29/03/16	Mon 30/05/16
7	2.1	Children's Service	15 days	Tue 29/03/16	Tue 19/04/16
8	2.1.1	Early Help, Troubled Families	1 day	Tue 29/03/16	Wed 30/03/16
9	2.1.2	IMASH, Duty	1 day	Thu 31/03/16	Fri 01/04/16
10	2.1.3	CIN	1 day	Mon 04/04/16	Tue 05/04/16
11	2.1.4	LAC	1 day	Wed 06/04/16	Thu 07/04/16
12	2.1.5	Disabled Children	1 day	Fri 08/04/16	Mon 11/04/16
13	2.1.6	Safeguarding / CP	1 day	Tue 12/04/16	Wed 13/04/16
14	2.1.7	Fostering & Adoption	1 day	Thu 14/04/16	Fri 15/04/16
15	2.1.8	Misc / Other	1 day	Mon 18/04/16	Tue 19/04/16
16	2.2	Adults' Service	11 days	Wed 20/04/16	Thu 05/05/16
17	2.2.1	Signposting, prevention	1 day	Wed 20/04/16	Thu 21/04/16
18	2.2.2	Duty, Hospital discharge, Referrals	1 day	Wed 20/04/16	Thu 21/04/16
19	2.2.3	Reablement	1 day	Fri 22/04/16	Mon 25/04/16
20	2.2.4	Core Case Management	1 day	Tue 26/04/16	Wed 27/04/16
21	2.2.5	Safeguarding, LADO, DoLS	1 day	Thu 28/04/16	Fri 29/04/16
22	2.2.6	Specialist: Learning Disability	1 day	Mon 02/05/16	Tue 03/05/16
23	2.2.7	Specialist: Physical & Sensory Disabil	1 day	Wed 04/05/16	Thu 05/05/16
24	2.2.8	Specialist: Mental Health	1 day	Thu 28/04/16	Fri 29/04/16
25	2.2.9	Specialist: Transition	1 day	Thu 28/04/16	Fri 29/04/16
26	2.3	Common areas	3 days	Thu 05/05/16	Tue 10/05/16
27	2.3.1	Citizen & Client Portal	1 day	Thu 05/05/16	Fri 06/05/16
28	2.3.2	Secure (write) access to 3rd parties	1 day	Mon 09/05/16	Tue 10/05/16
29	2.4	Finance	4 days	Tue 10/05/16	Mon 16/05/16
30	2.4.1	Financial Assessments	1 day	Tue 10/05/16	Wed 11/05/16
31	2.4.2	Payments	2 days	Wed 11/05/16	Fri 13/05/16
32	2.4.3	Provider portal	1 day	Fri 13/05/16	Mon 16/05/16
33	2.5	Technical	34 days	Tue 29/03/16	Mon 16/05/16
34	2.5.1	Hosting	34 days	Tue 29/03/16	Mon 16/05/16
35	2.5.2	Implementation	34 days	Tue 29/03/16	Mon 16/05/16
36	2.5.3	Systems Admin Functionality	34 days	Tue 29/03/16	Mon 16/05/16
37	2.5.4	Procurement	34 days	Tue 29/03/16	Mon 16/05/16
38	2.6	Contingency for missed workshops	10 days	Mon 16/05/16	Mon 30/05/16
39	3	ITT Production	44 days	Mon 23/05/16	Fri 22/07/16
40	3.1	Production	14 days	Mon 23/05/16	Fri 10/06/16
41	3.1.1	Complete Business Process Mapping	14 days	Mon 23/05/16	Fri 10/06/16
42	3.1.2	Create scenarios for ITT	5 days	Mon 23/05/16	Mon 30/05/16
43	3.1.3	Complete ITT	14 days	Mon 23/05/16	Fri 10/06/16
44	3.2	Validation	25 days	Fri 10/06/16	Fri 15/07/16
45	3.2.1	Workshops	10 days	Fri 10/06/16	Fri 24/06/16
46	3.2.2	Update	10 days	Fri 24/06/16	Fri 08/07/16
47	3.2.3	Review	5 days	Fri 08/07/16	Fri 15/07/16
48	3.3	Sign-off	0 days	Fri 22/07/16	Fri 22/07/16
49	4	Evaluation & Award	70 days	Mon 25/07/16	Mon 31/10/16
50	4.1	Publish Tender	1 day	Mon 25/07/16	Tue 26/07/16
51	4.2	Receive responses	1 day	Fri 02/09/16	Mon 05/09/16
52	4.3	Procurement Review	2 days	Mon 05/09/16	Wed 07/09/16
53	4.4	Evaluation	12 days	Wed 07/09/16	Fri 23/09/16
54	4.5	Demonstrations	10 days	Fri 23/09/16	Fri 07/10/16
55	4.6	Review	5 days	Fri 07/10/16	Fri 14/10/16
56	4.7	Decision sign-off	0 days	Mon 17/10/16	Mon 17/10/16
57	4.8	Provisional Award	0 days	Mon 17/10/16	Mon 17/10/16
58	4.9	Alcatel 10-day period	10 days	Mon 17/10/16	Mon 31/10/16
59	4.10	Let Contract	0 days	Mon 31/10/16	Mon 31/10/16
60	5	Go-Live	135.88 days	Mon 25/07/16	Mon 06/11/17
61	5.1	Set up Implementation Team	70 days	Mon 25/07/16	Mon 31/10/16
62	5.2	Finalise Contract Detail	10 days	Mon 31/10/16	Mon 14/11/16
63	5.3	Sign Contract	0 days	Mon 14/11/16	Mon 14/11/16
64	5.4	Project Kick-off	0 days	Mon 31/10/16	Mon 31/10/16
65	5.5	Children's go-live	0 days	Mon 05/06/17	Mon 05/06/17
66	5.6	Adults / Finance go-live	0 days	Mon 06/11/17	Mon 06/11/17

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**CABINET****19 April 2016**

<b>Title:</b> Establishment of the Local London Joint Committee	
<b>Report of the Leader of the Council</b>	
<b>Open Report</b>	
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
<b>Report Author:</b> Katie Brunger Strategy and Performance Officer	<b>Contact Details:</b> Tel: 020 8227 2943 E-mail: <a href="mailto:katie.brunger@lbbd.gov.uk">katie.brunger@lbbd.gov.uk</a>
<b>Accountable Divisional Director:</b> Tom Hook, Strategy and Programmes Director	
<b>Accountable Director:</b> Fiona Taylor, Head of Legal and Democratic Services	
<p><b>Summary:</b></p> <p>Barking and Dagenham has been working with seven other London Boroughs to develop a north-east London response to the devolution agenda. The partnership currently referred to as 'Local London' has been instrumental in ensuring the sub-region keeps on track in what is a fast moving devolution landscape. However, it is clear from discussions with government that for devolution to take place a pre-requisite for any devolution deal will be formal structures for the sub regions and strong governance arrangements. Therefore formally establishing Local London as a statutory joint committee in the manner outlined in this report allows the partnership to seek more meaningful devolution for the sub-region, and provides a basis upon which additional responsibilities could absorbed and programmes of work initiated.</p> <p>The grouping named 'Local London' includes:</p> <ul style="list-style-type: none"> <li>• London Borough of Barking and Dagenham</li> <li>• London Borough of Bexley</li> <li>• London Borough of Enfield</li> <li>• London Borough (Royal Borough) of Greenwich</li> <li>• London Borough of Havering</li> <li>• London Borough of Newham</li> <li>• London Borough of Redbridge</li> <li>• London Borough of Waltham Forest</li> </ul> <p>Local London provides a vehicle through which Barking and Dagenham can pursue significant and broad ambitions for the area and our borough, whilst ensuring resources are channelled appropriately.</p> <p>In order for the Government to be able to work with the grouping of boroughs and for devolution to take place, Local London requires a more formal arrangement. A joint committee arrangement is proposed, which will bring it in line with other sub regional partnerships in London and enable it to take full advantages of opportunities now and in the future. Decisions taken at the Joint Committee on behalf of Local London Boroughs will be binding and will not require further approvals from each borough.</p>	

At the Local London Leaders, Mayors and Chief Executives Strategy Group meeting on 15<sup>th</sup> March, members committed themselves to formally approving the Local London Inter Authority Agreement through their respective governance mechanisms.

This report sets out the proposed Inter-authority agreement and seeks Cabinet approval of the recommendations to enable the London Borough of Barking and Dagenham to formally become a member of Local London.

### **Recommendation(s)**

Cabinet is recommended to:

- (i) Agree the creation of the Local London Joint Committee to discharge executive functions on behalf of Local London member councils;
- (ii) Agree that the London Borough of Barking and Dagenham enters into and signs up to the Local London Inter-Authority Agreement at Appendix A to the report (incorporating the Memorandum of Understanding and Terms of Reference) to facilitate the Council's membership of Local London;
- (iii) Delegate such executive powers and authority to the Local London Joint Committee as are necessary to facilitate and implement the Objectives and programmes of Local London in accordance with the provisions of the Inter-Authority Agreement and Terms of Reference;
- (iv) Agree the appointment of the Leader and Chief Executive of the Council to the Local London Joint Committee;
- (v) Delegate authority to the Leader and Chief Executive and any substitutes appointed by them, to do all such things and enter such agreements as are required under the Inter Authority Agreement and as are agreed by the Joint Committee in furtherance of the Objectives of Local London; and
- (vi) Agree that the Council contributes £50,000 as an annual subscription to Local London.

### **Reason(s)**

Joining Local London will contribute to the delivery of the Council's vision together with the Growth Commission and Ambition 2020 goals.

## **1. Background**

- 1.1 Barking and Dagenham has a successful history of working across the sub-region, which has brought real benefits to local people. Working within Growth Boroughs and NELSA has enabled the borough to pursue its ambitions in a number of areas. However, there is now consensus amongst the sub-region that in order to move forward with devolution and growth agenda, one formal partnership is required for sub-region. It is only through a formal partnership arrangement that the boroughs

will be taken seriously and will be able to move forward with the devolution and public sector reform agenda.

- **Growth Boroughs** (formally known as host boroughs) is a partnership with other Olympic host boroughs.

Membership includes: London Borough of Barking and Dagenham, LB Newham, LB Greenwich, LB Tower Hamlets, LB Hackney and LB of Waltham Forest.

The Growth Boroughs came together as the UK's strongest potential growth area, they work together to deliver a lasting legacy from the 2012 games. Its focus is mainly around employment and skills and transport in order to achieve convergence with the rest of London by 2030. The Growth Boroughs also manage the European Structural Fund (ESF) funding. It is proposed that the Growth Boroughs continue its role around ESF funding with a zero based budget having been agreed. This means that boroughs will not be expected to pay the membership fees.

- **North East London Strategic Alliance (NELSA)**

Membership includes: London Borough of Barking and Dagenham, LB Enfield, LB Havering, LB Newham, LB Redbridge and LB Waltham Forest.

NELSA's objectives include:

- providing a sub-regional voice for north east London;
- raise its profile and make the strategic case for public and private and sector investment;
- work in partnership to implement the vision and to act as ambassadors for the area; and
- influencing key decision-makers, the development of policy in London and co-ordinating relationships between NE London, and regional and national government.

NELSA has now been disbanded with a view to move towards formalising the Local London Partnership.

- 1.2 London's devolution settlement is complex with a number of pan-London actors, most notably the Mayor, GLA, and London Councils. Whilst some issues are best addressed London-wide, many benefit from a sub-regional approach that allows for the distinct needs of the east London to be addressed. Most London Boroughs have agreed to join some form of sub-regional grouping. Some of these sub-regional groupings across London are comparable in population terms with areas such as Greater Manchester/Birmingham/Liverpool City area. A number of such groupings have already been developed in London such as the South London Partnership, the West London Alliance, and Central London Forward.
- 1.3 Local London came together to establish a case for a new settlement for local government in London and our sub-region, in order to deliver better outcomes for residents and meet the needs of the capital. The majority of the boroughs from Growth Boroughs and NELSA have now come together to create a new enhanced role for the sub-region.

- 1.4 The Local London eight boroughs are connected by shared geography and many of the challenges and opportunities traverse administrative boundaries requiring co-ordinated responses.
- 1.5 The borough needs to seek new opportunities through appropriate partnership groupings, use its resources well and ensure it has the most appropriate structures to achieve its ambitions. To this end the Council has engaged with Local London as the key delivery vehicle to some common ambitions and goals across the north east sub region. At the Leaders and Mayors and Chief Executive's meeting on the 16<sup>th</sup> February, the formal dissolution of NELSA was agreed.
- 1.6 The Local London boroughs have already made considerable progress working closely with London Councils to make the case for greater devolution. London Councils submitted 'The London Proposition' on behalf of all 33 London Councils setting out potential areas for devolution in September 2015. Since then the Government has provided some indication of areas for potential devolution. The three priority areas with greatest momentum are around employment, skills, and health.
- Employment: The proposal includes co-designing the health and work programme along with DWP. Getting those furthest away from the job market back into employment.
  - Skills: The discussions have centred around devolving the adult skills budget to sub-regions.  
Linked to the skills agenda is the Area Reviews process. The reviews aim to deliver a clear skills vision for London based on robust analysis of future economic and demographic demand. A review of FE colleges and sixth form colleges with a view to move towards fewer, larger, more resilient and efficient providers, and more effective collaboration across institution types.
  - Health: Barking and Dagenham along with Redbridge and Havering are one of five health devolution pilots in London. The pilot is to develop an Accountable Care Organisation, where primary and secondary care is more closely integrated and patient pathways are redesigned with a focus of intervening early and managing the chronically ill.

## **2. Establishing Local London**

- 2.1 In order for the Government to be able to work with the grouping of boroughs and for devolution to take place, the partnership requires a more formal arrangement. A joint committee arrangement is proposed for Local London. A Joint Committee is able to discharge executive functions on behalf of the Local London Members in so far as they relate to joint activities or areas of common concern in relation to the Local London.
- 2.2 The formalisation of the partnership will bring Local London into line with the other sub regional partnerships in London and will enable boroughs to take full advantage of the opportunities on offer now and in the future.

### **2.3 Inter-authority agreement**

Key elements of the inter-authority agreement are set out below:

### 2.3.1 Role of Local London

- To develop and implement a coordinate programme which will both seek meaningful devolution deals with regional and national government and effectively deliver on any responsibilities transferred to the sub-region.
- Ensure they work together to deliver growth and identify opportunities for devolution to the sub-region which can result in sustainable long term benefits for local residents.

Specific Objectives are set out in Appendix A, paragraph 5.

### 2.3.2 Membership

Local London is made up of eight London boroughs: Barking and Dagenham, Bexley, Enfield, Greenwich, Havering, Newham, Redbridge and Waltham Forest.

Hackney and Tower Hamlets are not part of the partnership, as in previous arrangements. They remain supportive of devolution, but not this particular sub-regional grouping. Membership is open to other neighbouring boroughs joining Local London in future if they wish to do so.

### 2.3.3 Accountable Body

Redbridge will become the accountable body for Local London, including managing and discharging the Annual Budget. It will host the Local London partnership unit headed by a Director of Local London which will develop and manage the Local London programme of work together with provision of administration and clerking support.

### 2.3.4 Finance

A joint committee arrangement with an inter-authority agreement is proposed. Each authority will contribute £50k per year.

### 2.3.5 Programme of work

Local London Members shall establish a Local London Partnership Unit (LLPU) headed by the Director of Local London, the purpose of which shall be to develop and manage the Local London programme of work. The LLPU will be responsible for continuing and further developing the existing programme of work around employment, skills, and health devolution.

### 2.3.6 Meetings

The Chief Executives board will meet regularly, at least quarterly. Chief Executive's are entitled to send a nominee who should have the same delegated powers as the Chief Executive had they attended.

A Local London Leaders, Executive Mayors and Chief Executives Strategy group will be held monthly to agree the coming agenda and discuss progress.

### 2.3.7 Memorandum of Understanding (MOU) and Terms of Reference

The MOU sets out the basis for operating the joint committee and associated activities between Local London members.

2.4 The full Local London inter-authority agreement and Memorandum of Understanding is available in Appendix A.

## 2.5 Timescales

2.5.1 The inter-authority agreement and procedure rules were discussed and agreed at the Local London meeting on March 2015. Heads of Legal in all Councils have viewed and commented on the agreement to ensure it is fit for purpose and agreeable across each borough.

2.5.2 Councils that are part of Local London are asked to seek agreement on the Inter-authority agreement paper and therefore agreeing their roles in Local London by the end of May 2016.

## 3. Consultation

3.1 The proposals have been widely consulted upon within the eight constituent Councils.

## 4. Financial Implications

Implications completed by: Kathy Freeman, Divisional Director Finance

4.1 The annual subscription charge for the Local London Partnership will be met from existing budgets. The Council previously contributes £50,000 towards the Growth Boroughs Partnership and this funding can now be used to fund the annual membership charge for the Local London Partnership.

4.2 Each borough will be expected to contribute £50,000 by 30 April each year until the termination of this agreement. This will generate £400,000 per annum to fund the running costs of the Partnership to pay for the cost of a Director of Local London, staffing costs and other running expenses. The London Borough of Redbridge has been appointed as the Accountable Body who will be responsible for managing the budget of the Partnership. As per the Local London Inter Authority Agreement, any underspends from the annual budget will be carried forward, unless all Local London Members agree to be reimbursed.

## 5. Legal Implications

Implications completed by: Fiona Taylor, Director of Law and Governance

5.1 There are no specific legal comments on this report. Governance issues have been addressed within the inter authority agreement'.

## 6. Other Implications

6.1 **Risk Management** – The boroughs legal teams and key senior officers have been fully involved in setting up the Local London arrangements. The Council maintains a corporate risk register and any key risks in association with Local London and its associated 'projects' will be considered when the register is regularly updated.



- 6.2 **Contractual Issues** – Any contractual issues relating to delivering activities to meet borough priorities will be identified and dealt with in individual project plans.
- 6.3 **Staffing Issues** – There are no specific staffing implications for our borough.
- 6.4 **Customer Impact** – The Local London approach is to ensure that it reflects and respects the views of local people, giving them a real say in how their community is run: one that unleashed the true potential of the boroughs. The role and specific objectives for Local London give a clear and consistent message to residents and partners in Barking and Dagenham about the Council's role in Local London in place shaping and providing community leadership.
- 6.5 **Safeguarding Children** - Activities to safeguard children in the borough are delivered through the Local Safeguarding Children Board (LSCB) and Children's Trust (CT). When initiatives/projects arise from Local London which may relate they will be referred to the LSCB and CT.
- 6.6 **Health Issues** - Activities to support the prevention and resolution of health issues in the borough are delivered through the Health and Wellbeing Board (HWB). When initiatives/project' arise from Local London which may relate they will be referred to the HWB
- 6.7 **Crime and Disorder Issues** - Activities to tackle crime and disorder issues are delivered through the Community Safety Partnership (CSP). When initiatives/projects arise from Local London which may relate they will be referred to the CSP.

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

**List of appendices:**

- **Appendix A:** Inter-Authority agreement and MOU for Local London

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DATED \_\_\_\_\_ 2016

LONDON BOROUGH OF BARKING & DAGENHAM

LONDON BOROUGH OF BEXLEY

LONDON BOROUGH OF ENFIELD

ROYAL BOROUGH OF GREENWICH

LONDON BOROUGH OF HAVERING

LONDON BOROUGH OF NEWHAM

LONDON BOROUGH OF REDBRIDGE

LONDON BOROUGH OF WALTHAM FOREST

LOCAL LONDON PARTNERSHIP INTER

AUTHORITY AGREEMENT

THIS AGREEMENT is made on the..... 2016 between

1. The Mayor and Burgesses of the London Borough of Barking & Dagenham, Civic Centre, Dagenham, RM10 7BN (“Barking & Dagenham”)
2. The Mayor and Burgesses of the London Borough of Bexley, Civic Offices, 2 Watling Street, Bexleyheath, Kent, DA6 7AT (“Bexley”)
3. The Mayor and Burgesses of the London Borough of Enfield, Civic Centre, Silver Street, Enfield, London, EN1 3ES (“Enfield”)
4. The Mayor and Burgesses of the Royal Borough of Greenwich, Town Hall, Wellington Street, Woolwich, London SE18 6PW (“Greenwich”)
5. The Mayor and Burgesses of the London Borough of Havering, Town Hall, Main Road, Romford, London, RM1 3BB (“Havering”)
6. The Mayor and Burgesses of the London Borough of Newham, Town Hall, Barking Road, East Ham, London, E6 2RP (“Newham”)
7. The Mayor and Burgesses of the London Borough of Redbridge, Town Hall, Ilford, London, IG1 1DD (“Redbridge”)
8. The Mayor and Burgesses of the London Borough of Waltham Forest, Town Hall, Forest Road, Walthamstow, London, E17 4JF (“Waltham Forest”)

(Here inafter jointly referred to as “Local London Members”)

## BACKGROUND

- (a) The Local London Members are the eight London boroughs who are parties to this Agreement which have joined together to develop and implement a coordinated programme which will both seek meaningful devolution deals with regional and national government, and effectively deliver on any responsibilities transferred to the sub-region (hereinafter referred to as the Local London Partnership Programme (LLPP))
- (b) Local London Members will ensure that they work together to deliver growth and identify opportunities for devolution to the sub-region which can result in sustainable long term benefits for local residents.
- (c) Local London Members have agreed to establish a Joint Committee on the basis of the Memorandum of Understanding (MOU) attached to this Agreement as The Appendix. The Joint Committee’s Terms of Reference are set out in The Schedule. The Joint Committee will discharge executive functions on the collective behalf of Local London Members in so far as they relate to joint activities or areas of common concern in relation to the delivery of the LLPP.
- (d) Local London Members have agreed to establish a Local London Partnership Unit (LLPU) which shall deliver the LLPP, including all matters therewith. Members have agreed Redbridge’s formal role as the Accountable Body for Local London, and any duties and responsibilities which are assigned to this role as outlined in section 8.

IT IS HEREBY AGREED as follows:-

1. DEFINITIONS AND INTERPRETATION

- 1.1 Words importing the singular shall include the plural and vice versa. Words importing any gender shall include all genders and words importing persons shall include bodies incorporate, unincorporated associations and partnerships.
- 1.2 Clause headings are inserted for reference only and shall not affect the interpretation or construction of this Agreement.
- 1.3 In this Agreement, the following words and expressions have the following meanings

Accountable Body	Shall mean the formal role assigned to the London Borough of Redbridge as a member of Local London. The Accountable Body shall take on the lead responsibility for delivering particular activities as from time to time identified, defined and agreed under this Agreement.
Agreement	Shall mean this Inter-Authority Agreement
Annual Budget	Shall mean the aggregate of all sums paid each Financial Year by each of the Parties
Annual Contribution	Shall mean the sum paid each Financial Year by each of the Parties in accordance with paragraph 9.2
Chief Executives Board	Shall mean the meetings of the Chief Executives of each of the Parties or their nominees in accordance with paragraph 10.1
Director of Local London	Shall mean the individual responsible for leading and managing the Local London Partnership Unit
Financial Year	Shall mean 1 April – 31 March
Joint Committee	Shall mean the Joint Committee established by the Local London Members and as described in the schedule to this Agreement
Lead Borough delivering	Shall mean one of the Parties to this Agreement which shall take on the lead responsibility for  particular activities identified

Local London Partnership Programme (LLPP)	Shall mean the programme agreed by the Parties to deliver sustainable benefits for the Parties in accordance with this Agreement
Local London Partnership Unit (LLPU)	Shall mean the staff required to deliver the LLPP as shall agreed by the Parties
Local London Members	Shall mean the London Boroughs of Barking & Dagenham, Bexley, Enfield, Greenwich, Having, Newham, Redbridge and Waltham Forest
MOU	Shall mean the Memorandum of Understanding set out in Appendix A to this agreement
Procedure Rules	Shall mean the rules of procedure governing the meetings and activities of Local London and any of its subcommittees

## 2. CONSIDERATION

2.1 In consideration of the mutual agreements set out herein, the Local London Members have granted the rights and accepted the obligations set out herein.

## 3. ENABLING POWERS

3.1 This Agreement is made pursuant to Sections 101(5), and 113(1) of the Local Government Act 1972, Section 1(1) (b) of the Local Authorities (Goods and Services) Act 1970 and Section 1 of the Localism Act 2011 (and all the other enabling powers).

3.2 It shall be the responsibility of each member to ensure they have the necessary delegations and decisions in place to give effect to this Agreement and by the act of entering into this Agreement have confirmed each of the Local London Members has met the requirements of this paragraph 3.2.

3.3 The general terms of the MOU are to be considered and approved by the Chief Executive of each of the Local London Members. The agreed MOU (The Appendix) and The Schedule as outlined in this agreement are to be signed by The Chief Executive for each of the eight Boroughs acting under delegated authority.

## 4. COMMENCEMENT

4.1 This Agreement shall commence from the date hereof and shall continue until terminated in accordance with paragraph 11.1 or 11.4.

## 5. OBJECTIVES

- 5.1 The main purpose of establishing the arrangements set out in this Agreement is for the Local London Members to collaborate on and coordinate a range of activities and opportunities that arise through greater devolution of powers from government for the purposes of:
- 5.1.1 Securing local benefits and sustainable growth for the geographical areas of the eight Local London Members.
- 5.1.2 Securing the long-term benefits for the functions carried out and services provided by the Local London Members, howsoever provided including collectively, individually or in partnership with others.
- 5.1.3 Giving strategic and operational coherence to the collaborative work of the Local London Members in relation to securing local benefits.
- 5.1.4 Establishing and facilitating the implementation of a programme for the Local London Members which ensures local benefit and sustainable legacy.
- 5.1.5 Pooling and sharing costs arising out of this Agreement equally amongst the Local London Members in order for a collaborative programme to be developed and implemented; and
- 5.1.6 Such other objectives as the Local London Members jointly agree are conducive to the joint working arrangements under this Agreement.
- 5.2 Such objectives as set out in accordance with paragraphs 5.1.1 to 5.1.6 above shall collectively be referred to as the Local London Partnership Programme (LLPP) and may be amended and varied from time to time as agreed in accordance with paragraph 7.2 of this Agreement.

## 6. LOCAL LONDON PARTNERSHIP UNIT

- 6.1 Local London Members shall establish a Local London Partnership Unit headed by the Director of Local London, the purpose of which shall be to develop and manage the Local London programme of work.
- 6.2 The LLPU shall be located and set within the structure of the Accountable Body and shall provide administrative and clerking support to the LLPP. The LLPU shall be responsible to develop, manage and administer the LLPP work streams.
- 6.3 The LLPU shall be accountable to the Local London Members and shall on request provide reports to and/or attend meetings of each or any of the Local London Members including but not limited to their respective scrutiny committee.

## 7. POWERS

- 7.1 The LLPU shall not have any delegated powers other than those expressly set out in this Agreement or as may be agreed between the Parties in accordance with the procedure for agreement set out in paragraph 7.2 below. Anything undertaken by the LLPU which cannot be delivered directly by the LLPU or which shall require contractual or other arrangements to be entered into shall be undertaken through

one of the Parties who shall be identified as a Lead Borough in accordance with the procedure for formal agreement as set out in paragraph 7.2, or as may be delegated to it by the Joint Committee.

- 7.2 Unless otherwise specified in the Agreement further agreement will be required through consensus of all Chief Executives, Leaders or Executive Mayors of the Local London Members who shall either reach agreement at the Board or in writing. Once consensus has been reached the decision shall, if required, be referred to the next available Joint Committee meeting which shall confirm the decision.
- 7.3 The Parties shall agree in accordance with the procedure for agreement in paragraph 7.2 what activities shall be undertaken, which of those activities can be delivered directly by the LLPU and which shall be delivered by one of the Parties acting as Lead Borough. Where delivery shall be by a Lead Borough the Parties shall agree which of them shall take the Lead Borough role and what resources (if any) need to be sourced and the estimated costs to be met.
- 7.4 The Parties have agreed that the following areas of activity shall be the initial activities to be undertaken:
- 7.4.1 To manage the Annual Budget, receive income, pay out expenses and reimburse costs of agreed activities in accordance with an agreed programme of activity and cost.
- 7.4.2 To recruit the Director of Local London to lead and manage the LLPU. The Director shall be responsible for recruiting, appointing and determining the engagement or secondment of other staff and advisers to the LLPU upon such terms and conditions of service as Local London Members consider necessary or desirable for the purpose of implementing the agreed objectives.
- 7.4.3 To line manage the Director of Local London and staff who shall make up the LLPU.
- 7.5 Additional activities to those set out in paragraphs 7.4.1 – 7.4.4 above shall be agreed between the Parties in accordance with the procedure for agreement set out in paragraph 7.2 above. All additional activities agreed by the Local London Members shall be evidenced in writing against this Agreement.

## 8. ACCOUNTABLE BODY AND LEAD BOROUGH ARRANGEMENTS

- 8.1 Redbridge has been identified by the Local London Members as the Accountable Body of Local London and shall perform all the functions and responsibilities of the Accountable Body and undertake and perform all such other necessary activities to facilitate the work of the Accountable Body in delivering the LLPP as provided for under this Agreement.



- 8.2 It is agreed that staff hosting activities should be undertaken by the Accountable Body. In relation to paragraph 7.4.1, appointment of staff, Redbridge has been designated as the Lead Borough in this role. For the purposes of paragraph 7.4.1 Redbridge will be the Lead Borough and employer and will subject to the provisions contained in this Agreement be responsible for the terms and conditions and day to day management of staff engaged in accordance with this Agreement.
- 8.2.1 The Accountable Body shall ensure that any and all staff engaged, except for seconded staff, will be paid and employed by the Accountable Body in accordance with Redbridge's standard terms and conditions of employment and appropriate Local Government Remuneration for such positions, subject to the Local London Member's obligations towards Redbridge in respect of such appointments as set out in this Agreement.
- 8.2.2 In discharging its role as employer of staff engaged in relation to paragraph 7.4.1 it is agreed that the Accountable Body will provide and manage staff in accordance with an appropriate job description. It is further agreed that whilst the Accountable Body will consult with the other parties to this Agreement (at such times agreed between them) as to performance of staff engaged pursuant to paragraph 7.4.1 against any agreed targets and the ongoing performance of such staff, it will be for Redbridge acting as employer to supervise and take any appropriate actions as employer in relation to staff concerned.
- 8.2.3 The Accountable Body will submit an account of the costs of all staff engaged in accordance with paragraph 7.4.1. Such account must be agreed by at least three of the Parties (not including Redbridge) to this Agreement within at least 30 days of Redbridge submitting the account for the account to fall due. Reimbursement shall be made to Redbridge from the Annual Budget within 30 days of the account being agreed in accordance with this paragraph.
- 8.2.4 The Accountable Body will only be reimbursed in accordance with a schedule of costs and salaries that have previously been agreed, by all the Parties, through the procedure for agreement set out in paragraph 7.2 above.
- 8.2.5 The Accountable Body shall be reimbursed the cost of employer's pension contributions, ill health retirements, early retirements, redundancies or buy out costs falling on it as employing Authority in accordance with this Agreement in the event that any of the staff engaged in accordance with paragraph 7.4.1 become so entitled. Such sums shall be met in equal parts by each of the Parties insofar as they are not provided for in the Annual Budget. However, no such payment shall be due in the event that liability for the payment is over and above that which each of the Parties is required to contribute and such extra cost is as a result of any avoidable negligent act or omission (determined at law) by Redbridge.
- 8.3 The Accountable Body will be responsible for hosting and discharging the Annual Budget.

- 8.3.1 In discharging the Annual Budget activity the Accountable Body will adopt standard Local Government financial control practices and principles as shall apply from time to time.
- 8.3.2 For each Financial Year the Accountable Body will produce an Annual Budget for agreement at a Chief Executives' Board and for consideration by the Joint Committee in advance of the Financial Year start and by no later than 1 March in any year which shall cover all aspects of the agreed activity to meet the LLPP and a cash flow statement.
- 8.3.3 The Accountable Body will produce where practicable a statement of expenditure and income and financial commitments for every Chief Executives' Board or where not practicable at a minimum frequency of every three months from the commencement of this Agreement.
- 8.3.4 The Accountable Body will reimburse agreed and approved items of expenditure as submitted in accordance with paragraph 8.5
- 8.4 Subject to the inclusion of sufficient funds in the Annual Budget or under any alternative funding arrangements made under paragraph 7.2 above the Accountable Body will reimburse costs for any Lead Borough activity carried out under this Agreement within 30 days of submission of a statement of expenditure provided that the said statement of expenditure is agreed as reasonable by at least three of the Local London Members (not including the Party submitting the said statement) such agreement to be provided within 30 days of submission of the statement of expenditure. Such statements of expenditure shall include all relevant proofs and details of expenditure as would ordinarily be expected by an authority acting reasonably.
- 8.5 In the event that additional Lead Boroughs are identified for certain activities under this Agreement they shall submit statements of expenditure as required in paragraph 8.4. Payments shall be made in accordance with the procedure set out in paragraph 8.4.
- 8.6 The Accountable Body will ensure the appropriate sign off processes for any key decision making undertaken by Local London Members and the Director of Local London.

## 9. THE ANNUAL BUDGET

- 9.1 Redbridge in its role as the Accountable Body of Local London shall be the Lead Borough responsible for administering the Annual Budget.
- 9.2 Subject to the provisions of paragraph 9.3 each Local London Member will pay an Annual Contribution of £50k or such other sum as shall be agreed. Payments will be made on or before the 30 April in each year until termination of this Agreement.
- 9.3 The first Annual Contribution shall be payable within 30 days of the commencement of this Agreement. Such payment shall be the contribution

payable to the Accountable Body. Annual payments thereafter shall be made payable to Accountable Body.

- 9.4 All agreed costs will be shared equally and be met from the Annual Budget.
- 9.5 Any underspends in any Financial Year will be carried forward unless all Local London Members agree to be reimbursed. Such agreement to be reached in accordance with paragraph 7.2 above.
- 9.6 Any overspends will be shared in equal parts and further equal contributions made by each of the Local London Members within 30 days of the overspend being determined by the out-turn report provided that such overspend has not arisen due to negligence, breach of this Agreement or authority being exceeded by any of the Local London Members.
- 9.7 In the event of any overspend or element of overspend caused by negligence, breach of this Agreement or authority being exceeded by any Local London Member to this Agreement, that Local London Member shall be solely responsible for the costs arising.
- 9.8 The Annual Contribution made under paragraph 9.2 may be increased in line with the rate of inflation in accordance with the annual percentage increase in the Consumer Price Index (CPI) provided a majority of the Local London Members agree. Any increase in excess of percentage increase in CPI shall require the written unanimous agreement of all Local London Members and approval in accordance with paragraph 7.2 above.

## 10. CHIEF EXECUTIVES' BOARD

- 10.1 The Chief Executives for Local London Members shall meet on a regular basis as the Chief Executives' Board and in any event not less than quarterly to review the operation of this Agreement and deal with any matters requiring their attention or approval in accordance with the provisions of this Agreement. The Chief Executives shall be entitled to send a nominee to such meetings to represent them in their absence. Such nominees should be first tier and shall have the same delegated powers as the Chief Executive would have had, had they attended.
- 10.2 A monthly Local London Leaders, Executive Mayors and Chief Executives Strategy Group meeting will be held to agree the coming agenda for Local London and to discuss the progress of Local London Members. Attendance will comprise the Chief Executives, Mayors and Leader of each Local London Member and any nominated attendee approved to represent each member.

## 11. TERMINATION AND DISSOLUTION

- 11.1 This Agreement shall terminate on such date as shall be agreed by all Local London Members.
- 11.2 In the event of termination a final account will be drawn up detailing the costs and liabilities arising from such termination. Such costs and liabilities shall include any staffing costs, redundancies and the cost of terminating any formal arrangements entered into.
- 11.3 Any net costs after deduction of any income or Annual Contributions remaining will be shared equally between the Local London Members.

11.4 In the event of one or more of the Local London Members wishing to withdraw from this Agreement, but where the LLPP effectively continues then the withdrawing Local London Member[s] will contribute equally between themselves the net cost of their withdrawal. This will include any resultant redundancy costs, any costs of terminating formal agreements and costs that fall on the remaining Local London Members not able to be defrayed by other action. Any Local London Member wishing to withdraw shall be required to give 12 months' notice in writing of the withdrawal. Such notice period may only be reduced with the written agreement of all non-withdrawing Local London Members.

## 12. ENTIRE AGREEMENT

12.1 This Agreement together with any appendices to it constitutes the entire agreement between the Local London Members with respect to the matters dealt with therein.

12.2 For the avoidance of doubt the terms of the MOU and Appendix One thereto shall be incorporated as part of this Agreement.

## 13. NO PARTNERSHIP

13.1 Nothing in this Agreement shall constitute or be deemed to constitute a partnership between any of the Local London Members and except as expressly provided herein none of the Local London Members shall have any authority to bind the others in any way save as permitted by this Agreement.

## 14. INSURANCE

14.1 The Lead Borough for the purposes of employing the staff under paragraph 8.2 above shall, unless the Local London Members agree otherwise in accordance with the procedure for agreement set out in paragraph 7.2, be the Lead Borough on insurance and insurable risks and shall, if one or more of the Parties are satisfied their current insurance cover is not sufficient, effect either jointly for the benefit of the Local London Members or for the relevant Lead Borough Employers, Public, Professional, Motor Contingency liability insurance and other such insurances the Parties agree to be appropriate and necessary in order to protect the liabilities and assets of the Local London Members.

14.2 The Lead Borough in accordance with paragraph 14.1 shall on request by one or more of the other Local London Members provide evidence of effecting such insurance including premiums together with advice and guidance to the Local London Members and the LLPU on insurance and related matters insofar as they are pertinent and relevant to the obligations and liabilities contained in this Agreement.

## 15 INDEMNITIES

15.1 The Local London Members hereto agree to indemnify the Lead Borough(s) against any costs, losses, liabilities and proceedings which the Lead Borough(s) may suffer as a result of or in connection with its obligations hereunder provided and to the extent that such costs, losses, liabilities and proceedings over and above that which each borough to this Agreement is required to contribute and such extra costs are not due to any avoidable negligent act or omission

(determined at law) of the Lead Borough(s) or breach by the Lead Borough(s) of its obligations hereunder. Any payments made to the Lead Borough(s) under this paragraph 15.1 shall be met from the Annual Budget or in equal parts by each of the Parties insofar as they are not provided for in the Annual Budget.

- 15.2 Any Lead Borough appointed hereunder shall indemnify the other Local London Members against any costs, losses, liabilities and proceedings over and above that which each Local London Member is required to contribute and such costs which the other Local London Members(s) may suffer as a result of or in connection with any breach of the Lead Borough's obligations hereunder and/or any avoidable negligent act or omission (determined at law) in relation thereto.
- 15.3 Each Local London Member shall inform the other boroughs at the earliest opportunity of any issue or matter or legal process or proceedings which may affect the Local London Member's obligations under this Agreement.

16. WAIVER

- 16.1 No failure to exercise and no delay in exercising on the part of any of the Local London Members any right power or privilege hereunder shall operate as a waiver thereof nor shall any single or partial exercise of any right power or privilege preclude any other or further exercise thereof or the exercise of any other right power or privilege.

17. EXECUTION

- 17.1 This Agreement is executed by each Local London Member by executing as a Deed the annexed Memorandum of Participation on behalf of that Local London Member and such Memorandum of Participation shall be evidence of execution by that Local London Member when Memoranda executed by all the Local London Members are incorporated into this Agreement.

18. DISPUTE RESOLUTION

- 18.1 Any dispute or difference arising out of or connected with this Agreement shall be identified by written notice from one Local London Member to the other Local London Member(s) in dispute who shall within 7 working days (or such date agreed by all Local London Members to this Agreement) of the notice meet to attempt in good faith to resolve the dispute amicably on a full and final basis.
- 18.2 If the Local London Members are not able to conduct such meeting within the 7 working day period (or other agreed period) or such meeting has taken place but the dispute or difference remains unresolved then it shall be referred to mediation if the Local London Members in dispute so agree (such mediation to be conducted as agreed between the Local London Members in dispute) or in the event that one or more of the Local London Members in dispute does not agree mediation it shall be referred to an agreed independent expert and the Local London Members agree to abide by the expert's decision without prejudice to the Local London Members' rights in law. In the absence of agreement a mediator or independent expert (whichever is the preferred route) shall be appointed by the President of the Law Society such appointment to be binding on the Local London Members. An appointed mediator or independent expert shall in addition to determination of the

dispute or difference set the process, procedure and timetable for determination of the dispute or difference.

All costs relating to resolving the dispute or difference shall be met equally by the Local London Members to this Agreement or apportioned as appropriate by the mediator/expert on the basis that resolution under this paragraph 18 was necessary.

- 18.3 Nothing in this paragraph 18 or the Agreement as a whole shall prejudice the Local London Members legal right to apply to the English Courts for emergency relief or for determination of a point of law.

## 19. NOTICES

- 19.1 All notices or decisions which are required to be given under this Agreement shall be in writing and shall be sent to the address of the recipient set out in this Agreement or such other address as the recipient may designate by notice given in accordance with the provisions of this paragraph. Any such notice may be delivered personally or by first class prepaid letter shall be deemed to have been served if by personal delivery when delivered if by first class post 48 hours after posting.

## 20. DATA PROTECTION

- 20.1 The Local London Members shall ensure full compliance with the Data Protection Act 1998 (hereinafter called the "1998 Act") and all other legislation relating to the collection and use of information as applies from time to time in respect of the control and processing of any information required under this Agreement. All Local London Members shall ensure their notifications under Section 18 and 19 of the 1998 Act are up to date and where necessary include the activities of this Agreement where the Local London Member acts as data controller for the purposes of the information.
- 20.2 Any information provided by a Local London Member to this Agreement who is a data controller of the said information to another Local London Member shall be provided to that Local London Member as Data Processor (as defined by the 1998 Act) only and nothing in this Agreement shall allow the receiving Local London Member to treat the information as though they were the data controller.

All processing by the Local London Members of any information under this Agreement shall be carried out in accordance with the Data Protection Principles (as defined by the 1998 Act).

- 20.3 Where any Local London Member receives a subject access request for information held as a result of the activities carried out in accordance with this Agreement the Local London Members shall fully cooperate in complying with the obligations under the 1998 Act in relation to that data.

## 21. FREEDOM OF INFORMATION

- 21.1 The Local London Members recognise that they are subject to legal duties which may require the disclosure of information under the Freedom of Information Act 2000 or the Environmental Information Regulations 2002 or any other applicable legislation or codes governing access to information and that the Local London

Members may be under an obligation to provide information on request. Such information may include matters relating to, arising out of or under this Agreement in any way.

21.2 The Local London Members recognise that in order to facilitate openness and accountability the general view is that all relevant information concerning its arrangements should be subject to disclosure unless the information is exempt in accordance with the provisions of the legislation and where applicable the public interest in withholding the information outweighs the public interest in disclosing it.

21.3 Where any Local London Member receives a request for information held the Local London Members shall fully cooperate in complying with the obligations under the Freedom of Information Act and all other relevant legislation in relation to that data.

## 22. SUCCESSORS BOUND

22.1 This Agreement shall be binding on and shall endure for the benefit of the successors and assignees (as the case may be) of each of the Local London Members.

## 23. ASSIGNMENT

23.1 None of the Local London Members may assign its rights and obligations in whole or in part hereunder without the prior written consent of the other Local London Members.

## 24. CONTINUING AGREEMENT

24.1 All provisions of this Agreement shall so far as they are capable of being performed and observed continue in full force and effect notwithstanding termination except in respect of those matters then already performed.

## 25. GOOD FAITH

25.1 Each of the Local London Members undertakes with each of the others to do all things reasonably within its power which are necessary or desirable to give effect to the spirit and intent of this Agreement.

## 26. SEVERABILITY

26.1 Notwithstanding that any provision of this Agreement may prove to be illegal or unenforceable the remaining provisions of this Agreement shall remain in full force and effect.

## 27. CONTRACTS (RIGHTS OF THIRD PARTIES) ACT 1999

27.1 Nothing contained in this Agreement confers or purports to confer any rights to enforce any of its terms pursuant to the Contracts (Rights of Third Parties) Act 1999 on any person who is not a party hereto.

28. VARIATION

28.1 This Agreement may be varied by agreement in writing of the Local London Members such agreement to be reached in accordance with the procedure for agreement set out in paragraph 7.2 above.

This agreement was executed as a deed on the date of this agreement

THE COMMON SEAL OF THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF BARKING & DAGENHAM was hereunto affixed in the presence of:

Authorised Signatory:

THE COMMON SEAL OF THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF BEXLEY was hereunto affixed in the presence of:

Authorized Signatory:

THE COMMON SEAL OF THE MAYOR AND BURGESSES OF THE LONDON BOROUGH OF ENFIELD was hereunto affixed in the presence of:

Authorised Signatory:

THE COMMON SEAL OF THE MAYOR AND BURGESSES OF THE ROYAL BOROUGH OF GREENWICH was hereunto affixed in the presence of:

Authorised Signatory:



THE COMMON SEAL OF THE MAYOR AND  
BURGESSES OF THE LONDON BOROUGH OF  
HAVERING was hereunto affixed in the presence of:

Authorised Signatory:

THE COMMON SEAL of THE MAYOR AND  
BURGESSES OF THE LONDON BOROUGH OF  
NEWHAM was hereunto affixed in the presence of:

Authorised Signatory:

THE COMMON SEAL of THE MAYOR AND  
BURGESSES OF THE LONDON BOROUGH OF  
REDBRIDGE was hereunto affixed in the presence  
of:

Authorised Signatory:

THE COMMON SEAL of THE MAYOR AND  
BURGESSES OF THE LONDON BOROUGH OF  
WALTHAM FOREST was hereunto affixed in the  
presence of:

Authorised Signatory:

Being an Officer of the Council of the said Borough  
authorised to attest the Common Seal

Seal Register Number

# THE APPENDIX

## MEMORANDUM OF UNDERSTANDING

### JOINT COMMITTEE OF LOCAL LONDON

#### Introduction

1. The London Boroughs of Barking and Dagenham, Bexley, Enfield, Havering Newham, Redbridge, Waltham Forest and the Royal Borough of Greenwich (the Local London Members) have decided to establish a joint committee to discharge executive functions on behalf of the Local London Members in so far as they relate to joint activities or areas of common concern in relation to the Local London Partnership Programme.

2. This Memorandum of Understanding sets out the basis for operating the joint committee and associated activities as agreed between the Local London Members. The Memorandum and the terms of reference for the joint committee (which are attached as Appendix One) will be approved by the Executive for each of the Local London Members.

#### Legal Framework

3. Section 101 (5) of the Local Government Act 1972 provides that two or more local authorities may discharge any of their functions jointly and that where joint arrangements are in force in respect of any functions, those functions may be discharged through a joint committee established by the authorities.

4. Section 101 (2) of the Local Government Act 1972 provides that unless the joint arrangements specify otherwise, a joint committee can also establish a sub-committee to discharge any of its functions or delegate functions to an officer and unless the joint arrangements or joint committee specify otherwise, a sub-committee established by a joint committee may delegate functions to an officer.

5. Appointments to a joint committee are made under section 102(1)(b) of the Local Government Act 1972 and the establishment of a joint committee is governed by The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012, issued under sections 9EA,9EBand105 of the Local Government Act 2000. The relevant Regulations provide:

a) Regulation 11 (2) - where a joint committee is established to discharge more than one function by the same authorities at the same time and at least one of those functions is an executive function in at least one authority, the joint arrangements may provide for one joint committee to discharge all the functions on behalf of all the authorities.

b) Regulation 12(3) – the decision on appointment to a joint committee should be taken by either the elected mayor, the executive leader, the executive, a member of the executive or a committee of the executive (dependent on the detailed executive arrangements that are being operated by the authority), where the joint committee is to discharge only executive functions on behalf of the executive of the authority.

c) Regulation 12 (3) - where a joint committee is discharging a function in relation to five or more local authorities and the executive is responsible for deciding on the appointment of Members, both executive and non-executive

Members may be appointed to the joint committee by the executive and the political balance requirements do not apply.

6. At present the law does not permit local authorities to discharge their functions through non local authority bodies or through mixed bodies. Therefore, stakeholders and other partners will be involved in the operation of the joint committee in an advisory capacity only.

7. A joint committee is subject to overview and scrutiny requirements under section 9(F) of the Local Government Act 2000 which provides that executive arrangements by a local authority must ensure their overview and scrutiny committee (or their overview and scrutiny committees between them) have power to scrutinise decisions made, or other action taken, in connection with the discharge of any functions which are the responsibility of the executive.

8. The 'call in' provisions also apply to a joint committee under section 9(F) of the Local Government Act 2000 which provides that the above power of an overview and scrutiny committee to review or scrutinise a decision made but not implemented, includes power to recommend that the decision be reconsidered by the person who made it.

8A. The provisions relating to executive decisions contained in the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 do not apply to the operation of this joint committee because under Regulation 2(c) of such Regulations this joint committee is not a decision maker or decision making body under Regulation 2(b) to which such Regulations refer.

9. The joint committee is not a separate legal entity and existing arrangements for lead boroughs to take on responsibility for particular activities will be made and/or continue to operate in accordance with the Inter Authority Agreement made between Local London Members dated \_ \_ \_ \_ \_ 2016.

#### Inter Authority Agreement (IAA)

10. Under the terms of the IAA any variation must be agreed by each of the Local London Member Chief Executives and for the avoidance of doubt the Executive of each of the Local London Members will also specifically delegate responsibility for agreement of the revised IAA to their respective Chief Executives.

#### Employment of Staff

11. The IAA will designate Redbridge as Lead Borough for the employment and management of staff in the new LLPU. The Director of the LLPU will be responsible for day to day management/direction of the LLPU, reporting to the joint committee through the Chief Executive's Board (see 14 below).

#### Annual Budget

12. The IAA will designate Redbridge as Lead Borough for discharging the Annual Budget and the joint committee will be responsible for managing the Annual Budget.

As part of this function, the joint committee may also make proposals for any revision in the level of contribution made by each of the Local London Members to the Annual Budget for consideration as part of each Local London Member's Annual Budget allocation process. Most of the budget will continue to be spent on staffing and accommodation for the LLPU. The IAA provides a framework for engaging and managing staff, and reporting on revisions to staffing structures. The IAA also provides arrangements for establishing and controlling a balanced annual budget funded by equal contributions from Local London Members and

grants/contributions secured from other sources.

### Chief Executives' Board

13. The IAA will provide for regular meetings of the Local London Member Chief Executives meeting formally as the Chief Executives' Board.

### Administration

14. Administrative support for the meetings of the Local London Member Chief Executive's Board and the joint committee will be provided by the London Borough of Redbridge on a Lead Borough basis and the Chief Executive of Redbridge will be formally designated as clerk to the joint committee with responsibility for the provision of administrative support.

### Overview and Scrutiny

15. Decisions of the joint committee are subject to scrutiny and 'call in' by Local London Members. Each of the eight members has established overview and scrutiny arrangements for the joint committee (and any sub-committee(s)) to include uniform time limits for the 'call in' process in each of the Local London Members.

16. In the event that a decision of the joint committee or any sub-committee is 'called in' the Chief Executive (or an officer designated by the Chief Executive) for the relevant borough will attend the relevant scrutiny committee together with one or both of the Members nominated by that borough to the joint committee or any Member of a sub-committee.

### Procedure Rules

17. The joint committee will adopt Procedure Rules to cover all matters relevant to its governance arrangements.

### Functions

18. The executive functions discharged by the joint committee shall be as specified in the terms of reference attached as The Schedule to this memorandum. The joint committee does not have power to exercise non executive functions on behalf of Local London Members.

19. The functions of the joint committee will not be limited by area, but it will only discharge executive functions that relate to joint activities or areas of common concern in relation to growth and opportunities for devolution to the sub region.

### Membership and Chair

20. The Executive for each of the Local London Members will nominate one Member to the joint committee. Each member of the joint committee may nominate a substitute to attend the joint committee should their presence be absent. Substituted members will be afforded the same powers and voting rights as nominated joint committee members. The maximum term of office for any nomination may not exceed a Member's remaining term in office and should be made by each of the Boroughs every two municipal years.

21. The joint committee will be responsible for electing a Chair and Vice Chair and it has been agreed by Local London Members that the intention of Local London Members is that the Chair of the joint committee should be the Mayor of Newham.

22. The Chair and Vice Chair of the joint committee will be elected for a two year term. After this period nominations will be sought from Local London Members to fill the two positions. Local London Members will be responsible for electing all future Chairs and Vice Chairs of the joint committee which will rotate between members.

## Agenda Management

22. The rules of procedure adopted by the joint committee as part of a Constitution shall include the following provisions relating to agenda management.

23. All prospective items of business for the joint committee established by it shall in the first instance be considered at a meeting of the Chief Executives' Board. An item shall only be included on the agenda for a joint committee meeting with the agreement of each of the Local London Members.

24. Where an item of business has been included in the agenda for a joint committee meeting in accordance with paragraph 24 above but it appears to the Chair of the joint committee that unanimity of voting may not be achieved, the Chair may propose that the agenda item be referred back to the Chief Executives' Board for further consideration.

25. Where a decision of the joint committee does not apply to all Local London Members, the delegation of functions to the joint committee is limited to those boroughs to which the decision applies so that any borough to which the decision does not apply retains the capacity to determine the issue(s) in accordance with its own procedural requirements.

## Quorum and Voting

26. The quorum for meetings of the joint committee will be one Member from each borough.

27. Each Member of the joint committee will have one vote and all questions coming or arising before the joint committee shall be decided by a majority of the members of the joint committee present and voting (paragraph 39 of Schedule 12 to the Local Government Act 1972).

## Delegation to Officers

28. The joint committee may delegate specific functions to an officer of one of the Local London Members. Any such delegation may be subject to the requirement for the officer to consult with or obtain the prior agreement of an officer (or officers) of one or more of the other Local London Members or subject to the requirement for the officer with delegated authority to consult with the Chair of the joint committee before exercising their delegated authority

## Partner and Stakeholder Representation

29. Partners and stakeholders will be invited to send observers to meetings of the joint committee as appropriate.

## Commencement

30. The joint committee will be established when this Memorandum of Understanding and the terms of reference for the joint committee (attached as The Schedule) have been approved by the executives of each Local London Member.

## The Schedule

### JOINT COMMITTEE OF LOCAL LONDON TERMS OF REFERENCE

To act as a joint committee of the London Boroughs of Barking and Dagenham, Bexley, Enfield, Havering, Newham, Redbridge, Waltham Forest and the Royal Borough of Greenwich (the Local London Membership) to discharge executive functions that relate to joint activities in areas of growth and opportunities for devolution to the sub-region.

#### 1. Functions:

To discharge on behalf of the boroughs the executive functions listed below in so far as they relate to joint activities or areas of common concern in relation to growth and opportunities for devolution to the sub-region.

1. Strategic management and expenditure of the Annual Budget as defined by the Inter Authority Agreement made between Local London Members.
2. Strategic management and expenditure of external funding and all other financial resources allocated to the joint committee, including any funding allocated to the joint committee by any or all of the Local London Members in addition to the annual budget.
3. Approval of an annual business plan.
4. To collaborate on and coordinate a range of activities and opportunities that arise through greater devolution of powers from central government.
5. Securing local benefits and sustainable growth for the geographical areas of Local London Members.
6. Securing the long-term benefits for the functions carried out and services provided by Local London Members collectively, individually or in partnership with others.
7. Strategic and operational coherence to the collaborative work of Local London Members in relation to securing local benefits.
8. Joint bidding for funding, training and employment programmes, e.g. funding from the European Union and Regional Growth Fund (RGF) where bids from one Borough will not be entertained.
9. Establishing and facilitating the implementation of a programme for Local London Members which ensures local benefit and sustainable long term growth.

Any other executive functions relating to joint activities or areas of common concern in relation to growth and opportunities for devolution to the sub-region in relation to which funding is allocated through the annual budget or in respect of which external funding or any other financial resources are allocated to the joint committee.

The governance arrangements provide flexibility so that one or more but less than all Local London Members can opt out of certain projects insofar as they relate to joint activities or areas of concern. It is within the capacity of the Joint Committee to agree that one or more but less than all Local London Members may participate in work with other authorities outside of the Local London Partnership.

The Joint Committee will agree any particular project will be undertaken by one or more boroughs outside the responsibilities of the Joint Committee.

## 2. Membership:

Eight Members, one nominated by the Executive from each of the Local London Members for a maximum period not extending beyond any Member's remaining terms of office as a councillor.

## 3. Quorum:

See point 20 in The Appendix (the MOU for the Local London Joint Committee)

## 4. Chair:

See point 21 in The Appendix (the MOU for the Local London Joint Committee)

## 5. Voting Requirements:

Each Member of the joint committee will have one vote and all questions coming or arising before the joint committee shall be decided by a majority of the members of the joint committee present and voting.

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

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