



Public Document Pack

**Haverling**  
LONDON BOROUGH

# CABINET

<b>7.30 pm</b>	<b>Wednesday 18 November 2015</b>	<b>Council Chamber - Town Hall</b>
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Members 9: Quorum 5

Councillor Roger Ramsey (Leader of the Council), Chairman

**Cabinet Member responsibility:**

Councillor Damian White

Housing

Councillor Robert Benham

Environment

Councillor Wendy Brice-Thompson

Adult Social Services and Health

Councillor Meg Davis

Children and Learning

Councillor Osman Dervish

Regulatory Services and Community Safety

Councillor Melvin Wallace

Culture and Community Engagement

Councillor Clarence Barrett

Financial Management

Councillor Ron Ower

Housing Company Development and  
OneSource Management

**Andrew Beesley  
Committee Administration Manager**

**For information about the meeting please contact:  
Grant Soderberg tel: 01708 433091  
e-mail: [grant.soderberg@onesource.co.uk](mailto:grant.soderberg@onesource.co.uk)**



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- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
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## **AGENDA**

### **1 ANNOUNCEMENTS**

On behalf of the Chairman, there will be an announcement about the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### **2 APOLOGIES FOR ABSENCE**

(if any) - receive

### **3 DISCLOSURES OF PECUNIARY INTEREST**

Members are invited to disclose any pecuniary interests in any of the items on the agenda at this point of the meeting. Members may still disclose a pecuniary interest in an item at any time prior to the consideration of the matter.

### **4 MINUTES (Pages 1 - 10)**

To approve as a correct record the minutes of the meeting held on 4 November 2015, and to authorise the Chairman to sign them.

### **5 DEMENTIA AND DIAGNOSIS TOPIC GROUP REPORT (Pages 11 - 18)**

### **6 LEARNING DISABILITIES AND SUPPORT TOPIC GROUP REPORT (Pages 19 - 36)**

### **7 ROMFORD MARKET TRANSFORMATION PROGRAMME (Pages 37 - 56)**

### **8 SOCIAL HOMEBUY (Pages 57 - 70)**

### **9 HOUSING REVENUE ACCOUNT AFFORDABLE HOUSING DEVELOPMENT PROGRAMME - PHASE 3 (Pages 71 - 80)**

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**MINUTES OF A CABINET MEETING**  
**Council Chamber - Town Hall**  
**Wednesday, 4 November 2015**  
**(7.30 - 9.00 pm)**

**Present:**

Councillor Roger Ramsey (Leader of the Council), Chairman

	<b>Cabinet Member responsibility:</b>
Councillor Damian White	Housing
Councillor Robert Benham	Environment
Councillor Wendy Brice-Thompson	Adult Social Services and Health
Councillor Meg Davis	Children and Learning
Councillor Osman Dervish	Regulatory Services and Community Safety
Councillor Melvin Wallace	Culture and Community Engagement
Councillor Clarence Barrett	Financial Management
Councillor Ron Ower	Housing Company Development and OneSource Management

Councillors Ray Morgon, Gillian Ford, Philip Martin, Keith Darvill and Graham Williamson also attended.

There was a member of the press and one member of the public present.

There were two disclosures of personal interest relating to Minute 20 - Outline Proposals to Address Early Years, Primary, Secondary and SEN Rising Rolls – Phases 3 and 4 Expansion Programme:

Councillor Wendy Brice-Thompson as a Governor of the Royal Liberty School and Damian White as a Governor of Frances Bardsley Academy.

Unless otherwise indicated, all decisions were agreed unanimously with no Member voting against.

**18 MINUTES:**

The minutes of the meeting held on 23 September 2015 were agreed as a correct record and were signed by the Chairman.

19 **THE COUNCIL'S FINANCIAL STRATEGY 2015:**

*Councillor Roger Ramsey, Leader of the Council, introduced the report*

Cabinet was reminded that it had received a report on 9 September 2015 setting out the potential funding gap in the Council's financial strategy over the next three years.

The report before it set out a range of savings options and income generation proposals with the intention of bridging the gap in the financial strategy. Members were informed that if agreed, those proposals would be integrated within the financial model as part of the Council Tax setting report which would be considered by Cabinet in January 2016 for approval by Council in February 2016.

The outcome of the local government financial settlement (LGFS) for 2016/17 would not be known until early in 2016 and the present report acknowledged the risks associated with the development of the financial strategy in the absence of any great certainty over the level of future funding.

Members were reminded that all proposals would be subject to consultation before any final decisions were made.

**Reasons for the Decision**

It was essential that the Council's financial strategy took due account of Government plans and any other material factors where these were likely to have an impact on the Council's financial position. The report represented a further significant step in developing the Council's budget strategy for the next three years and reflected the expected continued Government approach of reduced levels of funding.

**Other options considered:**

None. The Constitution required this as a step towards setting the Council's budget.

Cabinet:

1. **Noted** the latest projection of budget gap and the assumptions upon which these had been based, and the risks associated with them.
2. **Noted** the latest projection of the draft Medium Term Financial Strategy (MTFS), covering the period from 2016/17 to 2018/19, as set out in the report.
3. **Noted** that a range of corporate strategies would be impacted by the budget strategy and these would need to be updated and approved accordingly.

4. **Agreed** the final list of income generation and savings proposals as set out in Appendix A to the report for engagement with the local community, stakeholders, other interested groups, staff and unions.
5. **Agreed** to receive a further report in January 2016 which would consider the impact of the Local Government Financial Settlement (LGFS) on the MTFs and the implications for Council Tax setting.
6. **Noted** the advice of the Section 151 Officer in setting a robust budget.
7. **Approved** the demand management strategy as set out in Appendix B to the report.
8. **Approved** that the freehold interest in the sites identified in the report be declared surplus and gave authorisation for their disposal (subject to any necessary planning permissions and other consents as appropriate being obtained) and that the Head of Property, oneSource in consultation with the Director of Legal & Governance, oneSource be authorised to deal with all processes and matters arising and thereafter to complete the disposal.

20 **OUTLINE PROPOSALS TO ADDRESS EARLY YEARS, PRIMARY, SECONDARY AND SEN RISING ROLLS - PHASE III EXPANSION PROGRAMME:**

*Councillor Meg Davis, Cabinet member for Children and Learning, introduced the report*

Before Councillor Davis introduced the report, the Leader reminded Cabinet that the Council had a statutory duty to provide education for all school-age children in the borough. He recalled that during the early years of the previous decade due to the steady decline in the birth rate the borough found itself with a surplus of some 2,500 school places. The Government of the day obliged all authorities with high vacancies to reduce their capacity and at that time a number of schools were closed, but since then the birth rate had climbed again and, along with other external pressures, the position had changed significantly – not only locally, but across London – to such an extent that drastic action was now required in order to ensure that no child was left without a school place.

It was in this context that the report before Members had been drafted.

Councillor Davis thanked the Leader for that overview and added that Havering had seen an increase of over 33% in the number of births in families resident in the Borough between calendar years 2002 and 2013. Havering residents were choosing to start or/and increase their family more than other London borough, in fact the ONS live birth data for 2013 showed

that all other London boroughs experienced a drop in their birth rate from 2012 to 2013 apart from Havering which saw a 4% increase. Many London boroughs, having already experienced the increase in birth rate, were now seeing it plateau, but Havering was still at the early stages of its increase in the birth rate and therefore implementing the proposals so that local residents who were choosing to start or/and expand their family would have a local primary and then a secondary school place to send their children to was timely and imperative. An expansion programme had already begun and in 2013/14 the authority had created 10 permanent forms of entry (FE) in Primary schools together with 525 temporary places to cover short-term pressures for primary age pupils. In total 21 primary schools had expanded.

The number of Primary age pupils was expected to continue rising significantly from 20,374 in 2014/15, to 24,278 in 2019/20, which was more than 3,000 extra pupils over the next five years. There would therefore be a need to continue to make new provision available for these local children in most planning areas on both a permanent and temporary basis.

As those pupils advanced toward needing secondary education the authority's current surplus of places in the secondary sector would be eroded and surpassed. Havering would exceed its overall Secondary places (in all year groups) around 2018/19 but was projected to exceed its Year 7 capacity sooner; in 2016/17.

There were currently 3,248 places available in Havering for Year 7 pupils. The local authority would begin the process of planning additional capacity across the borough for the projected increase in secondary pupil numbers through Phase Three of its expansion programme.

The rise in demand meant that the Council needed to do two things:

1. Find ways to absorb the immediate extra demand for places, while protecting the Borough's excellent reputation for good schools – which was already well underway.
2. Plan for a longer term growth in pupil numbers, which meant creating more capacity in the Havering school system.

The report sought Cabinet's approval to an approach to managing the forecast increase in early years, primary, secondary and SEN pupil numbers beyond the current Phase 2 of the Council's Programme of Primary School Expansions.

The recommendations took account of the very wide resident, parent and stakeholder consultation outcomes, the Council's agreed Commissioning Plan for Education Provision 2015/16 - 2019/20, updated pupil forecasts and other related developments.

Approval of the recommendations would enable officers to undertake consultation with stakeholders including the encouragement of new Free Schools - where appropriate - and ensuring value for money as part of the Council's strategy for ensuring that there were sufficient school places to meet the assessment of likely future demands.



Officers would also be authorised to commission detailed feasibility work to assess, appraise and prioritise the capital implications and to firm-up specific proposals for final decision by March 2016.

**Reasons for the decision:**

This decision was necessary to ensure the provision of sufficient school places to meet the forecast rise in early years, primary, secondary and SEN pupil numbers projected beyond Phase 2 of the Council's Programme of Primary Phase School Expansions.

**Other options considered:**

A number of options had been identified in the report each requiring further consideration. So far no option had been rejected.

Not providing any additional places was not an option as the Council would be failing to meet its statutory duties..

Cabinet:

1. **Agreed** that Phases 3 and 4 of the school expansion programme should be developed based on the following approach in line with consultation responses:
  - a. To have a preference for expanding existing popular and high-performing schools and inclusion of nursery provision and Additional Resource Provisions (ARPs) where appropriate and practicable.
  - b. To consider the expansion of existing schools, but only to a maximum size of 4FE (forms of entry) in the primary phase, ensuring at all times that agreed standards of education was paramount; to consider the possible establishment of primary phase provision on secondary school sites as all-through provision and the encouragement of Free Schools where needed and they provided best value.
  - c. To begin to rationalise Published Admission Numbers (PANs) for secondary schools so that they were in multiples of 30.
2. **Agreed** the **PERMANENT** expansion - subject to consultation and statutory processes - including planning processes and consultation of the following schools:
  - d. Parsonage Farm
  - e. Crownfield Infants & Junior Schools
  - f. St Peter's Catholic School
  - g. Broadford Primary
  - h. James Oglethorpe Primary

To note that a further 1FE expansion would be required in each of the Romford and Upminster & Cranham planning areas but that work was still on-going to select those schools.

- 3 **Delegated** the power to take further decisions regarding the approval of which settings/schools should be expanded (subject to the appropriate statutory processes) for the remainder of the Phase 3 of the Expansion Programme to the Cabinet Member for Children & Learning and the Cabinet Member for Value, following consideration of the above, subject to budgetary provision being confirmed.
- 4 **Delegated** to the Director of Asset Management authority to submit planning applications, commission all associated surveys/ investigations (including transport assessment, soils survey, environmental checks etc.) and commence tender processes as required to support the development of options appraisals to deliver the phase 3 expansions required – noting that tender awards would remain the subject of separate Executive Decision(s).
- 5 **Recommended to Council** that the following items be added to the 2015/16 capital programme for phase 3 expansion:  

£16,756,152 16/17 Basic Need Grant and;  
£282,078 interest on existing S106 education contributions
- 6 **Authorised** feasibility studies to be carried out to facilitate the development of a secondary high quality and value for money expansion programme to take place in Phase 4 (2018/19) at a number of secondary schools.
- 7 **Authorised** £1m funding to be transferred from the phase 3 expansion programme to the phase 4 expansion programme to allow the most appropriate schemes to be developed to design & planning stage, noting that there was a risk that any schemes not progressed would not be eligible for capital funding, requiring alternative revenue funding to be identified.
- 8 **Noted** that plans to address Phase 4 of the Council's Expansion Programme would be the subject of future reports and that where possible the financial implications would be addressed as part of the 2016/17 and future years budget setting processes.
- 9 **Noted** that transport, parking and traffic was a key issue of concern for local residents when schools were built or expanded and that future expansion plans would incorporate an action plan to address those issues.

#### **Increasing SEN places**

- 10 **Approved** the SEN Strategy – Appendix 1 to the report - and the proposals outlined in the Strategy.

- 11 **Agreed** to open a new 16-25 SEN provision based at Avelon Road by September 2016.
- 12 **Recommended to Council** that the following items be added to the 2015/16 capital programme re; post 16 SEN: £927,000 interest on existing S106 education contributions
- 13 **Agreed** to increasing the number of Early Education and Childcare Places based on the following approach:
- a. Support the set-up of new businesses, particularly in areas of place pressure.
  - b. Engaging with maintained schools, academies and free schools to support the establishment of nursery provision to deliver the Early Education Entitlement as part of the whole school rather than engaging with a Private, Voluntary and Independent (PVI) provider especially where these were in areas of place pressure.
  - c. Encouraging and supporting schools to offer full time education and childcare (this might include Breakfast and After School Clubs) from 8am to 6pm, enabling school nurseries to deliver a more flexible offer including blocks of hours, rather than just morning or afternoon.
  - d. Engagement with both school and PVI settings to develop or expand more of these, to deliver the increased 2 year old entitlement.
  - e. Building capacity to support the delivery of the new 30 hours funded entitlement due to come into force in September 2017.
- 14 **Recommended to Council** that the following items be added to the 2015/16 current Early Years capital programme: £1,900,000 DSG Top-sliced from Early Years Capital.

21 **CONSULTATION ON YOUTH SERVICE PROPOSALS:**

*Councillor Melvin Wallace, Cabinet member for Culture and Community Engagement, introduced the report*

Cabinet was reminded that in the light of the community consultation which had taken place between May and August 2015 the report sought a decision on the Medium Term Financial Savings (MTFS) for the Youth Facilitation and MyPlace teams as from the 2016/17 financial years,

**Reasons for the decision:**

To achieve the required MTFS savings for the Youth Facilitation Service and for the MyPlace building in Harold Hill.

**Other options considered:**

The option of not proceeding with delivering the MTFS savings outlined in the report had been considered but rejected on the grounds that the outcome of the community consultation was broadly supportive of the proposals and if not implemented, alternative savings would have to be found elsewhere.

Cabinet:

1. **Noted** the outcome of the community consultation on the MTFS proposals that impacted on the Youth Facilitation and MyPlace teams, as detailed in Appendix 1 to the report.
2. **Confirmed** that the level of MTFS savings would be £516k per annum for the Youth Facilitation team, as from the 2016/17 financial year and £100k for MyPlace as from the 2017/18 financial year.
3. **Noted** that a budget of £250k per annum would be retained to support the work of the Youth Facilitation team and that a net budget of approximately £250k would be retained to deliver services at the MyPlace building.
4. **Confirmed** that Housing Revenue Account funding of £100k per annum would be allocated to work with young people living on Council estates where a high percentage of Council tenants lived.
5. **Agreed** to officers progressing restructures in both the Youth Facilitation and MyPlace teams, to achieve the required MTFS savings.
6. **Agreed** to officers progressing a procurement process that would result in the externalisation of the Youth Facilitation and MyPlace services, once the restructures in both services were implemented.

22 **AUTHORISATION TO ENTER INTO GLA HOUSING ZONE OVERARCHING BOROUGH AGREEMENT:**

*Councillor Ron Ower, Cabinet member for Housing Company Development and oneSource Management, introduced the report*

Cabinet was reminded that following its approval on the 24 September 2014, the Rainham and Beam Park Housing Zone bid was submitted to the GLA. The submission was successful and Havering's status as a Housing Zone Borough was announced on the 25 June 2015. The legal and administrative process to formally allocate monies was now in the due diligence phase with the GLA having appointed external consultants to review individual components of the bid. The London Borough of Havering

was being asked by the GLA to enter into an Overarching Borough Agreement (OBA) with it.

The OBA was the agreement which embodied the basis of the Housing Zone principles and arrangements with successful bidding Boroughs. It might be revised and/or amended at the discretion of the GLA and boroughs to reflect Zone specific or other provisions. Upon the signing of the Agreement, the GLA would allocate budget resources of £30.56m for the delivery of the Rainham and Beam Park Housing Zone programme.

Under this agreement a suite of individual funding agreements relating to each of the ten major project strands in the Rainham and Beam Park Housing Zone programme would sit. These would be drawn up as the major projects were refined as the Housing Zone moved forward and would form the contractual basis for the drawing down of Housing Zone funding.

The report sought Cabinet's approval to enter into the GLA's Overarching Borough Agreement for the Rainham and Beam Park Housing Zone and delegated authority to enter into individual funding agreements.

**Reasons for the decision:**

The Housing Zone programme would give access to significant investment in Havering which would in turn improve development viabilities and allow for investment prior to housing delivery.

**Other options considered:**

Not entering into the Overarching Borough Agreement had been rejected. From officer discussions with the GLA, housing associations and developers, it was clear that proposals for new housing already were coming forward for sites in the proposed Rainham and Beam Park Housing Zone area and it was also found that additional sites would be marketed soon - including those put forward by the GLA itself.

Without Housing Zone funding to provide essential infrastructure and land assembly, the likelihood was that development would proceed but in a piecemeal manner and with limited Council ability to guide quality of design and provide community facilities with the possible prospect of development resulting in future liabilities to the Council. With piecemeal developments, developers could argue against increased financial contributions to infrastructure and affordable housing on the grounds that their development in isolation had only a minimal impact on the area and that London's general housing shortage outweighed the need for contributions.

Cabinet:

1. **Agreed** to the Borough entering into the Overarching Borough Agreement with the GLA.
2. **Delegated** to the Leader of the Council, Cabinet Member for Housing Company Development & oneSource Management and the Group Director Community and Resources the approval of

subsequent individual transactions, project business cases and funding agreements.

3. **Agreed** to the establishment of the Rainham and Beam Park Housing Zone board and governance arrangements as set out in Section 4.0 of the report.
4. **Agreed** in principle to the establishment of funding pots of S106 and Community Infrastructure Levy (CIL) contributions from developments coming forward in the Housing Zone to support the delivery of key infrastructure and be available to assist in repaying any forward funding from 'GLA recoverable grant'. The terms of any repayment to be delegated to the Leader of the Council, the Cabinet Member for Housing Company Development & oneSource Management and the Group Director Community and Resources for approval.

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**Chairman**

**Cabinet**

**18 NOVEMBER 2015**

**Subject Heading:**

**INDIVIDUALS OVERVIEW AND  
SCRUTINY SUB-COMMITTEE –  
DEMENTIA AND DIAGNOSIS TOPIC  
GROUP REPORT**

**Cabinet Member:**

**Cllr Wendy Brice-Thompson**, Cabinet  
Member for Adult Social Care and Health  
**Isobel Cattermole**

**CMT Lead:**

Group Director for Children, Adults and  
Housing

**Report Author and contact details:**

Wendy Gough  
Committee Officer  
Tel: 01708 432441  
Wendy.gough@onesource.co.uk  
Dementia and Diagnosis in Havering

**Policy context:**

**Financial summary:**

There is none associated with this report.

**Is this a Key Decision?**

No

**Is this a Strategic Decision?**

No

**When should this matter be reviewed?**

November 2016

**Reviewing OSC:**

Individuals

**The subject matter of this report deals with the following Council Objectives**

Havering will be clean and its environment will be cared for	<input type="checkbox"/>
People will be safe, in their homes and in the community	<input checked="" type="checkbox"/>
Residents will be proud to live in Havering	<input type="checkbox"/>

**SUMMARY**

The attached report contains the findings and recommendations that had emerged after the Topic Group scrutinised the subject selected by the Sub-Committee in September 2014.

The environmental, equalities & social inclusion, financial, legal and HR implications and risks are addressed within the Topic Group's report.

**RECOMMENDATIONS**

That Cabinet **note** the report of the Topic Group.

**REPORT DETAIL**

**Introduction**

1. The attached report identifies the pre-diagnosis of dementia, the assessments that are carried out to identify memory loss and the support that is in place for people living with dementia.
2. During the review, the Topic Group noted the process for referrals from GP's to the memory service currently run by North East London NHS Foundation Trust (NELFT) and the Clinical Commissioning Group (CCG).
3. The report notes the training and education that is available to GP's to ensure early diagnosis of possible dementia together with other symptoms which could cause memory loss.
4. It also explored best practice in the borough's care home in supporting residents living with dementia. The report identifies a number of recommendations for NELFT, CCG and Adult Social Care to implement.

**REASONS AND OPTIONS**

**Reasons and Options**

Under the Local Government and Public Involvement in Health Act 2007, s. 122, Cabinet is required to consider and respond to a report of an Overview and Scrutiny Committee within two months of its agreement by that Committee or at the earliest available opportunity. In this case, Cabinet is required to do this at its meeting on 18 November 2015. Cabinet is also required to give reasons for its decisions in relating to the report, particularly in instances where it decides not to adopt one or more of the recommendations contained within the report.

Alternative Options Considered

There are no alternative options.



## IMPLICATIONS AND RISKS

### **Financial Implications and Risks:**

There are no direct financial implications arising from this report, which is for information only.

The financial implications and risks related to any proposed initiatives referred to in this report will be addressed by the Lead Member through the Health and Wellbeing Board, as the need arises. New initiatives will be subject to the appropriate authorisation process and the availability of funding.

### **Legal Implications and Risks:**

The recommendations in this Report relate mainly to the CCG and therefore this Committee has no power to require compliance. Provided this is borne in mind there are no legal implications in making these recommendations to the CCG.”

### **Human Resources Implications and Risks:**

The recommendations and content of this report do not present any HR risks or implication for the Council, or its workforce, that can be identified at this time.

### **Equalities and Social Inclusion Implications and Risks:**

The Equality Act incorporates a general duty to ensure that services meet the needs of people with protected characteristics such as disability. It also imposes a further duty to make reasonable adjustments so that people with a disability are not put at a substantial disadvantage. The recommendations made in the report should ensure that people with dementia and their carers from all communities are able to access information, advice and services. Where required, information should be provided in a variety of languages and formats. The organisation will use the concept of ‘cultural competence’ and develop services that are sensitive to clients’ cultures and to differences among people and cultural groups. The recommendations included within this report are a starting point to developing such services.

## BACKGROUND PAPERS

None to this covering report

<p style="text-align: center;"><b>REPORT OF THE INDIVIDUALS OVERVIEW AND SCRUTINY SUB-COMMITTEE DEMENTIA AND DIAGNOSIS TOPIC GROUP</b></p>
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## **1.0 BACKGROUND**

- 1.1 At its meeting on 9 September 2014, the Individual Overview and Scrutiny Sub-Committee agreed to establish a topic group to scrutinise the different stages of diagnosis, how assessments are carried out and the support in place for people living with dementia.
- 1.2 The following Members formed the topic group at its outset: Councillors June Alexander (Chairman), Ray Best, Philip Hyde, and Viddy Persaud.
- 1.3 The topic group met on five occasions, two were visits to care homes in the borough so all aspects of the support and care available in Havering could be reviewed. The Topic Group has now reached its findings and conclusions which are detailed in this report

## **2.0 SCOPE OF THE REVIEW**

- 2.1 Awareness for all of memory loss
  - Where information can be sought
  - Contact details for advice and support (advertisement of)
- 2.2 Pre-diagnosis
  - What the GP assesses?
  - What training is available for GP in carrying out assessments?
  - What determines a referral to the Memory Service?
  - Other symptoms that may cause memory loss, which are not dementia related.
- 2.3 Understanding the diagnosis
  - What is offered by the Memory Service?
  - What other services are available and by whom?
- 2.4 Living with Dementia
  - What services are there for people living with dementia?
  - How do people who live with dementia cope?

## **3.0 FINDINGS**

- 3.1 The group met with representatives from the North East London NHS Foundation Trust (NELFT) and Clinical Commissioning Group (CCG) to understand how referrals were made to the Memory Service and care homes. The GP explained that generally patients, partners or relatives will pick up on the signs of memory loss and contact the GP. All

patients were assessed as there could often be other issues that can cause memory loss. These included UTI's Vitamin B12 deficiency, constipation, depression, anaemia or thyroid problems. If none of these issues were present, then the patient was referred to the memory service, which is run by NELFT. The memory service carried out a diagnosis to find out if dementia is the cause. Referrals to specific nursing homes with specialist nurses for people with dementia were made by NELFT or the GP.

- 3.2 The group asked if patients were tested for dementia at the same time as other health checks were carried out, i.e. flu jab. It was explained that a mini-cognitive screening was carried out at some GP surgeries, however not all. It was noted that Havering had become the second London Borough to be awarded "working to become a Dementia friendly community" status. As a result of the DAA, all GP surgeries had signed up to provide extended appointment times, or appointments at times when it suits the patient. All practices had committed to this. (Recommendation 4.1)
- 3.3 The group asked about the training and education of GP in identifying possible dementia and how this was monitored. It was noted that there was a GP master class which was an accredited course and run by an old age psychiatrist. This training was open to all GP's, however whilst a percentage of GP's had been trained, there was a difference between being trained and putting into practice. The group agreed that this was something that all GP's should commit to, as it was important for the ageing population of Havering. (Recommendations 4.2)
- 3.4 It was noted that there were 126 GPs over 48 practices in Havering. At least one GP from each of these practices had been on the training, with more training planned for the future.
- 3.5 The group was informed that the waiting time for a referral from a GP to the Memory Service was 3.8 weeks, a second appointment with the Memory Service, if it was felt necessary, was hoped to be achieved within 4.2 weeks. Therefore it was a total of 8 weeks for diagnosis and treatment to start. Members felt that this was an improvement however would wish for a shorter time scale to be put in place. (Recommendation 4.3)
- 3.6 The group raised concerns about where friends and family can go to get advice, if they suspect someone has early signs of memory loss. It was stated that there were a number of places that individuals could contact to get advice, these included the Alzheimer's Society, The Adult Social Care Front Door service and for those wishing to access information online, the Adult Social Care Information and Advice platform could assist. Members agreed that these contacts needed to be publicised more. (Recommendation 4.4)
- 3.7 Further concerns were raised about family and friends speaking direct to their relatives GP about any memory loss concerns. It was noted

## Cabinet 18 November 2015

that under the data protection act family and friends could only speak to a GP with the consent of the patient.

- 3.8 Following advice from officers, the group agreed that if individuals were to consider advance care planning, including giving consent to a relative or friend, before any sign of memory loss, this would assist in being able to speak to the GP about their concerns. (Recommendation 4.5)

### CCG Focus Group, Alzheimer's Society, St Cedds.

- 3.9 The group was invited to a focus group, run by the CCG and Dementia Action Alliance. This included people living with dementia and their carer's. The CCG was keen to engage with the group to find out what could be put in place to make life easier for people living with dementia and their carer's.
- 3.10 The group found that in the majority of cases an early diagnosis would be beneficial together with the support from GP's. Others explained that they were not aware of the support groups run by the Alzheimer's Society, like "Singing for the Brain", and this needed to be more publically advertised.
- 3.11 The group agreed that there needed to be more publicity around the early signs of dementia, so that a professional diagnosis could be made, and support put in place for the individual and for their family. (Recommendation 4.6)

### Visit to Care Homes in the Borough

- 3.12 The group visited two care homes in the borough to understand the care, support and activities that were available. The group gained an understanding of what worked well in care homes. These included a smaller sized home, with no more than 40 bedrooms, ensuring that there were adequate members of staff, all of whom had a good working relationship with the residents and ensuring that there were management on call seven days a week.
- 3.13 Other areas which the group felt worked well were having access to a secure garden, residents being encourage to personalise their own rooms and choice across all aspects of what the residents wished to participate in. The group were able to observe different activities and were informed that there was a number of entertainment sessions provided, including professional singers, Pets as Therapy Dogs, and organised day trips. The group felt that a home should feel safe, secure and welcoming for all its residents and visitors.
- 3.14 The group found areas which did not work so well and would need improving upon. These included little choice at meal times, grouped entertainment and activities, as it was observed that not all residents would participate or be engaged.

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- 3.15 The group felt that a care home environment should not be clinical, residents should be treated with respect and ensure that their needs are met. (Recommendation 4.7)

### **4.0 RECOMMENDATIONS**

- 4.1 To ensure that GPs are carrying out memory tests during general and routine health checks of individuals and ensure that appointment times are provided when it suits the patient.
- 4.2 To ensure that all GP's are trained in recognising the first signs of memory loss and to ensure that these skills are put into practice alongside recommendation 4.1.
- 4.3 To reduce the number of weeks for diagnosis and treatment of individuals at the Memory Clinic.
- 4.4 To publicise relevant contact details for information and advice more widely, using local publications such as "Living".
- 4.5 To promote and encourage advanced care planning for individuals so that GP's have "early consent" from patients for GP's to be able to hear relatives concerns and advise accordingly.
- 4.6 To publicise the early possible symptoms of dementia through a national and local advertising campaign.
- 4.7 For the Individuals Overview and Scrutiny Sub-Committee to receive regular updates from the Quality and Brokerage and Safeguarding Teams on any issues raised in respect of care homes in the borough.

### **ACKNOWLEDGEMENTS**

During the course of its review, the topic group met and held discussions with the following people:

Wellington Makala – NELFT

Clare Burns – CCG

Jordanna Hamberger – CCG

Dr Maurice Sanomi – Clinical Director at CCG and local GP

Barbara Nicholls – Head of Adult Social Care and Commissioning

**The following comments are submitted by members of staff:**

#### **Financial Implications and Risks:**

There are no direct financial implications arising from this report, which is for information only.

The financial implications and risks related to any proposed initiatives referred to in this report will be addressed by the Lead Member through the Health and

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Wellbeing Board, as the need arises. New initiatives will be subject to the appropriate authorisation process and the availability of funding.

### **Legal Implications and Risks:**

The recommendations in this Report relate mainly to the CCG and therefore this Committee has no power to require compliance. Provided this is borne in mind there are no legal implications in making these recommendations to the CCG.”

### **Human Resources Implications and Risks:**

The recommendations and content of this report do not present any HR risks or implication for the Council, or its workforce, that can be identified at this time.

### **Equalities and Social Inclusion Implications and Risks:**

The Equality Act incorporates a general duty to ensure that services meet the needs of people with protected characteristics such as disability. It also imposes a further duty to make reasonable adjustments so that people with a disability are not put at a substantial disadvantage. The recommendations made in the report should ensure that people with dementia and their carers from all communities are able to access information, advice and services. Where required, information should be provided in a variety of languages and formats. The organisation will use the concept of ‘cultural competence’ and develop services that are sensitive to clients’ cultures and to differences among people and cultural groups. The recommendations included within this report are a starting point to developing such services.

## **Background Papers List**

Notes of Dementia and Diagnosis Topic Group Meetings:

8 October 2014  
4 November 2015  
16 April 2015  
22 April 2015  
4 August 2015

**Cabinet**

**4 NOVEMBER 2015**

**Subject Heading:**

**INDIVIDUALS OVERVIEW AND  
SCRUTINY SUB-COMMITTEE –  
LEARNING DISABILITIES AND  
SUPPORT TOPIC GROUP REPORT**

**Cabinet Member:**

**Cllr Wendy Brice-Thompson**, Cabinet  
Member for Adult Social Care and Health

**CMT Lead:**

**Isobel Cattermole**  
Group Director for Children, Adults and  
Housing

**Report Author and contact details:**

Wendy Gough  
Committee Officer  
Tel: 01708 432441  
wendy.gough@onesource.co.uk  
Learning Disabilities and Support in  
Havering  
There is none associated with this report.

**Policy context:**

**Financial summary:**

**Is this a Key Decision?**

No

**Is this a Strategic Decision?**

No

**When should this matter be reviewed?**

November 2016

**Reviewing OSC:**

Individuals

**The subject matter of this report deals with the following Council Objectives**

Havering will be clean and its environment will be cared for	<input type="checkbox"/>
People will be safe, in their homes and in the community	<input checked="" type="checkbox"/>
Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

**SUMMARY**

The attached report contains the findings and recommendations that had emerged after the Topic Group scrutinised the subject selected by the Sub-Committee in September 2014.

The environmental, equalities & social inclusion, financial, legal and HR implications and risks are addressed within the Topic Group's report.

## RECOMMENDATIONS

That Cabinet:

1. **Notes** the report and
2. **Authorises** the Lead Member to establish a link between the Local Authority and Job Centre to enable people with a learning disability to obtain employment.

## REPORT DETAIL

1. The attached report identified the support that is available to young people with learning disabilities with transition from School to College/ Further Education, and where capable, into work opportunities.
2. During the review, the Topic Group noted that the changes from current statement to Education Health and Care Plans were part of the Children's and Families Act which became law on 1 September 2014.
3. The report considered how these Education Health and Care Plans should be written to ensure that they are person-centred.
4. The report identified a number of recommendations for officers and external partners to ensure a joint working approach with the best outcomes for the child.

## REASONS AND OPTIONS

Reasons for the Decision

Under the Local Government and Public Involvement in Health Act 2007, s. 122, Cabinet is required to consider and respond to a report of an Overview and Scrutiny Committee within two months of its agreement by that Committee or at the earliest available opportunity. In this case, Cabinet is required to do this at its meeting on 18 November 2015. Cabinet is also required to give reasons for its decisions in relating to the report, particularly in instances where it decides not to adopt one or more of the recommendations contained within the report.

Alternative Options Considered



There are no alternative options.

**IMPLICATIONS AND RISKS**

**Financial Implications and Risks:**

There are no direct financial implications arising from the implementation of these recommendations, although, should demand and pressure be raised due to the review and training of developing Education Health Care Plans, this may result to pressure on staffing should the need become apparent.

Currently the Prospects contract has been reduced to statutory minimum. Should the criteria or remit need to be revisited in what it provides, funding will need to be identified.

Joint working with the schools and agencies would be recommended to encourage awareness and understanding, to avoid essential people missing out on needs that are required.

Any additional cost implication to arise should additional resources be required will need to be met from existing resources and any specific grants allocated for new burdens, or by reallocation of existing resources.

**Legal Implications and Risks:**

There are no apparent legal implications in noting the contents of the Topic Group Report and no recommendations which appear to have any legal risks if implemented

**Human Resources Implications and Risks:**

There are no direct HR implications or risks, to the Council or its workforce, that can be identified at this time from the recommendations made to Members in this report. If the recommendations from the outcome of this review of support by the Topic Group are subsequently endorsed by Cabinet for implementation, as read, this may impact on the Council's services in terms of capacity, staffing levels and training undertaking within relevant teams with responsibility for EHC Plans and support for young people with learning disabilities and/or learning difficulties.

**Equalities and Social Inclusion Implications and Risks:**

The overriding principle of equality legislation is generally one of equal treatment. However, the provisions relating to education, work and disability discrimination are different in that public authorities in the exercise of their public functions may, and often must, treat a disabled person more favourably than a person who is not disabled and may have to make changes to their

practices and proactively consider reasonable adjustments to ensure, as far as is reasonably possible, that a disabled person can benefit from what they offer to the same extent that a person without a disability can. The implementation of the recommendations set out in this report aim to ensure that children/young people with disabilities and their parents/guardians receive person-centred support and appropriate advice and guidance to be able to fully participate in public life both during their childhood and adulthood. The recommendations relating to improved access to information and advice will help ensure that parents and children are aware of support available to them upon leaving school and entering further education or work. As these recommendations are implemented it will be important to capture equalities data on usage and where possible satisfaction of these improvements. In doing so the organisation will be able to identify any gaps or issues that need to be addressed, minimise potential negative impact and optimise positive outcomes for service users, and will be able to demonstrate compliance with the duties set out in the Equality Act. The recommendations relating to a closer relationship with the business sector may benefit from the organisation developing key points from the well- established business case for employing disabled people. This could be disseminated with a view to dispelling some myths around employing disabled people. Again the benefits of this and any related activity stated in the report will need to be captured. The suggested improvements to the EHCP process, subject to these being implemented will help ensure that the process is more inclusive and accessible, and the support that children/young people with learning disabilities and their parents/guardians receive is needs based and person-centred.

**BACKGROUND PAPERS**

None

<p style="text-align: center;"><b>REPORT OF THE INDIVIDUALS OVERVIEW AND SCRUTINY SUB-COMMITTEE LEARNING DISABILITIES AND SUPPORT TOPIC GROUP</b></p>
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**1.0 BACKGROUND**

- 1.1 At its meeting on 9 September 2014, the Individual Overview and Scrutiny Sub-Committee agreed to establish a topic group to scrutinise the support available to young people with learning disabilities with transition from School to College/ Further Education, and where capable, into work opportunities.
- 1.2 The following Members formed the topic group at its outset: Councillors Darren Wise (Chairman), June Alexander, Ray Best, Philip Hyde, Nic Dodin and Gillian Ford.
- 1.3 The topic group met on eight occasions, one was a visit to the Bungalow at Quarles College, and so all aspects of the support available in Havering could be reviewed. The Topic Group has now reached its findings and conclusions which are detailed in this report

**2.0 SCOPE OF THE REVIEW**

- 2.1 To review the Education Health and Care Plans current status and programme of work.
- 2.2 To understand the transition arrangement and support available to individuals through College/ Further Education.
- 2.3 To understand the level of information that is available in respect of employment for those with learning difficulties.
- 2.4 To understand how people with learning difficulties are supported in the workplace in private and public sector by the Council.
- 2.5 To understand the access to advocacy that people with learning difficulties have.
- 2.6 To understand the access to skills training that people with learning difficulties have in respect of finding employment, including interviewing skills in both public and private sector roles.

**3.0 FINDINGS**

Learning Disabilities Team (Adults)

- 3.1 The group was informed that the Learning Disability Team was a joint service with North East London Foundation Trust (NELFT). The service had approximately 42 staff consisting of both Learning Disabilities and Health functions including speech and language

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therapists, occupational therapists and care managers. The service ran from the Hermitage in Hornchurch, where a number of clinics were also run.

- 3.2 The group noted that the Learning Disability Team was aware of 700 people (18+) who accessed the Learning Disability Service, however it was noted that from the last Census (2011) it was evidenced that there was a total of 2500 people, of all ages, with a learning disability or difficulty. Of the 700 that were known, there was 120 in residential care, 100 in supported living and the rest in their own homes with family.
- 3.3 The group was informed of a number of private providers who offered care and employment opportunities. These included Jackson's Café in High Street, Romford who provided catering opportunities for people with learning disabilities and Shaw Trust who ran a gardening programme at the Crematorium. There were 63 private care providers in total including East Living, Voyage and A2 Dominion. However, not all providers were used, and there were a number of "pop-up providers". Officers explained that anyone could set up day care, supported living and residential care, however day care and supported living does not need registration with the CQC. This made the "pop-up providers" difficult to regulate. The Learning Disability Team was working closely with planning and commissioners about the services that were needed in the borough and "pop-up providers". The group raised concern about providers who were not registered and how those would be monitored for safeguarding.
- 3.4 The group agreed that they would wish to look more at younger people and how they were supported through school, and the transition to College/ University, and capable of entering into employment.

### Learning Disabilities and Support for 0-25 year olds

- 3.5 The group met with parent representatives from Positive Parents and Special Educational Needs Support and Advocacy (SENSA). Positive Parents was a parent forum across Havering which was government funded, they supported parents and carers of children and young people with all disabilities aged 0-25, and acted as the link between parents and providers in order to ensure that services were designed in a way that maximises their potential. SENSA provided training on SEN and an advocacy service for parents of children with learning disabilities.
- 3.6 Positive Parents and SENSA explained to the group that there were a number of issues in respect of the Education Health and Care Plans (EHCP), as they were not in the spirit as the government had first suggested, were very basic and not at all parent friendly. Positive Parents, were of the opinion, that there had been no parent input into the initial plans. The initial plan was based on the DfE guidance, which included questions on pregnancy and pre-natal information. Positive Parents felt that this information was irrelevant to the plan. The group

noted that this had changed as the EHCP's evolved. Positive Parents had 490 members and had suggested a number of changes to the form at a local level to make it more child and parent friendly. Whilst these had been taken on board by the Borough, this was only in relation to Part A; there were other parts that needed reviewing. An EHCP should be written with the child at the centre of it, which was a different way of working, but essential in ensuring that the plan was effective. (Recommendation 4.1)

- 3.7 Positive Parents stated that, in their opinion, there were no procedures available in some schools, as to how the current statements would be converted to EHCP. It was understood that there was a 14 week period to convert (this had subsequently changed to 21 weeks to become a more manageable target). The responsibility had been passed to schools to convert the statements, however they had only undertaken one-days training, which was felt to be insufficient. The group agreed that they would need to speak with officers within Learning and Achievement to understand this process.
- 3.8 The group met with the Head of Learning and Achievement to understand the processes in place for the conversion of the current statements to EHCPs. The group was informed that the changes were part of the Children's and Families Act which became law on 1 September 2014. The borough were working closely now with Positive Parents to commission the work over a host of strands. The main difference of the Children and Families Act was that it covered individuals from 0-25 years old, whereas Adult Social Care covered individuals from 18 and over. The challenges would be in ensuring that the two services worked together.
- 3.9 The group noted that there was approximately 1000 statements in the process of being converted, with another 400 young people in post 16 education, totalling 1400 children and young people to "convert" to EHCPs.
- 3.10 Officers explained to the group that the Local Offer on the Havering website had been publicised to offer support for families and children with disabilities. It was added that it was easy for families to access the information as it was designed so that it could be viewed on a tablet, computer or smart phone. The group felt that this needed to be publicised more, as it was not something that they as members, were aware of. Officers stated that the Local Offer was a legal requirement of the Children and Families Act and the Department of Education had said it was one of the best Local Offers in the country. (Recommendation 4.2)
- 3.11 Positive Parents said that they had publicised the process of the conversions to their members, however there were still some parents that had not been aware of the process. Officers explained that there was a parent friendly booklet which had been given to schools to distribute to families. The group noted that it appeared that many families did not receive this booklet. SENSA informed the group that

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they were now receiving more enquiries from families of secondary school children as the schools appear not to be aware of the conversion process. It was noted that often there would be a breakdown in communication with parents, especially if the parents may have a learning disability or another need which they needed support with. (Recommendation 4.3)

- 3.12 The group viewed the current EHCP that was being used. The EHCP was a working document that would evolve as the time went on. There were a number of representatives who looked at the document, including SENCOs, Schools, Health and Social Care and parents. Concerns were raised by both Positive Parents and SENSA on the "All about me" section of the EHCP form. They stated that fears, phobias and anxieties were not always recorded. Often schools may not be aware of these, or they had not been picked up at all. Parents needed to be prompted by professionals supporting the implementation of this section of the plan.
- 3.13 Other parts of the form also raised concern as it was felt that some of the headings of the sections which needed to be completed by professionals i.e. teachers, psychologist etc. together with parents and where necessary the child. The language used in the headings was not clear for parents to understand exactly what is needed in each section. Officers explained that it was necessary to have these headings as professionals would understand and the sections needed to be labelled in this specific way should the EHCP be needed in a court of law. The group felt that an explanatory note needed to be included so that parents and others were aware of what each heading meant. (Recommendation 4.4)
- 3.14 The group was informed that the SEN team would get involved with children from an early age. Key workers in early years setting should be picking up on any difficulties so that children aged 0-5 could be diagnosed and support put in place at an earlier stage. There were also good links with the local hospital in the maternity unit, picking up any disabilities from birth.
- 3.15 The group noted that the transition meetings were only between the school and the parents. Initially schools did not feel that it was their responsibility to invite any other agencies (Health, social care etc.) Therefore the majority of meetings were just taking place between the school and the parents. Some parents were not aware of who should be at the meeting or what they are for. The group agreed that a checklist of what should take place be made available to assist all involved in the process and to add to the guidance that may already be available. (Recommendation 4.5)

### External agencies/ support

- 3.16 The group met with representatives from Prospects and Havering College to understand the process currently in place for transition between school and colleges. Prospects were contracted by the

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London Borough of Havering to provide information, advice and guidance, and were responsible for preparing the section S139A assessment for young people to make the transition from school.

- 3.17 Prospects held two contracts, one with schools to provide career guidance to children and the second with the London Borough of Havering to provide targeted support to young people with special needs. Prospects provided advice and guidance in the production of EHCPs, they attended the young person's Year 9 review, which was a statutory requirement, and again in Year 11 at the point of transition. It was noted that this year's year 11 cohort would be the first to be converted to EHCPs.
- 3.18 The group noted that schools purchase a number of days for career guidance. Each school decided how to use the resource they have purchased, some pupils require one hour, some may only need 30 minutes dependent on how the individual School decides to use its resource. The challenge for Prospects was to influence schools to be more flexible. All schools currently bought a minimum of 40 days of support, some purchased more. They often used one day a week plus parents evenings. The majority of schools preferred to have 1 to 1's, however the schools needed to be more creative with the time. The group felt that schools should be encouraged to work more creatively with the hours they bought to ensure that support was in place for all students (Recommendation 4.6 and 4.7)
- 3.19 The SENSA representative raised concerns about the way advisors interacted with children with special needs. Prospects stated that there were 15 Career Advisors, three were specialised in working with children with special needs. However the advisors were under some time constraints and lack of training. The group felt that specific specialised training needed to be put in place for the advisors. The council had cut Prospects contract from £1.2 million to £670,000 over the last two years and was not commissioning Prospects to deliver business engagement for people with learning disabilities. Prospects reinforced this by advising the group they had not been proactively engaging with businesses with regard to learning disabilities, citing training and funding as some of the reasons behind this. (Recommendation 4.8)
- 3.20 Positive Parents stated that it was essential that with the EHCP, all involved needed to be looking at ways of matching a young person's needs with their aspirations. Prospects stated that they were unable to influence the provision within the borough. They were only working to identify gaps. There was some confusion as to when the conversions would take place; Prospects stated that they were waiting for the borough to start the conversions however it appeared that there was a delay in communications between the borough and Prospects. (Recommendation 4.9)
- 3.21 The group was informed that Havering College of Further and Higher Education purely provide learning support for students with a disability.

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The College was informed of students with a learning disability and the young person was invited to the college for an initial assessment, where the individuals' needs could be determined and reasonable adjustments can be made. The group found that there were 70 learning support workers, 35 in the support centre and 35 across the college.

- 3.22 The College's aim was to enable young people to live independently. The College provided Foundation skills course of 20 hours a week, and enabled young people to learn Higher Education needs.
- 3.23 The group was informed about CONNECT. This was available from 12:00noon to 14:00 for mainstream learners to support social skills, there were 4-5 lunch clubs for more inclusion and CONNECT was open 2 days a week in the summer break to ease transition before young people started at the Ardleigh Green campus.
- 3.24 The College had over 250 learners with special needs. Where Havering College is named in an EHCP at Year 11, they were advised before the plan got signed off. Where necessary a representative from the college would attend the transition meeting and meet with the parents and any other relevant body to carry out the assessment.
- 3.25 The representative from the college explained the Bungalow which was on the Quarles campus. This was used by the Learning Support Team for a small number of students who ultimately would transition to the mainstream college. Members of the group wished to visit the Bungalow to find out more.
- 3.26 The group met with a representative from Havering Chamber of Commerce, who informed the group that whilst the Chamber of Commerce did not specifically offer training to young people with learning disabilities, existing training could potentially be opened up for this purpose. It was noted that very little job matching took place and that there were few work opportunities for children with disabilities.
- 3.27 The group agreed that there should be more focus on individual children and that parents should work with employers to support young people entering the workplace. The lack of jobs for disabled children could put a strain on the families. The Career pathway available in Havering were from the ROSE project, Shaw Trust and the Camden Society
- 3.28 It was noted that Havering College was represented on the Chamber of Commerce and that this could be a useful link to lots of different businesses. Whilst job vacancies were not formally circulated it was suggested that two young people with learning disabilities met with the Chamber of Commerce to explain the kinds of work they might be interested in doing. Chamber members could then provide guidance to disabled children on what they look for in staff. (Recommendation 4.10)
- 3.29 The group discussed the issue of a careers event just for young people with a learning disability, which would be the responsibility of the local



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authority. This event could include the Havering Chamber of Commerce, the Rose Project and other external agencies. It was also felt that the local authority could also have a list of vacancies on its website, specifically for young people with a learning disability, which could be linked to the local offer. (Recommendation 4.11)

- 3.30 The group had tried on a number of occasions throughout its review to engage with the Job Centre; however they had not been very forthcoming. Members of the group had received some negative feedback about experiences with the Job Centre. The group felt that it would have been useful to have met with a representative in order to understand any issues there may be in this area. Officers explained that the link between the Job Centre and the Local Authority had become difficult and agreed that the Job Centre needed to be more proactive and establish better links with partners. (Recommendation 4.12)

### Visit to the Bungalow, Quarles Campus

- 3.31 Two members from the group and a representative from Positive Parents visited the Quarles Campus to understand how students with learning disabilities were supported. The group was shown around the main campus, the annex and the bungalow.
- 3.32 The group noted that the main campus housed the canteen; this was fully supported at lunchtime with three lunch clubs. One was a quiet club, one for computer use and one for the lively students. The lively group was the most popular. Students were encouraged to purchase their own requirements in the canteen; however staff were on hand to assist where needed. Students could also take lunch back to classrooms if they wished.
- 3.33 A shop was within the main foyer of the campus and was run as an enterprise by students, it was a form of work experience and some students made things to sell. It was hoped to expand this in the future.
- 3.34 The group observed the foyer and concerns about security were raised. It was explained that there was always a support worker at the front of the campus so that all students can be observed. Only independent students are able to leave the campus at lunchtimes. There had been no major incidents in the last 20 years.
- 3.35 It was noted that the students with learning disabilities and difficulties, in the mainstream campus, would study in one room between 9am – 12 noon, with no movement until lunchtime and support workers were with students all the time.
- 3.36 The group viewed the annex; this was set up for students to practice everyday skills, there were four kitchen areas each with an oven, sink, washing machine and tumble dryer. The annex was also used for breakfast club for those students transported to the campus in the morning. It was noted that most students used the transport and some

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had a distance to travel. The breakfast club provided a space to relax in before starting the day's learning.

- 3.37 All students that arrived by transport were registered off the bus in the morning and then back on at the end of the day. There was support staff that would follow up on students that had not arrived at the college in the morning to find out why they were not in attendance. The group learnt that there was capacity for 227 high learners on campus, however there were currently 56 in the mainstream college
- 3.38 It was noted that the Foundation Skills team had a minibus which could be used for work placements. A recent work placement had been at a local Care Home, where the students had been involved in the landscaping of the garden, which had won the Havering in Bloom. The minibus was also used on a regular basis to access Tesco so that the students could buy food in which to prepare in the Bungalow, as part of their independent skills.
- 3.39 The group also viewed a greenhouse which was used to produce hanging baskets and was a small enterprise. The students took pride in growing the seedlings and creating the baskets to sell. There were plans to create a sensory garden and a small coffee shop for students and staff within the grounds of the greenhouse.
- 3.40 The group viewed the bungalow, it was explained that the building was designed to flow so that it was easy to access. There were different areas in the bungalow dependant on the needs of the student and was specifically for students with complex needs.
- 3.41 In total 6 students used the Bungalow with 2 support staff. The students attended Monday to Thursday from 9am – 3pm; Students from Corbets Tey School came in on a Friday. The Bungalow was specifically for learning independent life skills; however this was not necessarily to live alone, but to understand that they had the skills to make themselves a drink or a snack without having to wait for a carer to do it for them.
- 3.42 The group viewed the garden, this included fitness equipment, a trampoline and punch bag. The group learned that the students made good use of these facilities.
- 3.43 There was a sensory room with a water bed. Support staff explained that this was well used as students often needed “time out” or time to chill if things escalated. A bedroom was set up, to assist with domestic skills such as changing a bed.
- 3.44 The group raised concerns about safety issues in the kitchen area, in relation to knives and general household safety. They also asked if there were any interactions with the emergency services, as some people had a fear of uniforms. It was explained that all knives are locked away, however the students were taught how to walk with knives, how to chop food and general safety issues in a kitchen. The Community Police often came to the Bungalow to give talks to some

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groups about safety. It was suggested they might want to consider working with the Fire Brigade to explain safety in the kitchen whilst reducing the fear of uniforms.

- 3.45 The group asked about how work placements were scheduled. It was explained that for entry 3 students they would spend 3 days at the college and the 4<sup>th</sup> day carrying out a work placement, for entry 1 and 2 students, they would attend college for 4 days a week; however during their lesson timetable blocks of days or a week where the work placements would be scheduled.
- 3.46 It was explained that qualifications were achieved on a continuum scale, in a classroom situation; some students were able to meet the qualifications actively, whereby witness testimonies and photos were evidenced. The college worked with the ROSE project, set up work experience for students and had job coaches who could shadow students for a period of time and then withdraw once the student was confident. The job coaches could be reinstated if the student felt they needed additional support.
- 3.47 All students were assessed every year on a case by case basis, some students do move across into the mainstream campus, and this is done on a phased basis, so it is not a shock to the students. Transition was continued throughout the summer so that there was no lengthy break in continuity for the students. It was noted that 3 students would be transferring to the mainstream college shortly.

### Other findings

- 3.48 The group agreed that the ROSE project was very successful. It was agreed that effective scrutiny could be achieved by focusing on areas needing improvement.
- 3.49 The group discussed at length past experiences of children with learning disabilities who had left school in May and not started at the further education until September. All the social and learning skills that had been developed had gone in this short time. It was felt essential that there be some ownership between schools, colleges and employers in ensuring that these skills are not lost. The group also felt that simple interviewing techniques should be built in to any future opportunities being developed to improve employment skills, for example in the offer to children and young people who will be based in the new 16-25 provision which plans to open in September 2016. (Recommendation 4.13)
- 3.50 At its penultimate meeting, the group learned that the changes that had been made to the EHCP, with the input from Positive Parents and SENSA, had now been removed and the EHCP put back to its original form. (See paragraph 3.6, 3.12 and 3.13). The group was very concerned that some EHCP's may not be person centred and the outcomes not specific, measurable, achievable, realistic and timely (SMART). (Recommendation 4.1)

## **4.0 RECOMMENDATIONS**

- 4.1 All Education Health and Care Plans to be person centred and to ask the right questions. The child should be at the centre of the plan with both child and parents input. All outcomes on EHCP's should be SMART, with the child at the centre of the plan. Consultation on all parts of the EHCP's should be carried out with relevant partners during the initial stages of the review.
- 4.2 To ensure that the Havering Local Offer is publicised and signposted more effectively so that all members of the public are aware of the services available.
- 4.3 To ensure that all schools are passing the relevant information onto families and children to make them aware of support available and any transition processes, taking into account the needs of the parents, who may also need additional support.
- 4.4 To ensure that all headings in the EHCP have explanatory notes to explain exactly what needs to be provided in each section.
- 4.5 To devise a checklist to assist everyone involved in the process of the transition meeting and ensure that all parents are aware of the reasons for the meeting and who should be present.
- 4.6 To encourage school to arrange Career Guidance interviews for young people with Learning Disabilities during the first academic term of Year 11.
- 4.7 To encourage schools to be more flexible and provide additional Career Guidance for young people with a Learning Disability in Schools and Colleges to support an effective transition.
- 4.8 FOR PROSPECTS: To review available training of staff working with young people with a Learning Disability or difficulty with a view to providing more specific needs based training where required (*taken from Prospect brief*)
- 4.9 To ensure that all agencies and individuals are aware of how and when the conversion to EHCP will take place for each child/ young person.
- 4.10 To ensure that two young people with Learning Disabilities from Havering College are engaged with the Chamber of Commerce to explore the types of work they may be interested in. The Chamber of Commerce can then share this with its members with a view to getting young people into local businesses.
- 4.11 To arrange a career's event to include employers of young people with learning disabilities ensuring the needs of the young people are considered.

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- 4.12 To strongly encourage the Lead Member to establish a link between the Local Authority and Job Centre to enable people with a learning disability to obtain employment.
- 4.13 To include simple interviewing techniques on the Local Offer site for children and families to access.

### **ACKNOWLEDGEMENTS**

During the course of its review, the topic group met and held discussions with the following people:

Annette Froud – Learning Disabilities Service Manager  
Karen Street – Positive Parents  
Angela March – SENSEA  
Mary Pattinson – Head of Learning and Achievement  
Denny Grant – Senior Consultant - Education  
Lisa Harvey – Deputy Manager of LSS  
Matthew Joyce – Prospects  
Emma Thompson – Havering College  
Daren Nunn – Havering College  
Tracey Fisher – Positive Parents  
Chris Laney – Havering Chamber of Commerce  
John Green - Strategic Commissioning Lead - Prevention

**The following comments are submitted by members of staff:**

#### **Financial Implications and Risks:**

There are no direct financial implications arising from the implementation of these recommendations, although, should demand and pressure be raised due to the review and training of developing Education Health Care plans, this may result to pressure on staffing should the need become apparent.

Currently the Prospects contract has been reduced to statutory minimum. Should the criteria or remit need to be revisited in what it provides, funding will need to be identified.

Joint working with the schools and agencies would be recommended to encourage awareness and understanding, to avoid essential people missing out on needs that are required.

Any additional cost implication to arise should additional resources be required will need to be met from existing resources and any specific grants allocated for new burdens, or by reallocation of existing resources.

**Legal Implications and Risks:**

There are no apparent legal implications in noting the contents of the Topic Group Report and no recommendations which appear to have any legal risks if implemented

**Human Resources Implications and Risks:**

There are no direct HR implications or risks, to the Council or its workforce, that can be identified at this time from the recommendations made to Members in this report. If the recommendations from the outcome of this review of support by the Topic Group are subsequently endorsed by Cabinet for implementation, as read, this may impact on the Council's services in terms of capacity, staffing levels and training undertaking within relevant teams with responsibility for EHC Plans and support for young people with learning disabilities and/or learning difficulties.

**Equalities and Social Inclusion Implications and Risks:**

The overriding principle of equality legislation is generally one of equal treatment. However, the provisions relating to education, work and disability discrimination are different in that public authorities in the exercise of their public functions may, and often must, treat a disabled person more favourably than a person who is not disabled and may have to make changes to their practices and proactively consider reasonable adjustments to ensure, as far as is reasonably possible, that a disabled person can benefit from what they offer to the same extent that a person without a disability can. The implementation of the recommendations set out in this report aim to ensure that children/young people with disabilities and their parents/guardians receive person-centred support and appropriate advice and guidance to be able to fully participate in public life both during their childhood and adulthood. The recommendations relating to improved access to information and advice will help ensure that parents and children are aware of support available to them upon leaving school and entering further education or work. As these recommendations are implemented it will be important to capture equalities data on usage and where possible satisfaction of these improvements. In doing so the organisation will be able to identify any gaps or issues that need to be addressed, minimise potential negative impact and optimise positive outcomes for service users, and will be able to demonstrate compliance with the duties set out in the Equality Act. The recommendations relating to a closer relationship with the business sector may benefit from the organisation developing key points from the well- established business case for employing disabled people. This could be disseminated with a view to dispelling some myths around employing disabled people. Again the benefits of this and any related activity stated in the report will need to be captured. The suggested improvements to the EHCP process, subject to these being implemented will help ensure that the process is more inclusive and accessible, and the support that children/young people with learning disabilities and their parents/guardians receive is needs based and person-centred.

**Background Papers List**

Notes of Learning Disabilities and Support Topic Group Meetings:

16 October 2014  
25 November 2014  
6 January 2015  
26 February 2015  
5 May 2015  
14 May 2015  
16 June 2015  
21 July 2015

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**Cabinet**

**18 NOVEMBER 2015**

**Subject Heading:**

**Romford Market Transformation Programme**

**Cabinet Member:**

**Cllr Robert Benham** Cabinet Member for the Environment

**CMT Lead:**

**Andrew Blake-Herbert**  
Group Director for Communities & Resources

**Report Author and contact details:**

Rebecca Davey, Business Development Manager, Economic Development, 01708 432868, rebecca.davey@havering.gov.uk

**Policy context:**

Havering Council Corporate Plan 2015-16: Using our influence to 'Regenerate Romford Market to bring in new traders and attract more shoppers'

**Financial summary:**

The proposal is to develop a business case to establish whether it is appropriate to invest in Romford Market, with a view to regenerating it.

**Is this a Key Decision?**

Yes. Expenditure or saving (including anticipated income) of £500,000 or more

**When should this matter be reviewed?**

November 2018

**Reviewing OSC:**

Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

- Havering will be clean and its environment will be cared for
- People will be safe, in their homes and in the community
- Residents will be proud to live in Havering

**SUMMARY**

This report outlines proposals for the transformation of Romford Market, these fall under four main headings: branding identity and vision; operational management, business development; physical transformation and improved use of space.

Work on the first three is being initiated; the full physical interventions proposed are subject to the successful award of external funding to match Havering Council's proposed investment.

The transformational plan will see a fundamental change in the way Romford Market looks, feels, is managed and operated as well as changes to the Market Place itself and how it is used on both market and non market days.

## RECOMMENDATIONS

That Cabinet:

1. **Endorse** the main proposals developed with the assistance of consultants 20:20 Ltd, as identified in section 4 of this report and task officers to progress implementation.
2. **Authorise** that officers engage with traders, retailers and partners in the delivery of the changes described in the report.
3. **Delegate** authority to the Group Director of Communities and Resources in consultation with the Cabinet Member for Environment to finalise the grant application for capital investment in the market to the Mayor of London's London Regeneration fund.
4. **Delegate** authority to the Cabinet Member for Environment and the Group Director of Communities and Resources to submit further funding applications (eg Veolia and HLF) or to other funding sources relating to the Market and Market Place consistent with the programme outlined in this report.
5. **Note** the appointment of architects to cost and develop full proposals for physical development of the Market Place and to **recommend to Council** the allocation of £1m Council Capital funding of the programme subject to securing sufficient match funding from other sources, and subject to a business case being signed off by the Finance Business Partner and Group Director, Communities & Resources, in consultation with the Cabinet Member for Environment.
6. **Utilise** transformational funding to support the market transformation programme as part of the Council's 'invest to save' model and **authorise** the Group Director of Communities and Resources to release funds accordingly, subject to both the Group Director and Finance Business Partner signing off a business case, in consultation with the Cabinet Member for Environment.

**REPORT DETAIL**

**1. Background**

- 1.1. The Corporate Plan sets out the Council's new goals Clean | Safe | Proud and the activities that the Council will undertake to 'support our community', 'use our influence and 'lead by example'. To ensure the borough's residents will be proud to live in Havering the Council has committed to 'Energise towns to improve quality of life' and to 'Regenerate Romford Market to bring in new traders and attract more shoppers'.
- 1.2. The Cabinet approved in July 2015 the Romford Development Framework which presented proposals to strengthen the distinct character and fabric of the town-centre bringing new vibrancy and activity to Romford's historic crossroads and market area whilst respecting and capitalising on its heritage
- 1.3. The Market Place is situated in the historic core which incorporates the Conservation Area and the historic cross roads, retains a number of listed and locally listed buildings and the largest public space in the town-centre.
- 1.4. At its peak, the Market had more than 300 regular traders and was the focal point of the town attracting customers from around London and beyond. There are now less than 90 licensed traders, the product offer is not unique or interesting and there is stiff competition from value chain stores surrounding the market. If the decline continues the market may well reach a critical point where we will not be in a position to turn around its fortunes.
- 1.5. Although Romford Town-Centre is the largest shopping centre in the sub region, one of London's ten metropolitan "centres", the lack of a distinct retail offer in Romford provides little to differentiate itself from other centres. There is potential for the Market to enhance the local economy, contribute to building a diverse independent retail offer, create new public space, and attract new food and beverage uses.
- 1.6. Proximity to London makes Romford town-centre a suitable location for commuters, with comparatively more affordable (for London) house prices for first time buyers. Crossrail is likely to reinforce the attraction of residential living in Romford. This will support the town's economic performance which a revitalised market would benefit from.
- 1.7. Other inner and outer London Boroughs are investing heavily into their market propositions such as Kingston, Crisp Street and Barking, markets. In these

cases this investment is being undertaken in part as a catalyst for re-branding and revitalising of their town-centres.

- 1.8. To assist the Council in January 2015 the Council commissioned 20:20 Ltd, retail and branding consultants, to review the potential of Romford Market to attract new traders and shoppers, to be managed more effectively and to become a more vibrant part of Romford's retail offer. Their conclusions and recommendations have now been incorporated into a Business Transformational Programme.
- 1.9. 20:20 carried out a full audit of the market and adjacent retail in the town, and undertook research to understand the growth in markets and best practice in other locations in order to understand the challenges and potential of Romford's market.
- 1.10. To inform this work the Council undertook market research in March 2015 interviewing 690 individuals, a synopsis of this is attached as appendix 1 of this report. 20:20 then carried out a further 35 in depth customer interviews with both users and non-users of the market to understand the aspirations of existing customers and potential customers.
- 1.11. Throughout their work they engaged with traders, other retail stakeholders within the town and the Council, to understand unmet needs and requirements of the market as well as collective ambitions

## **2. 20:20 Ltd findings**

- 2.1 Many of Romford Market's challenges are universal such as the rise in internet shopping and the increase in low cost grocery retailers, pound shops and cheap high street fashion retailers. In addition there has been a change in consumer habits who are increasingly time poor, who save browsing time for value-added experiences. Many challenges are also specific to Romford market itself.
- 2.2 The main findings of 20:20 are outlined below, with most relating to the market and some to Romford as a Town.
  - 2.3.1 Romford Market mainly appeals to low income, ageing demographic with limited disposal income. There is strong potential for the market amongst Experian groups 'settled extended families'; 'Young Families with children' and '65plus with disposable income'.
  - 2.3.2 Across the Town as a whole there is a good mix of retail, leisure caters for the over 50s and under 21s but gaps for other customer groups particularly families, young professionals and affluent 65 plus.
  - 2.5.3 The branding, marketing and events programme for the Market does not encourage these customer groups through interesting events,

variety of product and experience, discounts and elements that build loyalty.

- 2.5.4 There has been a significant loss of trader numbers over the last few years with an average of 136 licensed and casual traders in 2011/12 against a current average of 98. Whilst traders would have usually sold or passed their business onto another family, now it is usual for stalls to be returned to the Council. With the reduction of traders Romford Market has had a reduced revenue income, for the past three years.
- 2.5.5 There is inadequate existing resources with a sole responsibility to source new traders for the market.
- 2.5.6 There is a lack of quality products, a limited diversity of traders providing a limited mix of and poor representation in both key retail drivers such as men's fashion and leisure food and beverage offer.
- 2.5.7 Odd adjacencies and product groupings makes some products less desirable.
- 2.5.8 Despite previous studies in 2012 that showed a very strong demand for a hot food offer within the market, efforts to deliver this have been ineffective and Romford market is woefully under-represented in food.
- 2.5.9 A wider review of retail and commercial offer in Romford concluded (in line with the findings identified in the work to develop the Romford Framework) that there was a lack of quality A3 (restaurants and cafés) and a wider variety of food and beverage provision in Romford. They believed the Market Place could provide such an opportunity.
- 2.5.10 Current stall positions leave gaps, reduce density and bustle, add to the feeling that 'the market is dwindling'. There is a disparity of stall treatments and the lack of standards leaves the market feeling unloved and shabby in parts.
- 2.5.11 Current management resource is not very visible to both traders and customers and there is a need for better control of key operational components such as erecting and breakdown of stalls, pitch locations, flashing and visual merchandising.
- 2.5.12 Romford Market currently lacks any areas for the local community to sit and dwell and it presents very few opportunities for families to relax

The London Retail Street Market Study shows that the number of consumer visits per stall per day for food is 161 and non-food is 38.

Market research undertaken in early 2015 indicates that 76 per cent of respondents visit Romford Market but that 44 per cent of would like to see 'better quality and more variety

and enjoy themselves. Successful town-centres benefit increasingly from dwell space to improve dwell time' (the length of time a customer spends in the town-centre), Experian research and evidence from private car park statistics show dwell time is low, again this is consistent with the findings of the analysis behind the Romford Framework. To increase dwell time the leisure, food and beverage and amenity space requires improvement.

2.5.13 There is a lack of connection to the other retail zones in town including good way-finding. The market appears isolated and the location of stalls into North Street dilutes the core market.

2.5.14 The Market Place itself is a 'huge asset' that the Council controls which isn't performing as well as it could in terms of public amenity, car park, or market and it could generate more income for the council and more importantly add value to the town-centre.

### **3. Key 20:20 recommendations**

- 3.1. Re-establish the importance of the market and Market Place as the core and historic heart of Romford. There is an opportunity to strengthen Romford's identity by providing a civic focal point for leisure and cultural activities. Through investing in play provision, revamped market, creation of dwell space.
- 3.2. The changing demographics of the town with more residential living the market suggest we should aim to target more town-centre dwellers such as young professionals and commuters and weekends and evenings. During the week, target discerning over 65 and younger families whilst seeking to retain its 65 plus loyal customer base
- 3.3. Develop a new brand concept around the theme 'An Everyday Adventure' to appeal to these new target customer groups of young families, affluent 65 plus and young professionals.
- 3.4. Move and improve current stalls e.g. frames and coverings and better visual merchandising and better represent the everyday adventure brand.
- 3.5. Invigorate the secondary events programme with regular visiting markets, seasonal and cultural events.
- 3.6. Improve the visibility of the Market management team to traders and customers.
- 3.7. Establish a Market Pledge which outlines the responsibilities of both the council and the traders – expectations in terms of behaviour, customer services, maintenance, product and visual merchandising standards, within the market, help establish an elected market committee.

- 3.8. Consider timings and trading days in order to attract new target customer's and increase the number of traders.
- 3.9. Balance and further populate the product offering to better reflect the Romford population's shopping patterns and provide a unique product experience.
- 3.10. Increase the proportion of premium products (approximately 10%-25%) especially in food and gifts to lift the overall standard of the market and compliment key offer currently available on the Market which is food and fashion.
- 3.11. Focus product categories to appeal to the key family demographic such as home-ware, family apparel, children's-wear, artisan foods, toys and gifts, woman's accessories and arts and craft.
- 3.12. In line with other markets and the high street more generally, increase cold packaged, fresh and hot food offer 40% of overall market offer.
- 3.13. Zone the market to create a natural 'buzz' and bustle.
- 3.14. Connect Market Place with the rest of Romford with signage, graphics, design and way-finding creating tangible links.
- 3.15. Introduce a public space improve customer satisfaction, increase dwell time and help change perceptions of the market place.
- 3.16. Introduce permanent and semi-permanent food and beverage units to allow the Council to influence and enhance the core leisure town-centre offer.

#### **4. The Transformation Programme**

Following 20:20 findings and recommendations, the Council has prepared a transformation programme under the headings below:

- a) Branding, identity and vision
- b) Operational management
- c) Business growth and development of market offer
- d) Physical transformation and improved use of space

##### **4.1. Branding, identity and vision**

- 4.1.1. We will implement the 'an everyday adventure concept' celebrating ordinary, sense of discovery, multipurpose, multi-occasion – always worth a visit.
- 4.1.2. We will establish a new mission to deliver a best in class market experience that regenerates Market Place and acts as a catalyst for growth in visitor numbers and retail spend across Romford and a focus on becoming more family friendly and appealing to discerning Shoppers.

4.1.3. The branding will support subsequent changes outlined below to ensure the market is fit for our new target customer market, appealing to a new type of trader and underpins the market's new ethos of an 'everyday adventure'. To achieve this a visual realisation of the 'Everyday Adventure' will be developed with the creation of brand including logo, stall covers, uniforms and signage. An enhanced seasonal events programme and entertainment will be curated together with a refreshed website and use of social media and marketing campaigns.

#### **4.2. Operational management**

4.2.1. In order to create a positive environment for trading and improve operational efficiency to reduce costs, generate sales and improve our relationships with our traders we propose to:

4.2.2. Introduce a 'Trader Pledge' and management service level agreement *which will* include: a commitment to trade on all market days; adhere to flash presentation and customer service guidelines; respect all diversity customers and co-workers. It is proposed to introduce a new elected trader organisation to ensure management is visible, available and accessible to customers and traders by installing a market management facility on the Market.

4.2.3. We will consider interventions to better manage and control the shape of the market, improve the efficiency of the erection and dismantling of stalls as well as improve capacity and quality of market maintenance, cleanliness and waste management.

4.2.4. We will significantly improve digital capacity, e-commerce and service delivery by introducing superfast Wi-Fi, contactless/card payments and trader digital marketing. This will be supported through training for managers and traders to ensure delivery and uptake.

#### **4.3. Business growth and development of market offer**

4.3.1. Increasing the number of traders on the market is a priority in order to improve the quality and diversity of the offer within existing commodities and introduce new 'interest' categories that appeal to our target customer groups.

4.3.2. A new business development resource will focus on encouraging existing traders to expand and diversify product offer, recruiting and incentivising new experienced traders, and supporting new traders/micro businesses with an incubation strategy.

4.3.3. Plans for the new shape of the market will be developed and designed to ensure it can contract and expand, removing gaps and allowing clustering of complementary traders. If funding permits a new look with high quality, modern fixed stalls will be trialed to radically improve the appearance of the market.



- 4.3.4. It is proposed to consider new market days with a different focus to attract different traders to meet the requirements of the target customer groups, these traders can then be dispersed through traditional market days and the market adapt to current shopping patterns e.g. early evening and Sunday hours.
- 4.3.5. Initially this could include a Thursday market focusing on food and beverage and higher end wares with slightly later trading times to attract young professionals, strengthen late night opening and improve early evening leisure offer. A Sunday market could be a themed vintage and pre-loved (flea market) offer that attracts, boutique casual traders and capitalise on increasing number of shoppers and free parking on a Sunday.

#### **4.4. Physical transformation and improved use of space**

- 4.4.1. It is proposed to create a flexible, multifunctional public space with sensitive public art, design, way-finding and lighting linked to the heritage of the market place that enhances the Conservation Area (which is currently on Heritage England's 'At Risk' register.)
- 4.4.2. The key features would include: semi-permanent canopies for year round weather proof activity; Semi-permanent catering installations utilising the public realm for Food and Beverage concessions; Community and dwell space including multi-functional family friendly area incorporating children's play. Car parking would be rationalised as part of the design process and this loss of car parking space would need to be evaluated.
- 4.4.3. The costs of undertaking this work have been scoped and could be above £2m. Through discussions with officers and Cabinet members such investment by the Council on its own it is believed could not be justified. However, if other funding can be secured it is recommended that the Council match that funding.
- 4.4.4. A consultant project team has subsequently been appointed in October to lead on designing Market Place as a multi-function space, with lead consultant DK-CM Architects and specialist team comprising market, food and beverage and quantity surveying expertise. Stakeholders, traders, members and the public will be consulted as the appointed team develop full proposals.

#### **5. Strategic Rationale for the Council's investment**

- 5.1. The objectives for this project are to transform Romford Market, create a new heart of the town in the Market Place and act as a catalyst for the town's future growth.
- 5.2. These initiatives fit well with the government's devolution agenda and the ability of the Council to use its influence and funding to support the growth and

retention of businesses in its area and support its business rate income. Romford Town Centre currently accounts for £33 million in business rates this is 40% of the total business rates collected by the borough.

- 5.3. Ensuring Romford remains a viable metropolitan centre will be vital to protecting and retaining the business rate base. Developing and building on the existing retail offer and key assets, such as the market place, will be key to cementing and growing Romford's position as a retail and leisure destination.
- 5.4. The results of the transformational programme will be higher quality and more diverse product offer on the market with an increase number of traders. Our target is an increase of 50 over 4 years and more trading days as described. This could lead to an increase in income.
- 5.5. Capital investment would create a new civic area for the town, with semi-permanent cafe offer. It will be a location for Romford residents and visitors to dwell. Partial covering of the square will improve the trading environment and ensure this space is used throughout the year.
- 5.6. Once external and match funding is secured for a capital investment a full economic impact assessment will be done, however, studies show that for every £1 spend in a market, normally a town benefits from £1.7 additional spend elsewhere. Therefore based on average spend per stall per day 25 new traders could bring in c£1.2 million of additional spend into Romford town-centre.
- 5.7. The investment in the market could be the catalyst for additional investment in the town including the Liberty, who have, for a long time owned the empty premises immediately adjacent to the Market Place at Swan Walk, this could bring in in excess of £500K business rates to the borough.

## **6. Financial investment**

- 6.1. Achievement of these outcomes is dependent on investment from the Council and other sources. These are outlined in broad terms below.
- 6.2. Creating a brand with new covers/website/branded uniforms/marketing campaign will require one off investment and continued funding to maintain marketing campaigns and events programmes out of existing budgets.
- 6.3. Increasing the range and number of traders will require investment in business development resource and a business support package. This may be self-funding within two years.
- 6.4. Funding would be required to deliver wifi in the town together with a digital training and support package for traders. There may be commercial revenue opportunities from this which we are exploring.

- 6.5. We will need new stalls; this may in part be delivered through monies secured through the LEP New Homes Bonus fund.
- 6.6. The significant reshaping of the Market Place to deliver covered areas, catering units and children's/family friendly area would cost upwards of £2m which would only take place if we secured match funding (see section 7 below).
- 6.7. It is proposed that consideration be given for an experienced transformation manager, who could assist the Council in the delivery of this programme of change. This post would need to be funded.
- 6.8. A detailed business case is under preparation. Recommendations 5 and 6 are dependent on a business case being signed off by the Finance Business Partner and the Group Director of Communities and Resources, in conjunction with the Cabinet Member for Environment.

## **7. External funding sources**

### **Mayor's London Regeneration Fund**

- 7.1. The London Regeneration Fund has been established by the London Enterprise Panel (LEP), using funding secured as part of its 'Growth Deal'. There is £20m capital funding available, between April 2016 and April 2018, to specifically help London's high streets and places of work by supporting innovative and place-based projects throughout the city (across 32 London Boroughs).
- 7.2. An outline application has been submitted to the Mayor's regeneration fund to attract and establish new retail and catering businesses, create a covered section of the Market, install new stalls, catering facilities, and a feature play space. Proposals submitted are being assessed and successful ones finalised in December 2015.
- 7.3. It is proposed in recommendation 3 of this Cabinet report to give delegated authority to the Group Director of Communities and Resources in consultation with the Lead Member for Environment to finalise the grant application for capital investment in the market to the Mayor's London Regeneration fund

### **Other funding sources**

- 7.4. Heritage England have indicated that they would support the council in an application to the Heritage Lottery Fund Townscape Heritage programme which helps communities regenerate deprived towns and cities across the UK by improving their built historic environment. Grants range from £100,000 to £2million.

- 7.5. We have begun discussions with Veolia North Thames Trust about the exciting plans to transform the Market Place for public dwell and play space and whether this would meet Entrust criteria around the provision, maintenance or improvement of a public park or public amenity.
- 7.6. Other funding sources to invest in the public realm include Transport for London.
- 7.7. Recommendation 4 proposes to delegate the authority to Lead Member for Environment and the Group Director of Communities and Resources to submit further funding applications (eg Veolia and HLF), or to other funding sources relating to the Market and Market Place and consistent with the programme outlined in this report.

## **8. Governance**

- 8.1. A Project Board will be established to oversee this programme of change, this will include the Group Director of Communities and resources in conjunction with the Cabinet Member for Environment.
- 8.2. A transformation manager will be employed to oversee the programme reporting to the Head of Property Services to oversee the transformational programme and ensure all relevant internal and external stakeholders are engaged.
- 8.3. The Service Heads of Economic Development and Streetcare will form part of the delivery group to support the proposed changes and ensure the market both fits in and is supported by the other investments in the town.

## **9 Next Steps**

Engage with traders and other stakeholders over proposals	Nov/Dec 2015
Develop full business case and transformation programme	Nov/Dec 2015
Recruit new staff:	
e.g. Transformation and Business Development Manager	Nov/Dec 2015
Development of brand concept	Nov 2015
Public/trader/stakeholder consultation on Physical design	Nov 2015
Christmas Village	Dec 2015
Introduce market pledge and trader organisation	Jan 2016
New covers, and generators (to move stalls)	March 2016
Launch of new brand and layout	March 2016

## **REASONS AND OPTIONS**

**Reasons for the decision:**

A revamped market will bring income to the council and will spur economic activities elsewhere in the town. The Romford Development Framework indicates Romford is poised for significant future growth with the potential of 3,400 homes, and 23,000 m<sup>2</sup> of office and retail space leading to 480 new jobs over the next 10 years. The RDF and findings of the 20:20 study show that to reach this potential, Romford needs to improve, and this Market Transformation Programme is fundamental to cementing and growing Romford's position as a retail and leisure destination.

**Other options considered:**

Do nothing. Without intervention the market will continue to decline and underperform as a commercial proposition but also as an asset for the Town.

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

The market generates in excess of £500K gross income for the council per annum, and the fortunes of the market can be changed. The projected increase in net profit from the transformational programme is in the order of £130,000 on an annual basis.

To achieve this improvement transformational funding 'invest to save' monies will be needed. These will be released as per the recommendations in the report.

Capital investment as described in the report can be factored into the Council's future programme and will need to be approved by full Council. Release of capital funds is dependent on receiving match funding from external sources.

There would be a loss of car park income depending on the physical interventions and expanding the number of market days.

**Legal implications and risks:**

The London Borough of Havering owns the market rights to operate a market, and to licence any other markets within a 6 and 2/3 mile radius of Romford Market. These market rights were granted by the Crown in 1247. Under the Royal Charter of the Liberty of Havering, granted by King Henry III no other market is permitted to set up within a 6 and 2/3 miles radius of the Romford market. Any market within this radius shall be deemed to be a Rival Market. . The effect of this is that the council as owner of a franchise is able to grant or refuse permission for rival markets. Under the charter, a Wednesday market is operated.

A Friday and Saturday market on the same site is held under powers conferred by the Food Act 1984. The same Licensing Rights referred to above apply to the Friday and Saturday market other than in respect of a directly operated local authority

market. Any additional market trading days (Thursday and or Sunday) may be established under S.50 of the Food Act, or optionally operated under the London Local Authorities act 1990.

S.50 of the Food Act provides local authorities with the power to establish markets within their area, subject to the proviso that a market may not be established so as to interfere with any rights, powers or privileges enjoyed in respect of a market within the area without the consent of the person with the benefit of such rights. Should there be any market operators falling within this group, the council will require their consent. S.52 of the Act provides that a market authority may appoint days on which, and hours during which, market days are to be held. S.53 allows charges to be demanded in respect of the market and S.60 allows byelaws to be made, dealing with matters including, the regulation of the Market Place and prevention of nuisances or obstructions in the market place.

Trading at the Romford market does not constitute 'street trading' for the purposes of the London Local Authorities Act 1990 (the Act) S.41 of the Act provides an exemption for "anything done in a market or fair the right to hold which was acquired by virtue of a grant (including a presumed grant) or acquired or established by virtue of an enactment or order. Markets established by Charter or statute are therefore exempt from the street trading regime under the Act. This means that a street trading licence is not required under the Act.

Development within Romford market or a variation to trading days may require the grant of planning permission before being implemented.

The proposals are likely to impact on car parking arrangements in the market. Any proposals to change an existing Traffic Management Order would require advertisement and consultation before a decision can be taken on their implementation.

The council should also conduct an Equalities Impact assessment on the proposals to improve the market offer and environment.

The proposed delegations are ones which can be made by Cabinet.

Further legal issues may arise as the proposals are developed.

### **Human Resources implications and risks:**

There will be a requirement to recruit new resources to oversee the Market transformation project, undertake the business development aspects of delivery and deliver a programme of activities to ensure Romford market becomes an experience and destination. As market operational issues are developed and changes there may be further human resource implications.

### **Equalities implications and risks:**

A strategic Equalities Impact Assessment covering all of the work streams comprising the market transformation programme will need to be undertaken. Completing this analysis will assist the organisation to identify practical steps to address any negative effects and to highlight positive interventions. It will ensure we have record of our

decision making processes and activities we have completed to ensure that no groups are adversely affected by the implementation of this project. The EIA will be updated regularly and a full and final EIA will be published upon completion of the project.

**BACKGROUND PAPERS**

There are none

**Appendix 1**

## Romford Market Research




**Methodology**

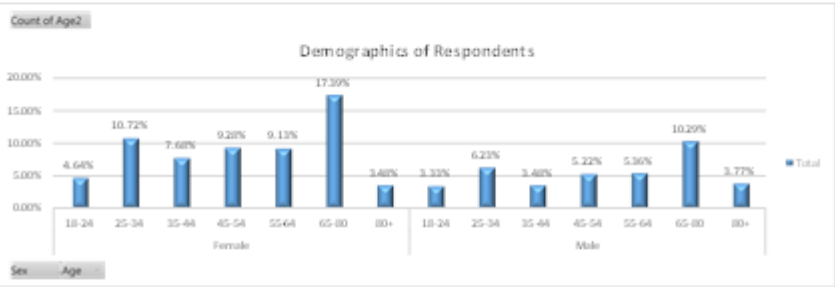
- Assosia were commissioned to conduct face to face research/questionnaires with members of the public about Romford Town Centre. Surveys were conducted in 6 separate locations within Romford as follows:
  - Liberty Shopping Centre
  - Mercury Shopping Centre
  - Market Place – Near Debenhams
  - South Street/ Market Place Cross Roads
  - Visitor centre on South Street
  - Arcade Place – Near Brewery
- The research was conducted on the following dates:
  - Saturday 21<sup>st</sup> March (Market Day)
  - Tuesday 24<sup>th</sup> March (Non-Market Day)
  - Wednesday 25<sup>th</sup> March (Market Day)
  - Thursday 26<sup>th</sup> March (Non-Market Day)
- This Appendix shows the information gathered that relates to Romford Market



## Demographics




➤ A total of 690 surveys were completed in Romford Town Centre across all days, with the following percentage split by Gender and Age:



Gender	Age Group	Percentage
Female	10-24	4.64%
	25-34	10.72%
	35-44	7.68%
	45-54	9.28%
	55-64	9.13%
	65-80	17.39%
	80+	3.40%
Male	10-24	3.33%
	25-34	6.23%
	35-44	3.40%
	45-54	5.22%
	55-64	5.30%
	65-80	10.29%
	80+	3.77%

➤ The feedback captured was fairly evenly split between male and female respondents (38% vs 62%).

➤ The highest responses from both Genders being aged 65–80years (28% total).





## In which area of Romford do you spend the most time?



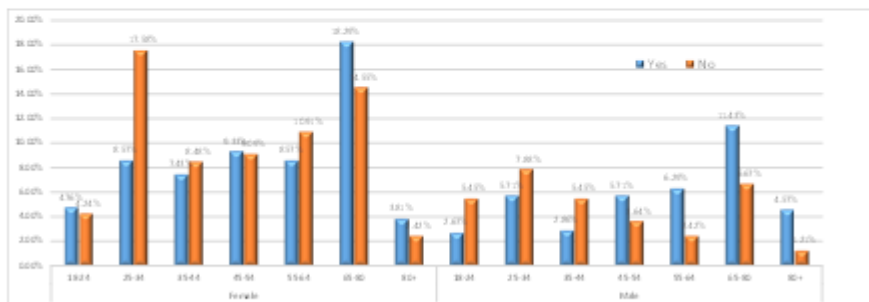
- Respondents were asked to rank 7 areas of Romford Town Centre in order of where they spend the most time – 39% of respondents (259) stated that 'The Liberty' was where they spent the most time, followed by 'Romford Market' with 25% (161) and 'The Mercury' at 14% (91).
- 'The Quadrant' was where shoppers spent the least time with only 1% selecting this area. During the face to face surveys, many shoppers were unaware of this area at all.



## Do you ever visit Romford Market?



- Overall, 76% of respondents confirmed that they did visit Romford Market.
- Of those that confirmed they did visit Romford Market, there was a 60/40% split between Female and Male respondents. The highest percentage by age across both genders was those aged 65–80 years.
- Of those that did not visit Romford Market, the highest percentage was those aged 25–34 years.



### If you do visit Romford Market: What do you enjoy the most?

**Assosia**  
Quality Assured

- 22% of respondents confirmed that the thing they liked most about Romford Market was 'The Atmosphere', this was followed by 19% that liked 'The Variety of Stalls' and 16% that liked 'The Cheap Products'.
- Other enjoyable factors accounting for less than 1% of the overall feedback (not displayed in the below graph) were;
  - The Layout, Christmas Time, Convenience, Sweet Stalls, Indoor Market, Speciality Shops & Pubs & Bars.

Category	Percentage
The Atmosphere	21.56%
Variety of food stalls	18.18%
Cheap products	16.49%
Fruit & Veg stalls	7.82%
Renovating	7.27%
Christmas/history	6.11%
The produce	4.54%
Not remembering I went	4.12%
Christmas and Jobs/stalls	3.09%
Flower stalls	3.01%
Indoor/food stalls	2.43%
Fresh food	2.43%
Manchesterians	1.44%
Meat stall	1.02%
Comments	0.41%

**Havering**  
LONDON BOROUGH

### If you do visit Romford Market: What do you enjoy the least?

**Assosia**  
Quality Assured

- 35% of respondents (178) confirmed that the thing that they liked least about Romford Market was that 'It has deteriorated & there are not enough stalls', thereafter 30% (153) confirmed that the Market 'Lacked Variety'.

Category	Percentage
It has deteriorated / Not enough stalls	34.50%
Lack of variety	29.65%
Dirty / Lots of litter	6.25%
Crowds of People / Too Busy	5.06%
Rude people	4.20%
No atmosphere/lost character	3.68%
Being outside	3.10%
Lack of toilets	2.71%
Poor Quality	2.33%
No dressing rooms	1.74%
I feel unsafe	1.52%
It needs upgrading	1.16%
The layout	0.97%
Non-English people	0.78%
It is difficult to walk	0.78%
Only open 3 days a week	0.78%
No Vegan Cafe	0.39%
Fish stall	0.19%

**Havering**  
LONDON BOROUGH

## If you could make any changes to Romford Market, what would those changes be?

**Assosia**  
Quality Assured

- > Almost half of all respondents asked (45%) confirmed that 'Increasing the Number of Stalls' would be the main change they would like to see. This was followed by 20% of respondents that would like to see 'More Variety of Stalls'
- > Other suggested changes accounting for less than 1% of the overall feedback (not displayed in the below graph) were;
  - A Better Atmosphere, More Food Stalls (including Vegan options), Lower Parking Fees, More Seating Areas, More Family Entertainment, More Book Stalls & More Fabric Stalls.

Change	Percentage
Make it bigger / more stalls needed	45.00%
More variety of stalls	20.00%
Put it back to how it used to be	8.00%
Keep it clean & tidy	4.00%
More toilets	3.00%
Needs upgrading / refurbishing	3.00%
Make it undercover	3.00%
Improve quality of products	2.00%
Increase security	2.00%
Other dressing rooms	1.00%
More Market Days	1.00%
More items available	1.00%
Reduce prices	1.00%
More English people	1.00%

**Havering**  
LONDON BOROUGH

## If you do not visit Romford Market: Why do you not?

**Assosia**  
Quality Assured

- > Excluding 24% that had 'No interest in Markets', almost half of respondents (48%) confirmed that they do not shop on Romford Market because they 'Can buy the same items in the shops'.
- > 13% do not shop on Romford Market because 'It has gone downhill and there are only very few stalls left'.

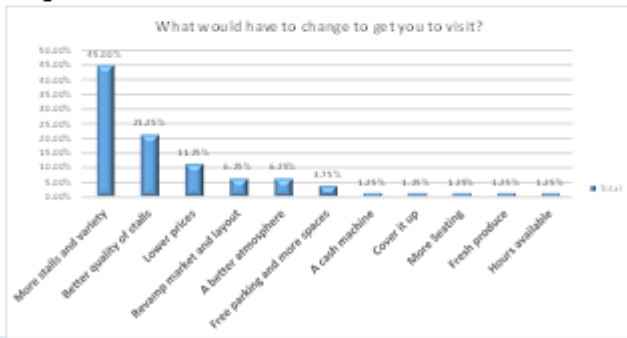
Reason	Percentage
Can buy the same in shops	48.42%
Same Downhill / Only a few stalls left	13.76%
Not enough variety	11.65%
Out of the way	8.52%
Dirty/Other	4.26%
Poor quality	3.37%
Too busy	3.37%
I don't have time	2.88%
No Cover and lack of seating	1.50%
Not enough English speaking people	1.50%

**Havering**  
LONDON BOROUGH

## **If you do not visit Romford Market: What would have to change to get you to visit?**



- Excluding those again that had 'No interest in Markets', 45% claimed that there would need to be 'More Stalls and More Variety' to get them to visit.
- Thereafter 21% of respondents would want 'Better quality stalls' and 11% would want 'Lower Prices'.
- Other requests included; 'A Revamp / Layout Change', 'A Cash Machine' & 'More Seating'.





**Cabinet**

18 NOVEMBER 2015

**Subject Heading:**

**Social HomeBuy**

**Cabinet Member:**

**Councillor Damian White**

**CMT Lead:**

**Isobel Cattermole**, Group Director,  
Children's Adults and Housing

**Report Author and contact details:**

Neil Stubbings,  
[neil.stubbings@havering.gov.uk](mailto:neil.stubbings@havering.gov.uk)

**Policy context:**

Expanding opportunity for home ownership to Havering Tenants

**Financial summary:**

There is estimated to be a small reduction in rent receivable but a capital receipt would be generated

**Is this a Key Decision?**

Yes as it will have a significant effect on two or more Wards.

**When should this matter be reviewed?**

November 2016

**Reviewing OSC:**

Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

Havering will be clean and its environment will be cared for	<input type="checkbox"/>
People will be safe, in their homes and in the community	<input checked="" type="checkbox"/>
Residents will be proud to live in Havering	<input checked="" type="checkbox"/>

**SUMMARY**

This report seeks Cabinet's agreement to a policy that enables existing Council tenants to purchase a share in their home, subject to the limitations and restrictions set out in the report.

**RECOMMENDATIONS**

That Cabinet:

1. **Agree** to the introduction of a social HomeBuy scheme to allow existing Council tenants to purchase a share in their home the principal terms of which are set out in the report.
2. **Authorise** the Head of Housing Services in consultation with the Cabinet Member for Housing to prepare and approve a detailed social HomeBuy scheme in line with principles outlined in the report.
3. **Authorise** the Head of Housing Services to amend the categories of properties exempt from the scheme after consultation with the Cabinet Member for Housing.

**REPORT DETAIL**

1. This proposed scheme is intended to increase opportunities for Havering Council tenants to take the first steps into home ownership by purchasing a share in their existing Council home. All Council tenants would be eligible under this scheme subject to the restrictions set out in the report.
2. This scheme is not a national requirement, but a voluntary arrangement similar to those operated by a number of London Boroughs. The scheme has some strong similarities to that introduced under the 2010 Guidance for Local Authorities issued by Communities and Local Government but does not replicate it in its entirety.
3. The scheme's benefits can be summarised as:
  - Offering sustainable home ownership to those not able to afford to buy outright under the Right To Buy (RTB) legislation.
  - Enabling incremental purchase over time as individual's financial circumstances change
  - Improving tenure mix on estates.
  - Providing replacement affordable housing through use of the Capital receipt.
4. How it works.
  - 4.1 Under this scheme existing Council tenants may buy a lease of the property for a minimum of 25% of its value, through savings and/or a mortgage. Purchasers pay the relevant percentage of the market value but in addition receive a further share of the property value, a 'HomeBuy bonus' equivalent to value of discount that they would

have received under the RTB, but in proportion to the share purchased.

- 4.2 The purchaser also pays an equity rent at 3% p.a. of the unsold equity, plus a share of any applicable service or ground rent charges.
- 4.3 Purchasers of flats are also responsible for all maintenance and major works costs regardless of the size of their share, and must meet any service charge requirements for communal provision.
- 4.4 Those who subsequently wish to move to full ownership are able to do so over time when this is affordable for them. Purchasers may buy further shares in tranches of a minimum of 10%, a process known as 'stair casing'. At each subsequent purchase the property is revalued and further discount is applied to the purchase price as with the initial sale and subject to a ceiling being the full RTB discount applicable at the time of original application.

5. Eligibility

- 5.1 To be eligible for the scheme tenants must be eligible to exercise the RTB. The full RTB statutory provisions therefore apply including, in brief:
  - They must be secure tenants who have held a public sector tenancy for a minimum of five years
  - The prospective buyer must not be in rent arrears or in breach of their tenancy agreement
  - They are not undischarged bankrupts or with a bankruptcy pending, be subject to a formal creditors agreement made under the insolvency acts, be obliged to give up their tenancy in pursuance of an order of court, or be subject to a suspension order.
- 5.2 Applicants will need to demonstrate their capacity to sustain the financial commitment required for home ownership, including having access to sufficient funds to pay for the normal costs of home ownership such as solicitors' fees, mortgage valuation and so on. This will be tested through a financial assessment as part of the application process.
- 5.3 The Council can also exempt certain properties from the scheme. The following exemptions are proposed:
  - Properties exempt under the RTB scheme, such as specialist housing provision
  - Properties subject to redevelopment proposals
  - Properties which have been constructed by the Council or where sufficient work has been carried out to make the RTB cost floor calculation relevant. This prevents sale of property where without this exemption the tenant could purchase at a price below the cost or construction or major refurbishment work.

- Any property type or class which the Head of Housing Services considers should not be sold because of an impact on the operation of the Housing service, for example sale of properties of a type in low supply and high demand.

6 Legal Status and Consent to Dispose

- 6.1 Under this scheme purchasers are granted a long lease by the Council of typically 125 years. The full legal interest is transferred to the purchaser but the Council retains the freehold. This mirrors other shared ownership arrangements.
- 6.2 The lease-holder enjoys all the usual rights of property ownership, subject to any restraints in the lease.
- 6.3 The scheme is not intended to be used for acquiring properties for investment purposes and so it is a requirement that at the time of the purchase the tenant should intend to live in the property as their only or principal home.
- 6.4 It is also proposed that the Council includes a condition in the lease controlling or prohibiting sub-letting. As this requirement is not provided for under the general consents for disposals issued by the Secretary of State under Section 32 of the Housing Act 1985 it will be necessary for the Council to make application for the Secretary of State's consent.

7 Resale and Repayment

- 7.1 Purchasers are able to resell their home at any point after purchase, even if they do not own 100% of the equity.
- 7.2 To maximise the likelihood that the affordable housing is retained to benefit the local community the Council will require through a covenant in the original sale terms a right of first refusal which will be triggered if the purchaser wishes to make an open market sale during the first 10 years after the initial purchase. This is a statutory requirement where homes are sold at a discount. We will also require the right to nominate another purchaser within a reasonable time period and so expand the pool of shared ownership properties available for Havering residents.
- 7.3 The 'HomeBuy bonus' available when a tenant purchases is subject to repayment under the same basis as the RTB scheme. This means that if a purchaser resells within five years from the date of purchase they will be required to repay some or all of their bonus on a sliding scale. This is set out within Appendix 1 along with examples.

8 Affordability

- 8.1 Comparing the RTB and Social HomeBuy option at Appendix 2 shows that the scheme effectively opens up access into home ownership for those on a lower income who cannot afford to buy the



home outright using Right to Buy but still wish, and can afford, to buy a share of the property.

- 8.2 The Appendix shows that whilst applicants on a low income may be able to afford to meet their monthly housing costs they would not be able to access a mortgage based on 3.5 times income to buy outright under the RTB. The Social HomeBuy proposal allows those people to enter home ownership by buying a share of their property.
- 8.3 Appendix 3 shows a range of comparisons for low cost home ownership and social renting options. After social renting, outright purchase with a maximum discount under the RTB is the lowest monthly payment for housing costs. This Social HomeBuy proposal is the next most affordable option.

## **REASONS AND OPTIONS**

Reasons for the decision:

This proposal will increase the range of home ownership options available to Havering tenants. This will support the general aim to increase access to affordable homeownership as set out within the 2014 – 17 Housing Strategy.

A range of other options for accessing affordable home ownership already exist, including shared ownership which is targeted at first time buyers in general and not Council tenants.

In common with the Right to Buy legislation this proposal is specifically restricted to qualifying Council tenants but this option opens up accessibility to low cost home ownership through assisting those Council tenants who are not financially able to purchase outright.

Other options considered:

The option of not developing a social HomeBuy scheme for Council tenants was considered and rejected as it would not meet the objective of expanding the options for Council tenants wishing to access low cost home ownership.

It would also have been possible to determine different parameters for the scheme, qualifying criteria, and rules of operation but the proposed scheme appears to be the fairest in the circumstances.

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

There is estimated to be a small reduction in rent receivable, but a capital receipt would be generated.

**Legal implications and risks:**

The Council has a power to sell land and property held for housing purposes only with the consent of the Secretary of State under section 32 Housing Act 1985. That power is subject to the general rule in section 123 Local Government Act 1972 that it obtains the best price that can reasonably be obtained. The Report does not set out how the properties for social HomeBuy will be valued but this should be on the basis of a reasonable market value. The Secretary of State has given a general consent in 2013 to the sale of housing stock properties for social HomeBuy purposes provided, amongst other matters, that the discounts do not exceed those available under the Right to Buy legislative provisions.

The proposed scheme does not appear to breach the terms of the general consent but detailed legal advice may be necessary in determining the specific provisions of the scheme.

The proposed policy appears to be fair and reasonable. However, the Council will need to ensure that in drafting its detailed scheme that it has regard to the need to—

- (a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.”

The decision-maker therefore needs to pay careful regard to the attached equality analysis.

Legal advice and assistance will be required to prepare the relevant documentation for social HomeBuy sales.

**Human Resources implications and risks:**

There are no HR implications or risks for the Council, or its workforce, that can be identified from the recommendations made in this report at this present time.

**Equalities implications and risks:**

An Equalities Assessment has been completed.

**BACKGROUND PAPERS**

None

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### HomeBuy Bonus Repayment

Discount available when a tenant purchases under the Social HomeBuy scheme is subject to repayment on the same basis as under the Right to Buy scheme. If a Social HomeBuy purchaser resells their home within five years of the date of purchase they will be required to repay their discount as set out below:

- a) Sale within year 1, all of the discount is repaid
- b) Sale within year 2, 80 per cent of the discount is repaid
- c) Sale within year 3, 60 per cent of the discount is repaid
- d) Sale within year 4, 40 per cent of the discount is repaid
- e) Sale within year 5, 20 per cent of the discount is repaid
- f) No repayment is required after five years

The calculation of the amount of discount to be repaid is based on the amount of discount as a proportion of the property value at the time of purchase and the price paid on resale.

#### **Example 1 – No Change to Property Price**

Property value at purchase = £200,000 under a 25% purchase

Total equivalent RTB discount = £103,900 so HomeBuy Bonus = £103,900 X 25% = £25,975.

If property sold in Year 1 = repayment = £25,975 X 100% = £25,975

If property sold in Year 3 = repayment = £25,975 X 60% = £15,585

#### **Example 2 – 10% increase in Property Price**

Property value at purchase = £200,000 under a 25% purchase

Total equivalent RTB discount = £103,900 so HomeBuy Bonus = £103,900 X 25% = £25,975.

Price of Property on Resale £220,000 = a 10% price increase

If property sold in Year 1 = repayment = £25,975 X 100% = £25,975

Plus 10% uplift reflecting increase in property price = £28,572.50 total repayment

If property sold in Year 3 = repayment = £25,975 X 60% = £15,585

Plus 10% uplift reflecting increase in property price = £17,143.50 total repayment

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**APPENDIX 2 - RTB & Social Homebuy Comparison**

Product	Example Property Price	Equity Share purchased/ Price paid	RTB Discount Earned	RTB 'Bonus'	Total Share Purchased/value of share purchase	Buyer Deposit	Mortgage	Equity Rent/ service charge (pcm)	Mortgage payment <sup>7</sup>	Total Cost pcm	Minimum Income required to access mortgage and be affordable
Social Home Buy - Eligible for max RTB discount (House)	£200,000	25% £ 50,000	£103,900	£ 25,975	38% £ 75,975	£2,500	£ 47,500	£310	£255	£565	£20,400
RTB Comparator - Max RTB discount	£200,000	100% £ 96,100	£103,900	–	100% £ 96,100	£0	£ 96,100	£0	£516	£516	£27,457
Social HomeBuy Eligible for min RTB discount (House)	£200,000	25% £ 50,000	£ 70,000	£ 17,500	34% £ 67,500	£2,500	£ 47,500	£331	£255	£586	£21,300
RTB Comparator - Min RTB discount	£200,000	100% £ 130,000	£ 70,000	–	100% £ 130,000	£0	£130,000	£0	£698	£698	£37,143

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### Appendix 3 - Comparative Options

Product	Example House Price <sup>1</sup>	Government Deposit/Discount <sup>2</sup>	Share purchased <sup>3</sup>	Buyer Deposit <sup>4</sup>	Mortgage	Equity Rent/service charge(pcm) <sup>5</sup>	Example mortgage payment <sup>6</sup>	Total Cost pcm	
Right to Buy = example 1 (House – max discount)	£200,000	60% but £103,900 max	100%		£0	£96,100	£0	£516	£516
Right to Buy = example 2 (House min discount)	£200,000	35% = £70,000	100%		£130,000	£0	£698	£698	
Right to Buy = example 1 (Flat – max discount) <sup>7</sup>	£200,000	50% = £100,000	100%		£0	£100,000	£50	£537	£587
Right to Buy = example 1 (Flat – max discount)	£200,000	70% but £103,900 max	100%		£0	£96,100	£50	£516	£566
Tenant Incentive Scheme	£200,000	£33,000	100%	£7,000	£160,000	£0	£859	£859	
Shared Ownership	£200,000	£0	40% = £80,000	5% of share purchased = £4,000	£76,000	£275	£408	£683	
Havering Council Rent <sup>8</sup>	n/a	n/a	n/a	n/a	n/a	£501	n/a	£501	
Help to Buy (Shared Equity)	£200,000	20% = £40,000		5% = £10,000	75% = £150,000	£0	£805	£805	
LBH Social HomeBuy	£ 200,000	25% of RTB discount = £25,975 in equity	38% including RTB 'bonus'. Based on 25%=£50,000 purchase	5% of share purchased = £2,500	£47,500	£310	£254	£564	

#### Notes

<sup>1</sup> Lower quartile house price is £183,500<sup>1</sup>

<sup>2</sup>The government deposit for Help to Buy is time limited to 5 years. After that period loan fees are charged

<sup>3</sup> The percentage of equity purchased under shared ownership can range from 25% to 75% at initial sale. 40% used in the example is a common initial share

<sup>4</sup> Buyer Deposit is Variable depending on LTV. The level of buyer deposit will depend on individual circumstances and requirements of the lender

<sup>5</sup> Shared owners pay an equity rent of 2.75% p.a. of remaining equity not purchased. In this example £80,000 is the share purchased leaving £120,000 against which an equity rent is charged. LBH Social HomeBuy would attract 3% equity rent on unsold proportion

<sup>6</sup>All mortgage payments are assumed to be over the course of 30 years, with 5% interest rate. The figure represents monthly payments

<sup>7</sup>The RTB flat example lease fee is an estimate

<sup>8</sup> Havering Council Rent is based on a the average net rent for a 3 bed house

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**Cabinet**

18 NOVEMBER 2015

Subject Heading:

**Housing Revenue Account Affordable Housing Development Programme – Phase 3**

Cabinet Member:

**Councillor Damian White**

CMT Lead:

**Isobel Cattermole**, Group Director,  
Children’s Adults and Housing

Report Author and contact details:

Neil Stubbings,  
[neil.stubbings@havering.gov.uk](mailto:neil.stubbings@havering.gov.uk)

Policy context:

Addressing the imbalance between affordable housing supply and demand

Financial summary:

The proposals for phase 3 will be contained within currently approved budgets

Is this a Key Decision?

Yes as it will have a significant effect on two or more Wards.

When should this matter be reviewed?

November 2016

Reviewing OSC:

Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

- Havering will be clean and its environment will be cared for
- People will be safe, in their homes and in the community
- Residents will be proud to live in Havering

**SUMMARY**

This report seeks Members approval of additions to the affordable housing development programme in the years 2015/16 and 2016/17.

**RECOMMENDATIONS**

That Cabinet:

1. **Approve** the additions to the affordable housing development programme for 2015/16 and 2016/17 as set out in paragraph 3.4 below.
2. **Delegate** authority to the Group Director for Children, Adults and Housing after consultation with the Cabinet Member for Housing to make variations to, or substitutions for any of the schemes covered in this report, including virement between schemes deemed desirable following scheme review, resident consultation and/or identified as a planning requirement unless the variations would incur additional capital investment beyond the existing programme budget.
3. **Approve** submission of funding bids to the Greater London Authority to support the affordable housing development programme as set out at paragraph 4.5 below.

**REPORT DETAIL**

**1. INTRODUCTION**

- 1.1. This report follows members approval of the 23<sup>rd</sup> September 2015 Cabinet report “Housing Development Plan – Strategic Overview” and seeks to set out the first years of the programme within the financial envelope approved in that report.
- 1.2. The report proposes a range of new housing development schemes for the period up to and including 2016/17. This period is the first two years of phase 3 of the Council’s affordable housing development programme and follows earlier phases of new build that are currently either completed or in development.
- 1.3. The range of accommodation provided will seek to maximise provision for vulnerable people, thereby contributing to planned revenue social care savings.

**2. BACKGROUND**

- 2.1. The Council’s affordable housing development team has over the last two years brought forward the first new Council housing for many years. This new function delivers on the ambitions of the Council’s Housing Strategy 2014 – 17. It helps meet the needs and aspirations

for Havering residents for a safe and affordable home to rent or buy through low cost home ownership.

- 2.2. However, the process of housing development is not a simple linear one and by nature scheme development evolves over time in response to site conditions, planning requirements and in financial terms particularly the passage of time from scheme inception to the point a tender is issued for construction works.
- 2.3. Where, as with this report, a programme of development schemes is planned it is not practical to seek detailed financial approvals at Cabinet too early in the development process. This is because key variables such as scheme design, tenure, cost and deliverability will change throughout the project until contract tender and award.
- 2.4. To allow the necessary flexibilities to remain but still enable Members to agree the shape, scale and parameters of the development programme, this report will set out the overall volume of affordable housing to be produced, and identify the type and location of schemes already in the development pipeline, albeit at different stages.
- 2.5. To ensure scrutiny and accountability each scheme will be the subject of detailed and site specific pre-tender and contract award reports in line with the Council's procurement rules. The programme as a whole will also be constrained within the financial resources made available in the September 2015 Cabinet report referred to above.
- 2.6. The operation and delivery of the programme at a scheme by scheme level will be reported no less frequently than quarterly with the Lead Member for Housing and annually to Cabinet.

### **3. THE PROGRAMME**

- 3.1. This is the third phase of affordable housing development undertaken by the Council since it recommenced these activities and has been formed through an approach of:
  - 3.1.1. Site Identification – initial identification of suitable sites in Housing Revenue Account (HRA) ownership
  - 3.1.2. Capacity Studies – analysis of the likely scale and scope of development having regard to planning requirements, site conditions and restrictions, for example location of utility service runs, proximity to neighbouring development, and so on.
  - 3.1.3. Financial Feasibility – A financial assessment of each site to ensure scheme proposals make a positive contribution to the HRA over time and offer good value for money

- 3.1.4. Pre-planning discussions – Early discussions with planners to examine in principle compliance with planning policy.
- 3.2. The shape of the development programme dealt with by this report contains a mixed approach reflecting the various strands and degree of progress on sites, as set out below:
- 3.2.1. New Build – the most advanced elements of the programme are new build schemes on HRA land, predominantly redundant garage sites with high levels of vacancies. The remaining garage tenants will be offered alternative garages in the locality. Schemes proposed in this report are set out in section 3.4 below.
- 3.2.2. Site assembly – site assembly will be required to bring forward sites that may be physically developed in the time period beyond the scope of this report. This can include purchase of existing land or dwellings through negotiation or Compulsory Purchase Orders.
- 3.2.3. Buy Backs – members agreed the Report to Cabinet on 23<sup>rd</sup> September 2015 entitled “Housing Scheme for the buy back of ex-council properties” which contained proposals to repurchase former Council stock that has been the subject of Right to Buy.
- 3.3. The programme also ensures we start to deliver on the commitments made by the Council in achieving “Housing Zone” status awarded by the GLA earlier in 2015.
- 3.4. The new schemes introduced under this report are set out below in summary:

Site Name	Ward	Number of new Homes	Type and Tenure Mix
Christchurch Avenue	South Hornchurch	2	2 houses for affordable rent
Heaton Avenue	Heaton	4	4 flats for affordable rent
Kilmartin Way	Elm Park	18	13 houses for affordable rent and 5 houses for shared ownership
Mowbrays Close	Pettits	4	4 houses for affordable rent
New Zealand Way	South Hornchurch	34	34 houses and flats for shared ownership across 2

			sites
Penn Gardens	Havering Park	3	3 houses for affordable rent
Poplar Street, (Lombard Court)	Brooklands	9	9 houses for shared ownership
Roseberry Gardens	Cranham	3	3 Houses for Shared ownership
White Hart Lane	Mawneys	25	25 houses and flats across 2 sites for affordable rent
TOTAL		102	

**3.5. Purchase of Street Properties.**

3.5.1. Further to members approval of the 23<sup>rd</sup> September 2015 Cabinet report "Housing Scheme for the buy-back of ex-Council properties" this programme includes provision for the repurchase of suitable dwellings offering good value for money. These properties will be added to the stock of Council rented units.

3.5.2. These dwellings support the sustainability of the HRA through replacement of stock and rental income lost through RTB sales. Purchases are relatively quick to achieve and will ensure the Council is able to retain receipts from RTB sales rather than repaying them to the Department of Communities and Local Government together with an interest charge of 4% over base rate.

3.6. In total the new build programme will deliver 102 units. Of these, 42% will be for affordable rent and 58% shared ownership. Given the locations and nature of the proposals the programme is heavily biased to the provision of houses rather than flats with 80% of the programme delivering houses and 20% will be flatted accommodation.

**4. Development Principles.**

4.1. The development principles previously set out in the September 2015 Cabinet report which established the Strategic Overview and financial resources to be applied will be adopted for this programme.

- 4.2. The range of tenure and dwelling types across the programme will be valuable in meeting the broad range of housing need in the Borough, and be appropriate to the locality.
- 4.3. Rents will be set at 'Discounted Rent' levels which are capped at 80% of market rent, including where applicable service charges. Shared ownership units are planned to be sold with an average initial sales tranche of 40% and equity rents capped at 2.75% of the unsold equity to ensure the dwellings are affordable for local people. Sales will be monitored throughout.
- 4.4. All dwellings will be constructed to a high quality and will be compliant with the GLA's London Housing Design Guide to ensure both quality of build and compatibility with the GLA funding requirements.
- 4.5. This will ensure that that where possible GLA grant can be sought in order to stretch the Council's resources and deliver the best value for money locally. Approval of Recommendation 3 at the head of this report will enable bids to be made in a timely way, both at the point of any new GLA grant programmes but also as resources become available during the lifetime of existing funding programmes. Such bids for grant will not commit the Council to further expenditure outside the resources already identified.
- 4.6. The programme will aim to maximise corporate revenue savings through the application of housing capital to develop properties with appropriate care and support for vulnerable people. This will include for example, tenancies for people with a learning disability, physical or sensory disabilities, young people leaving care and those with more challenging needs.

## **REASONS AND OPTIONS**

### **Reasons for the decision:**

The increased provision of affordable housing for rent and shared ownership will support the aspirations for new build development set out within the agreed Housing Strategy 2014-17. The schemes will make a positive contribution to the HRA. The shared ownership dwellings will assist local residents who aspire to home ownership but are unable to purchase outright to buy their own home for the first time.

New build development can also have a regenerative impact on a locality, by removing unsightly or disused places such as redundant garage blocks and by replacing run down buildings that are no longer fit for purpose, such as at Lombard Court.



**Other options considered:**

The option of not increasing affordable housing provision was considered and rejected as it would not begin to deal with the lack of housing supply. It would also not provide opportunities for Havering residents to access low cost home ownership through the shared ownership element of the programme.

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

The 23rd September 2015 report to Cabinet “Housing Development Plan – Strategic Overview” set out the financial parameters and risks associated with the Council’s development programme.

The proposals for phase 3 will be contained within currently approved budgets, i.e. £13.509m in 15/16, and £39.999 in 16/17

**Legal implications and risks:**

There are no direct legal implications in the development proposals themselves except the potential existence of third party rights over the land or other restrictions. It is understood that initial investigations have been undertaken which appear to indicate there are no legal impediments to the works being undertaken, however, more detailed investigations will be undertaken and legal advice provided as appropriate.

Acceptance of grant funding from the GLA is likely to be subject to a number of conditions including timescales and the design standards for the proposed units. The Council will need to ensure that it complies with these, failing which funding may be withdrawn or clawed back if additional time cannot be negotiated.

The report notes that there may be a requirement to compulsorily purchase dwellings or land in order to assemble development sites. Although no specific proposals are made in this report Section 17(3) of the Housing Act 1985 allows local authorities to acquire land and property by Compulsory Purchase Order for housing purposes.

Any Compulsory Purchase Orders will be subject to confirmation by the Secretary of State. Office of Deputy Prime Minister Circular 06/2004 provides that there must be a compelling case in the public interest for the Compulsory Purchase Orders given the interference with the property rights of those affected. Detailed legal advice is likely to be necessary for the progression of this and other aspects of the proposals and this will be provided as and when necessary.

**Human Resources implications and risks:**

There are no HR implications or risks for the Council, or its workforce, that can be identified from the recommendations made in this report at this present time.

**Equalities implications and risks:**

It is not considered necessary to enter into an Equalities Impact Assessment as the proposals contained within this report are entirely consistent with the Council's approved Housing Strategy 2014 – 2017, which itself was subject to a full Equality Analysis.

**BACKGROUND PAPERS**

None

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

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