# CABINET

## Meeting Details

**7.30 p.m.**

**Wednesday**

**13 December 2006**

**Council Chamber**

**Town Hall**

Members 10: Quorum 5

<table>
<thead>
<tr>
<th>Councillor</th>
<th>Role</th>
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<tbody>
<tr>
<td>Michael White</td>
<td>Leader of the Council (Chairman)</td>
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<tr>
<td>Steven Kelly</td>
<td>Deputy Leader (Sustainable Communities)</td>
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<tr>
<td>Michael Armstrong</td>
<td>Housing &amp; Regeneration</td>
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<tr>
<td>Peter Gardner</td>
<td>Public Safety</td>
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<td>Andrew Curtin</td>
<td>Public Realm</td>
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<td>Barry Tebbutt</td>
<td>StreetCare &amp; Parking</td>
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<tr>
<td>Paul Rochford</td>
<td>Environmental &amp; Technical Services</td>
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<tr>
<td>Eric Munday</td>
<td>Performance &amp; Corporate</td>
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<td>Roger Ramsey</td>
<td>Resources</td>
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<tr>
<td>Geoffrey Starns</td>
<td>Children’s Services</td>
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*For information about the meeting please contact:*

**Ian Buckmaster (01708) 432431 ian.buckmaster@havering.gov.uk**
1. HEALTH AND SAFETY

The Council is committed to protecting the health and safety of all who attend meetings of Cabinet.

At the beginning of the meeting, there will be an announcement about what you should do if there is an emergency during its course. For your own safety and that of others at the meeting, please comply with any instructions given to you about evacuation of the building, or any other safety related matters.

2. MOBILE COMMUNICATIONS DEVICES

Although mobile phones, pagers and other such devices are an essential part of many people’s lives, their use during a meeting of the Cabinet can be disruptive and a nuisance. Everyone attending is asked therefore to ensure that any device is switched to silent operation or switched off completely.

3. CONDUCT AT THE MEETING

Although members of the public are welcome to attend meetings of the Cabinet, they have no right to speak at them.

The Chairman has discretion, however, to invite members of the public to ask questions or to respond to points raised by Members. Those who wish to do that may find it helpful to advise the Committee Officer before the meeting so that the Chairman is aware that someone wishes to ask a question.

PLEASE REMEMBER THAT THE CHAIRMAN MAY REQUIRE ANYONE WHO ACTS IN A DISRUPTIVE MANNER TO LEAVE THE MEETING AND THAT THE MEETING MAY BE ADJOURNED IF NECESSARY WHILE THAT IS ARRANGED.

If you need to leave the meeting before its end, please remember that others present have the right to listen to the proceedings without disruption. Please leave quietly and do not engage others in conversation until you have left the meeting room.
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 DECLARATION OF INTERESTS

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

4 MINUTES

To approve as a correct record the minutes of the meeting held on 15 November 2006, and to authorise the Chairman to sign them

5 CORPORATE PLAN 2007/10 – FINANCIAL PROSPECTS

6 CLIMATE CHANGE STRATEGY (CONSULTATION)

7 ADOPTION OF SUSTAINABLE ENERGY POLICY FOR HAVERING

8 HOME CARE CHARGING REVIEW

Stephen Evans
Chief Executive
MINUTES OF A CABINET MEETING
Havering Town Hall, Romford
Wednesday, 15 November 2006 (7.30pm – 8.50pm)

Present:
Councillor Michael White, Leader of the Council, in the Chair

Cabinet Member responsibility:
Councillor Steven Kelly (Deputy Leader) Sustainable Communities
Councillor Michael Armstrong* Housing & Regeneration
Councillor Peter Gardner Public Safety
Councillor Eric Munday Performance & Corporate
Councillor Roger Ramsey Resources
Councillor Paul Rochford Environmental & Technical Services
Councillor Geoffrey Starns Children’s Services
Councillor Barry Tebbutt StreetCare & Parking

Councillors June Alexander*, Clarence Barrett*, Keith Darvill*, Gillian Ford*, Linda Hawthorn, Andrew Mann, Ray Morgon, Frederick Thompson and Melvin Wallace were present

* for part of the meeting

Two representatives of the press were also present.

An apology was received for the absence of Councillor Andrew Curtin

Councillor Michael Armstrong declared a prejudicial interest in the matter referred to in minute .. below and left the meeting while that matter was dealt with

All decisions were agreed with no vote against.

On behalf of the Chairman, those present were reminded of the action to be taken in the event of an emergency.

38 MINUTES

The minutes of the meeting held on 25 October 2006 were approved as a correct record and signed by the Chairman.

39 CORPORATE PLAN 2007/10 – FINANCIAL PROSPECTS

Councillor Roger Ramsey, Cabinet Member for Resources, introduced the report
The report outlined the context within which the 2007/10 corporate business plan and Medium Term Financial Strategy (MTFS) was being developed. It examined the progress made by services, through the “Star Chamber” process, on the implications of achieving the objectives of the MTFS and the Council’s priorities over the next three years.

Cabinet noted that further work was continuing to help achieve those objectives and that, when the provisional Revenue Support Grant settlement for 2007/08 was notified to the Council in November/December, a fuller picture would become available.

Reasons for the decision:

The Council was required to set a budget for 2007/08 and, as part of that process, to undertake relevant consultation in respect of the proposals included within it. It was also prudent for the financial prospects and progress with the development of the MTFS to be considered by Cabinet ahead of the bulk of the detailed budget work and the announcement of the settlement.

Other options considered:

There are no other options in so far as setting a budget is concerned. However, there are options in respect of the various elements of the budget. These are considered in preparing the budget and cover such things as alternative savings proposals, the totality of budgetary pressures and the different levels of Council Tax.

Cabinet agreed:

1. To note the progress made to date with the development of the Medium Term Financial Strategy.

2. To note the further work being undertaken by officers and the timetable outlined in the report.

3. That the final options be reported, taking into account the views expressed by Overview and Scrutiny Committees, after the Grant settlement is known.

INSURANCE STRATEGY

Councillor Roger Ramsey, Cabinet Member for Resources, introduced the report

Cabinet was reminded that, like many other local authorities, the Council currently arranged its insurance cover using a mix of self-insurance and purchase of cover from an insurance company specialising in local authority risks. As few insurers covered specialised local authority risks, and as the cost of insurance externally became more expensive, over the years the Council had moved to a large degree of self-insurance using an Insurance
Fund, administered in the same way as external insurance. The Fund was used to pay the premiums to the insurance company, as well as to meet claims that fell within its parameters. Retrospective cover was not provided.

The current five year contract would expire on 31 December 2007, and the renewal process would commence in early June. Total premiums for 2006/07 were £3,147,550, of which £1,470,670 was paid to Zurich Municipal (ZM) and the remaining £1,676,880 was held in the Fund. The total paid to ZM included terrorism and engineering insurance, together with £46,000 for the inspection of boilers and plant etc. covered under the engineering policy. ZM also provided the Council with a claims handling service at a cost of £74,300, included in the premium.

Under EU rules, a tendering exercise was mandatory but in any event, the Council received a discount on its premium compared with annual renewal. Analysis of claims for the last five years as at end of August showed that by far the greatest level of claims are paid for by the self-insured part of the fund, demonstrating that pressure on the self insurance part of the fund was significant and that the Council was paying a significant amount for the transfer of the risk of a large event occurring. Addressing these issues would form part of the negotiations that would ensue with prospective insurers.

**Reasons for the decision:**

It was necessary to make arrangements for tendering.

**Other options considered:**

The Council could become part of a mutual, however doing so was not considered appropriate at this time.

**Cabinet:**

1. Noted the current arrangements.

2. Noted the options to be explored for self-funding effective from the January 2008 renewal.

3. Agreed to seek tenders for all of the Council’s insurance requirements, including the leaseholder insurance policy and additional cover for schools for the period 1 January 2008 (1 April 2008 in the case of the leaseholder policy and additional cover for schools) for periods:
   a) of three years to 31 December 2010 (31 March 2011 for leaseholders/schools)
   b) of five years to 31 December 2012 (31 March 2013 for leaseholders/schools)
   c) of ten years to 31 December 2017 (31 March 2018 for leaseholders/schools)

4. Authorised the Group Director Finance & Commercial to decide the detailed extent and limitation of each insurance requirement for the tender.
TRADING STANDARDS ENFORCEMENT POLICY AND COMMUNITY SAFETY ACCREDITATION SCHEME

Councillor Paul Rochford, Lead Member for Environmental & Technical Services, introduced the report

The report set out a framework within which the Trading Standards Section would carry out its enforcement responsibilities and the action it would take when it discovers a breach of the law.

The report also gave details of the Community Safety Accreditation Scheme (CSAS), which permitted accredited officers to issue Fixed Penalty Notices (FPNs), and sought approval for Trading Standards staff to become Accredited Persons and thus able to issue fixed penalty notices for the selling of alcohol to underage persons.

Reasons for the decision:

To improve the enforcement capabilities of the Trading Standards Section in combating underage drinking.

Other options considered:

The Trading Standards Section had worked to prevent the sale of alcohol to young persons for a number of years, by a combination of education (both consumer and business), support for proof of age cards, implementation of alcohol awareness schemes and the use of young persons to carry out test purchases. Once a sale had been made it is an extremely resource intensive process to implement legal proceedings.

For the past year, joint inspections with the police had resulted in the seller of alcohol, where this was typically a shop assistant, being given a FPN. This saved many hours of staff time that would otherwise be involved in a court case and that could be used to carry out further inspections; however, the police were not always available to assist and were rarely available at short notice. For repeat offences, or where an illegal sale had been made by the licensee, then prosecution would invariably follow.

Approval of the proposal would allow the Section to carry out its functions more efficiently and in more depth without the reliance on the assistance of police.

Cabinet agreed:

1. To adopt the enforcement policy, as set out Appendix 1 to these minutes.

2. To authorise the Trading Standards Section to seek accreditation under the Community Safety Accreditation Scheme.
41 DISABILITY EQUALITY SCHEME

Councillor Eric Munday, Cabinet Member for Performance and Corporate, introduced the report

The Disability Discrimination Act 2005 had placed statutory duties on public bodies to promote disability equality through the execution of their public functions. Accordingly, a draft Disability Equality Scheme had been produced, which outlined the journey towards disability equality in Havering for the years 2006-2009.

Reasons for the decision:

The production of a Disability Equality Scheme was a legal requirement under the DDA.

Other options considered:

No other options had been considered, as the production of a Disability Scheme was a legal requirement.

Cabinet:

1. Approved the Havering Disability Equality Scheme 2006/2009 as set out in Appendix 2 to these minutes.

2. Noted the arrangements for publication and circulation of the documents.

3. Noted the way in which additional consultation would be undertaken.

42 PROPERTY DISPOSALS

Councillor Michael Armstrong declared a prejudicial interest in the matters referred to in this report and left the meeting while it was discussed.

Councillor Roger Ramsey, Cabinet Member for Resources, introduced the report

In July 2005, Cabinet had approved the disposal of a number of Council-owned sites that had been identified as surplus through a systematic property review carried out by Strategic Property Services.

The Council had pursued a policy of selling surplus sites for many years and thus it was becoming more difficult to identify new sites for disposal that do not pose challenges, either technically or in terms of planning, and especially in respect of objections that arise in many cases. Nonetheless, constant and ongoing appraisal of property assets to identify disposal opportunities was a requirement on all local authorities and at Havering was essential to providing capital receipts to fund spending to support and enhance Council services.
The submitted report identified further sites that did not appear to meet the Council’s approved criteria for property ownership and therefore could be considered for disposal.

**Reasons for the decision:**

In order to improve the efficiency of the Council’s portfolio of land and property assets and to generate further capital receipts it was important to ensure that surplus assets were identified for disposal.

**Other options considered:**

If the sites were not sold, the most likely alternative was that they would remain in their current use, and it was likely that the capital programme would have to be reduced or funded from borrowing, incurring additional revenue costs.

**Cabinet agreed:**

1. That the properties identified in the report (Como Street Car Park, Romford, land in North Hill Drive, Harold Hill, land at Sainsbury’s Car Park, Hornchurch and land in Colne Drive, Harold Hill) be declared surplus and authorisation be given for their disposal (subject to obtaining any necessary planning permissions and other consents as appropriate) and that (subject to (2), (3) and (4) below) the Property Strategy Manager in consultation with the Assistant Chief Executive (Legal and Democratic Services) be authorised to deal with all matters arising and thereafter to complete the disposal of the properties identified.

2. That the selection of a development scheme/purchaser for the Como Street Car Park be made in consultation with the Leader of the Council and the Cabinet Member for Resources and that they be authorised to approve any necessary matters in connection with the disposal.

3. That the Cabinet Member for Resources be authorised to approve the terms and conditions of the sale of car parking land in Hornchurch to J. Sainsbury Ltd on the basis reported.

4. That the Cabinet Member for Resources be authorised to approve an undervalue disposal in respect of Colne Drive, Harold Hill in the event that competitively marketing the site (subject to the restrictions set out in the report) results in the recommended offer being lower than would be reasonably expected on an unrestricted basis.
Councillor Barry Tebbutt, Lead Member for StreetCare & Parking, introduced the report

Cabinet was advised that the land on which the Front Lane Car Park was located was not owned by the Council but leased from London Underground Limited (LUL), who were seeking to increase the cost of renewing that lease. The cost, together with the continuing costs for maintaining the site without any parking fee income, would place a financial burden upon the Parking Service disproportionate to the size of the facility and usage. Cabinet was now invited to consider whether the Council should renew the lease and, if so, whether parking charges should be introduced for its use.

**Reasons for the decision:**

To decide whether the Council should renew the lease on Front Lane Car Park and, if so, on what terms.

**Alternative options considered:**

Many roads within the locality do not have parking restrictions and could absorb the loss of Front Lane car park if it were decided not to renew the lease. Blue badge holders (drivers with a disability) were permitted to park on streets, except where loading restrictions applied.

As the Council was not the site owner, it had not been considered appropriate to seek partnership arrangements for operation of the car park. Other options for maintaining the Council's operation of the car park were set out in the report.

Cabinet agreed that the lease be renewed with an optional two year break clause and that:

(a) subject to the consideration of any objections to the draft traffic order, parking charges be proposed from 1 April 2007 as set out in the report.

(b) final determination of the necessary traffic order following consideration of any objections to it be delegated to the Lead Members for Environmental & Technical Services and StreetCare & Parking in consultation with the Head of Technical Services.

**EXCLUSION OF THE PUBLIC**

Cabinet decided on the motion of the Chairman that the public should be excluded from the remainder of the meeting on the ground that it was likely that, in view of the nature of the business to be transacted, if members of the public were present there would be disclosure to them of exempt information within the meaning of paragraph 3 of Schedule 12A to the Local Government Act 1972 and it was not in the public interest to publish the information.
45 TECHNICAL SERVICES CONTRACT EXTENSION

Councillor Paul Rochford, Lead Member for Environmental & Technical Services, introduced the report

The current Technical Services Partnership Agreement with Mouchel Parkman was due to expire in December 2006. The report submitted recommends sought extension of just over 12 months of the current contract, subject to agreement of terms, and suggested a range of other options to enable sufficient time for the full procurement process and provide a convenient new contract start date.

Reasons for the decision:

The current Contracts for this service ends in December 2006 and will therefore need either to be extended or other arrangements put in place to cover the necessary timescales for tendering a new contract under the European legislation. It is necessary for the extension to be until the end of December 2007 to enable the European Union procurement process to be conducted and allow time to address any unforeseen issues arising. Under the Council’s Contract Procedure Rules the extension is permitted, subject to the conditions given in this report.

Due to the negotiations not being concluded in time for this report and unlikely to be completed before Cabinet it will be necessary for decisions to be made quickly as the existing Contract finishes on 17 December this year. Therefore the need for delegated Authority to be given to the Lead Members for Technical Services and Resources

Alternative options considered:

The option to extend for just over 12 months was considered against the possibility of bringing all work back in-house for the same period or of giving work out on a job by job basis on Construction Line. The most beneficial option for the sake of protecting the Borough’s strategic interests was believed to be to extend the existing contract, unless the prices were believed to be unreasonable when one of the other options or a combination of them would be considered.

Cabinet agreed:

1. That the existing Partnership contract with Mouchel Parkman be extended from 17 December 2006 until 31 December 2007 to enable the European Union procurement process to be conducted, subject to acceptable terms being offered, and that agreement of any variation to Contract rates be delegated to the Lead Member for Environmental & Technical Services and the Cabinet Member for Resources, in consultation with the Group Directors Public Realm and Finance & Commercial, and the Assistant Chief Executive Legal & Democratic Services, subject
to achieving Value for Money and satisfying any other legal requirements.

2. That in the event that a satisfactory offer is not provided by Mouchel Parkman, the Lead Member for Environmental & Technical Services and the Cabinet Member for Resources, in consultation with the Group Directors Public Realm and Finance & Commercial, and the Assistant Chief Executive Legal & Democratic Services, be delegated authority to wind up the existing contract and to make whatever other arrangements are necessary until the new contract can be procured.
Trading Standards Enforcement Policy

1. **Introduction**

1.1 This policy sets out how the Trading Standards Service carries out its enforcement activities and the action it will take when it discovers a breach of the law that it enforces.

2. **Enforcement Policy Statement**

2.1 Our primary enforcement duty is to protect the public and legitimate businesses from unsafe goods and unfair trading practices. At the same time we are committed to promoting a thriving local economy by carrying out our enforcement functions in an equitable, practical, transparent and consistent way. As signatories to the Enforcement Concordat we are also committed to applying the principles that it sets out.

3. **Delivery of Trading Standards Services**

3.1 Will be based on:

- **Education** - we will promote good practice, support training initiatives and provide advice at every opportunity. We will make written information available to business, and the public on topics such as consumer safety, fair trading, metrology and consumer advice.

- **Planned Inspection** - Intervals between inspections and inspection priorities will be based on an assessment of risk unless there is a specific frequency of inspection required by law.

- **Responding to complaints and information** - we will prioritise our response to complaints and other notifications by an assessment of risk.

- **Projects** - we will monitor trends in enforcement and non-compliance and carry out targeted enforcement projects. We will take community priorities and local impact into account in determining subjects for projects.

4. **Scope of the Enforcement Policy**

4.1 The policy covers all areas of Trading Standards Service including:

- Quality, metrology and safety
- Fair Trading
• Complaints and advice
• The Sale of Age Restricted goods

5. Principles of Good Enforcement

5.1 The Enforcement Concordat

Havering has signed the Enforcement Concordat introduced by Government. It lays down the principles for good enforcement. Compliance by the Trading Standards Service with the Concordat will promote uniformity in carrying out enforcement functions and encourage dialogue between our Service and those being regulated.

Signing the Concordat commits us to:

**Standards** we will consult with business, and partners to draw up clear standards setting out the level of service and performance we expect to provide.

**Openness**, we will publish information about our work and performance.

**Helpfulness** we will provide a helpful and courteous service.

**Complaints** we will provide an effective procedure to enable complaints about the Service to be made and investigated.

**Proportionality** we will endeavour to minimise the cost of compliance for business by ensuring that any action we require is proportionate to the risks involved.

**Consistency** we will carry out our duties in a fair, equitable and consistent manner. In addition, staff will be trained in all aspects of operational procedures thus ensuring that their duties will be carried out in a fair, equitable and consistent manner.

5.2 Other relevant Principles

**Transparency**, we recognise that most businesses and individuals want to comply with the law. We will, therefore, endeavour to help them to meet their legal obligations without unnecessary expense, by making it clear what they have to do and distinguishing that from what is good practice.

**Confidentiality**, we will recognise commercial confidentiality; respect the confidence of those who make request for our service, providing details of their complaint only with their permission.

**Targeting our Resources**, we are committed to directing our resources to deal with the highest risks and we will use risk assessment systems to decide our response to proactive and reactive workload demands.
The Code for Crown Prosecutors, the provisions of this code will underpin our work.

Shared enforcement role, we work closely with other Council Services, other local authorities and with external enforcement agencies e.g. Office of Fair Trading, Police, the Food Standards Agency (FSA). Joint working with other enforcement agencies will involve sharing information and co-ordinating our enforcement activities where there is a shared or complimentary enforcement role.

Monitoring and Reporting on our performance, we will report regularly on our performance via the Trading Standards Service Performance Plan and the Havering Best Value Performance Plan and by publication of our newsletter ‘Fair Play’.

5.3 Enforcement Options

We will use the following range of enforcement options to achieve compliance:

(i) **Informal action** - will be taken in the first instance where the matter is not serious, the past history shows no similar problems, there is no risk to consumer safety and we have confidence that compliance will be achieved. Voluntary organisations will normally be dealt with at this level.

Advice from Officers will be put clearly and simply. It will be confirmed in writing, explaining why any remedial work is necessary and over what time-scale. We will make sure that legal requirements are clearly distinguished from best practice advice.

(ii) **Notices Requiring Improvement** – There are statutory notices that can be used by the Service to deal with a range of issues including faulty weighing and measuring equipment, storage of explosives, unsafe goods, etc. We will also use informal notices to back advice from officers.

Statutory Notices are served where there are significant contraventions of the law or there is a significant risk to the safety of consumers or the public.

Once we have served a notice requiring improvement we will be willing to provide advice and support to ensure that the recipient understands it and is able to comply with it fully. We will regard failure to comply with a notice as a serious matter that could result in the consideration of either a formal caution (for example in the case of a first offence) or prosecution.

Before formal enforcement action is taken, staff will provide an opportunity to discuss the circumstances of the case and, if possible, resolve points of difference and agree time scales for compliance. In the case of vulnerable groups we will consult with any appropriate representative bodies.
(iii) **Weights and Measures Equipment** – Where we find weighing or measuring equipment in use for trade, which is inaccurate, we will issue a notice requiring the equipment to be adjusted within a deadline specified in the notice. In more serious cases we may take action obliging the equipment to be removed from use immediately and re-verified at the trader’s expense. In the most serious cases we may seize the equipment as evidence pending a formal caution or prosecution.

The criteria we will use to determine what level of action is appropriate will include:

- The extent to which the equipment is inaccurate.
- Any steps taken by the trader to ensure that his/her equipment remains accurate (such as a service contract).
- The risk that consumers may have been receiving short weight or measure.
- Whether there appears to have been an element of deliberate fraud on the part of the trader

Where Officers consider immediate action is necessary, they will give an explanation of why such action is needed at the time and confirm this in writing at the time. If requested, officers will provide further written explanation of their decision within 5 working days.

**Packaged goods: reference testing** – When batches of packaged goods are found not to pass a reference test there are a range of sanctions open to inspectors including the issuing of instructions as to the disposal of the goods and or instructions on how the packaging process could be improved.

Where Officers consider action is necessary, they will give an explanation of why such action is needed at the time and confirm this in writing at the time. If requested, officers will provide further written explanation of their decision within 5 working days.

(iv) **Suspension Notices** – Where we find consumer goods on sale that we believe infringe consumer safety legislation we will immediately bring this to the attention of the trader and request that he/she voluntarily removes them from sale. In cases where the trader declines to remove unsafe goods from sale we will issue suspension notices preventing further supply of those goods. We will take this action where we believe that there is an immediate and real risk to the safety of consumers. We will consult with the home authority of the supplying and manufacturing companies of the goods before we issue.

When such action is taken staff will explain why it was taken confirming it in writing.

(v) **Seizure** - Legal powers to seize articles and documents, either to provide evidence of offences, to ensure that an activity ceases, or to ensure that it does not recur are available to staff. When this is used, staff will explain at the time the powers they are exercising and the
reason why they are being exercised. Written confirmation of this action will be provided.

(vi) Licensing and Registration – licences or registrations will normally only be issued following compliance with the appropriate statutory requirements and any licence or registration conditions. The Service will normally send only one written renewal reminder including with it an application form, the amount of the fee required and the time allowed for the return of the application. As it is an offence to operate without the necessary license or registration failure to renew or to operate without the proper authorisation will result in consideration being given to instigating legal proceedings.

(vii) Alcohol and Entertainments licences - We are a responsible authority for the purposes of the purpose of Alcohol and Entertainments licensing. In the event that we detect evidence of breaches of appropriate legislation or licensing objectives we may make representations to the Licensing authority concerning the refusal or revocation of Alcohol licences (both individual and premises).

(viii) Voluntary assurances and undertakings – individuals and companies who, in the course of trade, behave in a way likely to harm the collective interest of consumers can be caught by the civil enforcement regime contained within Part 8 of the Enterprise Act 2002. Whenever possible, through negotiation with businesses, we will seek to obtain voluntary assurances about future conduct and/or voluntary undertakings to stop breaching legislation, prior to more formal action through the civil courts. Court action may be taken without warning if the nature of the activity justifies it – but only in close consultation with the Office of Fair Trading.

(ix) Formal Enforcement Action – formal legal action will be used when necessary and appropriate in accordance with the following criteria:

5.4 Enforcement Decisions

(i) Civil Proceedings

Decisions on whether to make applications for enforcement orders to the civil courts using procedures outlined in Part Eight of The Enterprise Act 2002 will be made with reference to Office of Fair Trading (OFT) guidance issued under section 229 of that Act. In particular the following general enforcement principals will be taken into account:

General enforcement principles

• action is necessary and proportionate, as set out in the Enforcement Concordat, where there is evidence of a breach of the relevant consumer protection law and of consumer harm stemming from the breach

• business will normally be given reasonable opportunity to put matters right
• wherever possible court action will only be taken after undertakings have been sought

• proceedings will be brought by the **most appropriate body**:  
  - with **proper regard for other statutory regulatory means and for non statutory mechanisms**, and
  - with regard to the **application of the Home Authority Principle**

• we will cooperate with the OFT to ensure that any action is **coordinated** so that the business concerned is not subjected to unnecessary multiple approaches, and

• **publicity** on Part 8 cases will be accurate, balanced and fair.

(ii) **Criminal Proceedings**

The Code for Crown Prosecutors will be followed in deciding whether it is appropriate to bring a prosecution, in particular the following criteria will be taken into account.

- There must be sufficient and suitable evidence to provide a realistic prospect of conviction against any defendant.
- The seriousness of the alleged offence.
- Whether there has been an element of fraud on intent in the commission of the offence.
- Whether there has been gross negligence.
- Risk of re-offending.
- Frailty, vulnerability, understanding or age of the individual likely to be proceeded against.
- Previous history of the business or individual concerned.
- Public interest.
- Whether any other action such as issuing a formal caution or an improvement notice, imposing a prohibition etc. would be more appropriate or effective.

(The National Mode of Trial Guidelines will be taken into consideration when recommending if an “either way” case should be heard at Magistrates Court or at Crown Court.)

5.5 **Alcohol Sales to Children**

In addition to the above principals the following policy will also apply to cases where alcohol is sold to children or young persons under the age of 18. This policy reflects the serious nature of this offence:

**Prosecution Policy for Underage Sales**

1. If an unsubstantiated complaint has been received the trader should be issued with a warning/advisory letter and then surveyed\(^1\).

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\(^1\) See WI on Investigating an underage sales complaint – surveying refers to a covert test purchasing programme.
2. For first Offences the seller will be issued with a fixed penalty notice and the licensee (premises licensee and/or Individual licensee) sent a warning letter regarding the incident.

There may be rare exception where this step will be bypassed such as if a licensee makes the sale themselves, the seller is underage or if the visit is carried out in response to a very serious incident.

3. Any shop found to be selling and issued with a fixed penalty notice will be revisited at the next survey to ensure future compliance.

Where a second sale is obtained details will be taken from the licensee and the matter investigated in relation to prosecution.

4. In the case of any sale to children the matter will be referred to the licensing section for consideration of revocation proceedings. We may also consider raising objections to the issue/renewal of any future license.

5. The individual seller will be investigated with a view to prosecution if they have made more than one sale. If it is a different member of staff that has made the second sale they will be issued with a fixed penalty notice.

6. **Legal Proceedings**

   (i) Legal proceedings will only be instigated with the approval of the Chief Trading Standards Officer or the Head of Technical Services or Group Director of Public Realm and the Council’s Head of Legal Services.

   Investigations will be conducted in accordance with the provisions of the Police and Criminal Evidence Act 1984, the Regulation of Investigatory Powers Act 2000, and the Enterprise Act 2002, together with relevant subordinate codes, guidelines and procedures.

   The government guidelines on the cautioning of offenders will be used where appropriate.

   In serious cases of breach of the law and/or serious infringements\(^2\) immediate enforcement action may be taken without prior warning.

   (ii) **Formal Cautions** - these will be issued where there is clear evidence and acceptance of an offence by the offender. The purpose will be to;

   - Deal quickly and simply with less serious offences;
   - Avoid unnecessary appearances in criminal courts; and
   - Reduce chances of re-offending.

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\(^2\) See Enterprise Act 2002 Part 8
• Deal with cases where it is not in the public interest to prosecute.

(iii) **Fixed Penalty Notices**

For breaches of appropriate legislation individuals may be issued with fixed penalty notices, either in cooperation with assisting police officers or by Trading Standards Staff if authorized to do so.

The purpose of issuing a fixed penalty notice is essentially the same as that of Formal Cautions (see above) but provides a more serious sanction when the offence warrants it and an immediate sanction is appropriate. (This would include, but not be restricted to, shop staff who sell alcohol to children)

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

(v) **Publicity.** - We will issue a press release following successful legal proceedings including details of the case and the penalties imposed.

(vi) **Consumer Regulation Website** – Were appropriate we may enter details of prosecutions and other action on the Consumer Regulation Website operated by the office of Fair Trading. Such details may be used in considering Enterprise Action against businesses and individuals.
Foreword

The Disability Rights Commission estimates that around one in five of the British population has a disability. In Havering, which has an older, and aging population, this figure is likely to be even higher. Disabled people face discrimination in just about every area of daily life, leading to widespread inequalities and reduced life chances.

Disabled people are less likely to hold educational qualifications than non-disabled people. Disabled people of working age are less likely to be in employment, and when employed tend to earn less than those without disabilities. Disabled people are more likely to be victims of crime. The design and layout of buildings, poor signage and inaccessible information all create barriers which prevent disabled people from accessing services which other people take for granted.

For all these reasons, and many others, Havering Council welcomes the new responsibilities placed upon it to work towards a culture of equality between disabled people and the wider population. As an Authority we are constantly working to improve the quality of the services we provide to the public. These measures can only ever be partially successful if we do not take into account the particular needs of such a significant group within our local community.

The Disability Equality Scheme allows us to build the needs of Havering’s disabled communities into our services from the outset; to ensure that we are constantly working to remove institutionalised discrimination, and promote disability equality and improved life chances for people with disabilities. The end result can only be a Council which provides better services for everyone.

Stephen Evans  Councillor Michael White

Chief Executive  Leader of the Council
The Council’s vision and priorities

Havering’s Vision, set out in the Community Strategy, is shared and supported by the Council:

“To create a safe, welcoming, healthier and more prosperous place where people choose to live, work and visit.”

<table>
<thead>
<tr>
<th>Priority 1: To promote financial efficiency and value for money</th>
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<tbody>
<tr>
<td>• To increase resident satisfaction with overall council performance, currently at 46% as of Jan 2006, to the London average by 2010 and to ten percent above the London average by 2020.</td>
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<tr>
<td>• To keep council tax increases in the lowest third in London.</td>
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<td>• To reduce staff sickness levels to an average of 7 days by 2008.</td>
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<th>Priority 2: To improve the quality of our services</th>
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<tr>
<td>• To reduce the number of Best Value Performance Indicators in the bottom quartile to 10% by 2010 and none by 2020.</td>
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<tr>
<td>• To support our Children’s Services to maintain their level of performance through the significant changes required by the Every Child Matters agenda and the Children Act.</td>
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<tr>
<td>• To make our Housing service one of the best in London by raising the overall block CPA score from 1 to 4 by 2020.</td>
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<th>Priority 3: To make Havering a better place in which to live and work</th>
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<tr>
<td>• To regenerate our town centres and South Havering.</td>
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<tr>
<td>• To increase resident satisfaction with standards of street cleanliness to 65% by 2010 and 75% by 2020.</td>
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<tr>
<td>• To improve the condition of our roads and pavements so that more than 80% are acceptable by 2010 and more than 95% are acceptable by 2020.</td>
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<tr>
<td>• To increase the percentage of residents who feel safe on the streets at night to 65% in 2009 and 75% in 2015.</td>
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The population of Havering

Havering is located on the northeast boundary of Greater London. It is the third largest London Borough, covering some 43 square miles. To the north and east the Borough is bordered by the Essex countryside, to the south by a three mile River Thames frontage, and to the west by the neighbouring boroughs of Redbridge and Barking & Dagenham.

The latest mid-year estimate of population produced by the Office for National Statistics gave Havering a figure of 225,000 in 2004. This is about average for a London Borough and ranked the Borough 16th out of the 33 London authorities in terms of population size. 19,800 were of primary school age (5-11 years), which at 8.8% of total population was similar to the average 8.3% for Greater London and 8.5% for England and Wales. 15,100 were of secondary school age (12-16 years), which at 6.7% was also similar to the London average of 5.8% and the England and Wales average of 6.6%. 135,300 were of working age (16 to 64 years for men and 16 to 59 years for women), which at 60.1% was the lowest proportion in London and compared to the London average of 66.7% and the England and Wales average of 61.9%. 46,000 were of retirement age (65 years plus for men and 60 years plus for
women), which at 20.4% was the highest proportion in London and compared to the London average of 13.9% and the England and Wales average of 18.5%.

In line with national trends, the number of households in Havering continues to increase as a result of the growth in one-person households. Average household size in the Borough has declined from 3.03 persons per household in 1971 to 2.43 persons per household in 2001.

The 2001 census found that 38,500 (17.2%) people living within Havering had a long term illness, health problem or disability which limited their daily activities or the work they could do. Whilst lower than the national average (18.2%), this was the 7th highest disabled population in London, and is expected to rise as Havering has an older, and ageing population. 10.4 % of the population were acting as unpaid carers.

The census also found that the Black and Minority Ethnic (BME) population in Havering was 10,800 (4.8%). This was the lowest BME population in London, with the exception of the City of London. It was the lowest proportion of BME people in London, where the percentage ranged from 60.6% in Newham to 4.8% in Havering. This compares with a London average of 28.8% and 9.1% in England.

In terms, of religion and belief, the census reported that 170,700 (76.1%) of the Boroughs population stated their religion as Christian. 1,800 were Muslim (0.8%), 1,700 (0.8%) were Hindu and 1,100 (0.5%) were Jewish. 29,600 (13.2%) said they had no religion and 17,600 (0.8%) gave no response to the question. The 76.1% who stated their religion as Christian was the highest proportion in London. Tower Hamlets with 38.6% had the lowest proportion. The average in London was 58.2% and in England was 71.7%.

Section one – Equality

Background

The Disability Discrimination Act 2005

The DDA 2005 built on the provisions of the 1995 Act, placing new requirements on public authorities to take a more proactive approach to disability equality. Under the 1995 Act, employers, service providers and education bodies are required to review their functions and make reasonable adjustments to improve accessibility. The new legislation adds both breadth and depth to these requirements.

All public bodies are required to assess their functions for their impact on disabled people, and change the ways in which those functions are carried out, to promote disability equality. Impact assessments must be comprehensive, and must be built into the creation of new policies and practices. As such the Act ensures that services will be equality-proofed from the outset, rather than implemented and then ‘reasonably adjusted’ at a later stage.

The General Duty

The DDA 2005 places a duty on all public authorities to pay due regard to disability in the execution of their functions. This duty has been broken down into six elements, namely –
Cabinet, 15 November 2006

- promote equality of opportunity between disabled persons and other persons
- eliminate discrimination that is unlawful under the Act
- eliminate harassment of disabled persons that is related to their disabilities
- promote positive attitudes towards disabled persons
- encourage participation by disabled persons in public life
- take steps to take account of disabled persons' disabilities, even where that involves treating disabled persons more favourably than other persons.

**The Specific Duty**

The Act also confers specific responsibilities on public authorities, outlining the process by which the General Duty should be met.

Authorities are required to prepare and publish a Disability Equality Scheme, which must include the following elements.

- the ways in which disabled people have been involved in the development of the Scheme
- the Authority’s methods for impact assessment
- the steps which the Authority will take towards fulfilling its general duty (the Action Plan)
- the Authority’s arrangements for gathering information in relation to employment and, where appropriate, delivery of education and its functions
- the Authority’s arrangements for putting the information gathered to use, in particular in reviewing the effectiveness of its action plan and in preparing subsequent Disability Equality Schemes.

The Authority must carry out the steps set out in the action plan over the three years following the publication of the Scheme (unless it is unreasonable or impractical to do so). An annual report must be produced outlining progress, and a new Scheme must be produced every three years.

**Definition of Disability**

The Disability Discrimination Act defines a disabled person as someone who “has a physical or mental impairment, which has a substantial and long-term adverse effect on his or her ability to carry out normal day-to-day activities”. The definition includes physical and sensory disabilities, as well as mental health conditions and learning difficulties. It would also include people who have severe disfigurements. In December 2005, the definition was extended to cover people who have HIV, cancer or multiple sclerosis, from the point of diagnosis.

**Equality Values**

**Introduction**

All elected Members and Officers of the London Borough of Havering are committed to promoting equality of opportunity, by valuing and celebrating diversity and combating unfair treatment whether it be witting or unwitting.
Equality of opportunity and freedom from discrimination in any of its manifestations is a fundamental right for all of those who visit, work, live, or learn within our Borough and we will, through our leadership and commitment, work to ensure this is promoted.

We will achieve this by:

- community leadership
- equitable and inclusive service provision
- employment

Diversity is a strength that we recognise and value. We will ensure this is harnessed throughout the entire organisation to the benefit of all service users, and employees.

We are committed to ensuring that our current and potential service users, employees and job applicants will not be discriminated against on the basis of their background, sex, race, colour, ethnic origin, disability, known or assumed sexual orientation, gender reassignment, age or faith.

We believe that the principles of tolerance and understanding and respecting others are fundamental to us, and our aim is to be a service provider and employer of choice.

**The London Borough of Havering as a Community Leader**

We aim to ensure there is effective partnership with all sections of our diverse community by:

- working with partner organisations, including the Havering Strategic Partnership, to improve and foster a better quality of life for everyone in Havering, and in doing so provide an environment free from discrimination and disability harassment, as an organisation that shares good practice in promoting equalities
- regularly listening, consulting and responding to the views of the whole community through public consultation
- valuing the British identity by promoting its characteristics of tolerance, fairness, and individuality, whilst celebrating and respecting the variety of lifestyle cultures and religions within Havering
- encouraging and supporting all citizens to be active in community life and exercise their individual democratic rights

**The London Borough of Havering as a Service Provider**

We aim to provide responsive, equitable and accessible services by:

- providing services which are accessible to all communities in the Borough
- producing and providing clear, and meaningful information about Council services in ways that are accessible to the entire community of Havering
- working with all partners in consulting with all sections of the community on service provision
- monitoring take up and evaluating services to ensure they do not discriminate or exclude, including any complaints procedures
- aiming to achieve the highest level of the Equality Standards for Local Government (Level 5)
- ensuring that services meet the Best Value Principles
The London Borough of Havering as an employer

Our aims and objectives for equal and appropriate treatment within employment are as follows:

- to employ a workforce that reflects the diverse community of Havering including disabled people
- to involve and communicate effectively with all members of staff and staff groups
- to support fair pathways to access learning and career development opportunities, which encourage and support staff to reach their full potential
- to provide a safe and accessible working environment that respects and values individual and collective identities and cultures, and that is free from discrimination, harassment and victimisation

Our objectives will be achieved by:

- ensuring all our employment opportunities, and communications are physically, practically, and culturally accessible
- providing a fair recruitment and retention process which is non-discriminatory in practice and which increases accessibility of employment opportunities for all groups within our community
- ensuring training and development opportunities are provided, enabling staff to be equipped with the appropriate awareness, knowledge and skills to respond positively to a range of equality and diversity needs as identified in this Scheme
- providing flexible employment practices that are responsive to the needs of all sections of staff
- promoting disability equality through best practice, whilst challenging and tackling poor practice
- ensuring disability equality and diversity is an integral part of our core business and people management processes
- actively supporting and recognising diversity within staff groups, treating all staff fairly, with dignity and respect

Responsibilities

A Cabinet Member holds the Equality Portfolio. However all Members are personally responsible for observing and conforming to the Disability Equality Scheme.

The Borough’s Strategic Management Team (consisting of: Chief Executive, Group Directors and Assistant Chief Executives) is responsible for ensuring the implementation of the Disability Equality Scheme and other equality policies.

Managers have specific responsibilities for communicating and implementing the Disability Equality Scheme. They are expected to take positive measures to address inequality and promote equal opportunities for all; taking action to ensure all staff reach their full potential.

While managers have specific accountabilities, the equality and diversity agenda is the responsibility of each and every employee.
Structures

At a corporate level, equalities work is dealt with by the Strategic Equalities Group (SEG), the Equality Lead Officers Group (ELOG), and Directorate Equality and Diversity Groups. The SEG is responsible for setting the authority’s strategic direction in terms of equalities, and for agreeing corporate goals and standards. These are implemented by the Directorate Groups, the Chairs of which will form ELOG. ELOG will meet regularly to ensure that directorates are taking a consistent approach to equalities matters, and to share best practice across services. The Terms of Reference for these bodies are included as appendix D of this Scheme.

The Equality Standard for Local Government

The Equality Standard for Local Government recognises the importance of fair treatment and equal access to local government services and employment. This has been developed as a tool to assist local authorities in mainstreaming their equality and diversity objectives.

One of our performance targets is to reach level 5 (highest) of the Equality Standard for Local Government by 31 March 2009. We are currently at level 2 and we have set ourselves an interim target of achieving level 3 by 31 March 2007 and level 4 by 31 March 2008.

Section two – Our Disability Equality Scheme

Involving disabled people

Authorities producing Disability Equality Schemes are required to involve disabled people in the development of those Schemes. Involvement is expected to go beyond mere consultation, and should allow disabled people to have influence over the setting of priorities and the proposals of solutions necessary to progress disability equality.

Havering’s approach

Havering intends to develop structures for involving disabled people at a Corporate level, and at a Service level in key service areas, as well as adapting existing consultation and involvement practices where appropriate.

Havering Council is at an early stage in developing procedures for involving disabled people in its service improvement processes. It is expected that, during the first year of the Scheme, customer-facing services will develop and build structures which will allow disabled people to have a meaningful input into the way in which services are provided. Additionally it is expected that both corporate and service level consultations will be developed in such a way that information provided by disabled consultees can be separated out from aggregate findings.
In June 2006, Havering Council held a conference for disabled residents, representatives of local disability organisations, and other public bodies, to discuss issues around the Disability Equality Scheme, and how best the Council could work towards promoting disability equality and improving services for disabled people. The Conference was attended by approximately 40 participants.

The information collected from the event was gathered into a report which was shared amongst all Council services, as well as with the residents who had attended or expressed an interest in the event, and our voluntary, community and statutory partners.

Those who completed a booking form for the Conference were also asked to complete two written questions, in order to provide another means for residents to provide information, and also to try to widen the involvement to people who were interested but unable to attend the event itself.

The Council intends to build on this work, and will continue to maintain and build a dialogue with the local disabled community on issues of disability equality and service improvement. To this end, the action plan includes a commitment to provide training to local disability community and voluntary organisations on impact assessment.

Impact Assessment

The Disability Rights Commission Code of Practice requires that Havering assess the impact of its policies and practices, on equality for disabled persons. Where new policies and practices are proposed, the proposals must also be assessed for their likely impact on disability equality.

Impact assessments will examine Havering’s activities, and consider the effect each activity has on disabled people, and whether this effect is different and/or detrimental. An impact assessment will be seeking to identify two things.

- Negative impacts – Areas where the way in which an activity is carried out effects disabled people in a detrimental way, in comparison to the wider community
- Missed opportunities – Areas where the impact on disabled people is either neutral or positive in comparison to the wider community, but where opportunities to achieve a more positive impact exist

Havering’s approach

Each Directorate Equality and Diversity Group is responsible for co-ordinating the impact assessments of their Directorates functions, and the policies connected to each function. The completed impact assessments will be placed in the public domain.

Havering has provided staff with training in impact assessment; in 2006 105 members of staff from across the Authority’s service areas were trained in impact assessment, so that all assessments could be carried out to an appropriate standard.
In order to ensure that the impact assessment processes was comprehensive, each
service was requested to produce an up to date list of its functions, outlining the
policies and practices attached to each function.

Using this information as a starting point, service areas were then required to carry
out impact assessments of each of their functions. A copy of the impact assessment
template is included as appendix B of this Scheme.

These assessments will be held centrally, and copies will be made available for public
inspection in the Borough’s public libraries. Service areas will review their functions
as part of the process of producing Disability, Race and Gender Equality Schemes.
New impact assessments will be carried out in the following circumstances
• where the implementation of a new function is being planned
• where the way in which a function is being carried out is to be altered
  significantly
• where a function has not been impact assessed for three years

Producing an action plan

It is expected that, having carried out impact assessments, and considered the views
of disabled stakeholders, public authorities will have an awareness of where their
weaknesses are in terms of promoting disability equality, and will be able to identify
what work should be prioritised. Using this information, Authorities are required to
produce a three year action plan. This plan should outline all of the work the Authority
intends to carry out over the next three years. This work must be sufficient to show
that the Authority is complying with the general duty, in that it has due regard to the
requirement to promote disability equality.

The code of Practice states that “The action plan in a highly effective Disability
Equality Scheme will reflect:

- the priorities of disabled people, as elicited through involvement
- the strategic priorities of the Authority, including business milestones and
  major projects to be implemented over the timescale of the Scheme
- evidence of where the problems and priorities lie
- specific outcomes which the Authority wishes to achieve to promote
  disability equality set out against a realistic timetable
- measurable indicators of progress towards those outcomes
- lines of accountability”

Havering’s approach

Each service area has produced an action plan, identifying the work it will
carry out to move towards disability equality over the next three years.

The action plan is the most important part of the Disability Equality Scheme, and is
central to our work to meet the General Duty over the next three years and beyond.
Havering has designed an action plan template which it is hoped will build in the
effectiveness expected of us by our residents, and by the Disability Rights
Commission. The template ensures that every action is matched up to a clearly
understood outcome, that the officer or service responsible for delivering the outcome
is identified, and that the service has considered its information needs in terms of
monitoring the success of its actions in achieving their outcomes. The template will
also show which aspects of the General Duty an action is intended to cover, so as to ensure that Havering is fully compliant with its obligations.

Evidence gathering

All public authorities will be expected to assess the impact their functions have on disabled people, and to gather evidence that will measure progress towards disability equality as laid out in the General Duty. The primary tool used for carrying out this work will be the impact assessment of all functions, which in Havering has been carried out using the Combined Impact Assessment template.

The Code states that the Council must

“set out arrangements for gathering information on the effect of its policies and practices on the recruitment, development and retention of its disabled employees”

and

“set out arrangements for gathering information on the extent to which the services it provides, and those other functions it performs, take account of the needs of disabled persons”

Havering’s approach

Service areas will put in place systems to monitor the effectiveness of the actions laid out in the action plans.

The action plans contained within this Scheme have a specific element outlining the evidence which will be needed to monitor progress towards disability equality. As commitments are actioned over the lifetime of the Scheme, services will be expected to either put in place systems to monitor the effectiveness of those actions, or adapt existing data collection processes in order to do so. It is expected that this evidence will not only show progress in terms of meeting the requirements of the General Duty, but will also highlight areas where disabled people are experiencing differential outcomes. This new information will provide services with the information to formulate new commitments to remove or reduce inequalities further.

Dealing with issues outside of the Authority’s control

In the process of identifying barriers to disability equality, it is likely that some barriers will be out of the control of an Authority to change. The Code of Practice recognises this, and recommends that, where a barrier falls within the control of a government department, authorities bring the matter to the attention of the relevant Secretary of State, so that it can be included in the Secretary of State’s report (Secretaries of State being required to publish their own reports on the progress of disability equality in their respective policy sectors).

Havering’s approach

Systems will be put in place to deal with barriers to equality that require action by partner agencies and government departments.
Havering Council recognises that barriers to equality may well be identified which fall outside of its own jurisdiction. For example, when working with disabled people to identify their concerns and priorities for action, issues will be brought up regarding services which are delivered by other bodies such as the police or local health trusts. In order to counter these barriers, Havering proposes to investigate ways of developing relationships between its own Corporate Equalities and Diversity Team, and officers with similar responsibilities within other local statutory bodies.

Additionally, many services are delivered in partnership with other bodies, and barriers may be identified in the provision of those services which requires changes to be made by our partner agencies in order to improve disability equality.

It is expected that services will attempt to resolve these barriers through the use of existing lines of communication between ourselves and our partner agencies. Where such barriers continue to impede Havering’s progress in promoting disability equality, this should be identified in our annual reports.

Lastly, barriers may be identified which fall within the responsibility of a government department. Where this is the case, services will inform their Director or Assistant Chief Executive, who can then raise the matter at a meeting of the Strategic Management Team (SMT). It will be for SMT to decide whether it is appropriate to make representations to the relevant Secretary of State on the matter. All reports to Secretaries of State will be referred to as part of the annual reporting process.

**Section three – Ensuring the success of the Scheme**

**Monitoring arrangements**

In order to ensure that the Scheme is delivering on disability equality, it will be necessary for the Council to put in place arrangements to monitor that its commitments are being actioned, and to ensure that those actions are having the desired effects. To this end, the action plan has been designed to make the following information explicit:

- which officer/service is responsible for actioning a commitment
- when the commitment is expected to be actioned by
- what arrangements are/will be in place to measure the success of the action in delivering disability equality

Directorate Equality Groups will be expected to ensure that the commitments are carried out in their respective service areas, to monitor the success of those actions, and to consider ways of improving on them. It is intended that the focus will be on outcomes rather than actions. If an action is being carried out but is not delivering on disability equality, the Directorate Equality Group will need to consider whether the agreed commitment can be modified in order to improve the outcome, or if it should be discarded in favour of a different strategy.

Directorate Equality Groups will be required to report their progress to the Equality Lead Officer Group (ELOG), who will consider the Council’s overall rate of travel on disability equality. ELOG will also be responsible for ensuring that cross-service commitments are being met, and the success of those commitments.

The Council intends to establish a DES Monitoring Group, which will be made up of representatives of the Borough’s many disability community/voluntary organisations.
Havering Association for People with Disabilities (HAD) will be invited to chair this group in their role as the umbrella organisation for local disability organisations. This Group will be tasked to monitor the work being done by the Authority in relation to disability equality. It will also challenge the Council on success in moving towards disability equality. The Monitoring Group will be invited to attend meetings of the Strategic Equalities and Diversity Group, if appropriate, to discuss issues of concern to the Group, and to make suggestions on changes to the Scheme which would improve the Borough’s rate of travel towards equality.

**Annual reporting**

All public authorities that produce Disability Equality Schemes will be required to produce an annual report outlining their progress in delivering disability equality. The annual report must explain what steps the Authority has taken to fulfil the disability equality duty (in other words, it must show that it has been carrying out the commitments it has made in the action plans of this Scheme). It must explain the results of the information gathering which has been carried out, outlining what evidence the Authority has obtained, and what conclusions have been drawn from that evidence. It must also explain what actions have been taken (or will be taken) as a result of the conclusions drawn from the evidence gathered.

Havering will utilise its monitoring arrangements to gather the information required for the annual reports. The reports will outline what work has been carried out by the Authority. If work has not been completed within the stated timeframes, the reports will state why this has not happened and will outline any subsequent amendments to the original action plan.

The monitoring arrangements will also be used to bring together evidence of the success that the commitments in the Scheme have had in delivering disability equality to Havering. Where commitments have not been successful, or it has been limited, or where opportunities for greater improvement can be identified, these will be outlined in the report, along with any subsequent amendments to the action plan.

The action plan will take account of the comments and suggestions for improvement made by the DES Monitoring Group over the previous year, and will include a summary of that group’s work.

**Production of future Schemes**

Legislation requires that a new Disability Equality Scheme be published every three years. Future Schemes will take account of the work that has been carried out earlier, and utilise the information gathered to produce a new three year action plan which will build on the successes that have already been achieved to bring Havering closer to full equality between disabled and non-disabled people.

**Section four – Other considerations**

**Complaints**

The Council will ensure that its procedure for handling complaints in relation to the Disability Equality Scheme is accessible to all.

The Council will carry out investigations in line with its existing complaints procedure.
If, after making a complaint, you are not satisfied with the outcome, and feel that either you have been discriminated against because of a disability, or that the Council is not meeting all of its responsibilities under the Disability Discrimination Act, you may wish to consider taking your complaint to the Disability Rights Commission. The DRC have a helpline which advises the public on issues of disability discrimination, and can take on cases of discrimination on behalf of disabled people. Contact details for the Disability Rights Commission are provided below.

**Telephone:** 08457 622 633  
**Textphone:** 08457 622 644  
**Fax:** 08457 778 878  
**Email:** enquiry@drc-gb.org  
**Post:** DRC Helpline  
FREEPOST  
MID 02164  
Stratford Upon Avon  
CV37 9BR

**Our Council Constitution**

The London Borough of Havering has agreed a constitution which sets out how the Council operates, how decisions are made and the procedures which are followed to ensure that decisions are efficient, transparent and accountable to local people. Some of these processes are required by law, while others are a matter for the Council to choose.

The constitution is divided into 16 articles which set out the basic rules governing the Council’s business.

**How the Council operates**

The Council is composed of 54 Councillors elected every four years. Councillors are democratically accountable to residents of their ward. The overriding duty of Councillors is to the whole community, but they have a special duty to their constituents, including those who did not vote for them.

Councillors have to agree to follow a code of conduct to ensure high standards in the way they undertake their duties. The Standards Committee trains and advises them on the code of conduct.

All Councillors meet together as the Council. Meetings of the Council are normally open to the public. Here councillors decide the Council’s overall policies, and set the budget each year. The Council elects a Leader and a further nine members who together form the Cabinet. The Cabinet is responsible for implementing the policies decided by the Council within the set budget. The functions of the Cabinet as a body are set by the Council but the functions of individual Cabinet members are determined by the Leader. The Council also appoints Overview and Scrutiny committees to help in policy formulation and to hold the Cabinet to account for its performance.
How decisions are made

The Cabinet is the part of the Council which is responsible for most day-to-day decisions. The Executive is made up of the Leader and the Cabinet of nine other councillors appointed by the Council. When major decisions are to be discussed or made, these are published in the Executive’s forward plan in so far as they can be anticipated. If these major decisions are to be discussed with council staff at a meeting of the Executive, the meeting will generally be open for the public to attend except where personal or confidential matters are being discussed. The Executive has to make decisions which are in line with the Council’s overall policies and budget. If it wishes to make a decision which is outside the budget or policy framework, this must be referred to the Council as a whole to decide.

Whilst most decisions are taken by the Executive (i.e. by the Cabinet or an individual Cabinet member), a number of important decision are taken by the full Council, or by committees or sub-committees of the Council, including area committees.

Overview and scrutiny

There are eight Overview and Scrutiny committees who support the work of the Executive and the Council as a whole. They allow citizens to have a greater say in Council matters by holding public inquiries into matters of local concern. These lead to reports and recommendations which advise the Executive and the Council as a whole on its policies, budget and service delivery. Overview and Scrutiny committees also monitor the decisions of the Executive. They can “call in” a decision which has been made by the Executive but not yet implemented. This enables them to consider whether the decision is appropriate. They may recommend that the Executive reconsider the decision. They may also be consulted by the Executive or the Council on forthcoming decisions and the development of policy.

Area committees

In order to give local citizens a greater say in Council affairs, nine Area Committees have been created. These provide a platform for local people to express their views regarding important community issues, to review the operation of services locally, to allow representatives and recommendations to be made to the Executive and Council and to take certain important decisions, including some traffic management matters, on a local basis. They involve Councillors for each particular area and are held in public.

Citizens’ rights

Citizens have a number of rights in their dealings with the Council. Some of these are legal rights, whilst others depend on the Council’s own processes. The local Citizens’ Advice Bureau can advise on individuals’ legal rights.

Where members of the public use specific Council services, for example as a parent of a school pupil or as a tenant, they have additional rights.

Citizens have the right to:

- vote at local elections if they are registered
- contact their local Councillor about any matters of concern to them
obtain a copy of the constitution
attend meetings of the Council and its committees except where, for example, personal or confidential matters are being discussed
petition to request a referendum on a mayoral form of Executive
find out, from the Executive’s forward plan, what major decisions are to be discussed by the Executive or decided by the Executive or staff, and when
attend meetings of the Executive where key decisions are being discussed or decided
see reports and background papers, and any record of decisions made by the Council and Executive
complain to the Council about any aspect of the Borough’s services using the Council’s formal complaints systems
complain to the Ombudsman if they think the Council has not followed its procedures properly. However, they should do this only after using the Council’s own complaints process
complain to the Standards Board for England if they have evidence which they think shows that a Councillor has not followed the Council’s code of conduct, and
Inspect the Council’s accounts and make their views known to the external auditor.

The Council welcomes participation by its citizens in its work. A statement of the rights of citizens to inspect agendas and reports and attend meetings is available. For further information on your rights as a citizen, please contact the Assistant Chief Executive Legal & Democratic Services on extension 2442.

The Freedom of Information Act (FOIA) allows access to records regarding the work, activities, and decisions of the Council, subject to a few exemptions. Further information, including an online request form, is available from our website via www.havering.gov.uk/index.cfm?articleid=638. For details of how to make a request, please contact the Information Governance Team on 01708 433173 or email accessinfo@havering.gov.uk.

**Havering’s operational structures**

Operationally, Havering is run by the Chief Executive and Strategic Management Team (SMT). The Strategic Management Team is made up of the Chief Executive, four Executive Directors and three Assistant Chief Executives. The responsibilities of each Director are separated into services, each led by a Head of Service who reports to that Director.

The four Directorates, and their component Services, are organised as follows.

**Children’s Services**
- Children’s Social Services
- Pupil & Student Services
- School Improvement
- Strategy & Commissioning

**Sustainable Communities**
- Adult Social Services
- Development & Building Control
- Housing & Health
Cabinet, 15 November 2006

- Regeneration & Strategic Partnerships
- Finance & Commercial
  - Business Systems
  - Exchequer Services
  - Financial Services
  - Land & Property Services
- Public Realm
  - Streetcare
  - Technical Services
  - Culture & Leisure
  - Customer Services

The three Assistant Chief Executives are primarily responsible for carrying out essential corporate functions. The three ACE areas are organised as follows.
- Legal & Democratic Services
- Human Resources
- Strategy & Communications

Havering’s Strategic Direction

Havering is a key stakeholder in the Havering Strategic Partnership, which brings together local stakeholders, community and voluntary groups, local businesses and partnerships. The HSP aims to work together with the whole community and partnerships to achieve our shared ten year vision and priorities, captured within the Community Strategy. The Community Strategy creates a framework for improving the quality of life for all people in Havering.

The key priorities of the HSP, which the Community Strategy seeks to address, are as follows.

- Better health and welfare
- Increased community participation
- A more prosperous community
- Protect and improve the environment
- A safer community
- Improved lifelong learning

In order to help achieve these aims, Havering Council has a family of Corporate plans and strategies which informs our strategic direction and continuing service improvement. In addition, each service produces an annual Service Plan, outlining its individual aims for improvement over the coming year.

Appendix A

Legislation

The London Borough of Havering complies with all anti-discriminatory legislation, which includes:

- Sex Discrimination Act 1975 (updated 1968)
Cabinet, 15 November 2006

- Sex Discrimination (Gender Reassignment) Regulations 1999
- Equal pay Act 1970
- Race Relations Act 1976
- Race Relations (Amendment Act) Act 2000
- Disability Discrimination Act 1995
- Special Educational Needs and Disability Act 2001
- Disability Discrimination Act 2005
- Human Rights Act 1998
- Employment Equality (Sexual Orientation) Regulations 2003
- Employment Equality (Religion or Belief) Regulations 2003
- The Protection from Harassment Act 1997
- European Regulations and Directives
- Codes of Practice, including on Equal Pay
- Equality Act 2006
REPORT OF THE CHIEF EXECUTIVE

SUBJECT: CORPORATE PLAN 2007/10 – FINANCIAL PROSPECTS

SUMMARY

This report updates Members on the progress of the 2007/10 corporate business plan and Medium Term Financial Strategy (MTFS).

This report identifies the progress with developing the proposals being considered and advises more detail will be released in January 2007 for consideration by all the relevant Committees.

The provisional Revenue Support Grant settlement for 2007/08 has been confirmed to the Council.

RECOMMENDATIONS

Cabinet is asked:
1. To approve the progress made to date with the development of the Medium Term Financial Strategy.

2. To note the further work being undertaken by officers and the timetable outlined in the report.

3. To note the details of the Local Government Financial Settlement.

4. To agree that the full detail of the final options will be reported in January.

5. To note the other issues.

REPORT DETAIL

1. BACKGROUND

1.1 The priorities and objectives are as follows:

<table>
<thead>
<tr>
<th>Council Priority</th>
<th>Objectives</th>
</tr>
</thead>
</table>
| A. Promoting Financial Efficiency & Providing Value For Money | 1. Embedding robust financial & strategic planning  
2. Creating a modern work force  
3. Making best use of all our physical assets |
| B. Improving Services | 4. Finding new ways of providing high quality services  
5. Delivering key projects to time  
6. Being positive about young people  
7. Enhancing lifelong learning |
| C. Making Havering A Better Place In Which To Live & Work | 8. Making the most of our parks and open spaces  
9. Investing in roads and pavements  
10. Developing Havering’s economy  
11. Improving Rainham  
12. Better Havering  
13. Supporting a safe borough |

2. SETTLEMENT AND GENERAL FINANCIAL PROSPECTS

2.1. A preliminary indication was given in the local government financial settlement of the level of Grant increase that Havering might expect for 2007/08 as part of the 2006/07 budget process. The settlement was announced on November 28th and a summary is set out in appendix A. (If not available at the time of publication of this report, this will be circulated separately.)

2.2. The settlement means that Havering will need to continue to identify savings or reduce pressures to set a reasonable Council Tax. The aim continues to be to maintain a stable financial position, to adopt a prudent approach to the continuing development of the Council’s MTFS, and to reflect the views of our local community on the impact of budgetary pressures and Council Tax increases,
subject to any changes in national priorities that are outside of the Council’s control.

2.3. There are a number of specific grants that are received outside the general grant. Specific grants are provided for specific purposes and most are subject to external audit verification prior to claim submission. They are not for mainstream funding and, hence, increased levels of specific grants will not assist in reducing the overall Council Tax level. These change year on year and often the details are not known until after Council Tax setting. The base assumption is that costs have to be maintained within the level of grant allocated. For schools, any changes in respect of specific grants have to be managed within the context of the overall budget available to schools.

2.4. The expectation is that the Council will continue to be floored in future years, receiving only the minimum increase. The Council must also consider and be mindful in planning of the potential for significant changes to Local Government Finance resulting from the Lyons Inquiry into the Balance of Funding. This is in addition to having regard to the local impact of the Council Tax Revaluation as and when this is finally introduced.

3. SPENDING PLANS AND ISSUES

3.1. In broad terms, the approach adopted by the Council assumes that directorates will meet budget increases resulting from inflation and other pressures from savings. Once this principle has been met, the proposals identified to meet this objective are then scrutinised by senior officers and Members. This provides a basis for assessing the Council’s priorities in relation to its MTFS and Corporate Plan, and for resources to be allocated to those areas of the highest priority.

3.2. The Council is now in the later part of this process, reviewing proposals in light of priorities and resources available. This is taking on board:

- Service Performance and Future Outlook
- Demography
- Relative Needs
- Pension Fund
- Capital Investment
- Balances
- Comprehensive Spending Review

3.3. The key assumption being used in the budget is a 2.25% increase on salary budgets, in line with the pay settlement and a 1.5% increase on other budgets. This level of inflation equates to around £2.7m excluding schools and has been used as part of the detailed budget formulation.

4. OTHER ISSUES
4.1 **Levying Bodies**

4.1.1 The levies are part of the Local Government Settlement and therefore need to be taken into account when setting the Havering element of the Council Tax. Information in respect of levies is still awaited.

4.1.2 There are a number of levies, but the predominant levy relates to ELWA. The current overall levy budget is around £8.7 million, of which ELWA accounts for £8.1 million. There is a 25 year PFI contract in operation, however waste volumes and potential significant increases in landfill tax mean that a substantial increase in the levy has been forecast for several years. This can be reduced by improving waste management and is a key consideration for the Council in the development of its waste strategy on an invest to save principle.

4.1.3 Provision was within the 2006-09 MTFS for an increase of £1m or around 13% in 2007/08. This was based on the budget and financial prospects approved by ELWA in February 2006. The Authority recently considered a report on its Financial Projection and Budget Strategy for 2007/08 to 2009/10. Although this suggests a lower overall increase in the levy of around 10%, there is concern that there could be implications arising from ELWA decisions at a service level and the position is being monitored.

4.1.4 Discussions are taking place between officers over the ELWA budget and tonnage issues and this situation could therefore change. The original MTFS provision of £1m has therefore been left unchanged as the most prudent option pending the setting of the ELWA levy in February 2007.

4.2 **Proposals – Budget Pressures / Investments and Savings**

4.2.1 Proposals for release are nearly complete, however there has not been sufficient time to consider these in the light of the settlement as this was only released on November 28th and the Cabinet papers were published on December 5th. Whilst the initial timetable indicated the release of proposals in December, given the need to consider the overall position and that the Area and Overview and Scrutiny Committees are not meeting until after the publication of the January Cabinet papers, it is proposed that the next Cabinet formally release the proposals as was the case last year.

4.3 **Expenditure Restriction by Government**

4.3.1 The Government has stated that it will use its capping powers where necessary and that it expects average Council Tax increases to be below 5%. It is, therefore, for individual authorities to decide their budget requirement and the level of Council Tax which they feel is appropriate for their circumstances having regard to the results of consultation, local priorities, spending pressures and national priorities. However, the Government has made it clear that it will cap and has shown this to be the case in 2004/05 and 2005/06.

4.3.2 ‘Excessive’ Council Tax increases, and ‘excessive’ budget requirements are particularly considered in determining whether to use the reserve powers. The Secretary of State for Local Government, in deciding that a budget requirement is
excessive, must do this in relation to a set of principles. Council Tax increases are not referred to specifically in legislation but they have been used in deciding which authorities to ‘warn’ and could be used to help determine whether, in the Secretary of State’s view, a budget is excessive.

4.3.3 If the Government were to cap the authority through designation, i.e in respect of the 2006/07 financial year, there would be the prospect of having to make budget reductions to cover the reduction in income arising from the reduced Council Tax as well as funding the rebilling costs.

4.3.4 If the Government were to cap the authority through nomination, i.e in respect of the 2007/08 financial year, the Financial Strategy would need to have regard to this as it was rolled forward.

4.3.5 In making final budget decisions, a balance must be drawn between sustaining services and the implications if the authority was capped. For information, the following sets out the information in respect of Havering in recent years:

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget Requirement £m</th>
<th>%</th>
<th>Havering’s Council Tax £</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001/02</td>
<td>209.5</td>
<td>808</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002/03</td>
<td>219.4</td>
<td>863</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003/04</td>
<td>240.0</td>
<td>991</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2004/05</td>
<td>252.1</td>
<td>1,043</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual change</td>
<td>12.1</td>
<td>5.0%</td>
<td>52</td>
<td>5.2%</td>
</tr>
<tr>
<td>2005/06</td>
<td>262.7</td>
<td>1,073</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual change</td>
<td>10.6</td>
<td>4.2%</td>
<td>30</td>
<td>2.9%</td>
</tr>
<tr>
<td>2006/07</td>
<td>277.0</td>
<td>1091</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Annual change</td>
<td>14.3</td>
<td>5.4%</td>
<td>19</td>
<td>1.7%</td>
</tr>
<tr>
<td>Average annual change last three years</td>
<td>12.3</td>
<td>4.9%</td>
<td>34</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

4.4 Budget Robustness/Reserves Position

4.4.1 The Local Government Act 2003 sets out requirements in respect of Financial Administration, and in particular to the robustness of the budget and the adequacy of reserves. The Act requires the Chief Finance Officer (CFO) to report to an authority when it is making the statutory calculations required to determine its council tax or precept.

4.4.2 In line with the requirements of the Act, the formal report of the CFO on budget robustness will be included in the February Cabinet report. The authority is required to take the report into account when making the calculations.

4.4.3 The General Reserves at 31 March 2006 were £11.2m. Prior to making a final recommendation to Council, there will also be a need to consider the current financial position for 2006/07. The MTFS, as agreed by Council, sets out that the minimum level of reserves held will be £10m. A review of this is taking place for budget purposes and will be set out in the final budget report.
4.4.4 The District Auditor continues to emphasise the need for the Council to strengthen its financial health and to build in protection against unforeseen circumstances and to seek advice from the Chief Finance Officer on the adequacy of its working balance level.

4.5 Consultation

4.5.1 In accordance with the budget and policy framework, the Corporate Overview and Scrutiny Committee were invited to submit their views on the corporate business plan report and will be invited to comment on any future reports on this process. All Overview and Scrutiny Committees and Area Committees will also be consulted at a further stage of the budget strategy process.

4.5.2 A survey seeking residents’ views on their priorities for spending was included in the Council Tax billing leaflet. An on-line version was placed on the web site at the same time; the results from these surveys will be combined and presented to Cabinet before the decision stage of the budget setting process is reached. The Council will also have the results of the Ipsos MORI public satisfaction survey which seeks residents’ views on local priorities.

4.5.3 There will be a series of features in Living in Havering adopting a “life episode” approach to engaging the public on budget issues. For example by explaining how the Council assists someone moving in Havering and services for older people. This approach will also be adopted in the Investing in Services publication in December and next year’s council tax leaflet. Business Focus will engage the local business community. At the same time, the ‘Council Tax Game’ has continued to be featured on the website, providing an accessible and enjoyable context setting for people thinking about spending priorities.

4.6 GLA

4.6.1 The preparation of the GLA’s budget is underway concurrently with the Council’s own process. Formal consultation on the budget will not take place until later, however some initial intelligence has been obtained from different sources, including early consultation on proposals for the London Fire & Civil Defence Authority.

4.6.2 The information available to date suggests an increase of around 3% to 4%. Whilst this is very much indicative, it is in keeping with the capping level referred to earlier in this report. The impact of the GLA precept on the overall level of Council Tax has been significant for a number of years. In broad terms, increases in the GLA precept about the Council’s own Council Tax increase cause the overall figures to rise, and vice versa.

5. Timetable

5.1 The key dates for consideration of the budget strategy and capital programme are as follows:

<table>
<thead>
<tr>
<th>Key Tasks</th>
<th>Date</th>
</tr>
</thead>
</table>

S:\BSSADMIN\cabinet\cabinet\reports\Current Meeting\061213item5.doc
Cabinet. 13 December 2006

<table>
<thead>
<tr>
<th>Key Tasks</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Release of detailed proposals taking account of settlement</td>
<td>January Cabinet</td>
</tr>
<tr>
<td>Detailed budgets and public consultation consideration</td>
<td>Considered by Overview &amp; Scrutiny January</td>
</tr>
<tr>
<td></td>
<td>Presentations to Area Committees January</td>
</tr>
<tr>
<td>Final Cabinet recommendation to Council taking account of any further issues</td>
<td>February</td>
</tr>
<tr>
<td>Council Tax Setting and Corporate Business Plan Agreement</td>
<td>March</td>
</tr>
<tr>
<td>Completion of service planning process</td>
<td>March</td>
</tr>
</tbody>
</table>

5.2 This outline timetable is kept under review to ensure that the budget and policy are fully integrated and reflect community priorities. The timetable may also vary if meetings are changed.

Financial Implications and Risks

These are included above.

Legal Implications and Risks

The Council is legally obliged to set an appropriate budget to carry out its statutory functions. The government have powers to cap the increase in council tax and there is a substantial risk that it would do so if Havering’s increase exceeded 5%.

Human Resource Implications and Risks

There are no immediate HR risks contained within the report. Any HR issues which occur subsequently will be dealt with according to the Council's HR procedures and appropriate legislation.

Reasons for the Decision

The Council is required to set a budget for 2007/08 and, as part of that process, undertake relevant consultation in respect of the proposals included within the budget. It is also prudent for the financial prospects and progress with the development of the MTFS to be considered by Cabinet ahead of the bulk of the detailed budget work and the announcement of the settlement.

Alternative Options Considered

There are no alternative options in so far as setting a budget is concerned. However, there are options in respect of the various elements of the budget. These are considered in preparing the budget and cover such things as alternative savings proposals, the totality of budgetary pressures and the different levels of Council Tax.

Staff Contact: Rita Greenwood       Title: Group Director
Cabinet, 13 December 2006

Finance and Commercial

Telephone: 01708 432218

STEPHEN EVANS
Chief Executive

Background Papers

Summary

The 2007/08 provisional local government finance settlement was announced on 28th November 2006, by the Minister for Local Government, Phil Woolas, MP.

Havering’s provisional grant allocation for 2007/08 will be £48.816m, subject to confirmation by the Minister in January 2007. This gives Havering a cash increase of £1.129m (2.37%) over its 2006/07 allocation.

The headline figure is an increase of 2.7%, but this is after deducting net transfers out of £144k from the 2006/07 settlement. Further details are given at paragraph 8, below.

Summary details of the provisional settlement, together with the transfers, are shown at Annex 1.

Final Dedicated Schools Grant 2007/08 allocations (dependent on the January 2007 pupil count) are expected to be issued by the Department for Education and Skills in June 2007. The provisional allocation is £141.827m, an increase of £8.036m or 6.0% on the final 2006/07 allocation.

Further Information

1. In a move towards three-year settlements, an indicative 2007/08 settlement was announced at the same time as the 2006/07 settlement on 5th December 2005 (provisional) and 31st January 2006 (final). At that time the Government stated that it was their firm intention not to make any changes to the 2007/08 allocations. There have been changes to the level of specific and special grants and the split between NNDR and RSG, but this has not affected the boroughs' formula grant figures for 2007/08 which have not changed since January 2006.

2. The key points of the settlement are:

   • Relative Needs Formula control totals are up by 3.6% for London councils for 2007/08 compared to 4.0% nationally.

   • The England average formula grant (revenue support grant, police grant and redistributed business rate) increase is 3.8%. The London area average increase is 3.4% with an average increase of 3.6% for inner London boroughs (including City) and 3.2% for outer London boroughs.

   • Headline Aggregate External Finance (the total level of support the Government provides to local authorities) will increase by 4.9% for 2007/08, with an increase of 5.4% for special grants. A breakdown is shown at Annex 2.

   • A grant floor of 2.7% will be applied to the grant for London councils (and other authorities providing education and social services) in 2007/08. Damping
continues to be paid for by scaling back grant increases above the floor. For 2007/08 the scaling factor reduces increases above the grant floor by 69%.

- The children and younger adults social care formulae continue to be separately damped with floors of 2.7% for each sub-block.
- The Minister reiterated the Government’s expectation that the average council tax increase in England in 2007/08 should be less than 5 per cent.

3. Following the three year formula freeze to 2005/06, a new approach was adopted from 2006/07 to calculate the grant allocation for authorities. Formula Spending Shares (FSS) and their associated control totals, and, Assumed National Council Tax (ANCT), were replaced with the “four block model”, within which the concept of FSS was replaced with the Relative Needs Formula (RNF).

Further details of the changes introduced from 2006/07 are shown at Annex 3.

4. The creation of the Dedicated Schools Grant (DSG) was another significant change made in 2006/07. Provisional allocations for 2007/08 have been issued by the Department for Education and Skills (DfES). This gives Havering a provisional allocation of £141.827m, representing an increase of £8.036m (6.0% on the final allocation for 2006/07), or an increase of 6.5% per pupil.

Final allocations for 2007/08 will be dependent on pupil counts as at January 2007, and the final grant figures are expected from DfES in June 2007.

5. A grant floor of 2.7% will be applied to the grant for London councils (and other authorities providing education and social services) in 2007/08. 20 London boroughs will receive the minimum increase in grant. Damping continues to be paid for by scaling back grant increases above the floor. For 2007/08 the scaling factor reduces increases above the grant floor by 69%.

6. Havering is one of the 20 floored London councils and its Formula Grant (Revenue Support Grant and Redistributed NNDR) will therefore increase by 2.7% in 2007/08 when compared to the adjusted figures for 2006/07. Grant has increased on the adjusted figures by £1.273m.

Without the floor protection in 2007/08 there would have been a grant reduction of 5.43% on an adjusted base or a reduction of £2.581m in cash terms.

Over the medium term it is expected that Havering will continue to be a “floored” authority.

7. Annex 4 shows a comparison of allocation to each of the four blocks to Havering for 2006/07 and 2007/08, together with a comparison of its Relative Needs and total Formula Grant allocations with neighbouring authorities.

8. Transfers Out

Although the headline figure for Havering’s 2007/08 grant is an increase of 2.7% over 2006/07, Havering’s 2006/07 settlement has been adjusted by £144k for transfers; as a result, the cash increase is only 2.37%. Details of the adjustments are:
• Havering is to receive an additional £29k in the 2007/08 Settlement for Supporting People.

• Havering received funding in the 2006/07 Settlement to fund costs from the delay in implementing the Waste Electrical and Electronic Equipment (WEEE) Directive. This funding (£44k) has been removed from the 2007/08 Settlement and authorities will receive a specific grant, although we await confirmation of details.

• Havering has lost £130k in the 2007/08 Settlement in capital funding. A number of supported capital programmes have been transferred from supported capital expenditure to capital grant due to the difficulties of providing information for 3 year settlements. The adjustment was split between the different programmes relative to their size, and reductions were distributed to authorities pro rata to their 05-06 SCE(R) allocation in the relevant programmes.

  Officers are liaising with London Councils to ascertain the overall net impact on Havering, but Members may wish to consider lodging an appeal with the Department for Communities and Local Government over this matter.

9. Consultation arrangements
   The deadline for responding to the consultation is by post or email by 5pm on Friday 5th January 2007.
### PROVISIONAL GRANT SETTLEMENT 2007/08

**HEADLINE FIGURES**

<table>
<thead>
<tr>
<th></th>
<th>Settlement 2006/07</th>
<th>Other Transfers In / Out (1)</th>
<th>Adjusted 2006/07 FSS</th>
<th>Settlement 2007/08</th>
<th>Floor increase on the adjusted 2006/07 Settlement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Havering</strong></td>
<td>£000</td>
<td>£000</td>
<td>£000</td>
<td>£000</td>
<td>£000 %</td>
</tr>
<tr>
<td>Relative Needs Formula</td>
<td>34,582</td>
<td>34,582</td>
<td>35,195</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central Allocation</td>
<td>38,302</td>
<td>38,302</td>
<td>39,449</td>
<td></td>
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<tr>
<td></td>
<td>72,884</td>
<td>72,884</td>
<td>74,644</td>
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<tr>
<td>Less: Relative Resources Amount</td>
<td>(29,088)</td>
<td>(29,088)</td>
<td>(29,682)</td>
<td></td>
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<tr>
<td>Add: Floor Damping</td>
<td>(2) 3,881</td>
<td>3,881</td>
<td>3,854</td>
<td></td>
<td></td>
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<td>Add: Other Adjustments</td>
<td>(3) 10</td>
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<tr>
<td>Formula Grant</td>
<td>47,687</td>
<td>-144</td>
<td>47,543</td>
<td>48,816</td>
<td>1,273 2.7% on 47,543</td>
</tr>
<tr>
<td>Increase in Grant Receivable on Original 2006/07 Settlement</td>
<td>47,687</td>
<td></td>
<td>48,816</td>
<td>1,129 2.4% on 47,687</td>
<td></td>
</tr>
</tbody>
</table>

**Notes**

- **Other Transfers In / Out** - these are shown on the appended sheet
- **Floor Damping** - this is the additional resources allocated to Havering to ensure it receives the national minimum increase in grant above the previous year
## PROVISIONAL GRANT SETTLEMENT 2007/08 - TRANSFERS

<table>
<thead>
<tr>
<th></th>
<th>Transfers In (Out)</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td></td>
<td>£000</td>
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<td><strong>Formula Grant - 2006/07 Actual</strong></td>
<td>47,687</td>
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<td><strong>Amendments and Adjustments</strong></td>
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<td>PSS</td>
<td>Preserved Rights</td>
<td>29</td>
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<td>EPCS</td>
<td>WEEE (Waste Electrical and Electronic Equipment) Directive</td>
<td>(44)</td>
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<tr>
<td>Capital</td>
<td>DfES School Targetted</td>
<td>(75)</td>
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<td></td>
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<td>Rounding</td>
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<td>1</td>
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<td><strong>Amended Adjusted 2006/07 Grant</strong></td>
<td>47,543</td>
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<tr>
<td>Plus 2.7% 2007/08 Floor Increase</td>
<td>1,273</td>
<td></td>
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<tr>
<td><strong>Provisional 2007/08 Grant</strong></td>
<td>48,816</td>
<td>3,854</td>
</tr>
</tbody>
</table>
## Formula Grant, Specific and Special Grants

<table>
<thead>
<tr>
<th></th>
<th>2006/07 Unadjusted £m</th>
<th>2006/07 Adjusted £m</th>
<th>2007/08 £m</th>
<th>Change Adjusted</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL AEF</td>
<td>62,011</td>
<td>62,677</td>
<td>65,764</td>
<td>4.9%</td>
</tr>
<tr>
<td>of which</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Special Grants</td>
<td>41,068</td>
<td>41,842</td>
<td>44,101</td>
<td>5.4%</td>
</tr>
<tr>
<td>NET AEF (SR2004)</td>
<td>47,184</td>
<td>47,184</td>
<td>49,608</td>
<td>5.1%</td>
</tr>
<tr>
<td>minus</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total post-SR transfers</td>
<td>26,241</td>
<td>26,349</td>
<td>27,945</td>
<td>6.1%</td>
</tr>
<tr>
<td>equals</td>
<td>NET AEF</td>
<td>20,943</td>
<td>20,835</td>
<td>4.0%</td>
</tr>
<tr>
<td>minus</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NNDR Distributable Amount</td>
<td>17,500</td>
<td>17,500</td>
<td>18,500</td>
<td>5.7%</td>
</tr>
<tr>
<td>equals</td>
<td>TOTAL RSG</td>
<td>3,443</td>
<td>3,335</td>
<td>-5.2%</td>
</tr>
<tr>
<td>minus</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RSG for specified bodies</td>
<td>65</td>
<td>65</td>
<td>58</td>
<td>-5.1%</td>
</tr>
<tr>
<td>equals</td>
<td>RECEIVING AUTHORITIES</td>
<td>3,378</td>
<td>3,271</td>
<td>-5.1%</td>
</tr>
<tr>
<td>add back</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NNDR Distributable Amount</td>
<td>17,500</td>
<td>17,500</td>
<td>18,500</td>
<td>5.7%</td>
</tr>
<tr>
<td>Police Grant (incl. Met. Special Payment)</td>
<td>3,936</td>
<td>3,936</td>
<td>4,028</td>
<td>2.3%</td>
</tr>
<tr>
<td>plus</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>equals</td>
<td>FORMULA GRANT</td>
<td>24,814</td>
<td>24,707</td>
<td>25,633</td>
</tr>
</tbody>
</table>

Source: Settlement Key Statistics 2007/08. DCLG
Changes to Structure: the four block model

From 2006/07, allocation of formula grant is no longer based on Formula Spending Shares. Ministers have adopted the “Four Block Model”. Authorities will receive:

- A relative needs allocation using Relative Needs Formulae (RNF)
- A reduction based on relative resources (the ability of authorities to raise council tax)
- A central allocation based on a per head amount
- An allocation to ensure a minimum increase in grant.

The calculation of the relative needs amount continues to be based on six main service areas and a capital finance allocation. Two changes were made from 2006/07 to the way that these blocks are made up.

To reflect Every Child Matters, allocations for Children’s Social Care, Youth & Community and Local Authority Central Education Functions were grouped to create a Children’s Services block.

The capital finance block now only includes an element for the debt costs. Elements to take account of the potential for authorities to receive interest were removed from the calculation.

Children’s Social Care
The formula used to measure relative needs for children’s social care continues to comprise two elements: a main needs element and a foster cost adjustment.

The foster cost adjustment element of the formula was updated. In response to concerns about the level of turbulence caused by the introduction of the new formula, Ministers decided to damp changes in the relative need for children’s social care. For 2006/07 and 2007/08 a floor of 2.7% has been applied. This has been paid for by scaling back the increase in need for authorities above this floor.

Education Services
There were two changes to the formula used to allocate resources for education services.

When FSS was first introduced in 2003/04 funding for education was split between a schools block and Local Education Authority (LEA) block. At that time, Ministers decided that they wanted to damp changes in the schools block and, because that was the first year that a schools block was used, it was also necessary to damp changes in the LEA block. Separate damping for both the schools block and the LEA block continued until 2005/06. Separate damping for education services is no longer used from 2006/07.

The second change was to remove the specific allocation for further education residual pensions costs.
There have also been some changes made to the data that is used in the calculation. The numbers of pupils used in the formula is now taken as at January for all age groups. Previously, secondary school pupil counts were taken as at September. Also, in line with the use of population figures in other parts of RNF, population projections are used in the calculation of needs for the youth & community block.

**Social services for younger adults**
The younger adults’ needs formula was updated based on a statistical analysis of the numbers of clients in a sample of 18 authorities, resulting in a reduction in funding to London of around £150 million.

As with the children’s social care formula, changes in younger adults’ need have been damped with a floor of 2.7%.

**Social services for older people**
A number of changes were made to the formula for social services for older people. Changes were made to the needs part of the formula and the low income adjustment, and the sparsity indicator was updated the indicator to one based on a sparsity measure of older people.

**Highways Maintenance**
Only minor changes were made to the highways maintenance formula. Census data was updated to be taken from the 2001 Census, and traffic flow data used are now based on three-year averages.

**Environmental, Protective and Cultural Services**
The needs formula for EPCS now uses 2001 Census data. However, the Census data was adjusted to reflect the population revisions made in 2004. The formula was also amended to reflect the additional £350 million of funding added to the settlement for the extension of the concessionary fares scheme.

**Area Cost Adjustment**
The Area Cost Adjustment (ACA) is made up of factors measuring differences in two types of cost. Wage levels have the greatest influence on the ACA, but an element reflecting differences in rates costs is also included. Ministers decided to retain the rates cost adjustment, but with reduced weight.

One other change was made to the calculation of the ACA. The full dataset from the Annual Survey of Hours and Earnings (ASHE) is now used, giving a slight increase in the amount of wage data that feeds into the ACA calculation.
Havering Allocations and Comparisons With Neighbouring Authorities

1. Four Block Allocations for Havering
Table 1 shows the percentage increases for Havering of each of the Blocks in the Four Block Model, between the Final Settlement 2006/07 and the Provisional Settlement 2007/08.

<table>
<thead>
<tr>
<th></th>
<th>Final Settlement 2006/07</th>
<th>Provisional Settlement 2007/08</th>
<th>Percentage Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>£000</td>
<td>£000</td>
<td>£000</td>
</tr>
<tr>
<td>Relative Needs</td>
<td>34,582</td>
<td>35,195</td>
<td>+1.77%</td>
</tr>
<tr>
<td>Relative Resources</td>
<td>(29,088)</td>
<td>(29,682)</td>
<td>+2.99%</td>
</tr>
<tr>
<td>Central Allocation</td>
<td>38,302</td>
<td>39,449</td>
<td>+2.04%</td>
</tr>
<tr>
<td>Floor Damping</td>
<td>3,881</td>
<td>3,854</td>
<td>-0.70%</td>
</tr>
<tr>
<td>Other Adjustments</td>
<td>10</td>
<td>--</td>
<td></td>
</tr>
</tbody>
</table>

2. Relative Needs as Assessed for Havering
Table 2 shows Havering’s provisional Relative Needs Formula grant allocation for 2007/08, and its net Formula Grant per head of population, in comparison to neighbouring authorities.

<table>
<thead>
<tr>
<th>Authority</th>
<th>Mid-2007 Population Projections</th>
<th>Relative Needs Amount £000’s</th>
<th>Relative Needs per Capita</th>
<th>Formula Grant £000’s</th>
<th>Grant per Head</th>
</tr>
</thead>
<tbody>
<tr>
<td>Havering</td>
<td>229,260</td>
<td>35,195</td>
<td>154</td>
<td>48,816</td>
<td>213</td>
</tr>
<tr>
<td>Barking and Dagenham</td>
<td>170,959</td>
<td>65,783</td>
<td>385</td>
<td>86,215</td>
<td>504</td>
</tr>
<tr>
<td>Redbridge</td>
<td>250,827</td>
<td>63,411</td>
<td>253</td>
<td>82,881</td>
<td>330</td>
</tr>
<tr>
<td>Newham</td>
<td>253,450</td>
<td>164,838</td>
<td>650</td>
<td>195,067</td>
<td>770</td>
</tr>
<tr>
<td>London Average *</td>
<td>235,027</td>
<td>106,140</td>
<td>449</td>
<td>115,075</td>
<td>487</td>
</tr>
<tr>
<td>Outer London Average</td>
<td>239,648</td>
<td>72,998</td>
<td>303</td>
<td>86,678</td>
<td>360</td>
</tr>
</tbody>
</table>

* Excluding City
Cabinet Member: Councillor Mike Armstrong

Relevant Overview & Scrutiny Committee: Environment

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: Climate Change Strategy (Consultation)

On the 19th April 2006, Cabinet agreed the Climate Change Strategy Scoping Report that set out the proposal for the development of the Climate Change Strategy. It was agreed that a Climate Change Strategy be brought back to Cabinet for approval and used as a basis for consultation with partners and affected Council services.

The attached report is the Climate Change Strategy for consultation and is the second phase of the development of the final strategy. The consultation will take place from 8th January until Monday 19th February and will involve a range of internal and external consultees.

The purpose of the Climate Change Strategy is to ensure that the Council is meeting the expectations placed upon it by the UK Government, its partners and the local community in addressing climate change; to act as an umbrella document signposting the various internal strategies already in place that relate to climate change; and to provide a proactive framework to action for the relevant council departments.


**RECOMMENDATION**

1. That the attached Climate Change Strategy, which includes draft recommended responses that have resource implications which will need to be considered separately if agreed following consultation as part of the Council’s MTFS and budget process, be approved for consultation.

2. That the consultation on the Climate Change Strategy proceeds as set out in the report.

3. That the final Climate Change Strategy, which will incorporate the results of the consultation, be brought back to Cabinet for approval.

**REPORT DETAIL**

1. **Content of the Climate Change Strategy for Consultation**

1.1 The Climate Change Strategy for Consultation meets the requirements set out in the Climate Change Scoping Report. This includes ensuring the Council is responding to increasing pressure from Government to take action on climate change. The Climate Change and Sustainable Energy Act 2006 has recently been interpreted into UK Law, giving the Secretary of State power to direct Local Authorities on climate change. The Queen’s Speech recently outlined the Climate Change Bill, and there is also a body of government and public sector guidance on climate change. It is likely that more stringent requirements will be placed on local government in the near future. The recent Stern Review on the Economics of Climate Change is an indication of how seriously this matter is now being treated.

1.2 The Climate Change Strategy sets out three main objectives for consultation. The Strategy proposes that the Council commits to taking action to mitigate against and adapt to climate change by:

- Acting as Community Leader in meeting the Climate Change Challenge;
- Considering Climate Change in the delivery of its services, particularly through its planning and strategic role;
- Consider Climate Change in the management of its estate.

1.3 The Climate Change Strategy then sets out a number of aims and targets to ensure these objectives are met.

1.4 The main focus of the Strategy is an impact assessment into how the Council’s services are likely to be affected by the predicted changes in climate. An outline of the current responsibilities of each service is provided, and the likely impact of climate change on these responsibilities.
The Strategy then goes on to make recommendations for action for each service suggesting how the impact of climate change could be managed.

1.5 It is proposed that an action plan then be developed by staff within the affected services through the cross departmental Climate Change Strategic Working Group to implement the recommendations made in the Climate Change Strategy. The action plan will be monitored on an annual basis and will contain:
   a) An outline of which departments will be involved in the working group and the recommended actions that will be taken within an agreed timescale
   b) The process for monitoring the implementation of the action plan and the outcomes of the strategy through a reporting structure
   c) A statement of partnership involvement in the process
   d) An explanation of how the action plan will be reviewed

2. Process of consultation

2.1 The consultation on the Climate Change Strategy will be facilitated by Environmental Strategy. Each service affected by the Climate Change Strategy will be contacted and invited to discuss the Strategy and its implications. These comments will then be collated to further inform the final Climate Change Strategy.

2.2 There will also be a public consultation where the Strategy will be sent to key partnership organisations who will be invited to comment. The Strategy will also be made available on the internet, in libraries, and at other key locations for the general public to comment on.

2.3 The consultation period will begin, subject to Cabinet approval, on 8th January 2007 and will last until 19th February 2007. This meets the same six-week consultation period as the consultation period for the Local Development Framework.

3. The development of the Climate Change Strategic Working Group and the Climate Change Action Plan

3.1 All Council services affected by the Climate Change Strategy will be invited to be represented on the Climate Change Strategic Working Group. This group will be chaired by the Group Director for Sustainable Communities. The purpose of this group will be to review the recommendations made in the Climate Change Strategy and form realistic, time-limited actions in response to deliver the Strategy. This will form the Climate Change Action Plan. It will then be the responsibility of the group to ensure the action plan is implemented and monitored. Progress on the Climate Change Strategy will be reported on an annual basis to Environment Overview and Scrutiny Committee.

4. Timetable
4.1 The proposed timetable for the production of a Climate Change Strategy is as follows:

- **Consultation Climate Change Strategy to Cabinet:** 13th December 2006
- **Consultation Period:** 8th January – 19th February 2007
- **Final Climate Change Strategy to Cabinet:** May 2007
- **Formation of the Climate Change Action Plan:** June 2007 – September 2007
- **Climate Change Action Plan to Cabinet:** November 2007

**Financial Implications and risks:**
Preparatory work in relation to this strategy has been undertaken within existing budgets in the Environmental Strategy service area. The consultation costs will also be met from these budgets. The attached consultation document gives an indication of the costs and savings the recommendations may incur, and these will be further developed through the consultation. The actual financial implications associated with any recommendations that are taken forward by the Climate Change Strategic Working Group will be considered through the development of the Climate Change Action Plan. These will be brought back to Cabinet for approval next year and factored into the Council’s Medium Term Financial Strategy, where they cannot be met from the reprioritisation of existing resources.

**Legal Implications and risks:**
The Climate Change Strategy will provide information to assist the Council fulfilling its the statutory obligation to complete a Strategic Environmental Assessment (SEA) that assesses the impact of (and on) climate change of any Council plans, policies or programmes that affect land use or the environment created after July 2005. It will not, however, fulfil those obligations as each plan or policy will require its own specific assessment. The strategy will not enable the Council to compel others to comply with the strategy unless there are specific statutory powers available for the particular situation.

**Human Resources Implications and risks:**
There are no apparent human resources implications arising directly from this report. The recommendations include human resources issues, and relevant staff will be invited to be part of the consultation process.

**Reasons for the decision:**
As a result of the SEA Directive, CPA, government guidance on climate change, the Climate Change and Sustainable Energy Act, Environment Overview and Scrutiny Climate Change Sub-group’s recommendations, and so on, it is recommended that a Climate Change Strategy be consulted on and then submitted for approval to coordinate the Council’s response to Climate Change.

**Alternative options considered:**
Not to agree to the Climate Change Strategy for consultation at the present time. This will reduce the Council’s capacity to respond to future requirements for the Council to act on climate change.

**Equalities and Social Inclusion implications:**
Climate change is expected to affect the most vulnerable and deprived members of society the most severely. The Consultation Climate Change Strategy outlines these impacts, and the final Climate Change Strategy will have recommendations to protect these vulnerable groups.

Staff Contact: Abigail Burridge  
Designation: Sustainability Officer  
Telephone No: 2590  
E-mail address: Abigail.burridge@havering.gov.uk

**BACKGROUND PAPERS LIST**
*Climate Change Strategy Scoping* Report, April 2006, London Borough of Havering  
*Major Emergencies Plan v 3.3*, 2006, London Borough of Havering
The London Borough of Havering’s Climate Change Strategy

(Consultation Document)

December 2006
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<td>Bibliography</td>
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1. Introduction to Havering’s Climate Change Strategy Consultation

This document sets out Havering’s Climate Change Strategy. The purpose of this document is to present the strategy for consultation. The consultation will then inform the final Climate Change Strategy.

The final Climate Change Strategy will set out:
- the policy context for the strategy;
- the Council’s aims and objectives
- how each of the Council’s services are expected to be impacted upon by climate change
- how these services can cut emissions of greenhouse gases and progress the adaptation process with the onset of climate change
- recommendations for action that the Council services could take to act on climate change.

If the Climate Change Strategy (consultation) is agreed by Cabinet, a thorough internal and public consultation will then take place. The internal consultation will include facilitated workshops with each of the affected service areas. The public consultation will take place via displays in the libraries and on the internet, and will be sent to key stakeholders. All comments from the consultation will be considered for inclusion in the final strategy, which will be presented to Cabinet for approval. The Climate Change Strategy will set out recommendations for action on climate change and it will be during the development of the action plan that the adoption and detail of the recommendations will be finalised.

The action plan will be developed by the “Climate Change Strategic Working Group”. This group will have representation from each of the affected service areas. This group will analyse the recommendations made in the Climate Change Strategy and produce an action plan. This action plan will include initial “quick wins”, followed by 3-year and 10-year actions. A monitoring regime will also be developed and put in place by the Climate Change Strategic Working Group. This action plan will then be reported to Cabinet for final approval. Following this, progress on the Climate Change Strategy will be reported annually to Environment Overview and Scrutiny Committee.

Purpose of Havering’s Climate Change Strategy

The purpose of the Climate Change Strategy is to:

a) Set out how the Council will be meeting the expectations placed on it as a result of central government strategies and schemes.

b) Set out how the Council will be meeting the expectations of the community and our partners in responding to climate change.

c) Act as an umbrella document, signposting the various internal strategies required or already in place that relate to climate change.

d) Provide a proactive framework for action for the relevant council departments.
2. The Challenge of Climate Change
Climate change is set to be an issue that will dominate the 21st Century. It is an issue that will affect the whole world, but many of the effects will be felt, and ultimately managed, on a local scale.

The impacts of climate change will not only affect individual's health and homes, but how local communities operate. This means that, as community leaders with a responsibility for the wellbeing of local communities, local authorities need to be proactive in planning how their policies and their services, will adapt to a changing climate.

The predicted changes in climate are a result of an increase in concentration of greenhouse gases in the atmosphere. Concentrations of greenhouse gases fluctuate naturally and regulate the amount of solar gain that stays in the atmosphere and the amount that is reflected back to space, and have historically followed the pattern of global temperature changes. The Concentrations of greenhouse gases, particularly carbon dioxide, have increased at a rate and to an extent that has not happened in the past 650,000 years (EPICA 2005). The Intergovernmental Panel on Climate Change (IPCC) states that this increase in concentration is attributed to the burning of fossil fuels for industrialisation purposes. Fossil fuels capture carbon through millions of years, and this carbon is released when these fossil fuels are burned, a process which is now taking place across the world.

“It does not make sense to look at the UK’s approach to tackling climate change without looking at the role of local authorities. In practical terms decisions about where development is sited and whether it is energy efficiency, how local transport is managed to promote alternatives to cars, how much waste is sent to landfill or recycled, will depend on decisions taken locally and action led by local authorities. They bring together economic, social and environmental concerns and they have the potential to link their own actions with others through community strategies”.
(DEFRA Climate Change Adaptation Consultation Strategy)

The local effects of global climate change will vary, but research from the Hadley Centre, the UK’s leading research establishment into climate change modelling, shows that for the UK they are likely to include (LGA 2005):
- Higher temperatures all year leading to increased frequency and intensity of heatwave in summer, and the disappearance of snow and freezing weather;
- More extreme weather events including hurricanes, flash flood, droughts and heat waves;
- Less rain overall;
- More severe and frequent river and coastal flooding caused by the combination of rising sea levels and more violent and concentrated rainfall;
- An uncertain impact from the potential of damaging the North Atlantic Drift as a result of fresh meltwater from Greenland and the Arctic.
The impacts of these changes are predicted to include:
More frequent disruption to transport and other infrastructure; increased risk of failure of infrastructure operating beyond the conditions it was designed for (e.g. roads melting, rails buckling in extreme high temperatures, drains overwhelmed by rate of rainfall);

- Fewer winter deaths and illnesses as a result of cold weather, but more heat-related summer deaths and stresses
- Spread of diseases currently prevented by cold weather;
- Loss of wildlife;
- More “outdoor” lifestyle.

The UK Government is addressing climate change in a number of ways. On an international scale, the UK has led the debate on climate change through the G8 summit and the European Presidency. The UK has also been actively supporting the Kyoto Agreement to curb CO2 emissions and has committed to a reduction in greenhouse gas emissions by 12.5% based on 1990 levels, and has pledged to reduce carbon emissions by 20% from 1990 levels by 2008-2012, and 60% by 2050 (EST). Nationally, the UK Government is addressing climate change through a number of projects, plans, policies and statutory instruments. These include the UK’s Climate Impacts Programme, the forthcoming Planning Policy Statement (PPS) on climate change, the renewable energy plans and policies, the “Climate Change Challenge” Communications project, the Stern report and possible new targets for the mid-century.

There has been cross-party support for action to be taken on climate change. This has resulted in the All Party Parliamentary Climate Change Group and several cross-party calls for more action to be taken on climate change (APPCCG 2006). Climate change has appeared as a key element of the recently published aims and values of the Conservative Party (2006).

The evidence shows that ignoring climate change will eventually damage economic growth. Our actions over the coming few decades could create risks of major disruption to economic and social activity, later in this century and in the next, on a scale similar to those associated with the great wars and the economic depression of the first half of the 20th century. And it will be difficult or impossible to reverse these changes. Tackling climate change is the pro-growth strategy for the longer term, and it can be done in a way that does not cap the aspirations for growth of rich or poor countries. The earlier effective action is taken, the less costly it will be. (Stern Review: The Economics of Climate Change, 2006)
3. The Role of the Council
The UK Government is placing responsibility on Local Government to respond to climate change in the following ways:

1) To reduce its own emissions of carbon from energy and transport use;
2) To reduce local carbon emissions and put in place the infrastructure through planning powers to enable local communities to adapt to climate change
3) To ensure local communities are reducing their emissions and will be supported to adapt to the changes in the climate.

4. Current response to Climate Change
Havering Council has already begun to respond to climate change through its raising awareness work, community engagement and fuel poverty, regeneration, facilities management, fleet management, Local Development Framework and planning regime. Climate change is also referred to in the Havering Community Strategy.

4.1 Havering’s Sustainable Energy Strategy

The purpose of the Havering’s Sustainable Energy Strategy is to “set out a coherent energy policy for sustainable energy supply and use. It aims to minimise negative impacts on health and on the local and global environment, while still meeting the essential energy needs of all those living and working in Havering. It will also make a contribution to Havering’s economic development through the expansion of new and developing clean energy technologies. “(Source: Havering’s Sustainable Energy Strategy)

Havering’s Sustainable Energy Strategy is a complimentary strategy to the Climate Change Strategy. The Climate Change Strategy discusses both the mitigation of climate change through the reduction of carbon emissions, as well as adapting to a certain degree of inevitable climate change. The Energy Strategy has provided a way to present the mitigation of climate change through reducing carbon emissions generated by the use of energy. This means that the Climate Change Strategy is able to concentrate more on adaptation to climate change and the reduction of emissions of greenhouses gases from sources that are not directly energy related, such as waste. Improving recycling rates will reduce the proportion of waste going to landfill and the associated release of the potent greenhouse gas, methane.

4.2 Raising Awareness
Havering Council has started raising awareness about climate change, and in particular how residents can lower their carbon emissions through energy efficiency. The Planet Havering events 2005 and 2006 presented information on climate change in partnership with other organisations such as Friends of the Earth and Global Action Plan. Havering Council has also been raising awareness about energy efficiency through its publications, including “Living in Havering” and “Sustainable Times”.

4.3 Community Engagement and Fuel Poverty
Havering Council has been engaging the community on reducing carbon emissions through improved energy efficiency in connection with its Fuel Poverty Strategy. Havering Council successfully exceeded its Local Public Service Agreement Target on Domestic Energy Efficiency and has been actively encouraging its residents to apply for Warm Front Grant funding for improved energy efficiency measures. Some £X has been spent over the last Y years to improve some Z properties, ensuring they use less fossil fuels and as such reduce their carbon emissions. The Havering Strategic Partnership has included a stretch Local Area Agreement target based on improving the energy efficiency of domestic properties in Havering.

4.4 Regeneration
Havering’s regeneration programme has been incorporating issues regarding climate change in the London Riverside and Thames Gateway regeneration programmes. The Environment Agency’s Thames Estuary 2100 project and the East London Strategic Flood Risk Assessment have focussed the projects on the management of water in these vulnerable areas. The “Green Grid”, as well as providing recreation, space for biodiversity and bringing an improved quality of life, has been cited as having the potential to act as areas for temporary inundation in episodes of river flooding or high rainfall. Rainham Marshes has recently been regenerated to become the Rainham Marsh Nature Reserve, as well as being a Site of Special Scientific Interest (SSSI). Rainham marshes could be affected by storm surge water which is likely to negatively impact on the freshwater habitat.

4.5 Facilities Management
Havering has already been addressing the mitigation of climate change through improving its own energy efficiency, sustainable procurement and environmental management. The Council also has an internal working group as a sub-section of the Corporate Asset Management Group, the Corporate Environmental Management Working Group, that reviews the management of the Council to identify and implement more sustainable practices.

4.6 Transport Services
Havering’s Transport services have been working on improving their environmental management to the extent that they have been awarded the Green Mark Level 1 by the London Environment Centre for their good practice in Environmental Management. They are continuing to develop their environmental credentials by installing new software that will improve both the tracking of vehicles, but also monitor their fuel consumption and how they are being driven. Drivers are already given training in best practice driving techniques, and this software will be an opportunity to further improve their performance, and save on fuel and carbon emissions.

4.7 Local Development Framework and Planning
In response to the Planning and Compulsory Purchase Act 2004, Havering has made significant progress in preparing its Local Development Framework. The Submission Core Strategy has a stated objective to:
‘Ensure Havering reduces its impact on the environment and minimises its impact on the causes of climate change, whilst planning for adaptation and mitigation of its effects’.

To deliver this objective the Core Strategy requires major developments to:
- be built to the relevant Very Good EcoHome/BREEAM standard
- to include a formal energy assessment
- incorporate on-site renewable energy equipment to reduce predicated CO2 emissions by at least 10%

It also includes policies on cycling, walking, public transport, air quality, water quality, flooding and biodiversity which embrace the climate change agenda.

The Council has adopted Interim Planning Guidance on Sustainable Construction that takes into account the London Plan and the Mayor’s Supplementary Planning Guidance on Sustainable Construction by requiring new major planning applications to include a sustainability statement and energy assessment in order to set out how the development will include features for sustainability, energy efficiency and renewables, as well as climate change. The Council also requires the submission of Travel Plans on relevant major developments to ensure that sustainable transport options have been considered and are in place. Havering already has some renewable energy installations, the most prominent being the 85m Ecotricity Wind Turbines at the Ford Dagenham Plan to the south of the borough. The A12 BP Garage at Hornchurch also has two smaller wind turbines, an array of photovoltaics, and is the first and only experimental hydrogen refuelling station in London.

The above achievements have been met in response to emerging government policy and expectations on Local Government. These actions have, thus far, not been coordinated as a Council response to climate change. This strategy will draw together these existing elements and identify gaps for work on climate change and will set out a strategic approach to managing the impact of climate change in Havering.

4.8 Thames Chase Carbon Sink
The Thames Chase Community Forest Project has planted over 1.2 million deciduous trees. As well as providing new forest for recreation and biodiversity, these trees can absorb an estimated 3 mega-tonnes of carbon dioxide per annum (Royal Forestry Society of England, Wales and Northern Ireland).
5. Objectives
The overarching objective of the Climate Change Strategy is to ensure that Havering Council is meeting the expectations placed upon it by the UK Government and its local communities in addressing climate change, and that Havering Council has factored into its forward planning the effects of climate change on its services.

Through this Climate Change Strategy, the Council is committing to take action to mitigate against, and adapt to, climate change. Havering Council will:

1. Act as Community Leader in meeting the Climate Change Challenge;
2. Consider Climate Change in the delivery of its services, particularly through its planning and strategic role;
3. Consider Climate Change in the management of its estate.

5.1 Community Leader in meeting the Climate Change Challenge
The Council will:
1a) Raise the profile of climate change and the need to act in an exemplary manner in its own strategies and priorities;
1b) Champion action on climate change and the need to act with partners, particularly through the Havering Strategic Partnership;
1c) Seek community commitment to act on climate change;
1d) Develop community understanding and involvement;
1e) Show commitment to broader cross community action by signing the Nottingham Declaration on Climate Change;
1f) Work in partnership to provide public protection and support

5.2 Consider climate change in the delivery of services, particularly through its planning and strategy role
The Council will:
2a) Use its “Land-Use Planning” powers to ensure that new developments are able to adapt to the affects of climate change and are installing technologies that reduce carbon emissions;
2b) Use its transport planning powers to ensure that the transport infrastructure minimises the emission of greenhouse gases whilst providing a sustainable and efficient service for those who live, work and visit the borough;
2c) Use its enforcement powers to ensure that developers and businesses are complying with climate change related standards;
2d) Ensure that its strategic and commissions services, such as Regeneration and Housing, incorporate climate change issues into their service delivery;
2e) Ensure that delivery based services, such as Streetcare and Environmental Health, incorporate climate change issues into their service delivery.
5.3 Consider climate change in the management of its estate  

The Council will:

3a) Ensure that corporate facilities, council-related facilities and council-managed parks and open spaces minimise their emission of greenhouse gases through energy efficiency, renewable energy technologies and the use of responsible suppliers;

3b) Ensure that the corporate fleet minimises its emission of greenhouse gases and commits to the introduction of more renewable fuels;

3c) Promote sustainable behaviour amongst staff and contractors.

### Targets

The targets for the Climate Change Strategy will monitor whether the Council is meeting the objectives.

1. **Act as Community Leader in meeting the Climate Change Challenge**
   a) Include reference to Climate Change in all the Council’s relevant strategies
   b) Hold at least one community event a year for the community on climate change
   c) Sign the new Nottingham Declaration by April 2008
   d) Include Police and PCT representation on the Climate change Strategic Working Group by April 2008
   e) Encourage further high profile renewable energy building in the borough by 2012

2. **Consider climate change in the delivery of services, particularly through its Planning and Strategic role**
   a) Ensure that new major developments achieve at least a 10% reduction in their carbon emissions based on the most up-to-date building regulations
   b) Support the implementation of the Sustainable Energy Strategy by having at least one “low carbon” development in Havering by 2012
   c) Obtain the installation of at least two alternative transportation fuel sources, particularly biomass, that are available to the public, in Havering by 2012 (Source)
   d) 100% of service plans are including some element of climate change mitigation or adaptation by 2009

3. **Consider climate change in the management of its estate**
   a) Reduce the emission of greenhouse gases in Havering by 12.5% by 2010, and then incrementally, reflecting the London Plan and UK commitments to reduce emissions by 60% by 2050
   b) Continue to purchase 100% green electricity for street lighting
   c) Bring at least three alternatively powered vehicles into the fleet by 2008

Performance against the above targets will be monitored on an annual basis and reported to the Climate Change Strategic Working Group.
6. Climate Change Impact Assessment - Affected Services
The functions that Havering Council fulfils have been administratively grouped according to how Havering Council has established its service delivery. However, these may change over time, but the underlying responsibilities of the Council are likely to remain. Service names and groupings may change, but the following information, grouped according to “Service” and “Group”, will still be relevant.

This strategy has reviewed the impact of climate change on each service because this is the most effective way to establish how the Council will need to, and will be best able to, respond to the challenge of climate change. However, cross-cutting and partnership working between the services and with external partners will be essential to ensure coordinated and successful action.

The main functions of each service area have been assessed to ascertain how:
- these responsibilities are likely to be affected by climate change given the current predictions;
- how the services contribute to the emission of greenhouse gases;
- how the services can both assist in the reduction of greenhouse gases and in adapting to climate change to ensure continued service delivery;
- the service can respond.
A quick reference guide is located in Appendix 1.

The Nottingham Declaration
The Nottingham Declaration is a voluntary pledge, coordinated by Nottingham City Council, to address the issues of climate change. It represents a high-level, broad statement of commitment that any council can make to its own community. The declaration was originally launched in October 2000 at a conference in Nottingham with 200 leaders, chief executives and senior managers of UK local government. To mark the fifth anniversary of the declaration it was re-launched on 5 December 2005 at the Second National Councils Climate Conference. Nearly 200 local authorities have already signed the declaration.
6.1 Finance and Commercial (FC) – Emergency Planning and Business Continuity

6.1.1 Current Responsibilities
This service fulfils the statutory responsibilities that fall to the Council under the Civil Contingencies Act 2004, and subsequent legislation. The Council’s Emergency Planning service ensures that the Borough is prepared for site specific and generic major emergencies through its Major Emergencies Plan (MEP).

6.1.2 Impact of Climate Change
Extreme events, such as flooding, droughts, extreme heat, outbreaks of tropical diseases, and so on are all emergency events that the Council has an obligation to respond to, in partnership with other agencies. The UK Climate Change Impacts Programme (UKCIP) states that these are all events associated with the onset of climate change in the UK. The Thames Estuary Partnership has indicated that Havering’s geographical positioning also makes it vulnerable to the impact of storm surges entering the Thames Estuary, and the resulting flooding events that may ensue. This area will require linking with other relevant agencies in ensuring the safety of residents and in forward planning for such events in light of the onset of climate change.

6.1.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendation</th>
<th>Cost</th>
<th>Savings</th>
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</thead>
<tbody>
<tr>
<td>FC1</td>
<td>Undertake a Risk Assessment on the impacts of climate change on the borough based on the Emergency Preparedness Guidance, including an impact and likelihood scoring procedure.</td>
<td>Staff Time</td>
<td>Efficient response to an emergency event</td>
</tr>
<tr>
<td>FC2</td>
<td>Produce a Flood Incident Plan and a Major Flood Incident Plan for the whole of the borough.</td>
<td>Staff Time</td>
<td>Efficient response to a flooding event</td>
</tr>
<tr>
<td>FC3</td>
<td>Ensure liaison with the Havering PCT on their Heatwave Plan and continue to receive the Heatwave Health Watch bulletins from the NHS.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>FC4</td>
<td>It is recommended that these issues be included in a sub-section on the climate and weather, with particular reference to the expected increase in frequency of these emergency events. This climate and weather sub-section should be reviewed with the review of the Climate Change Strategy and in light of emerging latest predictions.</td>
<td>Staff time</td>
<td></td>
</tr>
</tbody>
</table>
6.2 Finance and Commercial (FC) – Corporate Health and Safety

6.2.1 Current Responsibilities
Corporate Health and Safety is responsible for the implementation of the corporate Health and Safety Statement, Management System and Codes of Practice. The service provides practical advice, training and guidance to managers and staff on the implementation of Health and Safety including risk assessments, safe systems of work, health and safety legislation and codes of practice. The service also investigates accidents and acts as an independent auditing service.

6.2.2 Impacts of climate change
The predicted summer high temperatures will have Health and Safety implications for the safety and well-being of staff. Appropriate clothing and training is required for staff working outside in high temperatures, to minimise the risk from sunburn and the resulting risk of skin cancer and to ensure staff keep hydrated and healthy. Staff working outside are also more vulnerable to the impact of extreme weather conditions and torrential downpours. Such weather events are also likely to affect staff travelling for work, and their safety should also be considered. Staff working inside may be more vulnerable to high indoor temperatures and poor ventilation in high temperatures.

6.2.3 Recommended Response

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<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>FC5</td>
<td>Work with Human Resources on how to manage the protection of staff from extreme weather conditions, including high temperatures and severe weather conditions.</td>
<td>No cost</td>
<td>Reduced staff absence</td>
</tr>
<tr>
<td>FC6</td>
<td>Ensure that staff are aware that they should factor weather conditions into their health and safety and risk assessments.</td>
<td>Training costs</td>
<td>Reduced staff absence and risk of litigation</td>
</tr>
<tr>
<td>FC7</td>
<td>Put in place systems to allow weather and climatic conditions to be appropriately factored into decision-making on the well-being of staff.</td>
<td>Staff time</td>
<td>Improved efficiency of services</td>
</tr>
<tr>
<td>FC8</td>
<td>Agree on suitable clothing for outdoor workers to protect them from extreme weather conditions, and in particular high temperatures</td>
<td>Cost of clothing</td>
<td>Reduced sickness and staff absence. Reduced risk of litigation</td>
</tr>
</tbody>
</table>
6.3 Finance and Commercial (FC) – Business Development Unit

6.3.1 Current Responsibilities
The Business Development Unit manages corporate contracts, support procurement processes and have responsibility for the Council’s procurement infrastructure. This service also implements e-procurement, engages with suppliers and supports strategic projects. Recent developments in this service include work on whole-life costing and sustainable procurement.

6.3.2 Impact of climate change
This service has the potential to significantly reduce the Council’s overall carbon emissions through good procurement decisions. This would include emissions associated with poor production methods, the running of equipment and its disposal. This is encapsulated in the principles of sustainable procurement and whole-life costing.

6.3.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
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</thead>
<tbody>
<tr>
<td>FC9</td>
<td>Incorporate into the training on whole-life costing and sustainable procurement the added benefits of reducing carbon emissions.</td>
<td>No cost</td>
<td>Procurement efficiency savings</td>
</tr>
<tr>
<td>FC10</td>
<td>Ensure that progress on sustainable procurement takes into account climate change issues.</td>
<td>No cost</td>
<td>Procurement efficiency savings</td>
</tr>
<tr>
<td>FC11</td>
<td>Include in corporate contracts elements of how bidders are minimising their own carbon emissions and contributing to the mitigation of climate change.</td>
<td>No cost</td>
<td>Procurement efficiency savings</td>
</tr>
</tbody>
</table>

6.4 Finance and Commercial (FC) – Corporate Buildings and Facilities Management

6.4.1 Current Responsibilities
The Corporate Buildings and Facilities Management section is responsible for maintaining all building related and facilities aspects for specific corporate buildings. These are the Town Hall, Mercury House, The Broxhill Centre, the Whitworth Centre, Langtons House and Cottages, Scimitar House, the NALGO Social Club, Upminster Court, Purfleet Depot, and Gaysfield Sports and Social Club. The section’s function is to provide the required facilities management services, to control the budgets for those services, to commission them from the appropriate providers and to monitor their performance.

6.4.2 Impacts of Climate Change
The maintenance regime of the Council’s property is expected to change as energy requirements change from heating in the winter to cooling in the summer, and it is forecast that the cost of energy will increase further in the short to medium-term (Energy Watch). Localised and secure sources of energy, such as renewable technology, should be maximised to overcome this and to ensure the Council continues to function normally. This service will also be affected by the EU Energy performance of Buildings Directive. This Directive means the Council will have to monitor its energy use and display a certificate for public viewing on its energy consumption and how energy efficient its buildings are.

Havering’s corporate buildings are major energy users, and as such contribute to the emission of greenhouse gases. There is currently no on-site renewable energy generation at any of the corporate facilities.

### 6.4.3 Recommended Response

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<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
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</thead>
<tbody>
<tr>
<td>FC12</td>
<td>Gather data on the energy consumption of all building stock to establish a baseline for energy.</td>
<td>Staff time</td>
<td>Improved efficiency of energy use</td>
</tr>
<tr>
<td>FC13</td>
<td>Ensure energy is purchased from renewable sources wherever practicable.</td>
<td>Possible cost if acceptable</td>
<td>Possible savings on climate change levy</td>
</tr>
<tr>
<td>FC14</td>
<td>Investigate the potential for secure on-site renewable energy generation.</td>
<td>No initial cost – possible capital cost of an installation</td>
<td>Efficiency of supply and reduced dependence on central energy sources</td>
</tr>
<tr>
<td>FC15</td>
<td>Ensure all refurbishments are to a high sustainable quality, meeting the Council’s own Sustainable Construction Policy.</td>
<td>Possible costs, but policy already in place</td>
<td>Improved efficiency of energy use</td>
</tr>
<tr>
<td>FC16</td>
<td>Ensure that all appropriate energy saving and efficient fixtures and fittings are used.</td>
<td>Technology change cost</td>
<td>Improved efficiency of energy use</td>
</tr>
<tr>
<td>FC17</td>
<td>Encourage all users of corporate buildings to be energy efficient.</td>
<td>Staff time</td>
<td>Improved efficiency of energy use</td>
</tr>
</tbody>
</table>

### 6.5 Financial Services (FC) – Corporate Financial Services

#### 6.5.1 Current Responsibilities

Corporate Financial Services provide strategic financial planning, accountancy, budget preparation and monitoring, financial advice, treasury management, pension fund management, insurance, financial systems and payments support to the Council. The service’s vision is to effectively manage resources to deliver sound financial systems, ensuring governance, compliance and financial control. The service aims to: consistently deliver
real improvements; facilitate the delivery of value for money services; and add value to the Council through its own services. The service also seeks opportunities to achieve value for money and to follow up opportunities for alternative service delivery wherever appropriate.

6.5.2 Impact of Climate Change on Service
One of the areas that is generating concern with regard to climate change is firstly increased insurance costs in areas deemed to be at greater risk from climate change (ABI), and secondly any action that could be taken against the Council as a result of an extreme weather event. Claims for storm and flood damage in the UK have doubled over the period 1998 – 2003 compared to the previous 5 years (ABI).

6.5.3 Recommendations

<table>
<thead>
<tr>
<th>REF</th>
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<th>Cost</th>
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</thead>
<tbody>
<tr>
<td>FC18</td>
<td>Keep up to date with developments in the insurance industry with regard to the insurance of corporate buildings, events, etc.</td>
<td>Staff time</td>
<td>Comparative advantage and improved efficiency through improved knowledge</td>
</tr>
</tbody>
</table>

| FC19| Keep up to date with any litigation taking place with regard to climate change. | Staff time         | Comparative advantage and improved efficiency through improved knowledge |

6.6 Finance and Commercial (FC) – Business Systems

6.6.1 Current Responsibilities
Business Systems provides all ICT Operational Services and the ICT Strategy and programme delivery to support the business objectives of the Council. This includes the following core, operational and business focus areas:

- Strategic, overview, coordination, policy and services
- Procurement and Supplier Management, Partnership Development, Financial Strategy and External Funding
- Project management and information governance
- Computer Centre Management and HelpDesk
- Business Continuity and Disaster Recovery
- Telecommunication and infrastructure
- Procurement
- Application Development, Support and Education
- EGovernment
- Business focused external partnerships and funding

6.6.2 Impact of Climate Change
ICT systems and infrastructure will be affected by Climate Change through the vulnerability of their systems to the physical environment, in particular extreme weather conditions. ICT equipment is vulnerable to very high temperatures, and as such has a cooling requirement. Other physical ICT equipment will also be vulnerable to weather events such as floods and hurricanes, and also to the effects of changing weather conditions, such as subsidence.

6.6.3 Recommended Response

<table>
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<th>REF</th>
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<th>Costs</th>
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</thead>
<tbody>
<tr>
<td>FC20</td>
<td>Establish the cooling requirements of ICT and ensure whole life costing is applied to ensure the most efficient form of cooling is used.</td>
<td>Staff time</td>
<td>Improved energy efficiency and reduced risk of failure of cooling systems</td>
</tr>
<tr>
<td>FC21</td>
<td>Review the storage requirements for ICT to ensure that any cooling system that is employed can be used to its maximum efficiency and that energy is not wasted.</td>
<td>Staff time Possible cost of new premise or moving ICT if a more efficient location is identified</td>
<td>Improved energy efficiency and reduced risk of failure of cooling systems</td>
</tr>
</tbody>
</table>

Woking Borough Council – Beacon Status for Sustainable Energy

Woking Borough Council has been awarded Beacon Council Status for Sustainable Energy because of their innovative approach to improving energy efficiency and introducing renewable technologies into powering corporate buildings.

Since 1991, Woking Borough Council has achieved a 51% reduction in energy consumption and 79% reduction in carbon emissions in its corporate buildings. This includes its civic offices, leisure centres and community centres. The initial savings were made as a result of a ring-fenced fund of £250,000 being made available for small-scale energy saving measures for lighting and heating.

In 1999, Woking Borough Council set up two limited companies, Thameswey Ltc and Thameswey Energy Limited. These companies allowed the Council to use private investment to fund energy saving and renewable energy technologies in the borough. These schemes, including Combined Heat and Power (CHP) and Photo Voltaics (PVs), power the Council’s corporate buildings, local residents and private enterprise.
6.7 Public Realm (PR) – Streetcare

6.7.1 Current Responsibilities
Streetcare is sub-divided into four services that each deal with their element of making Havering a better place to live and work.

Environmental Maintenance Services – street cleansing, graffiti, flytipping, grass verge and tree maintenance.


Business Support Services Team – support in the administration, quality, communications and performance management of Streetcare functions.

6.7.2 Impact of Climate Change on Service

Environmental Maintenance
It is forecasted that intense rainfall will result in more frequent localised flooding, the local inundation of sewage systems and general small-scale flooding of urban areas where the drains are overwhelmed (LGA 2005). Romford has been specifically mentioned in the East London Strategic Flood Risk Assessment for being at risk of localised flooding due to its drainage infrastructure. 134 properties have been flooded in Havering as a result of the drainage infrastructure in the last 10 years (Thames Gateway SFRA 2005). This is expected to increase the need for local streets to be cleaned after flooding events.

Expected higher summer temperatures will increase the importance of removing kerbside or fly-tipped waste quickly. This is because an increase in heat and humidity will compound the health risks the waste represents, affecting quality of life from possible smells, as well as increasing the likelihood of infestations.

Highways Maintenance
Increased summer temperatures and increased intensity of rainfall events will mean that highways and pavements are expected to be subject to increased wear and tear associated with these greater hotter and drier conditions, as well as the effects of flooding (LGA 2005). However, it is expected that winter time frost damage to road surfaces will decrease. Flooding is also an issue likely to impact on the highway, particularly where surface water drains are overloaded due to intense rainfall.

6.7.3 Impact of Service on Climate Change

Waste Collection and Recycling
Methane is regarded as the most potent greenhouse gas and is 21 times more warming than carbon dioxide. Methane contributes to 20% of the greenhouse gases and there is two and a half times more methane in the atmosphere since the industrial revolution (IPCC). The greater the volume of
waste going to landfill, the greater the release of this greenhouse gas and the greater Havering’s impact on climate change. However, as mentioned previously, Havering’s recycling rate, particularly with regards to green waste and composting will contribute to the relative reduction in the emission of methane to the atmosphere, and Havering’s overall contribution to the emission of greenhouse gases.

**All Services**

Streetcare currently have around 30 vehicles run on petrol / diesel. These will continue to be contributing to carbon emissions unless changes are made at the procurement stage. Havering’s street lighting is also a user of centrally generated energy and hence contributes to those emissions of greenhouse gases. The majority of the lighting in the borough is yellow lighting, but white lighting is marginally more energy efficient. There is also the potential to use solar-powered street lighting, which is already in use in some parts of London.

### 6.7.4 Recommended Response

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<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
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</thead>
<tbody>
<tr>
<td>PR1</td>
<td>Streets that are prone to flooding during to heavy rainfall be identified.</td>
<td>Staff time and ICT software costs</td>
<td>Preliminary to savings on reducing flooding incidents</td>
</tr>
<tr>
<td>PR2</td>
<td>Technical solutions should be considered for these streets, particularly if they are on major routes. This could include soakways.</td>
<td>Technical modifications</td>
<td>Reduced flooding incidents and risk of litigation</td>
</tr>
<tr>
<td>PR3</td>
<td>If technical solutions are not available, a monitoring system for these routes when heavy rain is predicted is recommended.</td>
<td>ICT Software costs</td>
<td>Improved efficiency of response and reduced liability costs</td>
</tr>
<tr>
<td>PR4</td>
<td>These solutions should be timetabled for action, and for possible inclusion in the Local Implementation Plan.</td>
<td>Staff time</td>
<td>Improved efficiency</td>
</tr>
<tr>
<td>PR5</td>
<td>Review of street maintenance to include a response protocol to localised flooding clean-up.</td>
<td>Staff time</td>
<td>Improved efficiency of response</td>
</tr>
<tr>
<td>PR6</td>
<td>Liaise with the Environment Agency on the clean-up procedure after a flooding event.</td>
<td>Staff time</td>
<td>Improved efficiency</td>
</tr>
<tr>
<td>PR7</td>
<td>Liaise with Environmental Health on the most appropriate waste storage solutions to minimize public health risk, both for collection and for interim household storage.</td>
<td>Staff time</td>
<td>Reduced demand for environmental health response to food poisoning incidents</td>
</tr>
<tr>
<td>PR8</td>
<td>Discuss with fleet operations on the</td>
<td>ICT software</td>
<td>Improved</td>
</tr>
<tr>
<td>PR9</td>
<td>Implement a programme to ensure vehicles are being used efficiently.</td>
<td>Staff time</td>
<td>Efficiency savings</td>
</tr>
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</tr>
<tr>
<td>PR10</td>
<td>Implement a programme to install white street lighting. As well as being best practice to reduce community safety issues and fear of crime, they are more energy efficient that other forms of lighting. Investigate the associated software options for monitoring and dimming street lighting.</td>
<td>Technological cost of new equipment and software</td>
<td>Improved efficiency of CCTV service, energy savings, reduced crime and fear of crime.</td>
</tr>
<tr>
<td>PR11</td>
<td>Review the maintenance and safety issues related to street trees, in particular if their survival is going to be affected by reduced rainfall.</td>
<td>Possible cost of replacing trees</td>
<td>Reduced cost of maintenance of trees and reduced risk of litigation</td>
</tr>
<tr>
<td>PR12</td>
<td>Include climate change issues, and in particular the fuel efficiency of vehicles, into future waste management contracts. Vehicles will have to meet the new Low Emissions Zone vehicle specifications as a minimum.</td>
<td>Possible cost of requiring better vehicles from contractors</td>
<td>Savings from cost of low emissions zone</td>
</tr>
<tr>
<td>PR13</td>
<td>Work with Town Centre Management to introduce a waste management programme for Romford Market to facilitate the collection and recycling of waste materials generated by the market</td>
<td>Staff time Cost of project</td>
<td>Reduced expenditure on landfill tax</td>
</tr>
</tbody>
</table>

### 6.8 Public Realm (PR) – Technical Services

#### 6.7.1 Current Responsibilities

Technical Services are split into five service areas. These provide the following services:

**Surveying Services**

- Design, specification and tendering of planned maintenance contracts for all Council owned building
- Preparation of schedules of dilapidations and estimates
- Ordering, overseeing and payment of routine and minor repairs
- Surveying all Council premises and preparing estimates for repairs and formulating future work programmes
- Site supervision during building operations
- Providing technical advice
- Management of the Council's asbestos procedures
- Promote the formation and maintenance of an effective private/public sector partnership for the provision of Surveying Services
Technical Services
- The formulation and maintenance of an effective private/public sector partnership for the provision of Technical Services
- To ensure that an efficient and cost effective architectural, structural engineering and quantity surveying service is provided to all clients to deliver Best Value
- Take forward the Council's environmental priorities in delivering Technical Services
- Provide a comprehensive design service for all construction related matters
- Advise on the maintenance and repair of buildings and their services
- Advise in respect of Town Planning, Building Regulations and other statutory obligations
- Structural condition surveys; Bridge assessment and strengthening; Highway structures; Traffic Management Schemes
- Advise on land drainage, rivers and adoptions
- Design and deliver effective improvement in highway and road safety schemes

Cemeteries and Crematorium
- Burials and Cremation Services
- Management of cemeteries
- Management of the crematorium & memorial gardens
- Grounds maintenance of cemeteries and crematorium

Trading Standards
- Enforcement of Trading Standards legislation
- Business Advice; Business Partnerships; Criminal Investigations
- North East London Metrology Partnership
- Consumer Education; Providing Consumer Advice; Consumer Support Network; Prevention of underage sales

Parking
- Parking Enforcement
- Management of Car Parks
- Issue of Parking Permits

6.7.2 Impact of Climate Change
Technical Services are responsible for the maintenance contracts with corporate buildings, which will include some grounds maintenance. The change in the growing seasons means that the employment of seasonal grounds maintenance staff does not capture the maintenance needs. This is already occurring and will become more frequent and pronounced with climate changes. Technical Services will also be involved in any physical changes to buildings and to roads, needed as a result of climate change. This could include the installation of renewable energy technologies and energy efficient technology, soakways, impermeable road services, and so on. This service provides advice on drainage and rivers, and the climate change is
expected to increase the likelihood of flooding due to rainfall and sea level rise.
The Crematorium is a high energy user and as such has a high carbon output. The Cemeteries in Romford also have grounds maintenance issues as well as currently contributing to the support of native biodiversity. Romford cemetery has been identified as being vulnerable to flooding, and as such will not be extended. If this area is repeatedly flooding, this will have an impact on users of the cemetery. Changes in the annual distribution and levels of mortality have a direct effect on the Crematorium, in terms of its running costs and its income. These need to be considered, particularly if deaths in winter periods are reduced and deaths in summer periods increase.

6.7.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>PR14</td>
<td>Ensure Technical services are involved in any discussions on grounds maintenance contract issues and the long-term decisions on biodiversity.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>PR15</td>
<td>Utilise the change in legislation to allow people to be kept overnight in the crematorium to even out the energy use requirements of the crematorium.</td>
<td>Refrigeration</td>
<td>Reduced energy costs</td>
</tr>
<tr>
<td>PR16</td>
<td>Review the use of technology that cools the hot flue gas and its potential to reduce overall energy costs</td>
<td>Installation of new technology</td>
<td>Reduced energy costs</td>
</tr>
</tbody>
</table>

6.9 Public Realm (PR) – Culture and Leisure Services

6.9.1 Current Responsibilities
Cultural & Leisure Services contribute directly to the quality of life of residents of and visitors to Havering. The services make significant contributions to wider corporate and national agendas such as the improvement of the environment and improving the health of the community.
The service area is currently organised into three principal sections. These are:

Culture & Leisure – managing cultural and leisure facilities in the borough including sports development, health development, arts, culture, activity schemes, events, managing the council’s parks and open spaces,

Grounds Maintenance – grass cutting, shrub maintenance, maintaining parks and open spaces, provision of grounds maintenance to schools and other parts of the council, regular inspection of children’s’ play areas & other parks & open spaces infrastructure to ensure Health & Safety standards are met.

Sports Leisure Management (SLM) – operates the Council’s three Sport/Leisure Centres, Hornchurch, and Central Park & Chafford.

6.9.2 Impact of Climate Change
Culture and Leisure and Grounds Maintenance have responsibilities for maintaining the green space in the borough. It is expected that changes in temperature and weather systems will impact on the growth and survival of native plant species in Havering’s parks and country parks. This will change
the maintenance regime required in the parks. Warmer winters are expected to increase the growth of flora in this season, but the high temperature droughts in the summer are expected to increase die-back of flora (Bisgrove 2002). Decisions should be made on the extent to which the parks will be managed for aesthetics, maintaining native biodiversity and biological heritage as well as the character of the parks, or management and resource efficiency in the way of planting low-management arid plant species. 

There are additional functions being placed on green spaces in light of the predicted impacts of climate change. These spaces are being described as “Multifunctional Landscapes (Climate Change Adaptation for London)”. Green space is regarded as important for two reasons; its ability to act as carbon sinks and the potential to use the space as temporary storage for inundation and flood waters. The use of green space in either way will require strategic decision making. Woodlands and marshes are the most carbon efficient types of green space (Adapting to climate change: London), but this type of landscape would be badly damaged by flooding or sea water inundation. Green spaces that are used for general recreation and are predominantly grass-based are regarded as the most appropriate for temporary inundation, if the topography and design allows, but then there are impacts on the public enjoyment of these areas, as well as creating additional management issues. However, the impact of flooding or inundation of industrial, urban and suburban areas would have a greater social, economic and environmental impact.

### 6.9.3 Impact of service on climate change

The three sports and leisure facilities managed by Sports Leisure Management all require energy to function. There is currently no on-site generation of energy at these facilities, and they are not managed on the Council’s Corporate Energy contracts. The three leisure centres include swimming pools, which are one of the most intensive users of energy.

### 6.9.4 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>PR17</td>
<td>Identify the cost benefits, legislation and public opinion on the most appropriate management of the parks.</td>
<td>Staff time</td>
<td>Improved management efficiency and reduced use of resources</td>
</tr>
<tr>
<td>PR18</td>
<td>Work in partnership with the Havering Wildlife Partnership and their biodiversity expertise in forming appropriate decisions and management systems for Havering’s parks and green spaces.</td>
<td>No cost</td>
<td>Improved management efficiency and reduced use of resources</td>
</tr>
<tr>
<td>PR19</td>
<td>Make strategic decision as to the on-going management of the parks, green spaces and allotments with regard to climate change.</td>
<td>Costs would be associated with management of parks for existing species</td>
<td>Improved management efficiency and reduced use of resources</td>
</tr>
<tr>
<td>PR20</td>
<td>Investigate further the</td>
<td>Possible</td>
<td>Possible</td>
</tr>
</tbody>
</table>


Cabinet, 13 December 2006

<table>
<thead>
<tr>
<th>Requirement and potential for multifunction landscapes in the borough, particularly in respect of future development in the Thames Gateway development.</th>
<th>Maintenance costs</th>
<th>Maintenance savings</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PR21</strong></td>
<td>Identify suitable areas for multifunctional use where appropriate.</td>
<td>Staff time</td>
</tr>
<tr>
<td><strong>PR22</strong></td>
<td>Incorporate energy efficiency targets and the on-site generation of renewable energy into any new or refurbished council-led leisure facilities in partnership with the Environmental Strategy Unit.</td>
<td>Cost of new technology installation</td>
</tr>
</tbody>
</table>

**Chesterfield City Council**

Chesterfield has been named as one of the “top 10 environmentally conscientious towns” in the UK, mainly as result of the City Council’s investment in renewable energy technologies. The local Queens Park Sports Centre has a solar panel array that contributes to the electricity needs of the centre. The City has recently invested in the building of four new office and workshop spaces that are powered using geothermal heating and cooling systems. Once of these is a Civic Office, which means Chesterfield City Council will be directly benefiting from their installation of renewable technology.

**6.10 Sustainable Communities (SC) - Housing Services and Environmental Health**

**6.10.1 Current Responsibilities**

Havering’s Housing services are now delivered through an “ALMO” – Arms Length Management Organisation. This service is responsible for ensuring people have homes, and that these homes are to a decent standard and support a good quality of life.

The main aims of Homes in Havering are to achieve Decent Homes by 2010, and to continually improve the housing service for the tenants and leaseholders of Havering.

The Environmental Health Service has a strategic role with respect to air quality, contaminated land, environmental noise, food safety, health & safety, licensing and regulatory and advisory functions. The service provides advice on the whole range of environmental health issues. In addition to responding to requests for service, the Service undertakes programmed inspections of various categories of commercial premises (for compliance with food safety,
food standards, health & safety, licensing and environmental protection legislation). Staff inspect all classes of private sector dwellings to determine their fitness for human habitation, ensure houses in multiple occupation comply with statutory standards and carry out rat control treatments in private domestic premises. The Service will be leading on the implementation of new smoke-free premises and vehicles requirements.

6.10.2 Impact of Climate Change

The Council has a responsibility under the Homes Energy Conservation Act (HECA) to reduce the energy consumption in domestic dwellings in all tenures. This is linked to work on reducing fuel poverty, where the tenant or owner is unable to heat or cool their home in order to stay healthy. Landlords, including Havering Homes, have a responsibility for “well-being” of their tenants. There is also the responsibility to ensure housing is suitable for the allocated residents. People over 65, of which Havering has an increasing proportion, are particularly vulnerable to effects of higher temperatures (WHO 2006). It is important for these residents to have homes that are easily cooled, preferably not through energy intensive air conditioning. These are the most vulnerable members of society who will feel the impacts of higher temperatures most severely.

All these issues are captured in the requirement to reach “Decent Homes” standards. Through this there is a requirement to provide “reasonable degree of thermal comfort”. Presently, this mainly focuses on ensuring people are warm, but it is expected to be extended to ensure people are adequately cool. Higher temperatures are predicted to lead to an increase in food poisoning incidents, vermin infestations, and other issues (LGA 2005) Environmental Health are responsible for.

Localised increases in temperature during summer months are expected to increase the negative health effects of localised air pollution (Adapting to Climate Change: London). This is likely to affect the health of vulnerable groups, including children and the elderly. The Council has responsibilities for monitoring and managing local air quality.

There have been concerns about the emergence of certain tropical diseases in the UK, and if this should occur, Environmental Health would be involved in the response.

The warmer summer temperatures are expected to lead to a boom in the evening leisure and entertainment industry (London’s Warming 2002). This will mean more premises applying for licences, and late licences, an area for which Environmental Health has responsibility. The impact of associated noise levels with this increase in the night-time economy is also partly the responsibility of Environmental Health, in conjunction with Regeneration’s Town Centre Management and Strategic Development and Transportation Planning.

Concern has also been raised that the expected increase in food poisoning will be partly due to the current domestic standards in food preparation. Higher temperatures will mean that food spoils quicker. Associated with these concerns is the storage of waste materials in the domestic setting, particularly putrescibles. The household kitchen bin could be more hazardous due to higher temperatures and pose more of a health risk than it does already. The frequency of the regular waste collection will be an issue, so the storage of
this waste, external to the home, is also seen as a concern. Black plastic bags are easily damaged and become a draw for vermin.

### 6.10.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC1</td>
<td>Emphasise the importance of and put in place procedures to ensure the accommodation of vulnerable residents, particularly those over 65yrs, are put into accommodation that can be cooled and heated efficiently.</td>
<td>Staff time</td>
<td>Energy efficiency savings and reduced risk of litigation</td>
</tr>
<tr>
<td>SC2</td>
<td>Liaise with the Energy Management Officer on ensuring affordable housing meets energy efficiency requirements and will not be an undue burden on householders.</td>
<td>Cost of improvements</td>
<td>Energy efficiency savings</td>
</tr>
<tr>
<td>SC3</td>
<td>Implement an on-going programme of energy efficiency improvement to social housing as part of the Decent Homes Standards work.</td>
<td>Cost of improvements</td>
<td>Energy efficiency savings</td>
</tr>
<tr>
<td>SC4</td>
<td>Carry out an assessment of all existing sheltered and residential care homes to identify cooling need, as part of the building’s overall thermal efficiency.</td>
<td>Staff time</td>
<td>Energy efficiency savings and reduced risk of litigation in the event of an extreme event</td>
</tr>
<tr>
<td>SC5</td>
<td>Use Housing’s strategic position to ensure that the design of housing for sheltered housing and affordable housing is of a high enough standard to adapt to climate change, such as through the eco-homes scheme.</td>
<td>No cost</td>
<td>Energy efficiency savings</td>
</tr>
<tr>
<td>SC6</td>
<td>Work with Environmental Health to set up practical action plans to address the added impact of climate change on disease, food safety and waste issues.</td>
<td>Staff time</td>
<td>Improved efficiencies when environmental health staff have to respond to more disease and food poisoning incidents</td>
</tr>
</tbody>
</table>
### 6.11 Sustainable Communities (SC) – Regeneration

**6.11.1 Current Responsibilities**

Regeneration is divided into five services. These are as follows:

<table>
<thead>
<tr>
<th>SC</th>
<th>Activity Description</th>
<th>Cost</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC7</td>
<td>Continue cross service liaison meetings about the impact of climate change and air quality. Incorporate climate change into the air quality action plan.</td>
<td>No cost</td>
<td>Reduced costs to PCT</td>
</tr>
<tr>
<td>SC8</td>
<td>Continue cross service liaison with Town Centre Management and Strategic Development and Planning on the plans for Havering’s Town Centre, particularly Romford, with regard to the night-time economy and the development of residential areas including in terms of licensing and noise pollution.</td>
<td>No cost</td>
<td>Improved efficiency in managing changes in the night-time economy</td>
</tr>
<tr>
<td>SC9</td>
<td>Continue to raise awareness about the importance of food hygiene, and the link with increasingly frequent high temperatures and extreme weather conditions.</td>
<td>No cost</td>
<td>Reduced cost whereby environmental health officers would have had to respond to more food poisoning incidents</td>
</tr>
<tr>
<td>SC10</td>
<td>Work with Streetcare and Development Control on the domestic waste storage issues.</td>
<td>No cost</td>
<td>Improved management efficiency</td>
</tr>
</tbody>
</table>

**Gallions Ecopark**

Gallions Ecopark in Thamesmead aims to show how the UK social housing sector can contribute to environmental sustainability using the "Dutch Green Financing Model" to drive the concepts, design and construction techniques. Part of the project’s aim is to demonstrate how these features can be replicated throughout the social and private housing sectors and integrated into construction practices throughout the UK.

Ecopark is an affordable housing scheme of 39, two, three and four bedroom houses. There are also 8 flats for open market rent.

The homes contain a combination of cost-effective and applied energy saving and sustainable principles. These include:

- Timber Frames - High insulation - Advanced glazing
- Condensing boilers - Solar water heating - Water saving features
- Energy efficient lighting - Recycling - Sunspaces - Under-floor heating - Compost bins - Water-based paints - Non UPVC Flooring
Regeneration – to work in partnership to promote the economic, social and environmental regeneration of Havering. This includes supporting the Thames Gateway and London Riverside Development.

Town Centre Management – To promote the revitalisation and improvement of Havering’s town centres.

Community Regeneration – To develop and support the voluntary and community sector in Havering.

Development and Transportation Planning – To pursue planning and transport strategies that will meet Havering’s future needs. This includes the Local Development Framework.

Adult Education – to promote high quality adult learning to encourage workforce, personal and community development.

6.11.2 Impact of Climate Change

Regeneration
A warmer climate is expected to lead to an increase in residents’ desire to be outside and active (London’s Warming 2002). This is likely to lead to an increase in the night-time economy of the area. There is also likely to be an increased use of public spaces, parks and country parks and their associated facilities and infrastructure. These issues will need to be included in plans and provisions for the regeneration of the borough. The regeneration of the borough will put in place the adaptive capacity of the borough to react to climate change. London Riverside and the Thames Gateway are planned developments on the Thames Floodplain. Discussions are already underway through the Environment Agency on the most appropriate forms of development, but local authorities should also be aware of the issues and integrate them into their plans.

Town Centre Management
Town Centres are a major draw for people travelling within and into the borough, and any associated congestion. The extent to which these centres are over-reliant on private car transport instead of public transport will impact on the level of the emission of greenhouse gases.

Strategic Development and Transport Planning
This service has a major impact on the potential mitigation of and adaptation to climate change. This service is developing the Local Development Framework (LDF), which will put in place the strategic direction for the future development of the borough. The emerging LDF incorporates climate change issues, and will give the borough the tools to adapt to and help reduce its impact on climate change. Once adopted these policies will be reviewed against agreed indicators to ensure they are robust enough. The LDF is a “living document”, so will be able to respond to emerging policies and decisions.

This service also manages the Local Implementation Plan (LIP) of the Mayors Transport Strategy. Transport is a major emitter of greenhouse gases, and is the only sector to have substantially increased its emission of greenhouse gases since 1990 (47% higher in 2002 compared with 1990 - HM Government Statistics). The LIP again has the potential to make positive contributions to adaptation and mitigation if these opportunities are seized. It is through the LIP that the Havering electric maintenance vehicles have been purchased.
6.11.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC11</td>
<td>Ensure that all regeneration plans reflect the Local Development Framework and include climate change issues. Representation on the climate change strategic working group will facilitate this.</td>
<td>No cost</td>
<td>Reduced cost of cleaning up after climate change related events</td>
</tr>
<tr>
<td>SC12</td>
<td>Ensure that climate change issues, particularly related to flood vulnerability, continue to be revised and as necessary incorporated into the plans and strategies for Romford, the London Riverside and Thames Gateway.</td>
<td>No cost</td>
<td>Reduced cost of cleaning up after climate change related events, particularly flooding and sea level rise</td>
</tr>
<tr>
<td>SC13</td>
<td>Ensure that strategic planning of town centres continues to include and review future measures for reducing congestion and sustainable transport support.</td>
<td>Possible technological costs for solutions</td>
<td>Reduced cost to health service from air pollution. Improved efficiency of access to town centres promoting economic growth.</td>
</tr>
<tr>
<td>SC14</td>
<td>Ensure that opportunities to work on climate change adaptation and mitigation through the LIP continue to be taken.</td>
<td>No cost</td>
<td></td>
</tr>
</tbody>
</table>

6.12 Sustainable Communities (SC) - Development and Building Control and Environmental Strategy

6.12.1 Current Responsibilities

This service has the responsibility for delivering the development of the borough. This includes the administration and enforcement of Building Acts and Regulations, processing planning applications, planning enforcement, major planning applications and projects, planning appeals, and so on.

Environmental Strategy are responsible for a range of projects and strategy development on the environment and sustainable development. The team is leading the strategic response to the Climate Change agenda. The team has responsibilities for energy management, countryside management and biodiversity, sustainable transport, heritage and the built environment together with environmental education and awareness raising.

6.12.2 Impact of Climate Change
The majority of climate change guidance from Government is for local authorities to act in their capacity as a planning authority. The Council is expected to ensure that developments and their supporting infrastructure are built to adequate standards to cope with climate changes (GLA 2006). These planning powers also extend to securing energy supply, water supply, suitable drainage systems, and so on, which will work together to reduce the impact of climate change. There are a number of planning policy statements and guidance notes that relate to climate change, in particular Planning Policy Statement (PPS) 1 on Sustainable Development which states “address, on the basis of sound science, the causes and impacts of climate change.” PPS 22 relates to renewable energy and Planning Policy Guidance (PPG) 25 relates to development and flood risk management. A new PPS on Climate Change, PPS 26, is currently in draft and the introduction of this statement will impact on this service and the development of Council policy.

There have also been recent changes in the building regulations, particularly Part L, which now requires additional carbon savings to be made in the development of new build. Added to this is the voluntary “sustainable homes code”, which incorporates elements of sustainable construction with regard to climate change. There are increasing concerns as to whether some existing build, and new build, can withstand the effects of climate change. There is particular concern with regard to storm damage, flooding, subsidence and stress caused to buildings and their materials by extreme heat, as well as intense rainfall. The Department of Communities and Local Government (DCLG) have also indicated that they will be recommending extending permitted development rights through the new PPG on Climate Change to promote the installation of small-scale micro-generation. These developments will be important to promote the efficiency and environmental conversions that many householders desire.

Green roofs are gaining in popularity as one solution to improving the energy efficiency of buildings, as well as their capacity to cope with intense rainfall.

The London Plan sets out that it expects major developments to meet a 10% renewables requirement and the requirement to build to Ecohomes “Very Good” or “Excellent” standard. In 2006, Havering adopted Interim Planning Guidance (IPG) on sustainable construction which compliments these policies. This realises the importance of securing localised renewable energy schemes for local people. The Local Development Framework (LDF) will incorporate this guidance as policy therefore lending it far more weight in the development planning process, as well as embracing the wider climate change agenda.

Warmer winter temperatures are expected to reduce the need for heating during this time, but the increased incidence of extreme weather events will mean that heating will continue to be an important issue. However, fuel poor residents may not be able to adequately cool their property during the summer months, leading to associated health impacts. It requires three times as much energy to cool a property than to heat it. It is likely to be the already vulnerable older population that experiences such fuel poverty.

Environmental Strategy leads the work on implementing the UK Biodiversity Action Plans in the borough, as well as the protection of important habitats. Biodiversity and the natural environment will be affected by any changes in
the climate. Decisions on the extent to which to conserve existing habitats that may not be able to easily adapt to new climate or allowing foreign species more suited to the new climate to flourish need to be made. Wildlife Corridors for the migration of wildlife due to the damage caused by development have been identified through the Local Development Framework. It is hoped that Natural England will assist in providing the strategic direction for the UK on the future conservation of the UK’s natural habitats.

### 6.12.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendation</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC15</td>
<td>Continue to work with Housing on achieving the Decent Homes Standard and work to include cooling in this definition</td>
<td>No costs</td>
<td>Improved energy efficiency</td>
</tr>
<tr>
<td>SC16</td>
<td>Continue to coordinate the sustainability agenda and the climate change agenda within the council through the Sustainability Framework</td>
<td>No costs</td>
<td>Improved management efficiency</td>
</tr>
<tr>
<td>SC17</td>
<td>Produce and support the delivery of the Climate Change Strategy</td>
<td>No costs</td>
<td></td>
</tr>
<tr>
<td>SC18</td>
<td>Produce and support the delivery of the Energy Strategy</td>
<td>No costs</td>
<td></td>
</tr>
<tr>
<td>SC19</td>
<td>Support the implementation of the Local Area Agreement “Stretch Target” on improving affordable warmth</td>
<td>Staff time</td>
<td>Additional income from stretch LAA targets</td>
</tr>
<tr>
<td>SC20</td>
<td>Work with the Havering Wildlife Partnership on understanding the implications of climate change for local biodiversity</td>
<td>No costs</td>
<td>Improved management efficiency</td>
</tr>
<tr>
<td>SC21</td>
<td>Work in partnership with Parks and Grounds Maintenance on the future management of green spaces in the borough.</td>
<td>Possible costs of changes in management regimes</td>
<td>Likely savings of changes in management regimes</td>
</tr>
<tr>
<td>SC22</td>
<td>Facilitate Council services in responding to climate change.</td>
<td>Staff time</td>
<td>Management efficiency savings</td>
</tr>
<tr>
<td>SC23</td>
<td>Support Thames Chase Community Forest as an effective carbon sink for the borough.</td>
<td>No costs</td>
<td></td>
</tr>
<tr>
<td>SC24</td>
<td>Ensure that Havering’s LDF, IPG on Sustainable Construction, the Mayors SPG on sustainable construction and the London Plan are implemented robustly securing sustainable developments in the borough.</td>
<td>No cost</td>
<td>Improved quality of development</td>
</tr>
<tr>
<td>SC25</td>
<td>Incorporate the forthcoming PPS 26 on climate change into</td>
<td>No cost</td>
<td></td>
</tr>
<tr>
<td>SC26</td>
<td>Ensure that local policies are kept up-to-date with regard to ensuring that buildings and building materials are adequate to cope with climate change</td>
<td>Staff time. Possible cost of technology</td>
<td>Energy savings</td>
</tr>
<tr>
<td>------</td>
<td>-------------------------------------------------------------------------------------------------</td>
<td>----------------------------------------</td>
<td>---------------</td>
</tr>
<tr>
<td>SC27</td>
<td>Develop a Travel for Work Plan to provide enable staff to make suitable travel choices for work. Couple this plan with an annual staff travel survey</td>
<td>Staff time Resources needed for survey</td>
<td>Reduced resource pressure on car supporting facilities</td>
</tr>
</tbody>
</table>

**Sheffield City Council Green Roof – Norfolk Community Primary School**

Due to sewage and stormwater overflow problems in the local catchment, a condition of the planning permission for the school was to minimise the sites’ rainwater runoff. Green roofs were chosen for their water holding capacity as an innovative form of sustainable urban drainage design, with excess water runoff from the roof being harvested and utilised to supply the schools toilets. Although only a blanket based roof supporting a thin layer of sedums were installed, the roof serves its purpose, reducing intrusive noise from rain and hail which has been a problem from some of the lightweight long-span metal roofs, lowering the likelihood of vandalism, improving thermal insulation, providing evaporative cooling, improving rainwater management from the site and creating a habitat for insects and other wildlife (bees were particularly evident in the first season). [www.livingroofs.org](http://www.livingroofs.org)

### 6.13 Sustainable Communities (SC) – Adult Social Services and Transport

#### 6.13.1 Current Responsibilities

Adult Social Services & Transport help nearly 6000 vulnerable residents in Havering each year. Users of the service are frail older people and adults with disabilities or mental health problems. There are over 800 staff including home care workers, residential and day care workers, social workers, occupational therapists and managerial/administrative staff. Services are delivered via call centres, office bases, residential homes, day care units and in peoples own homes. Many services are also delivered jointly with other agencies. For example, services to people with learning disabilities and with mental health problems are jointly commissioned and provided with the local Primary Care Trust and NHS Trusts.

The following Mission Statement has been adopted for Adult Social Services & Transport:

“Providing opportunities which allow older persons and vulnerable adults to live independent, meaningful and dignified lives while maintaining family and community relationships.”

This mission statement intends to encapsulate the vision for the organisation and the community that it serves.
6.13.2 Impact of Climate Change

Adult Social Services will be affected through their responsibility to look after the vulnerable people in their care. As mentioned previously under housing, ensuring vulnerable people are able to cope with extremes of weather, whether that be storms, flooding or high temperatures and drought, is extremely important. During the August 2003 European heatwave, at least 35,000 people died as a result of the heat. The majority of the 20,000 additional deaths in France being amongst elderly residents in residential care (New Scientist 2003). In the UK in August 2003, the deaths among people aged over 75 rose by 60% above the norm (NHS 2006). Adult Social Services and Transport impact on climate change through the emissions generated by their use of their buildings and vehicles. Both are users of energy and contribute to the emission of greenhouse gases.

6.13.3 Recommendations

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendation</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC28</td>
<td>To continue as necessary on-going implementation of the obligations from the NHS Heatwave Plan for England 2006 with Adult Social Services staff.</td>
<td>No cost</td>
<td></td>
</tr>
<tr>
<td>SC29</td>
<td>To continue to meet the obligations set out by the NHS Heatwave Plan for England 2006 supporting the community and primary care staff in:</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>• Identifying individuals who are at particular risk from extreme heat, especially those aged over 75. These people are likely to be already receiving care;</td>
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</tr>
<tr>
<td></td>
<td>• identifying any changes to individual care plans that might be necessary in the event of a heatwave, including initiating daily visits by formal or informal carers to check on people living on their own;</td>
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</tr>
<tr>
<td></td>
<td>• working with at-risk individuals' families and informal carers to put simple protective measures in place, such as installing proper ventilation and ensuring fans and fridges are available and in working order; and</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>• Reviewing surge capacity and the need for, and availability of, staff support in the event of a heatwave, especially if it lasts for more than a few days.</td>
<td>Staff time</td>
<td>Management efficiencies</td>
</tr>
</tbody>
</table>
To continue to raise awareness where necessary about the very significant heat-related health risks among care home managers and staff and encourage additional staff training in line with the Department of Health fact sheets.

Staff time and publicity

Reduced risk of litigation

Participate in the Energy Saving Trust’s “Green Fleet Review” to identify ways of reducing costs and emissions

No initial cost
Possible cost of installing efficiency measures

Improved environmental efficiencies and energy savings

To continue to work on Green Mark Level 2 for Transport Services

Staff time and cost of auditing

Improved environmental management efficiencies

To continue to implement driver efficiency measures using the latest software and training programmes.

Cost of software (already purchased)

Fuel efficiency savings and reduced vehicle maintenance costs

To continue to upgrade vehicles to more efficient models

Cost of upgrade

Efficiency savings

To regularly review the option of using Biofuels to fuel the Council’s fleet.

No initial cost
Possible cost of fuel and conversion

Possible savings from securing supply

6.14 Assistant Chief Executive (CE) - Strategy and Communications

6.14.1 Current Responsibilities

This service, amongst other responsibilities, coordinates the communications campaigns of the Council. The objectives of this service are to improve the Council’s reputation; to encourage cross service working; to promote culture change; to support service improvements; to develop productive partnerships and to support ‘weaker’ areas of the Council.

6.14.2 Impact of Climate Change

By being a leading organisation in the Havering Strategic Partnership, the Council is well-placed to work with other key organisations in the borough on managing the impacts of climate change with the local community. Particularly important will be working with the PCT on the impacts of high temperatures, food poisoning and disease, the police on the evening and night-time economy, and local businesses to maximise the opportunities climate change will represent.

The production of a Climate Change Strategy will also mean the Council can work in partnership with neighbouring authorities, most of which already have plans committed or in place. This service will also be involved in informing people of extreme weather events and what to do during floods and high temperatures. There is also
likely to be increasing requirements to communicate to local residents about all aspects of climate change.

**6.14.3 Recommended Response**

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>CE1</td>
<td>Representation from this service would be advantageous on the Climate Change Strategic Working Group to help facilitate cross-departmental and cross-organisational working together with ensuring key messages are provided for the community.</td>
<td>Staff time</td>
<td>Management efficiency savings</td>
</tr>
<tr>
<td>CE2</td>
<td>Ensure that climate change is integrated into the Havering Community Strategy and the Local Area Agreements.</td>
<td>No cost</td>
<td></td>
</tr>
</tbody>
</table>

**6.15 Assistant Chief Executive - Human Resources**

**6.15.1 Current Responsibilities**

The Human Resources (HR) service includes HR Policy and Advice, Organisational Development, Education HR Service and Equalities and Diversity. Their vision focuses on people and organisational development; building organisational capacity; engaging and developing different service and management cultures into a core organisational culture; leadership development for managers and councillors; developing competent managers and staff; staff performance as part of a robust management culture; valuing and utilising the diversity of the workforce; and anticipating and preparing for change.

**6.15.2 Impacts of Climate Change**

There are concerns that increases in summer temperatures will increase the risk of heat stress, heat and sun stroke and dehydration for workers, both within buildings and in particular outside workers (London’s Warming 2002). There are many calls for a top temperature for working conditions to be introduced. Currently, the Health and Safety Executive (HSE) have regulations stating that “reasonable thermal comfort” should be provided in the workplace, and this is defined as between 13°C and 30°C (HSE 1992). This is likely to impact on this service, particularly in supporting workers in kitchens and in street and grounds maintenance. Extreme weather conditions can also put workers at risk, as highlighted within the Health and Safety section.

**6.15.3 Recommended Response**

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>CE 3</td>
<td>Liaise with Health and Safety in ensuring staff are comfortable in extreme heat situations.</td>
<td>Staff time</td>
<td>Reduced staff absence</td>
</tr>
<tr>
<td>CE 4</td>
<td>Continue to review flexible working</td>
<td></td>
<td>Reduced staff</td>
</tr>
</tbody>
</table>
policy to support staff who may be affected by an increase in the frequency of extreme weather conditions, or by the failure of infrastructure due to climate change | absence

<table>
<thead>
<tr>
<th>6.16 Assistant Chief Executive (CE) – Legal and Democratic Services</th>
</tr>
</thead>
</table>

**6.16.1 Current Responsibilities**
The Service comprises Legal, Democratic and Electoral Registration Services and Community Safety which encompasses Road Safety, CCTV and Mobile Patrol. The overall vision of the service is to provide an excellent service to the community, to Council members, and to clients to achieve the Council’s objectives. It should be noted that with the exception of Electoral Services and Community Safety, the service provided is generally (but not exclusively), to internal clients of the Council as support services. Accordingly priorities are to a great extent set and determined by those client departments and the challenge is to meet expectations within a finite budget.

**6.16.2 Impacts of Climate Change**
Political pressure is likely to result in the introduction of new legislation and responsibilities on climate change, which will affect this service.

As discussed earlier, milder winters and warmer summers are expected to change people’s social behaviour to encourage a more “outdoor lifestyle”. This will bring benefits to local people and the local economy, but it could also lead to an increase in the anti-social behaviour levels associated with warmer weather. Warmer weather, particularly the very high temperatures associated with future summers, will mean people wanting to open their windows and leave them open, particularly at night. This may in fact be essential for their well-being in the absence of affordable small-scale air-conditioning. This will provide more opportunities for burglaries and other house invasions.

**6.16.3 Recommended Response**

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendation</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>CE5</td>
<td>Liaise cross-departmentally with Environmental Strategy to ensure the Council is up-to-date on environmental and climate change related legislation</td>
<td>Staff time</td>
<td>Reduced risk of litigation</td>
</tr>
<tr>
<td>CE6</td>
<td>Work through the Havering Strategic Partnership on the links between changes in the climate and anti-social behaviour and crime</td>
<td>No cost</td>
<td></td>
</tr>
<tr>
<td>CE7</td>
<td>Seek representation on the Strategic Climate Change Working Group from Havering Police Force to facilitate action in</td>
<td>No cost</td>
<td></td>
</tr>
</tbody>
</table>
6.17 Children’s Services (CS)

6.17.1 Current Responsibilities
The Children’s Services Directorate includes Pupil and Student Services; Strategy and Commissioning; Children’s Social Services; and School Improvement. The vision for Children’s Services is to make Havering a place where all children and young people are valued and safe, feel good about themselves and each other, enjoy life to the full and are given every opportunity to achieve their full potential, and encouraged to contribute positively to their community. In line with “Every Child Matters” legislation, this service aims to give all children and young people the best possible start in life and ensure their ongoing physical, emotional and mental health; ensuring children are, and feel, safe from abuse, domestic violence, bullying, crime, or environmental dangers; help all children and young people to enjoy their education and maximise their potential; encourage all children to make a positive contribution to society, and make informed decisions about their own lives; provide targeted support for priority groups with specific needs; provide advice and practical and emotional support for parents and carers from preconception to young adult stages; maximise opportunities to ensure economic wellbeing for children, young people and young adults; and empower children, young people (and adults) to have access to the democratic process.

6.17.2 Impact of Climate Change
Children Services includes the Havering Environmental Education Service that delivers education on the environment direct to local subscribing schools. It is likely that this service will need to be extended to include climate change. As well as mitigating climate change through raising awareness and education, school buildings are high users of energy. School buildings and design is part of the Department for Education and Skills’ (DfES) “Schools for the Future” programme. All school projects over £500,000 are now required to be built or refurbished to BREEAM “Very Good” building standards as part of the “Schools for the Future” programme. The purpose of this is to reduce the energy requirement of these schools, the associated increasing costs and their greenhouse emissions. The “Every Child Matters” agenda has undergone scrutiny by the Government’s Sustainability Watchdog, the Sustainable Development Commission. A number of recommendations have been made by the Sustainable Development Commission to mainstream sustainability into the “Every Child Matters” agenda, which will include elements of climate change.

6.17.3 Recommended Response

<table>
<thead>
<tr>
<th>REF</th>
<th>Recommendations</th>
<th>Costs</th>
<th>Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>CS1</td>
<td>Develop an action plan outlining how to work with schools in the</td>
<td>Staff time</td>
<td>Energy</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Cost of</td>
<td>efficiency</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CS2</td>
<td>borough to improve their energy efficiency and reduce CO2 emissions</td>
<td>technology</td>
<td>savings</td>
</tr>
<tr>
<td>-----</td>
<td>-------------------------------------------------</td>
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<tr>
<td></td>
<td>All new school or refurbished development should be built to the BREEAM “very good” building standards in line with the programme requirements of “Schools for the Future”</td>
<td>No costs – have to build to these standards to access DfES money to carry out works</td>
<td>Ensuring these standards ensures access to DfES funding</td>
</tr>
<tr>
<td>CS3</td>
<td>Continue to work with the not-for-profit organisation “Creative Environment Networks” (CEN) to incorporate on-site renewable energy generation technology into schools</td>
<td>Service level agreement cost</td>
<td>Savings to schools from supply of renewable energy</td>
</tr>
<tr>
<td>CS4</td>
<td>Ensure the Environmental Education Service provides lessons on climate change</td>
<td>No cost</td>
<td></td>
</tr>
<tr>
<td>CS5</td>
<td>Work with Environmental Strategy on reducing the energy requirements of schools and the general improvement of environmental management</td>
<td>Cost of technology improvements Staff time</td>
<td>Energy efficiency savings</td>
</tr>
<tr>
<td>CS6</td>
<td>Ensure that 100% of schools have a School Travel Plan in place by 2009 that support schools in reduce their carbon emissions through transport</td>
<td>Staff time</td>
<td>Completion of school travel plan allows access to funding for local transport improvements</td>
</tr>
<tr>
<td>CS7</td>
<td>Promote initiatives, such as Walk to School Week, to all schools to maximise take up which will have the added effect of reducing carbon emissions from transport for school.</td>
<td>Staff time Publicity costs</td>
<td>Reduced congestion</td>
</tr>
</tbody>
</table>

**Notley Green Primary School**

In 1997 Essex County Council worked with the Design Council to design a new 180-place primary school at Great Notley that was to be built on a Greenfield site. The School was opened in September 1999 and relies upon very simple systems, but has been designed to use very little energy, mainly by virtue of its construction including high levels of insulation. All its major internal spaces are daylit and naturally ventilated.

**Cassop Primary School**

Cassop Primary School in County Durham have reduced their energy bills by a third thanks to the 50kw wind turbine installed in the school grounds in partnership with Durham County Council and Northern Electric. The school sells the electricity to Durham Council when supply exceeds demand. The school has recently introduced solar panels and a woodchip boiler. Low-energy light bulbs are in use throughout the school and elected pupils, known as Energy Monitors,
7. Delivery of the Strategy
The final Climate Change Strategy will be delivered through the “Climate Change Strategic Working Group”. This group will consist of a representative from each affected service and will be chaired by the Group Director for Sustainable Communities.

The role of the group will be to analyse the recommendations in the Climate Change Strategy and form an action plan. The members of the group will oversee the implementation of this action plan. The action plan will be reported on annually and reviewed every three years.

8. Development of the Climate Change Action Plan
The consultation period for the Climate Change Strategy will involve all the affected services mentioned in the strategy and relevant outside bodies. Representatives from all of these services will then be invited to joint the Climate Change Strategic Working Group, which will be chaired by the Group Director for Sustainable Communities.

The first task of this Group will be to evaluate the recommendations made in the Climate Change Strategy. The Group will then produce a realistic action plan based on these recommendations which will be presented to Cabinet for agreement. The purpose of this is to ensure that any action plan on climate change is:

- Realistic
- Built on consensus from all the affected services
- Incorporates financial considerations
- Incorporates a robust monitoring regime
- Is flexible enough to set one year, three year and long term targets and actions
- Able to respond to changing in policy and scientific predictions on climate change

9. Monitoring and Review of the Climate Change Strategy
Progress on the Climate Change Action Plan will be reviewed annually through the Climate Change Strategic Working Group, with progress on the actions reported back to the group and to Cabinet. The Climate Change Strategy will be reviewed every three to five years, depending on developments, to ensure that it reflects current best practice and government thinking.

10. Conclusion
The development of this strategy presents an opportunity for Havering Council to be prepared to respond to increasing legislation on climate change, increasing policy on climate change, and the increasing effects of climate change, however they manifest.
### APPENDIX 1

**Quick Reference Table to the Impact on Services from Climate Change and the resulting recommendations**

<table>
<thead>
<tr>
<th>Service</th>
<th>Impacts</th>
<th>No.</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency Planning and Business Continuity</td>
<td>• Responsibility for responding to emergencies through the MEP</td>
<td>FC1</td>
<td>Undertake a Risk Assessment based on the Emergency Preparedness Guidance, including an impact and likelihood scoring procedure.</td>
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<tr>
<td></td>
<td></td>
<td>FC2</td>
<td>Produce a Flood Incident Plan and a Major Flood Incident Plan for the whole of the borough.</td>
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<tr>
<td></td>
<td></td>
<td>FC3</td>
<td>Ensure liaison with the Havering PCT on their Heatwave Plan and continue to receive the Heatwave Health Watch bulletins from the NHS.</td>
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<tr>
<td></td>
<td></td>
<td>FC4</td>
<td>It is recommended that these issues be included in a sub-section on the climate and weather, with particular reference to the expected increase in frequency of these emergency events. This climate and weather sub-section should be reviewed with the review of the Climate Change Strategy and in light of emerging latest predictions.</td>
</tr>
<tr>
<td>Corporate Health and Safety</td>
<td>• Impact on the health and safety of works in extreme environments</td>
<td>FC5</td>
<td>Work with Human Resources on how to manage the protection of staff from extreme weather conditions, including high temperatures and severe weather conditions.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>FC6</td>
<td>Ensure that staff are aware that they should factor weather conditions into their health and safety and risk assessments.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>FC7</td>
<td>Put in place systems to allow weather and climatic conditions to be appropriately factored into decision-making on the well-being of staff.</td>
</tr>
<tr>
<td>FC8</td>
<td>Agree on suitable clothing for outdoor workers to protect them from extreme weather conditions, and in particular high temperatures.</td>
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</tr>
<tr>
<td>FC9</td>
<td>Incorporate into the training on whole-life costing and sustainable procurement the added benefits of reducing carbon emissions.</td>
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<td></td>
</tr>
<tr>
<td>FC10</td>
<td>Ensure that progress on sustainable procurement includes regard for climate change issues.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>FC11</td>
<td>Include in corporate contracts elements of how bidders are minimising their own carbon emissions and contributing to the mitigation of climate change.</td>
<td></td>
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</tr>
<tr>
<td>FC12</td>
<td>Gather data on he energy consumption of all building stock to establish a baseline for energy.</td>
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<td></td>
</tr>
<tr>
<td>FC13</td>
<td>Ensure that energy is purchased from renewable sources, wherever practicable.</td>
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<tr>
<td>FC14</td>
<td>Investigate the potential for secure on-site renewable energy generation.</td>
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<tr>
<td>FC15</td>
<td>Ensure all refurbishments are to a high sustainable quality, meeting the Council’s own Sustainable Construction Policy</td>
<td></td>
<td></td>
</tr>
<tr>
<td>FC16</td>
<td>Ensure that all appropriate energy saving and efficient fixtures and fittings are used.</td>
<td></td>
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<tr>
<td>FC17</td>
<td>Encourage all users of corporate buildings to be energy efficient.</td>
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</tr>
</tbody>
</table>
FC18 Keep up to date with developments in the insurance industry with regard to the insurance of corporate buildings, events, etc.

FC19 Keep up to date with any litigation taking place with regard to climate change.

FC20 Establish the cooling requirements of ICT and ensure whole life costing is applied to ensure the most efficient form of cooling is used.

FC21 Review the storage requirements for ICT to ensure that any cooling system that is employed can be used to its maximum efficiency and that energy is not wasted.

PR1 Streets that are prone to flooding due to heavy rainfall be identified.

PR2 Technical solutions should be discussed for these streets, particularly if they are on major routes. This could include soakways.

PR3 If technical solutions are not available, a monitoring system for these routes when heavy rain is predicted is recommended.

PR4 These solutions should be timetabled for action, and for possible inclusion in the Local Implementation Plan.

PR5 Review of street maintenance to include a response protocol to localised flooding clean-up.

Streetcare
- Cleanup after small and major flooding events
- Removal and management of waste and their by-products
- Wear and tear of pavements and roads
- Use of vehicles
<table>
<thead>
<tr>
<th>PR6</th>
<th>Liaise with the Environment Agency on the clean-up procedure after a flooding event.</th>
</tr>
</thead>
<tbody>
<tr>
<td>PR7</td>
<td>Liaise with Environmental Health on the most appropriate waste storage solutions to minimize public health risk, both for collection and for interim household storage.</td>
</tr>
<tr>
<td>PR8</td>
<td>Discuss with fleet operations on the software options to ensure the most efficient use of vehicles.</td>
</tr>
<tr>
<td>PR9</td>
<td>Implement a programme to ensure vehicles are being used efficiently.</td>
</tr>
<tr>
<td>PR10</td>
<td>Implement a programme to install white street lighting. As well as being best practice to reduce community safety issues and fear of crime, they are more energy efficient that other forms of lighting. Investigate the associated software options for monitoring and dimming street lighting.</td>
</tr>
<tr>
<td>PR11</td>
<td>Review the maintenance and safety issues related to street trees, in particular if their survival is going to be affected by reduced rainfall.</td>
</tr>
<tr>
<td>PR12</td>
<td>Include climate change issues, and in particular the fuel efficiency of vehicles, into future waste management contracts. Vehicles will have to meet the new Low Emissions Zone vehicle specifications.</td>
</tr>
<tr>
<td>PR13</td>
<td>Work with Town Centre Management to introduce a waste management programme for Romford Market to facilitate the collection and recycling of waste materials generated by the market.</td>
</tr>
<tr>
<td>Technical Services</td>
<td>PR14</td>
</tr>
<tr>
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</tr>
<tr>
<td>PR15</td>
<td>Utilise the change in legislation to allow people to be kept overnight in the crematorium to even out the energy use requirement of the crematorium</td>
</tr>
<tr>
<td>PR16</td>
<td>Review the use of technology that cools the hot flue gas and its potential to reduce overall energy costs.</td>
</tr>
<tr>
<td>Culture and Leisure Services</td>
<td>PR17</td>
</tr>
<tr>
<td>PR18</td>
<td>Work in partnership with the Havering Wildlife Partnership and their biodiversity expertise in forming appropriate decisions and management systems for Havering’s parks and open spaces.</td>
</tr>
<tr>
<td>PR19</td>
<td>Make strategic decision as to the on-going management of the parks, green spaces and allotments with regard to climate change.</td>
</tr>
<tr>
<td>PR20</td>
<td>Investigate further the requirement and potential for multifunction landscapes in the borough, particularly with regards the Thames Gateway development.</td>
</tr>
<tr>
<td>PR21</td>
<td>Identify suitable areas for multi-functional use where appropriate.</td>
</tr>
<tr>
<td>PR22</td>
<td>Incorporate energy efficiency targets and the on-site generation of renewable energy into any new or refurbished council-led leisure facilities in partnership with Environmental Strategy</td>
</tr>
<tr>
<td>Housing Services and Environmental Health</td>
<td>SC1</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>-----</td>
</tr>
<tr>
<td>- Increase in food poisoning incidents</td>
<td></td>
</tr>
<tr>
<td>- Increased threat to food hygiene safety</td>
<td></td>
</tr>
<tr>
<td>- Increased threat from vermin and tropical diseases</td>
<td></td>
</tr>
<tr>
<td>- Boom in evening and leisure industries</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Emphasise the importance of, and put in place, procedures to ensure vulnerable residents, particularly those over 65yrs, are put into accommodation that can be cooled easily.</td>
</tr>
</tbody>
</table>
### Cabinet, 13 December 2006

| SC9 | Continue to raise awareness about the importance of food hygiene, and link it with increasingly frequent high temperatures and extreme weather conditions. |
| SC10 | Work with Streetcare and Development Control and Planning on the domestic waste storage issues. |
| SC11 | Ensure that regeneration plans reflect the Local Development Framework and include climate change issues. Representation on the climate change strategic working group will facilitate this. |
| SC12 | Ensure that climate change issues, particularly related to flood vulnerability, continue to be revised and as necessary incorporated into the plans and strategies for the London Riverside and Thames Gateway. |
| SC13 | Ensure that strategic planning of town centres continues to include measures for reducing congestion and sustainable transport support. |
| SC14 | Ensure that opportunities to work on climate change adaptation and mitigation through the LIP continue to be taken. |

### Regeneration
- Long-term strategic development of the borough
- Increased desire for outdoor, evening and leisure activities
- Importance of including capacity for adaptation to climate change
- Town centre congestion
- Strategic planning through the LDF
- Strategic transport planning through the LIP

### Development and Planning Control and Environmental Strategy
- Planning powers
- PPS 1, 22, 25 and 26
- Sustainable homes code
- New building regulations
- Emerging policies and statutory instruments
- Overarching role on climate change and sustainability
- Biodiversity and management of areas important for nature
- HECA – fuel poverty, energy efficiency
- Planning and environmental strategy

### SC15
- Continue to work with Housing on achieving the Decent Homes Standard and work to include cooling in this definition. |

### SC16
- Continue to coordinate the sustainability agenda and the climate change agenda within the Council through the Sustainability Framework. |

### SC17
- Produce and support the delivery of the Climate Change Strategy. |
<table>
<thead>
<tr>
<th>SC18</th>
<th>Produce and support the delivery of the Energy Strategy.</th>
</tr>
</thead>
<tbody>
<tr>
<td>SC19</td>
<td>Support the implementation of the Local Area Agreement “Stretch Target” on improving affordable warmth</td>
</tr>
<tr>
<td>SC20</td>
<td>Work with the Havering Wildlife Partnership on understanding the implications of climate change for local biodiversity.</td>
</tr>
<tr>
<td>SC22</td>
<td>Facilitate Council services in responding to climate change.</td>
</tr>
<tr>
<td>SC23</td>
<td>Support Thames Chase Community Forest as an effective carbon sink for the borough.</td>
</tr>
<tr>
<td>SC24</td>
<td>Ensure that Havering’s IPG on Sustainable Construction, the Mayors SPG on sustainable construction and the London Plan are implemented robustly securing sustainable developments in the borough.</td>
</tr>
<tr>
<td>SC25</td>
<td>Incorporate the forthcoming PPS 26 on climate change into Havering Planning Guidance.</td>
</tr>
<tr>
<td>SC26</td>
<td>Ensure that local policies are kept up-to-date with regard to ensuring that buildings and building materials are adequate to cope with climate change.</td>
</tr>
<tr>
<td>SC27</td>
<td>Develop a Travel for Work Plan to enable staff to make suitable travel choices for work. Couple this with an annual staff travel survey.</td>
</tr>
<tr>
<td>SC28</td>
<td>To continue as necessary on-going implementation of the obligations from the NHS Heatwave Plan for England 2006 with Adult Social Services staff.</td>
</tr>
<tr>
<td>SC29</td>
<td>To continue to meet obligations set out by the NHS Heatwave Plan for England 2006 supporting the community and primary care staff in: Identifying individuals who are at particular risk from extreme heat, especially those aged over 75. These people are likely to be already receiving care; Identifying any changes to individual care plans that might be necessary in the event of a heatwave, including initiating daily visits by formal or informal carers to check on people living on their own; Working with at-risk individuals' families and informal carers to put simple protective measures in place, such as installing proper ventilation and ensuring fans and fridges are available and in working order; and Reviewing surge capacity and the need for, and availability of, staff support in the event of a heatwave, especially if it lasts for more than a few days.</td>
</tr>
<tr>
<td>SC30</td>
<td>To continue to raise awareness about the very significant heat-related health risks among care home managers and staff and encourage additional staff training in line with the Department of Health fact sheets.</td>
</tr>
<tr>
<td>SC31</td>
<td>Participate in the Energy Saving’s Trust’s “Green Fleet Review” to identify ways of reducing costs and emissions.</td>
</tr>
</tbody>
</table>

**Adult Social Services and Transport**

- Ensuring vulnerable residents have suitable accommodation that does not put them at risk during high temperatures
- Heating and powering of buildings

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<table>
<thead>
<tr>
<th>Strategy and Communications</th>
<th>SC32</th>
<th>To continue to work on Green Mark Level 2 for Transport Services.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>SC33</td>
<td>To continue to implement driver efficiency measures using the latest software.</td>
</tr>
<tr>
<td></td>
<td>SC34</td>
<td>To continue to upgrade vehicles to more efficient models</td>
</tr>
<tr>
<td></td>
<td>SC35</td>
<td>To regularly review the option of using Biofuels to fuel the Council’s fleet.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strategy and Communications</th>
<th>CE1</th>
<th>Representation from this service would be advantageous on the Climate Change Strategic Working Group to help facilitate cross-departmental and cross-organisational working, together with ensuring key messages are provided for the community.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Human Resources</td>
<td>CE2</td>
<td>Ensure that climate change is continued to be implemented through the community strategy and the Local Area Agreements.</td>
</tr>
<tr>
<td></td>
<td>CE3</td>
<td>Liaise with Health and Safety in ensuring staff are comfortable in extreme heat conditions.</td>
</tr>
<tr>
<td></td>
<td>CE4</td>
<td>Continue to review flexible working policy to support staff who may be affected by an increase in the frequency of extreme weather conditions, or by the failure of infrastructure due to climate change.</td>
</tr>
<tr>
<td>Legal and Democratic Services</td>
<td>CE5</td>
<td>Liaise cross-departmentally with Environmental Strategy to ensure the Council is up-to-date on environmental and climate change related legislation.</td>
</tr>
<tr>
<td></td>
<td>CE6</td>
<td>Work through the Havering Strategic Partnership on the links between changes in the climate and anti-social behaviour and crime.</td>
</tr>
<tr>
<td>Children’s Services</td>
<td>CE7</td>
<td>Seek representation on the Strategic Climate Change Working Group from Havering Police Force to facilitate action in this area.</td>
</tr>
<tr>
<td>---------------------</td>
<td>-----</td>
<td>------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>CS1</td>
<td>Develop an action plan outlining how to work with schools in the borough to improve their energy efficiency and reduce CO2 emissions.</td>
</tr>
<tr>
<td></td>
<td>CS2</td>
<td>All new school developments or refurbishments should be built to the BREEAM “very good” building standards in line with the programme requirements of “Schools for the Future”.</td>
</tr>
<tr>
<td></td>
<td>CS3</td>
<td>Continue to work with the not-for-profit organisation Creative Environment Networks (CEN) to incorporate on-site renewable energy generation technology into schools.</td>
</tr>
<tr>
<td></td>
<td>CS4</td>
<td>Ensure the Environmental Education Service provides lessons on climate change.</td>
</tr>
<tr>
<td></td>
<td>CS5</td>
<td>Work with Environmental Strategy on reducing the energy requirements of schools and the general improvement of environmental management.</td>
</tr>
<tr>
<td></td>
<td>CS6</td>
<td>Ensure that 100% of schools have a School Travel Plan in place by 2009 that support schools in reducing their carbon emissions through transport.</td>
</tr>
<tr>
<td></td>
<td>CS7</td>
<td>Promote initiatives, such as Walk to School Week, to all schools to maximise take up which will have the added effect of reducing carbon emissions from transport for school.</td>
</tr>
</tbody>
</table>
APPENDIX 2

Policy and Legislation for producing a Climate Change Strategy

The need to create a Climate Change Strategy
As of November 2006, there are in existence several strategies, documents, regional strategies and directives that place a responsibility on local government to respond to climate change. For Havering these include:

Table A

<table>
<thead>
<tr>
<th>Policy/Strategy</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>EU Strategic Environmental Assessment Directive 2001/42/EC</td>
<td>Requires climate change to be considered in any local authority plans, policies or programmes that affect land use.</td>
</tr>
<tr>
<td>EU Energy Performance of Buildings Directive</td>
<td>Requires standards for energy performance of buildings. Requires the display of energy performance certificates in public buildings, as well as regular inspections of boilers and air conditioning systems. Requirement to consider renewable energy in new buildings over 1000m².</td>
</tr>
<tr>
<td>Climate Change and Sustainable Energy Act 2006</td>
<td>Gives powers to the Secretary of State to produce an “energy measures report” detailing ways in which local authorities could improve energy efficiency, increase microgeneration, reduce greenhouse gas emissions and alleviate fuel poverty. Powers are extended to parish councils in England and community councils in Wales to encourage and promote local energy saving measures.</td>
</tr>
<tr>
<td>CPA Key Lines of Enquiry 2005</td>
<td>As part of the CPA review 2005, within Sustainable Communities, there is a “Criteria for Judgement” to achieve a “two” rating that “There has been some increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.”¹ Several other sections include climate change as well as sustainable energy, sustainable transport, air quality, sustainable construction and sustainability.</td>
</tr>
<tr>
<td>DTI and DEFRA - UK Climate Change Strategy 2006</td>
<td>Sets out how the UK will tackle Climate Change for the next 5 years. Sets out three measures for Local Authorities: 1) provision of £4 million in new funding to create a local authority best practice support and improvement programme 2) New revolving loan fund of £20 million to</td>
</tr>
</tbody>
</table>

¹ CPA 2005: Key Lines of Enquiry for Corporate Assessment, September 2005, Audit Commission
3) Delivering the DfES Building Schools for the Future and other capital programmes to make improvements in energy efficiency and carbon emission standards of new and refurbished schools.

<table>
<thead>
<tr>
<th>UK Climate Impacts Programme 2006</th>
<th>This programme will detail the delivering mechanisms for meeting the UK Climate Change strategy.</th>
</tr>
</thead>
<tbody>
<tr>
<td>DEFRA – Sustainable Development Strategy 2005</td>
<td>Sets out how the UK will deliver Sustainable Development, including references to climate change.</td>
</tr>
<tr>
<td>DEFRA – Adaptation Policy Framework, October 2005, to be followed by Climate Change Adaptation Strategy 2008.</td>
<td>Consultation document on the forth-coming Climate Change Adaptation Strategy. It states: “It does not make sense to look at the UK’s approach to tackling climate change without looking at the role of local authorities. In practical terms decisions about where development is sited and whether it is energy efficiency, how local transport is managed to promote alternatives to cars, how much waste is sent to landfill or recycled, will depend on decisions taken locally and action led by local authorities. They bring together economic, social and environmental concerns and they have the potential to link their own actions with others through community strategies.”</td>
</tr>
<tr>
<td>ODPM – The Planning Response to Climate Change 2004</td>
<td>Sets out how the ODPM views local planning authorities’ role in responding to climate change.</td>
</tr>
<tr>
<td>Stern Report into the Economics Impacts of Climate Change - 2006</td>
<td>Outlines the economic impact of mitigating and adapting to climate change, and provides some possible solutions.</td>
</tr>
<tr>
<td>Environment Agency – the climate is changing 2005</td>
<td>Sets out how the Environment Agency expects central government and local authorities to work with the Environment Agency in responding to climate change.</td>
</tr>
<tr>
<td>London Climate Change Adaptation Strategy 2006</td>
<td>Sets out how London could practically adapt to the various challenges of climate change adaptation, drawing on and evaluating case studies from around the world.</td>
</tr>
<tr>
<td>Greater London Authority – London Plan 2004</td>
<td>Includes specific references to considering climate change and sustainable energy in local development frameworks and London planning decisions.</td>
</tr>
<tr>
<td>Greater London Authority – Mayor’s Transport Strategy</td>
<td>Includes specific references to how climate change and sustainable energy should be</td>
</tr>
<tr>
<td>Year</td>
<td>Document</td>
</tr>
<tr>
<td>--------------</td>
<td>---------------------------------------------------------------------------</td>
</tr>
<tr>
<td>2001</td>
<td>Greater London Authority – Mayor’s Energy Strategy 2004</td>
</tr>
<tr>
<td></td>
<td>Greater London Authority – London’s Warming 2002</td>
</tr>
<tr>
<td></td>
<td>Planning and Compulsory Purchase Act 2004 - Local Development Framework</td>
</tr>
<tr>
<td></td>
<td>Planning Policy Statement 1 – Sustainable Communities 2005</td>
</tr>
<tr>
<td></td>
<td>Planning Policy Statement 22 – Renewable Energy 2004</td>
</tr>
<tr>
<td></td>
<td>Consultation Draft Planning Policy Statement 25 – Flooding 2005</td>
</tr>
<tr>
<td></td>
<td>Mock Consultation Draft Planning Policy Statement Climate Change 2006</td>
</tr>
<tr>
<td></td>
<td>Nottingham Declaration</td>
</tr>
<tr>
<td></td>
<td>Local Government Association – Leading the way: how local authorities can meet the challenge of climate change 2005</td>
</tr>
</tbody>
</table>
**APPENDIX 3**

**Glossary**

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABI</td>
<td>Association of British Insurers</td>
</tr>
<tr>
<td>Arms Length Management Organisation (ALMO)</td>
<td>An ALMO is a company owned by a local authority but operating under a management agreement between the local authority and the ALMO in order to manage and improve council housing stock. (IDeA)</td>
</tr>
<tr>
<td>Biodiversity Action Plans</td>
<td>The Biodiversity Action Plan (BAP) is the UK’s initiative to maintain and enhance biodiversity (Natural England)</td>
</tr>
<tr>
<td>BREEAM</td>
<td>BREEAM (BRE Environmental Assessment Method) is the world's most widely used means of reviewing and improving the environmental performance of buildings. (BREEAM)</td>
</tr>
<tr>
<td>Combined Heat and Power</td>
<td>Combined Heat and Power (CHP) is an efficient way to generate electricity and heat simultaneously. Fuels are burnt to release energy for electricity, and the heat by-product is distributed via a heat-exchanger and a circulating fluid to be used for water and space heating.</td>
</tr>
<tr>
<td>Corporate Environmental Management Working Group</td>
<td>Havering’s officer working group on promoting environmental management within the Council</td>
</tr>
<tr>
<td>Creative Environmental Networks (CEN)</td>
<td>A not-for-profit organisation delivering a range of services to engage householders, businesses and communities in environmental and social improvement.</td>
</tr>
</tbody>
</table>
| Decent Homes | A decent home meets the following four criteria:  
 a) It meets the current statutory minimum standard for housing  
 b) It is in a reasonable state of repair  
 c) It has reasonably modern facilities and services  
 d) It provides a reasonable degree of thermal comfort (DCLG) |
<p>| Eco-Homes | EcoHomes is the homes version of BREEAM. It provides an authoritative rating for new, converted or renovated homes, and covers both houses and apartments. (BREEAM) |
| e-procurement | Electronic procurement is the use of information and communications technology (ICT) to acquire goods and services from third parties. It embraces the automation of a wide range of supply chain applications, including, supplier and product sourcing, requisitioning, |</p>
<table>
<thead>
<tr>
<th><strong>Cabinet, 13 December 2006</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>ordering, bill payment, competitive tendering, inventory management, contract management, online auctioning, tender analysis, approved list and disposal systems.</td>
</tr>
<tr>
<td>EPICA</td>
</tr>
<tr>
<td>EST</td>
</tr>
<tr>
<td>Fossil Fuels</td>
</tr>
<tr>
<td>Friends of the Earth</td>
</tr>
<tr>
<td>Fuel Poverty</td>
</tr>
<tr>
<td>Global Action Plan</td>
</tr>
<tr>
<td>Green Energy</td>
</tr>
<tr>
<td>Green Grid</td>
</tr>
<tr>
<td>Green Mark</td>
</tr>
</tbody>
</table>
| Greenbelt | Designated areas of land the purpose of which are to:  
  - Check the unrestricted sprawl of built-up areas  
  - Safeguard the surrounding countryside from further encroachment  
  - Prevent neighbouring towns from merging into one another  
  - Preserve the special character of historic towns  
  - Assist in urban regeneration. |
<p>| Greenhouse Gases | Gases in the atmosphere that regulate the earth’s climate, enabling some of the sun’s energy to be captures to heat the earth. They include carbon dioxide, methane, nitrous oxide, ozone, water vapour and halocarbons |
| Hadley Centre | A Centre for Climate Change, which is part of the Met Office, that provides a focus in the United Kingdom for the scientific issues associated with climate change. |
| Hard flood defences | Physical flood defences that create a barrier to water. Most common are sea walls. |
| Havering Strategic Partnership | Havering’s Local Strategic Partnership, who |</p>
<table>
<thead>
<tr>
<th><strong>Term</strong></th>
<th><strong>Definition</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Hazard</td>
<td>The potential to cause harm.</td>
</tr>
<tr>
<td>Heatwave</td>
<td>Where threshold daytime and night-time temperatures exceed a certain localised threshold. This is usually 30°C by day and 15°C by night.</td>
</tr>
<tr>
<td>Ice core</td>
<td>Cores of ice drilled from frozen landscapes that can be tested for the concentrations of gases.</td>
</tr>
<tr>
<td>IPCC</td>
<td>Intergovernmental Panel on Climate Change</td>
</tr>
<tr>
<td>LGA</td>
<td>Local Government Association – publication “Leading the Way: How Local Authorities can respond to the challenge of climate change”</td>
</tr>
<tr>
<td>Living in Havering</td>
<td>Havering’s local newspaper that is produced free for local people</td>
</tr>
<tr>
<td>Local Area Agreement</td>
<td>An agreement devised through the community strategy process between the local strategic partnership and the regional government office.</td>
</tr>
<tr>
<td>Local Development Framework</td>
<td>A new planning system brought in as a result of the Planning and Compulsory Purchasing Act 2004 which will result the Unitary Development Plan.</td>
</tr>
<tr>
<td>Local Public Service Area Agreement (LPSA)</td>
<td>A voluntary agreement negotiated between a local authority and the Government. The overall aim of LPSAs is to improve the delivery of local public services by focusing on targeted outcomes with support from Government.</td>
</tr>
<tr>
<td>London Environment Centre</td>
<td>Affiliated with London Metropolitan University, works with businesses to improve their environmental performance.</td>
</tr>
<tr>
<td>London Riverside and Thames Gateway</td>
<td>A regeneration programme along the east of the Thames.</td>
</tr>
<tr>
<td>Micro-generation</td>
<td>The production of energy on the smallest of scales, for individual buildings or communities. These technologies emit low amounts of carbon dioxide (CO₂), or in some cases, no carbon dioxide at all, whilst allowing consumers to generate their own heat and/or electricity.</td>
</tr>
<tr>
<td>Multifunctional landscapes</td>
<td>A piece of land that has more than one strategic function, for example, recreation and flood defence</td>
</tr>
<tr>
<td>Natural England</td>
<td>A new government agency that has combined English Nature (EN), the landscape, access and recreation elements of the Countryside Agency (CA), and the environmental land</td>
</tr>
<tr>
<td><strong>Cabinet, 13 December 2006</strong></td>
<td><strong>management functions of the Rural Development Service (RDS).</strong></td>
</tr>
<tr>
<td>-------------------------------</td>
<td>---------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>North Atlantic Drift</strong></td>
<td>Warm ocean current in the north part of the Atlantic that exerts a significant influence on the UK’s climate</td>
</tr>
<tr>
<td><strong>Nottingham Declaration on Climate Change</strong></td>
<td>A voluntary declaration that commits local authorities to taking action on climate change</td>
</tr>
<tr>
<td><strong>Photovoltaics</strong></td>
<td>Also known as solar panels, these are panels that convert solar power into electricity</td>
</tr>
<tr>
<td><strong>Planet Havering</strong></td>
<td>Havering-based event that raises awareness about environmental and sustainability issues</td>
</tr>
<tr>
<td><strong>Planning Policy Statement (PPS)</strong></td>
<td>Planning Policy Guidance Notes (PPGs) and their replacements Planning Policy Statements (PPSs) are prepared by the government after public consultation to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. They also explain the relationship between planning policies and other policies which have an important bearing on issues of development and land use. Local authorities must take their contents into account in preparing their development plans. The guidance may also be relevant to decisions on individual planning applications and appeals. (DCLG)</td>
</tr>
<tr>
<td><strong>Precautionary Principle</strong></td>
<td>Where there are threats of a serious or irreversible environmental damage, lack of full scientific certainty shall not be used as a reason for postponing cost effective measures to prevent environmental degradation.</td>
</tr>
<tr>
<td><strong>Rainham Marshes</strong></td>
<td>Special freshwater habitat near Rainham that has been awarded SSSI status for its unique and important habitat</td>
</tr>
<tr>
<td><strong>Risk</strong></td>
<td>probability X magnitude. Therefore risk considers the frequency of certain events and the magnitude of the likely consequences.</td>
</tr>
<tr>
<td><strong>Site of Special Scientific Interest (SSSI)</strong></td>
<td>SSSIs are the country’s very best wildlife and geological sites in England. Notification as a SSSI gives legal protection. English Nature (now Natural England) has responsibility for identifying and protecting the SSSIs in England under the Wildlife and Countryside Act 1981 and the Countryside and Rights of Way Act 2000.</td>
</tr>
<tr>
<td><strong>Storm Surges</strong></td>
<td>Storm surges are caused by the action of wind on the sea and, to a lesser extent, by low atmospheric pressure. When pressure falls by one millibar, sea level rises by one centimetre.</td>
</tr>
</tbody>
</table>
Thus, a deep depression can cause sea level to rise 60 or 70cm above the level predicted purely on the basis of tidal theory. The pressure-induced rise in sea level caused by a tropical cyclone can be much greater, maybe a metre or more. Wind stress on the surface of the sea causes the water level on a coast to rise if the net transport of water is towards land, to fall if it is away from land. (Royal Meteorological Society). Concerns have been raised about the implications of a storm surge being funnelled down the Thames Estuary.

<table>
<thead>
<tr>
<th>Strategic Flood Risk Assessment</th>
<th>An assessment of an area of land with the purpose of identifying:</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>• the areas within a development plan that are at risk of flooding for all flood zones identified in table 1 of PPG 25 (flood risk).</td>
</tr>
<tr>
<td></td>
<td>• variations in the actual flood risk in a given area, including the effect of any defences, within flood zone 3 as identified by the Indicative Floodplain Map in PPG25</td>
</tr>
<tr>
<td></td>
<td>• the effect of the increase in surface water run off from proposed developments, for all zones as identified in PPG25, and any areas where the receiving system is known to be inadequate.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Sustainable Times</th>
<th>Havering’s newsletter that informs local people about sustainability and environmental issues.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thames Barrier</td>
<td>London’s primary flood defence system</td>
</tr>
<tr>
<td>Travel Plans</td>
<td>A package of measures and initiatives that aim to reduce the number of car journeys made, by providing people with greater choice. (<a href="http://www.travelplans.org">www.travelplans.org</a>)</td>
</tr>
<tr>
<td>Tyndall Centre</td>
<td>The Tyndall Centre brings together scientists, economists, engineers and social scientists, who together are working to develop sustainable responses to climate change through trans-disciplinary research and dialogue on both a national and international level - not just within the research community, but also with business leaders, policy advisors, the media and the public in general.</td>
</tr>
<tr>
<td>Uncertainty</td>
<td>Quality of our knowledge concerning risk</td>
</tr>
<tr>
<td>Urban Heat Island Effect</td>
<td>The dome of warm air that builds up over towns and cities as a result of the interaction of the following factors:</td>
</tr>
<tr>
<td></td>
<td>• the release (and reflection) of heat from industrial and domestic buildings;</td>
</tr>
<tr>
<td></td>
<td>• the absorption by concrete, brick and tarmac of heat during the day, and its</td>
</tr>
</tbody>
</table>

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release into the lower atmosphere at night;
- the reflection of solar radiation by glass buildings and windows. The central business districts of some urban areas can therefore have quite high albedo rates (proportion of light reflected);
- the emission of hygroscopic pollutants from cars and heavy industry act as condensation nuclei, leading to the formation of cloud and smog, which can trap radiation. In some cases, a pollution dome can also build up;
- recent research on London's heat island has shown that the pollution domes can also filter incoming solar radiation, thereby reducing the build up of heat during the day. At night, the dome may trap some of the heat from the day, so these domes might be reducing the sharp differences between urban and rural areas;
- the relative absence of water in urban areas means that less energy is used for evapotranspiration and more is available to heat the lower atmosphere;
- the absence of strong winds to both disperse the heat and bring in cooler air from rural and suburban areas. Indeed, urban heat islands are often most clearly defined on calm summer evenings, often under blocking anticyclones.

(Met Office)

| Warm Front Grant | Government grant scheme that provides insulation and heating improvements to those eligible, usually those most likely to experience fuel poverty. The package includes:
|                  | • Insulation
|                  | • loft insulation
|                  | • draught proofing
|                  | • cavity-wall insulation
|                  | • hot-water-tank insulation
|                  | • Heating systems
|                  | • energy advice
|                  | • low-energy light bulbs |

| WHO              | World Health Organisation |
| Wildlife Corridors | A means of physically linking habitats, which allow species to move between otherwise isolated areas. Such corridors can provide |
shelter, food and possibly breeding sites and enable species to cross hostile areas, expand their range and colonise new sites.
### Appendix 4

Key Recommendations from *the London Climate Change Adaptation Strategy 2006*:

#### Flood Risk Management:

1. The Environment Agency (EA) should ensure that flood risk management options developed through the TE 2100 programme are integrated into regional and local planning as soon as possible.
2. The EA, London Development Agency (LDA), Thames Gateway Urban Development Corporation (UDC) and east London Boroughs should incorporate flood water management opportunities, where feasible, into all new and existing green spaces so as to reduce the residual flood risk to surrounding properties.
3. The Mayor should facilitate a forum of agencies with a responsibility for surface water drainage, involving the Thames Tideway Steering Group, as well as Transport for London, the London Boroughs and the Highways Agency, to share information on draining and flooding. The forum should identify opportunities and delivery agencies to manage flood risk through a range of measures, from rainwater capture and storage, through to increasing permeability of the urban realm and drainage capacity.

#### Heat Risks

1. The Department for Communities and Local Government (DCLG) with the Health and Safety Executive (HSE) should develop overheating standards that would be applicable to homes, workplaces, and public facilities, including schools, health and social care premises and public transport.
2. The GLA, London Boroughs and developers should ensure that new development reduces the impacts of and the further intensification of London’s Urban Heat Island effect through appropriate design and construction.
3. The needs of vulnerable populations, including older people and those with existing illness, must be considered by emergency planning agencies, (e.g. Local Authorities) and they must produce a coordinated and tested plan to reduce the impact of heat waves in London.
4. The London Boroughs and London Resilience Forums should ensure that their Civil Risk Registers adequately identify and rank the risk of heat waves and ensure coordination with the National Heat Wave Plan.

#### Water Resources

1. The GLA, EA and water companies should ensure that there is a sustained and coordinated public awareness-raising campaign regarding water use and water efficiency. This must not just occur during times of drought, but continually, to ensure water efficiency gains are maintained. The example of the current drought and its impacts should be used as an illustration of the type of event that will occur more frequently as our climate changes.
2. National, regional and local planning policy and the Code for Sustainable Homes must require that all new build and developments – both domestic and commercial – incorporate water efficiency best practice and design.
3. Other central government recommendations on compulsory water metering, labelling household appliances and incentivised water efficiency schemes in existing developments.
Appendix 5

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UKCIP


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www.carbonneutral.com – (APPCCG)
Cabinet Member: Councillor Michael Armstrong

Relevant Overview & Scrutiny Committee: Environment

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: ADOPTION OF SUSTAINABLE ENERGY STRATEGY FOR HAVERING

SUMMARY

Local authorities are increasingly taking the lead in the promotion of sustainable energy in their local communities. By reducing energy use, raising efficiency of use and generating as much as possible from zero or low carbon technologies, a local authority can make a significant contribution towards combating climate change and reducing fuel poverty, ensuring security of fuel supply and boosting the economy at the local level. The Council does not currently have a fully comprehensive Energy Strategy. This report details the proposed Sustainable Energy Strategy for Havering and sets out key strategic objectives with policies and actions for implementation.

RECOMMENDATION

That the draft Sustainable Energy Strategy, attached to this report as Appendix1, be adopted.
REPORT DETAIL

Background

1. Sustainable Energy use has become an important issue at all levels of government in recent years. The scientific evidence for climate change, caused largely by the build-up of carbon dioxide and other greenhouse gases in the atmosphere, continues to strengthen. Without urgent action, there is likely to be a damaging rise in temperature. Some 70% of global emissions come from the way energy is consumed; there are also concerns about the consequences of local pollution, inadequately heated homes, rising fuel prices and finite supplies of fossil fuels. It is now well understood that investment in sustainable energy can reap benefits from reduced revenue costs and reduced environmental damage.

2. Local authorities are increasingly taking the lead in the promotion of sustainable energy in their local communities. By reducing energy use, raising efficiency of use and generating as much as possible from zero or low carbon technologies, a local authority can make a significant contribution towards combating climate change, reducing fuel poverty, ensuring security of fuel supply and boosting the economy at the local level.

3. There is a wide range of legislation and policies that provide a policy framework for the backdrop for the Council’s involvement in sustainable energy. National policies that emphasise conservation and increasing use of renewable energy all have a significant implication for the Council. The Council is expected to promote energy conservation in its own buildings and dwellings. Increasingly councils are doing more to reduce greenhouse gas emissions as part of a wider responsibility to the local and global environment.

4. Sustainability is high on the Council’s agenda and will be likely to become more so through statutory measures as the implications of the Climate Change and Sustainable Energy Act 2006 become clear. Not only is sustainable use of energy critical for mitigating against accelerating climate change, it is also an economically sound idea and one that binds together several areas of Council concern. The well-being of the community is directly linked to energy use- in heat, transport and waste. Indeed energy efficiency promotes social, economic and environmental well-being to such a degree that it can be taken as a measure of overall well-being.
5. The way energy is used in Havering has significant implications for the environment, for economic regeneration and in terms of social equity. The Council has a key leadership role within the community in this to secure a sustainable future in Havering and beyond. The emerging Havering Local Development Framework has an important role in promoting and delivering the Council’s wider ‘green’ agenda. The Core Strategy includes an objective which commits the Council to ‘ensure that Havering reduces its impact on the environment and minimises its impact on the causes of climate change, whilst planning for adaptation and mitigation of its effects.’ This is re-enforced with specific Core Strategy and Development Control policies. The proposed Sustainable Energy Strategy will be another element of the overall strategy for achieving a sustainable community, and is closely linked to Havering’s Climate Change Strategy which is being prepared in parallel to this work.

6. The Council’s vision for Havering as a borough where sustainability considerations underpin new development and regeneration will be more readily achieved with a clear policy framework for sustainable energy supply and use. This proposed strategy sets out a coherent energy policy for Havering for the next ten years and beyond. It aims to minimise negative impacts on health and on the local and global environment, while still meeting the essential energy needs of all those living and working in Havering. It will also make a contribution to Havering’s economic development through the expansion of new and developing clean energy technologies.

7. By taking the lead proposed in this strategy the Council would not only make a contribution to reducing Havering’s impact on the environment, but could also create significant new business opportunities and employment.

8. How energy is used is already a key element in other Council strategies, particularly in relation to transport, air quality, and waste management. One of the aims of the Council (as seen in its Fuel Poverty/Affordable Warmth Strategy Dec 2004) is to help eradicate fuel poverty in Havering. The Council is already taking steps to work with external partners to develop joint projects that will make a real difference, especially in the most vulnerable households in the borough.

9. The proposed Strategy sets out the eight key strategic objectives and details the polices and actions required to achieve them. The strategic objectives are:

**Objective 1:** To reduce carbon dioxide emissions in Havering by increasing energy efficiency and renewable energy use in the public sector, business, transport and homes.

**Objective 2:** For the Council to lead by example in implementing best practice in sustainable energy throughout its activities.
Objective 3: To improve the energy efficiency of all Havering’s housing to the highest possible level.

Objective 4: To increase business energy efficiency and renewable energy use across Havering.

Objective 5: To increase the amount of local power generated in Havering through renewable energy and combined heat and power.

Objective 6: For the growth and regeneration of the borough over the coming decades to be based on a low carbon framework.

Objective 7: To reduce the carbon emissions caused by road traffic across the borough.

Objective 8: To promote the Sustainable Energy Strategy to all stakeholders and ensure the Strategy is implemented through planning policy and all other Council activities.

10. The Strategy highlights the fact that one of the crucial areas for delivering sustainable energy locally is that of planning. The strategy identifies a number of ways that this can be factored into Havering’s Local Development Framework.

Financial Implications and risks:

11. The implementation of this Strategy will require increased Council activity in operating energy efficiency programmes and promoting low carbon technologies and practices. Many of the policies and actions may require some up-front investment for initial capital outlay. For example, any improvement in energy efficiency of the Council’s corporate building stock will require greater investment in energy efficiency hardware. However, this can be run as an ‘invest to save’ programme and should deliver financial savings in the longer term through a lower electricity and gas bill.

12. With regard to new developments the Council already has in place planning policies which require best practise in energy efficiency and renewable energy use. The higher initial construction costs are more than outweighed by the lower running costs of efficient buildings, particularly in respect of energy use. It is not considered that adopting the strategy will create any significant deterrent to development in Havering because:

- the increase in initial capital cost is modest;
- lower running costs achieve value for money overall and are attractive to purchasers and building users;
- there is no evidence of development being deterred in local authorities
which have already adopted similar policies;
even if Havering did not require these standards they are likely to be required by others in many cases e.g the GLA, Environment Agency,
most neighbouring local authorities are already operating similar planning policies.

13. With regard to possible Council capital projects, the extra initial construction costs will have to be taken on board in the costings. However, in March 2003 the Council adopted a Sustainable Construction Policy for its own construction projects which encompasses the majority of the measures proposed in this draft strategy. Therefore, adopting the strategy will have mainly neutral effect on the cost of Council capital refurbishment projects.

14. For Council new build capital projects to achieve a low carbon classification they will have to go beyond the standards set out in the current Sustainable Construction Policy (see para 13 above). This will result in a higher initial capital cost. However this can be reduced as there are currently a number of grants available to local authorities for the installation of low carbon technologies (including the government’s Low Carbon Buildings Programme, which is aimed at the public sector). The higher initial construction costs are more than outweighed by the lower running costs for the life time of the building. Hence the projects will be based on an ‘invest to save’ basis using whole life costing as part of our aspiration to be the ‘greenest’ borough in the Thames Gateway.

15. Any major initiatives relating to this strategy will require separate approval by members.

16. There is a risk that should fuel prices fall that the running cost benefits associated with improved energy efficient design might not be as great as anticipated. However, currently predicted energy market trends indicate further long term price rises and the more likely scenario is that the financial saving will be greater over the whole life cycle of the building than those calculated at the design stage.

Legal Implications and risks:

17. The proposed Sustainable Energy Strategy encompasses policies and targets for the Council and others. The ability of the Council to insist on as opposed to seek to persuade others will be dependant on other mechanisms, eg government planning policy and national or European legislation on energy efficiency. Such legislation and policies may in the future require the revision of elements of this Strategy as energy efficiency standards rise.
Human Resources Implications and risks:

18. None

Reasons for the decision:

19. The Council currently does not have a comprehensive Energy Strategy. There is a wide range of legislation and policies that create the framework for the Council’s involvement in sustainable energy. National policies that emphasise conservation and increasing use of renewable energy all have a significant implication for the Council. Several are expressed through the strategy set out in the Council’s own emerging Local Development Framework. The Council is expected to promote energy conservation in its own buildings and dwellings. Increasingly councils are doing more to reduce greenhouse gas emissions as part of a wider responsibility to the local and global environment.

20. Such policies are now common place in local authorities and provide a strategic and consistent approach by which this aspect of providing sustainability can be achieved.

21. The lack of an overt statutory duty in regard to sustainable energy is likely to change in the near future as the implications of the Climate Change and Sustainable Energy Act 2006 become clear. Not only is sustainable use of energy critical for mitigating against accelerating climate change, it is also an economically sound idea and one that binds together several areas of Council concern. The well-being of the community is directly linked to energy use- in heat, transport and waste. Energy efficiency promotes social, economic and environmental well-being.

Alternative options considered:

22. None

Equalities and Social Inclusion implications:

23. Homes provided with high levels of energy efficiency will reduce the instances of residents suffering from “fuel poverty”. Fuel poverty results when the cost of heating a home becomes a large financial burden to the occupier and mainly effects those members of the community who are already vulnerable i.e. the elderly and those on benefits.

24. The majority of man-made greenhouse gas emissions in the UK are carbon dioxide from the burning of fossil fuels. To better protect the environment against this form of pollution means reducing fossil-fuel reliance and having a more sustainable approach to energy.
25. The objectives set out in this strategy will also lead to reduced air pollution locally,

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STEPHEN EVANS  
Chief Executive

Background Papers:

UK Climate Change Strategy  
Havering’s Fuel Poverty/Affordable Warmth Strategy  
Havering’s Sustainable Construction Policy  
Interim Planning Guidance – Sustainable Design and Construction
London Borough of Havering

Sustainable Energy Strategy

December 2006
AN ENERGY STRATEGY FOR HAVERING

1 EXECUTIVE SUMMARY

Sustainable Energy use has become an important issue at all levels of government in recent years. The scientific evidence for climate change, caused largely by the build-up of carbon dioxide and other greenhouse gases in the atmosphere, continues to strengthen. Without urgent action, there will be a damaging rise in temperature. Approximately 70% of global emissions come from energy use, there are also concerns about the consequences of local pollution, inadequately heated homes, rising fuel prices and finite supplies of fossil fuels. It is well understood that investment in sustainable energy can reap benefits from reduced revenue costs and reduced environmental damage.

Local authorities are increasingly taking the lead in the promotion of sustainable energy in their local communities. By reducing energy use, raising efficiency of use and generating as much as possible from zero or low carbon technologies, a local authority can make a significant contribution towards combating climate change, reducing fuel poverty, ensuring security of fuel supply and boosting the economy at the local level.

There is a wide range of legislation and policies that create the backdrop for the Council’s involvement in sustainable energy. National policies that emphasise conservation and increasing use of renewable energy, all have a significant implication for the Council. The Council is expected to promote energy conservation in its own buildings and dwellings. Increasingly Councils are doing more to reduce greenhouse gas emissions as part of a wider responsibility to the local and global environment.

Sustainable energy use is high on the Council’s agenda as part of its growing commitment to the wider ‘green’ agenda. This is finding expression through strategies like this, the parallel document addressing Climate Change and the emerging Local Development Framework for the borough. The Climate Change and Sustainable Energy Act 2006 is likely to place statutory duties on local authorities. Sustainable use of energy is critical for mitigating against accelerating climate change and is also an economically sound idea that binds together several areas of Council concern. The well-being of the community is directly linked to energy use- in heat, transport and waste. Indeed energy efficiency promotes social, economic and environmental well-being to such a degree that it can be taken as a measure of overall well-being.

The way energy is used in Havering has huge implications for our environment, for economic regeneration and in terms of social equity. The Council needs to take a lead in being more responsible and thereby ensuring a sustainable future in Havering and beyond. That is why the Council has decided to produce an Energy Strategy for Havering. It will form one of the Council’s group of policies for achieving a sustainable community, and is closely linked to Havering’s emerging Climate Change Strategy.
The Council’s vision for Havering as an exemplary borough will be assisted by clear policies for sustainable energy supply and use. This Strategy sets out a coherent energy policy for Havering for the next ten years and beyond. It aims to minimise negative impacts on health and on the local and global environment, while still meeting the essential energy needs of all those living and working in Havering. It will also make a contribution to Havering’s economic development and regeneration through the expansion of new and developing clean energy technologies.

Havering can take a lead in the application of sustainable energy technologies. Not only could these make a contribution to reducing Havering’s impact on the environment, but they could also create significant new business opportunities and employment.

One of the key aims of the Council (as seen in its Fuel Poverty/Affordable Warmth Strategy) is to help eradicate fuel poverty in Havering. To do this we need investment to improve energy efficiency in homes. We continue to ensure that Havering accesses its fair share of the funds available nationally to tackle this problem. The Council is already taking steps to work with external partners to develop joint projects that will make a real difference, especially in the most vulnerable households in the borough.

How energy is used is already a key element in other Council strategies, particularly in relation to transport, air quality, waste management and economic development. In all these areas the Council is seeking solutions that are less polluting and more sustainable in the long-term. Some of the crucial policies in this Strategy are those relating to planning. These policies

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**Climate Change and Sustainable Energy Act 2006**

The Act sets out a variety of measures that address the principle purpose of combating climate change. These measures are also intended to take into account the need to alleviate fuel poverty and secure the UK’s energy supply.

“Local authorities are best placed to encourage and support the increased use of localised heat and/or electricity from renewable sources, in particular through microgeneration and district combined heat and power schemes, and will need to build processes to promote this method of tackling climate change and fuel costs."

The Secretary of State is required to produce a report detailing ways in which local authorities could improve energy efficiency, increase microgeneration, reduce greenhouse gas emissions and alleviate fuel poverty. This “energy measures report” must be produced in the next 12 months and local authorities will be expected to have regard to its recommendations when they are carrying out their functions.
are also contained in Havering’s Local Development Framework, which sets out the strategic planning framework for Havering. The Council will require developers to play their part to ensure that we capitalise on opportunities to incorporate sustainable energy measures in future developments.

1.1 Implementation and Monitoring

- This Strategy represents a first step in coordinating the Council’s approach to reducing carbon dioxide emissions across the borough.
- The Council will establish an Energy Strategy Steering Group to oversee the implementation of the Strategy.
- The progress of the Energy Strategy will be regularly reported to the Environment Overview and Scrutiny Committee.

1.2 Strategic Objectives of the Strategy

Objective 1: To reduce carbon dioxide emissions in Havering by increasing energy efficiency and renewable energy use in the public sector, business, transport and homes.

Objective 2: For the Council to lead by example in implementing best practice in sustainable energy throughout its activities.

Objective 3: To improve the energy efficiency of all Havering’s housing to the highest possible level.

Objective 4: To increase business energy efficiency and renewable energy use across Havering.

Objective 5: To increase the amount of local power generated in Havering through renewable energy and combined heat and power.

Objective 6: For the growth and regeneration of the borough over the coming decades to be based on a low carbon framework.

Objective 7: To reduce the carbon emissions caused by road traffic across the borough.

Objective 8: To promote the Sustainable Energy Strategy to all stakeholders and ensure the Strategy is implemented through planning policy and all other Council activities.

The key sustainable solutions for reducing fossil fuel consumption are well known and easily available – they involve using our energy more efficiently and increasing our use of renewable energy. Together these two solutions are referred to as ‘sustainable energy’. The Council considers these two solutions as the key focus of its energy policy,

1.3 Increasing Energy Efficiency

There is great scope for improving the efficiency in how energy is used across all sectors. The technical solutions for improving energy efficiency are readily available and the challenge is to make the institutional changes that are
required to make sure that these technologies are installed within buildings and infrastructure. Addressing energy use in buildings is the most important place to start as this is where the majority of the borough’s energy consumption occurs. The opportunity exists to improve the energy efficiency of our existing buildings and ensure that all new buildings achieve higher standards of performance. Fuel consumption (and the fuel bill) of the average home can be reduced by one third through the installation of simple insulation measures. The Council’s own buildings and schools have the potential for reducing energy consumption by a significant amount.

A huge amount of regeneration activity will be taking place in the borough over the next 10 years and beyond. This represents a substantial opportunity for improving the energy efficiency of the borough’s building stock through incorporating best practice in energy efficient building design.

Achieving a “Low Carbon” approach to regeneration in Havering will deliver a number of other benefits in addition to improving environmental sustainability, these include

- Helping to alleviate fuel poverty and advance social wellbeing;
- Delivering economic development;
- Contributing to sustainable development.

### 1.4 Increasing Renewable Energy

Renewable energy is a term that covers a range of cleaner and more sustainable energy technologies. It has been defined as: “Energy derived from renewable or replaceable resources, such as sun, wind, water and plant material”. Renewable energy and energy efficiency should usually be looked at together as part of an overall consideration of sustainable energy. With careful planning on type, location and suitability, renewable energy becomes a truly sustainable energy source that will provide continuous supplies of energy into the future. Renewable energy currently contributes only a small fraction to Havering’s energy needs, there is great scope for increasing the use of urban renewable energy within the borough.

Within the urban areas of the borough, the greatest opportunity for exploiting renewable energy is through smaller scale “urban renewables”, such as passive solar heating, solar water heating, solar PV, mini-wind turbines, ground-sourced heat pumps and biomass fuelled heating and combined heat and power. These smaller-scale renewable energy technologies are incorporated directly into the design of homes and offices, and thereby capture renewable energy directly from the local environment and are capable of supplying a significant proportion of the building’s energy needs. The more energy efficient the building and the lower its energy demand, the greater the proportion of its energy needs that can be supplied through renewable energy.

<table>
<thead>
<tr>
<th>Renewable energy technologies suitable for Havering include:</th>
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<tbody>
<tr>
<td>• Solar heating, using solar energy to heat water.</td>
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<tr>
<td>• Solar power, using light energy such as daylight to generate electricity.</td>
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<tr>
<td>• Wind, using wind energy to generate electricity.</td>
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<tr>
<td>• Biomass heating, stoves or boilers running on wood or other biomass</td>
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<tr>
<td>• Biomass Combined Heat and Power plant, simultaneously generating electricity and heat, using biomass as fuel.</td>
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</table>
Renewable energy is increasingly being seen as a mainstream energy source. There is a need to raise awareness of renewable energy technologies as they become an increasingly common feature within our urban and rural landscape.

1.5 Supplying Energy Efficiently through Combined Heat and Power

Combined Heat and Power (CHP) is a highly efficient way of supplying both the electricity and heat that buildings require through using the same fuel to generate them on site. Our current system of using fossil fuels to generate electricity in distant power stations whilst using extra fossil fuels to generate heating in homes is an inefficient use of energy resources - and creates more CO2 than heat and power generated locally from the same fuel. The substantial regeneration activity in the borough over the coming decades presents a good opportunity for generating more heat and power locally and thereby avoid putting extra strain on the national power grid.

1.6 Making the Strategy Work

Achieving the objectives of this strategy presents a major challenge for the Council, businesses and the community. A concerted on-going programme of action across the Council’s services and the borough’s businesses and community is vital in order to deliver these energy efficiency improvements. This strategy sets out eight key strategic aims and the polices and actions required to achieve them.

Strategic Objective 1: To reduce carbon dioxide emissions in Havering by increasing energy efficiency and renewable energy use in the public sector, business, transport and homes.

As part of the Thames Gateway regeneration Havering’s number of homes is expected to increase substantially over the coming decades. This will place increasing demands on energy and other services, and under a business as usual approach to energy supply and use it will lead to an increase in the borough’s energy consumption and CO2 emissions. Even if the regeneration activity in the borough successfully incorporates low carbon development, these new homes and offices will still have some external energy demand and fossil fuel requirements – this will particularly be the case for the increased travel needs of a larger population.
The majority of policy measures in the Strategy will involve slow and gradual change, because of this the resulting reductions in CO2 emissions will also be achieved gradually over time.

The Council recognises the vital importance of stimulating sustainable energy practices in the borough and will seek to incorporate sustainable energy principles in all of its activities. This Strategy aims to address energy use across all sectors and communities in the borough including housing, business, transport and the Council’s own activities. Section 2.3 below highlights the Council’s commitment to lead by example in delivering a sustainable low carbon Havering.

**Action 1A(i):** The Council will establish an Energy Strategy Steering Group to oversee the implementation of the Energy Strategy.

### 1.7 Relevant Council Policy

A number of the Council’s existing, and future, strategies and policies have consequences for energy consumption and climate change emissions. These strategies will have a key role to play in implementing the objectives of this energy strategy. These Council documents include:

- Sustainability Framework (currently being developed)
- Climate Change Strategy (currently being developed)
- Local Development Framework (currently at Submission stage)
- Medium Term Financial Strategy
- Capital Investment Strategy
- Local Implementation Plan - Transport
- Housing Strategy
- Fuel Poverty/Affordable Warmth Strategy
- Sustainable Construction Policy
- Interim Planning Guidance – Sustainable Construction and Design
- Procurement Framework
- Corporate Asset Management Plan
- Romford Area Action Plan
- Joint Waste Plan (in preparation with LBs Barking and Dagenham, Redbridge and Newham)
- Romford Urban Strategy
- Hornchurch Urban Strategy

**Policy 1A: All Council policies affecting energy consumption will take the Sustainable Energy Strategy into account.**

### 1.8 Havering Community Strategy
The Havering Strategic Partnership has produced the borough’s Community Strategy. Priorities within this Strategy are developed under six themes. These are; Better health and welfare, increased community participation, protect and improve the environment, safer communities, more prosperous communities, improved lifelong learning.

This Sustainable Energy Strategy contributes directly to four of the borough’s community priorities:

**Protect and improve the environment:**
Addressing climate change and greenhouse gas emissions, arguably the most serious of all environmental issues, is key to meeting this priority. The Energy Strategy aims to facilitate a vision of a low carbon borough and is a major element in achieving a green and sustainable borough.

**Better health and welfare**
Cold, hard to heat homes and high fuel bills are a problem for many of the borough’s residents. Measures to address fuel poverty and promote affordable warmth play an important role in improving health and welfare, and assists in improving the general quality of life for residents.

**More prosperous communities**
The Government’s energy policy, ‘Our Energy Future’, makes it clear that the economy of the future will be low carbon. Encouraging sustainable energy businesses and infrastructure in the borough will be central to the long term competitiveness and regeneration of the local economy. Government expects substantial growth in the energy efficiency, combined heat and power and renewable energy industries over the next ten to twenty years.

**Increased community participation**
Landmark sustainable buildings and high profile renewable energy technologies can contribute to raising pride in the borough, in a similar way to public art. The currently small number of renewable energy installations in the borough, such as one of the wind turbines at the Ford plant, have already generated a great deal of external interest and have been welcomed by many residents. The public are likely to be proud of environmental features and best practice within their borough.

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**Strategic Objective 2: The Council will lead by example in implementing best practice in sustainable energy throughout its activities.**

2 The Council’s Own Energy Use
The Council’s main uses of energy are for heating and powering Council buildings, street lighting, employee commuting and travel during work which together are responsible for approximately 60,000 tonnes per year or 5% of the borough’s total CO2 emissions. The Council’s building stock includes a number of inefficient properties for which the potential exists to substantially reduce energy consumption. The Council also has a high number of
employees who use their own vehicles to travel on Council business. As part of its programme to reduce this energy consumption, the Council will accurately measure its energy consumption and associated greenhouse gas emissions in the future.

2.1 Council Buildings

Council buildings, including schools, are responsible for the majority of the Council’s energy use and greenhouse gas emissions. Therefore the key focus of the Council’s efforts to improve energy performance must be on its corporate building stock. The Council owns a large number of properties covering a wide variety of building types ranging from the Town Hall, offices, and community centres to schools and swimming pools. The Council’s total electricity, gas and oil bill for 2006/07 will be in the region of £4.2 million consuming 226GWhs of energy. The Council will set a good example to all other stakeholders in the borough by demonstrating good practice in reducing this energy use.

2.2 Leading By Example - The Council’s Own Energy Performance

The Council is working to improve information on the energy consumption of its building stock so as to better identify the efficiency measures that can be taken. These measures will then be implemented across the Council’s properties (subject to ongoing economic viability and supply considerations, eg when major capital investment is required).

Energy efficiency policies are a key component of the Council’s Corporate Asset Management Plan. The Council’s existing Sustainable Construction Strategy ensures that high standard of energy efficiency is an integral part of any new build or refurbishment undertaken by the Council on its own premises, including schools. That strategy will be reviewed to ensure that it meets current standards of best practice with regards energy efficiency. The Council will continue to ensure that any refurbishment and new build undertaken by, or on behalf of, the Council will incorporate cost effective best practice techniques in order to achieve a high standard of energy efficiency. The criteria by which the “cost effectiveness” of proposed energy efficiency measures are judged will be based on whole life costings and not a time limited simple payback criteria.

**Policy 2A: The Council will lead by example in implementing best practice in sustainable energy through implementing energy efficiency measures across the Council’s building stock.**

**Action 2A(i):** The Council will gather accurate data on the energy consumption of its building stock to establish a baseline for its energy efficiency action programme.
**Action 2A(ii):** The Council will identify potential energy efficiency measures, including their required investment and expected financial savings. Viable measures will be implemented depending on financial considerations at the time.

**Action 2A(iii):** The Council will continue to ensure that any refurbishment and new build undertaken by, or on behalf of, the Council will incorporate cost effective best practise techniques, in line with its current Sustainable Construction Policy, to achieve a high standard of energy efficiency. Measures will be considered based on their whole life costing and the low carbon option will the preferred option.

**Action 2A(iv):** The Council will seek to upgrade the energy performance of existing buildings to achieve best practice benchmark standards described under the government’s Action Energy programme.

**Action 2A(v):** The Council will utilise the support provided by external organisations to reduce energy consumption across its buildings.

### 2.3 School Buildings

Nationally, schools release eight million tonnes of CO2 into the atmosphere annually and account for a quarter of all public sector energy costs. Havering’s schools are responsible for approximately 40% of the Council’s CO2 emissions. The majority of the borough’s schools would benefit from improved energy performance. Therefore there is substantial scope for improving the energy performance of the school building stock.

The borough’s schools manage their own budgets which includes purchasing of electricity and gas. Although the Council manages the school building stock, it does so in partnership with the schools’ budget choices – and therefore it is ultimately the school’s choice whether or not to implement energy efficiency measures. The Council aims to encourage all the borough’s schools to improve energy performance and to achieve the best practice benchmark standards for school buildings outlined in the government’s Action Energy programme. There are also a number of grants available for schools to install renewable energy technologies such as solar panels and small wind turbines. At the same time as improving their energy efficiency schools should seek to utilise these grants to install renewable energy technologies which would also have useful educational benefits. The Council currently provides a limited loan to schools seeking to install energy efficiency measures. This ‘Energy Loan’ is a revolving funding which provides interest free funding for up to five years.

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**Schools Invest to Save**

A recent energy survey conducted in a primary school in the borough identified a potential 16% saving in energy consumption and associated costs by the implementation of simple energy efficiency measures.

A further 7% was identified should the school install recommended renewable energy technologies.

This survey was funded using external funding and carried out as part of the “Schools Invest to Save” programme currently made available.
Action 2B(i): The Council will develop an action plan outlining how it will work with the borough’s schools to improve their energy efficiency and reduce CO2 emissions.

Action 2B(ii): A portion of the School’s Energy Loan Fund will be used to provide schools with a free energy survey and renewable energy options appraisal.

Action 2B(iii): The Council will continue to ensure that any refurbishment and new build undertaken by, or on behalf of, the Council within Schools will incorporate cost effective best practice techniques in order to achieve a high standard of energy efficiency in line with the current Sustainable Construction Policy. Measures will be considered based on their whole life costing.

2.4 Council Vehicle Fleet

The use of vehicles in providing Council services is responsible for approximately 3% of the greenhouse gas emissions from Council activities. The Council has already purchased some alternatively fuelled vehicles under the Energy Saving Trust’s Power-Shift, for example the “meals-on-wheels” fleet is made up of LPG vehicles. However, the majority of larger vehicles used in providing Council services are now operated by external contractors and are not under the direct control of the Council – for example the Council’s waste management is now provided by an external contractor under its large waste contract. Therefore the environmental management of these vehicles will need to be implemented by these contractors.
Staff travel using their own vehicles on Council business is also a considerable producer of CO2 emissions. This is also an area where there is some potential for both emissions and cost saving.

Policy 2C: The Council will implement, and encourage external contractors to implement, measures to minimise carbon dioxide emissions from vehicle use.

**Action 2C(i):** The Council will consider adopting the Good Practice Guide GPG318 Transport and Environmental Management System as a guide for management of the vehicle fleet.

**Action 2C(ii):** When purchasing new vehicles the Council will aim for the most suitable energy efficient commercially available, favouring alternatively fuelled or hybrid vehicles if practicable.

**Action 2C(iii):** The Council will ensure that drivers of all Council owned receive appropriate training that highlights how to reduce fuel consumption.

**Action 2C(iv):** The Council will participate in the Energy Saving’s Trust’s “Green Fleet Review” programme in order to identify ways of reducing costs and emissions. This review will also include travel by staff on Council business using private vehicles.

### 2.5 Street Lighting and Street Furniture

The Council currently purchases green electricity for all its street lighting power needs – and therefore provides carbon-free street lighting for the borough. The environmental impact of street lighting can also be reduced by improving the energy efficiency of lighting and installing further renewably powered street lighting. The Council uses energy efficient luminaries to provide the levels of lighting to which it is committed.

However, the street-lighting standards are constantly being reviewed across the borough, and the trend towards a brighter level of lighting requires a greater electricity consumption. A number of local authorities across the country have pioneered solar powered street lighting and there are a number of recent examples of this in Havering. Solar and wind powered street lighting represents a highly visible commitment to renewable energy and helps to bring renewable energy into the urban landscape. The Council intends to improve its knowledge of efficient and renewably powered street lighting and will consider taking forward a pilot project.
Energy Efficiency in Street Lighting
Currently a number of areas within the borough are lit by low pressure sodium lamps. These are relatively large lamps so it is difficult to control the light direction effectively, and up to 18% of the light produced by the lamp goes upwards and is wasted, causing light pollution (sky glow.) Low pressure sodium is a monochromatic light source, making colour definition virtually impossible and character recognition using CCTV camera very difficult.

A number of Local Authorities are piloting the use of the latest light source, “CosmoPolis” for street lighting. This is a white light and colour definition and character recognition are much improved when using this light source. The CosmoPolis lamp is 20% more efficient than low pressure sodium lamps, and the improved efficiency of the new design of lanterns increases the overall efficiency per unit to over 30%. An important added advantage of using white light is that the new European lighting standard allows the relaxation of lighting levels if white light is utilised; this has a positive environmental impact as less energy will be consumed compared to a traditional lighting solution. The optics within the CosmoPolis lanterns are adjustable, ensuring that the light can be directed where it is required, i.e. on the ground, and this helps to eliminate any sky glow. It is possible to run the CosmoPolis lamp in a dimmed mode. This not only reduces energy consumption but more importantly it adds flexibility. Dimming is something that other authorities are also piloting.

Policy 2D: The Council will employ best practice technology for street lighting so as to minimise energy consumption.

Action 2D(i): The Council will only install the most energy efficiency street lighting available which provides the most appropriate light.

Action 2D(ii): The Council will ensure that replacement or new pay and display machines incorporate renewable energy wherever feasible.

Action 2D(iii): The Council will consider conducting a pilot project using the Cosmopolis light source in a residential area.

2.6 Renewable Energy And Low Carbon Technology in Council Buildings
Generating energy at the point at which it is needed is one of the most efficient ways of meeting our energy needs and - if produced renewably – can drastically reduce carbon emissions. Building integrated, or urban, renewable energy technologies, such as solar water heating, solar power and micro-wind
are now available and can be incorporated easily into most existing buildings. The reuse of heat or light that would normally be wasted is another form of low carbon initiative which can be incorporated into a building.

It is recognised that the most cost effective time to install renewable or low carbon technologies is during new build or refurbishment. Though currently expensive the use of whole life costing as the investment criteria, coupled with the current availability of central governments grants, for renewable energy projects, makes for an increase in the potential for installing these technologies.

**Low Carbon Public Buildings**

The Brighton Jubilee Library has been awarded the Building of the Year prize at the Observer's Ethical Awards 2006.

The library is the most energy-efficient public building in the country. The building design incorporates many environmentally friendly features such as low-energy heating and cooling systems, harvesting of rain water and use of renewable energy sources.

Furthermore, the building makes use of energy-saving lighting and computers, resulting in an overall energy use that is between a third and a half less than that of a normal public building.

**Policy 2E: The Council aims to increase the use of low carbon and renewable energy technologies in its buildings.**

**Action 2E(i):** The Council will install low carbon and renewable energy technologies whenever it is undertaking suitable refurbishment or new build projects within its buildings whenever feasible.

**Action 2E(ii):** The Council will seek to ensure that the new library building proposed for Elm Park will be the first showcase “Low Carbon” public building in Havering.

3 Making Homes Energy Efficient

Homes are responsible for approximately 47% of total greenhouse gas emissions across the borough and the residential sector is the largest user of energy. The majority of this energy consumption is for space heating, with the remainder for water heating and electrical appliances. There are many opportunities for improving energy efficiency through better insulation, improved heating systems and more efficient lighting and appliances. These improvements will yield social as well as environmental benefits – better insulated homes are also much warmer and cheaper to heat. Energy efficiency is the main means of tackling fuel poverty.
3.1 Housing Energy Efficiency and Fuel Poverty Strategy

The Council produced its Fuel Poverty Strategy “An Action Plan to Provide Affordable Warmth for Havering Residents” in December 2004. In doing so the Council recognised that alleviating fuel poverty is a local and national imperative. The strategy sets out the Councils aim of seeking an end to the ‘blight of fuel poverty for vulnerable households by 2010 and to tackle fuel poverty in other households ‘once progress is made on the priority vulnerable groups’.

The Council's Private Sector Housing Strategy also identifies fuel poverty as a key issue within the private sector housing environment, and one to be addressed by a Housing Renewal Strategy. It does, however, require conscious targeting in its own right.

One of the key elements of the Fuel Poverty Strategy is to inform people of the benefits of warmer homes. It also raises awareness of the assistance available, and aims to increase the take up of grants, create schemes that will improve the energy efficiency of homes and set out how the Council intends to deal with fuel poverty and provide affordable warmth for Havering residents.

The Council continues to work with national fuel poverty agencies and local partners, such as the Health Authority, Homes in Havering and Age Concern in taking forward it’s Fuel Poverty strategy. Considerable success has been achieved since the adoption of the strategy with an increase in average domestic energy efficiency of 8% with a resultant reduction of nearly 90,000 tonnes of CO₂ per year.

**Fuel Poverty**
The recent rise in energy prices has reversed some of the gains made in the past two years by the Council’s initiative to reduce fuel poverty. Fuel poverty is defined by the proportion of the household income spent on fuel in the home.

Even if insulation and more efficient boilers have reduced energy consumed, the rise in energy costs can return some households back into fuel poverty.
October 2006), which is higher than both the national average and the London average – which is 45 for outer London and 46.5 for inner London – partly due to the high number of post war housing in the borough which tends to be more energy efficient than older housing.

Although the average SAP rating in Havering is higher than the London, and national, average the Council considers that there is substantial scope for improvement as many cavity walled private sector houses in the borough still lack insulation, and the average SAP rating could be increased well beyond 58. There is however an upper limit to the SAP rating that existing houses can be raised to, which is determined by the particular type of property. It is unlikely that the energy performance of existing housing can be raised to the standard of new houses, but significant increases in SAP rating can be achieved.

**Policy 3A: The Council will aim for the highest feasible energy efficiency standard for the borough’s existing housing.**

**Action 3A(i):** The Council will continue to implement the WarmZone scheme in the borough initially targeting those wards with the most vulnerable households. Further funding will be sought, or made available, to enable this scheme to continue beyond 2008.

**Action 3A(ii):** The Council will put forward a Local Area Agreement ‘stretch’ target for 2007/08 based on improving domestic energy efficiency.

**Havering Warm Zone**

In partnership with East London Warm Zone, the Council is undertaking fuel poverty and energy efficiency assessments of private homes across Havering on a ward by ward basis. Householders not eligible for the central government energy efficiency grant are offered grants made available by the Government Office for London (GOL) and EDF energy. This GOL funded initiative will continue to run until March 2008 as part of the East London Renewal Partnership, a group of East London Councils including Havering. It will enable a further 8000 properties to be surveyed, offered advice on energy efficiency and to receive energy efficiency grants where eligible over the next two years.

So far over 2000 households in Havering have received energy efficiency measures as a result of this grants from this programme. Over £1.5 million worth of energy efficiency grants have been accessed by Havering residents since 2004. so far. The GOL grant ends in 2007/2008 when the Council will have to consider the potential for continuing the scheme.
Policy 3B: The Council is committed to implementing the Decent Homes standard, which includes key energy efficiency measures, in all council housing by 2010.

Policy 3C: In the long term the Council aims for the highest feasible energy efficiency standards in its Council housing.

Action 3C(i): The Council will work with its Social Housing partners to develop a long term energy efficiency programme to raise the energy performance of Council housing to the highest practicable level.

Policy 3D: The Council will promote domestic renewable energy systems to the borough’s residents.

Action 3D(i): The Council will work with East London Warm Zone partners to establish the potential for including domestic solar energy systems with the Warm Zone scheme.

The substantial regeneration planned for the borough provides an excellent opportunity for improving the average energy performance of the borough’s housing through building all new housing to a very high energy efficiency standard. It is also an opportunity to build best practice low carbon, and even zero carbon, homes that set the standard for the future and illustrate what can be achieved. A large number of new homes will be built over the next 20 years and these present an opportunity to ensure that sustainability issues are incorporated into their design. The Council has produced an Interim Planning Guidance which requires that developers meet a number of sustainable energy standards including energy efficient design and incorporating renewable energy generation in new buildings. These polices will be carried forward into Havering’s Local Development Framework (LDF).
The Council oversees the construction of new affordable and social housing in the borough through working with Housing Associations and other housing providers. The Council will work with its Housing Association partners to improve the energy performance of new affordable housing in the borough. It will also work with Housing Association and development partners to develop a best practice low carbon mixed tenure housing development. This low carbon housing development will be taken forward as a pilot project with all partners working together to set sustainability objectives and solutions.

**Extract from Council’s Interim Planning Guidance on Sustainable Design and Construction (Sept 2006)**

“The Council will require applicants for major developments to produce documentation from the Building Research Establishment, or equivalent, to confirm that the development is predicted to achieve a rating under the Eco-Homes or BREEAM schemes (OR equivalent methodology) of at least ‘Very Good’.

“The Council will require that, for major developments, carbon emissions from the total assessed energy needs (heat and power) of the development should be reduced by at least 10% by the on site generation of renewable energy, where feasible.”

Policy 3E: The Council will aim for all new major housing developments in the borough to achieve energy performance beyond the minimum standards required by the Building Regulations through the implementation of the sustainable energy planning policies.

**Action 3E(i):** The Council ensure that all new major housing developments in the borough achieve a high standard of sustainable construction.

**Action 3E(ii):** The Council’s Housing Strategy Unit will work with Housing Associations to ensure that new social housing in the borough achieves a higher sustainability standard than the standard Eco-Homes ‘Very Good’ rating required by the Housing Corporation.

**Action 3E(iii):** The Council will work with Housing Association and development partners to develop a flagship low carbon mixed tenure housing development.

**Action 3E(iv):** The Council will investigate the potential for suitable land within the borough to be developed as a low carbon showcase development.
4 Working with business

Industry and commerce will continue to play a significant role in the mix of land-uses across the borough and as a source of employment. There is scope to reduce carbon emissions emanating from this sector’s energy use through the implementation of energy efficiency measures and increasing the use of low carbon technologies and renewable energy. The regeneration of the Havering Riverside area will see the arrival of a significant number of new businesses and industrial development. These new developments should follow best practice in sustainable energy. The visibility of the wind turbines at Ford Dagenham can provide the impetus to ensure that all developments proposed for the Havering Riverside area is built to best practise low carbon standards.

The majority of business employment in the borough is through small and medium enterprises (SMEs). A strategic approach to improving energy efficiency across the borough’s businesses requires an analysis of the key business sectors in the borough and the opportunities within these sectors for reducing energy consumption. The Council would need to work with business partners and external partners to deliver and promote sector specific energy advice and opportunities.

Policy 4A: The regeneration of Havering Riverside will aim to showcase best practice in low carbon industrial processes and the development of innovative generation technologies.

Action 4A(i): The Council will work with the LDA, the Thames Gateway Development Corporation and the other Havering Riverside project partners to ensure that innovative sustainable energy technologies are utilised in the up-grade of the local power network.

4.1 Industrial Combined Heat & Power (CHP)

Combined heat and power systems are well suited to industrial energy needs and indeed the majority of CHP capacity in the UK is industrial CHP. A key concern across the whole of the Thames Gateway area is the under-developed electricity network; the local generation of electricity through CHP represents an effective and sustainable way of resolving this potential power shortage. CHP could be a particularly effective solution for meeting the potentially substantial power requirements associated with the regeneration of the Havering Riverside area. The Council will work with local industry to encourage greater use of CHP systems in the borough.
**Policy 4B:** The Council will encourage CHP systems as the means of providing heat & power for industrial processes in the borough and will expect applications for new industrial buildings to include CHP.

Action 4B(i): The Council will produce a CHP information pack for developers that signposts sources of information and advice.

Action 4B(ii): The Council will work with regeneration partners to evaluate the options for installing and managing community heating infrastructure in key regeneration sites.

### 4.2 Energy Consumption in Offices and Retail Buildings

Offices and retail premises use significant quantities of energy for heating, cooling and lighting, and much of this energy is unnecessarily wasted due to large inefficiencies. This means that the overall energy performance of offices and retail buildings can be substantially improved through raising the standard for new buildings and increasing the energy efficiency of existing buildings. The Government runs a national energy efficiency advice service for business through the Carbon Trust which can also provide free site surveys and interest free loans for implementing energy efficiency measures.

The London Environment Centre currently runs the Green Mark Award scheme in Havering. The Green Mark Award is an environmental management initiative with local businesses which will encourage businesses to reduce environmental impact including energy consumption. The Council uses the Green Mark Award initiative to further promote the benefits of energy efficiency and to publicise the services of the Carbon Trust. Through the Green Mark Award the Council will work with a number of businesses over the next 3 years to implement environmental audits and improvement measures.

A substantial amount of regeneration is taking place across the borough over the next twenty years and this will include numerous public sector and commercial buildings. This extensive regeneration represents a superb opportunity for Havering to show best practice in the sustainability of non-domestic buildings. The Council considers it is essential that all new commercial buildings are built to high standards of energy efficiency if a low carbon borough is to be achieved. These new buildings can then help in raising the quality of the overall building stock.

**Policy 4D:** The Council will encourage businesses in the borough to install energy efficiency measures to achieve reductions in energy consumption and increase renewable energy.

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**Action 4D(i):** In conjunction with the London Environment Centre, the Council will promote the Green Mark Award – which includes energy efficiency improvements - to the borough’s businesses.

**Action 4D(ii):** The Council will help promote the Carbon Trust programme to businesses in the borough and encourage them to take advantage of cost effective energy efficiency measures.

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**Policy 4E:** The Council will use its planning powers to require high energy efficiency standards, low carbon technologies and renewable energy in all new major commercial and industrial premises.

**Policy 4F:** The borough will work with partners to have at least one showcase low carbon commercial building by 2012.

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**4.3 Local Heat And Power Production.**

The local generation of electricity – through combined heat and power systems and renewable energy - represents an effective and sustainable way of meeting an increasing power demand. Public sector investment will be needed in the energy supply and generation network for the key regeneration sites, and this represents an excellent opportunity for investing in low carbon generation technologies. In addition to the better established renewable energy and CHP technologies, hydrogen fuel cells are an emerging technology for heat and power generation, as well as transport. For example Woking town centre has a well-established hydrogen fuel cell system which has been providing heat and power for a number of years.

**Strategic Objective 5: To substantially increase the amount of local power generated in Havering through renewable energy and combined heat and power**

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**4.4 Combined Heat and Power**

Combined Heat and Power (CHP) is an efficient way of supplying the mix of electricity and heat that both dwellings and businesses require through generating both power and heat from the same fuel. Approximately 30% of the energy in the fuel is converted to electricity which is used in the local buildings with the excess supplied to the local grid. The rest of the energy content is converted to heat, which can be supplied via hot water pipes to houses and offices. The heat can also be used to power air-conditioning systems in summer through absorptive-cooling technology.

The Government target is to double the use of CHP electricity generation by 2010 and this target has also been adopted for London by the GLA. The
London Plan introduces a ‘heating hierarchy’ which places CHP and community heating at the top, as the most sustainable (and low carbon) option, and individual gas boilers at the bottom with a presumption against electric heating. The development of combined heat and power and community heating systems requires greater planning and upfront investment than conventional heating systems. The Council will need to use its planning powers and regeneration activity to drive forward, and facilitate the development of, CHP plants and community heat networks. Community heat and powers networks could be incorporated in all development briefs and master plans for regeneration sites. As well as promoting CHP through its planning policies, the Council will do all it can to help developers and others to establish CHP and community heating networks.

Policy 5A: The Council will seek to ensure that the potential increase in the borough’s electricity demand, due to regeneration, is met in part through local and onsite generation, using renewable energy and combined heat and power where feasible.

**Action 5A(i):** In the regeneration of the borough, the Council will encourage developers to meet power needs through local generation of electricity.

5 Renewable Energy

The Government has set a target for 10% of electricity to be generated from renewable sources by 2010 and London has its own target for increasing solar water heating, photovoltaics and wind turbines in London. When developed sensitively, renewable energy is a truly sustainable energy source that can provide continuous supplies of energy into the future. Although renewable energy currently contributes only a tiny fraction to London’s energy needs, there is scope in Havering for increasing the use of urban renewable energy. Smaller scale urban renewable energy technologies can supply a significant proportion of a building’s energy requirements.

These technologies include:

- **Biomass fuelled heating and combined heat & power** can supply individual buildings and whole neighbourhoods with renewable heat and electricity.
- **Solar water heating** – this can provide over 50% of a home’s hot water needs;
- **Photovoltaic solar panels** – this can provide approx 50% of home’s electricity needs;
- **Micro-wind turbines** – are now available which can be fitted directly to the building to generate a significant proportion of a home’s electricity requirements; and,
• **Ground sourced heat pumps** – this is an energy efficient way to heat a building electrically: the heat pump delivers three times the amount of heat output compared to the electricity input.

The incorporation of renewable energy technologies within the development of the Thames Gateway - will be a key feature in making urban renewables a reality within the UK. The GLA has set London renewable energy targets for 2010. When these London-wide targets are divided between the London borough’s they correspond to borough 2010 targets of:

• 200 (or 450kWp) domestic photovoltaic applications (annual installation of 28),
• 8 (or 360kWp) commercial photovoltaic applications (annual installation of 1), and
• 760 solar water heating applications (annual installation of 108).

Although these are not particularly high numbers they nonetheless represent a significant increase on the present installation rate - which is close to zero. The Councils adopted planning policy of requiring at least 10% renewable energy in every major development will play a significant part in achieving these targets. The review of the London Plan mentions increasing this percentage to 20%. Experience in Havering indicates that 20% is possible for the majority of new developments.

The Centre for Engineering and Manufacturing Excellence (CEME) at Rainham is a good example of an energy efficient renewable energy demonstration building. There is substantial scope to further promote renewable energy in the borough, and to have a high profile demonstration building in a key location within the borough.

**Policy 5B: The Council will work to ensure that Havering plays its role in delivering London’s renewable energy technology targets.**

**Action 5B(i):** The Council will develop an Action Plan for delivering its share of London’s renewable energy targets.

**Action 5B(ii):** The Council will develop instigate a feasibility study into the potential for increased supply and demand of Biomass energy in Havering.

**Policy 5C: The Council will work to increase the number of renewable energy schemes in the borough.**

### 5.1 Potential for Biomass

Biomass is a modern, clean, carbon neutral heating solution. Woody biomass includes wood chips, logs and wood pellets but of these, only chips and
pellets currently offer the automation that is necessary for heating schools, libraries, offices and leisure centres etc. With rising fuel prices and a step change in national and local policy, biomass fuel has become an increasingly important focus for the public sector across London

Recent research undertaken for new Thames Gateway developments and existing buildings has proved that biomass is the most cost-effective method of addressing climate change and security of supply issues. Biomass also delivers on many wider economic and social benefits. Therefore, there is a wealth of research highlighting the need for establishing a wood fuel market in London and this has to be initiated and delivered at a local level.

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**Biomass - A Key opportunity for Havering**

Biomass presents a number of important advantages to the site at which it is used and to the surrounding community. These advantages can be clustered under three main heading of financial benefits, community benefits and environmental benefits.

**Financial benefits**

A large primary school converting from oil to pellet could save around £1,000 in the first year. A site converting to wood chip might save three times as much. With fossil fuel prices rising rapidly it is expected that the saving achieved will increase year on year. Converting to biomass will protect a site against rapid price rises.

**Community benefits**

Creating a demand for local woodfuel stimulates local forestry industry and creates jobs. Instead of buying gas and oil from abroad, using biomass keeps the energy pound in the area and ensures ongoing management of local woodland. Using biomass provides much needed investment into land management and can actually increase biodiversity.

**Environmental benefits**

Woodfuel is counted as carbon neutral because whatever carbon is emitted during combustion of the fuel has been absorbed from the atmosphere during the growth of the tree. Based on other installation projects, a 150kW pellet boiler being installed to replace oil heating would lead to ~60 tons of carbon dioxide being saved per year.

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The Council has a large number of Council buildings still running on old oil boilers that will be due for replacement over the coming years. The traditional choice has been to replace oil with gas but with rising gas prices and an increasing focus on the benefits of renewable energy, biomass is now a serious competitor.

Being a borough on the edge of London, Havering is also one of the greenest of London boroughs with around 50% of land being open green space. The large areas of parkland and woodland (around 45% of the Thames Chase Community Forest falls within the boundaries of Havering) within the borough present a potential source for local biomass fuel.
Planning For Renewable Energy

The main way in which the Council can encourage renewable energy is through its planning powers. Renewable energy is being promoted through the Council’s planning policy. The borough’s planning policy is not only generally supportive of renewable energy but also prescribes the need for renewable energy in new developments. Following the lead of the London Plan the Council has issued Interim Planning Guidance which requires new developments to generate 10% of predicted energy requirements from on-site renewable energy.

Policy 5D: The Council will follow the London Plan in using its planning powers to promote renewable energy within new developments in the borough.

5.2 Energy From Waste

Local heat and power could also be provided through energy from waste plants. Gasification of residual waste produces methane gas which can be used to provide both heat and power. The Waste Authority (ELWA) which disposes of the borough’s waste has developed a joint strategy for the four east London boroughs of Havering, Barking and Dagenham, Newham and Redbridge. This waste management and disposal strategy highlights that even with all the plans for increasing recycling rates and collecting/diverting biodegradable waste from the waste stream, there is still likely to be a greater quantity of residual waste than will be allowed to be landfilled under the Waste and Emissions Trading Act 2003. ELWA might look towards gasifying this residual waste with energy recovery as the means of meeting landfill reduction requirements. Under these circumstances it would be important to ensure that the gas is used efficiently in heat and power plants, rather than just for power generation.

Policy 5E: The Council supports the development of innovative local electricity networks which enable the local generation and distribution of power.

A business-as-usual approach to meeting energy service requirements during the borough’s regeneration would lead to substantial increases in the borough’s energy consumption and CO2 emissions. Regeneration activity in the borough will need to comprehensively incorporate low carbon features in order to contain this growth in CO2 emissions. The Council will need to establish a strategic approach to embedding low carbon priorities and practices within the key regeneration sites in the borough.

6 A Low Carbon Future
Cabinet, 13 December 2006

Strategic Objective 6: For the growth and regeneration of the borough over the coming decades to be low carbon.

The development of low/zero carbon developments in Havering will accelerate innovation, create shared knowledge on how to design and build the kind of buildings that will be essential to the long-term challenge of fighting climate change in urban areas. Havering can play a decisive role in setting an example for other local authorities to follow. And in the process Havering can become a key player in the new technologies and services that will drive the ‘sustainable economy’ of the coming decades.

New build developments will tend to hold the most potential for low carbon technologies as there will be more options for measures such as passive solar design and building-integrated renewables. Although all types of refurbishment should consider energy demand and supply, it is major refurbishments that are more likely to deliver low and zero carbon.

Definition of Low and Zero Carbon Development

A zero carbon development is one that achieves zero net carbon emissions from energy use on site, on an annual basis.

A low carbon development is one that achieves a reduction in net carbon emissions of 50% or more from energy use on site, on an annual basis.

Policy 6A: The Council will ensure that low carbon developments are promoted and implemented through the delivery of its Regeneration Strategy.

Policy 6B: The Council will expect low or zero emission developments on suitable regeneration sites and where this form of development is feasible.

Action 6B(i): The Council will seek potential low/zero carbon development partners to secure at least one low/zero carbon development in the borough by 2012.

Policy 6C: The Council will work with Regeneration partners to develop a low carbon framework for major regeneration areas

Action 6C(i): The Council will work with the Greater London Authority, the London Energy Partnership and others to develop a low carbon framework for major regeneration areas.
7. Transport and Carbon Dioxide Emissions in the Borough

Nationally, carbon dioxide emissions caused by transport increased by 4.5% from 1990 to 2000 and a ‘under business as usual’ scenario this is likely to increase by a 15.5% during the next ten years. Road traffic, and associated CO2 emissions, continues to grow year on year and this is a key concern for the national efforts to reduce CO2 emissions – both the government’s Climate Change and Transport Strategies aim to reduce this growth. Road transport accounts for approximately 30% of the borough’s carbon emissions.

Road transport is the third largest source of greenhouse gas emissions in the UK and the main source of local air and noise pollution and congestion. A reduction in car journeys not only delivers environmental benefits but also health and community benefits through increased walking and cycling, and less neighbourhood disruption and disintegration. In this way, positive planning that enables residents to walk and cycle more and encourages greater use of public transport not only reduces carbon dioxide emissions but also delivers a number of other community, health and social benefits.

Strategic Objective 7: To reduce the carbon emissions caused by road traffic across the borough

Policy 7A: The Council supports the objectives and targets in the Mayor of London’s Transport Strategy and will introduce measures aimed at reducing growth in road traffic through its Local Implementation Plan.

The Council will take forward the policies outlined in the Mayor of London’s Transport Strategy through its ‘Local Implementation Plan’. The Council has consulted on the draft Local Implementation Plan during 2005. The Local Implementation Plan sets out sustainable transport policies which aim to limit the growth in the borough’s transport emissions.

Action 7A(i): The Council will produce a Travel Plan in relation to its employees travel requirements in order to minimise private vehicle use and to maximise use of public transport cycling and walking.

Action 7A(ii): The Council will continue to use its planning powers to help minimise commuter distances through encouraging mixed residential and business areas and the adoption of Travel Plans

Action 7A (iii): The Council will expect all schools to be implementing a School Travel Plan by 2009

7.1 Encouraging Greater Use of Public Transport
The borough has good access to national rail services and buses cover most parts of the borough. London Underground’s District Line also serves some specific parts of the borough. However, parts of the borough away from the rail and major bus routes can feel isolated and poorly connected with the rest of the borough and London. The Council is committed to supporting improvements to the provision and integration of public transport systems across the borough and improvements in public transport will be a major aspect in contributing to and supporting regeneration within the borough.

Policy 7B: The Council will work with Partners to improve the integration, provision and sustainability of public transport systems across the borough.

Action 7B(i): The Council will continue to help businesses to develop Travel Plans.

Action 7B(ii): The Council will use its planning powers to ensure that new developments provide cycling facilities and adequate access to public transport.

Action 7B(iii): The Council encourage, and seek to increase, the use low carbon fuels by the transport operators in order to reduce carbon emissions.

Action 7B (iv) The Council will use its powers as Highways Authority to make appropriate improvements to encourage sustainable transport.

8. Sustainable Energy and Council Planning Policy

The UK has sought to address climate change through a number of planning policy initiatives and has committed to a planning policy statement on climate change. In particular, tackling climate change is identified as a priority in Planning Policy Statement (PPS) 1: Delivering Sustainable Development, and Planning Policy Statement 22: Renewable Energy. PPS 1 states: ‘Local planning authorities should ensure that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change’.

In addition to the general requirement in PPS 1 for planning bodies to deal with climate change the Government also gives standing to the UK Sustainable Development Strategy as material to the planning process. Paragraph 13 of PPS 1 states, ‘Development plans should ensure that sustainable development is pursued in an integrated manner, in line with the principles for sustainable development set out in the UK strategy.’

The London Plan Review document sent out for consultation in October 2006 for includes draft policies to ensure boroughs make the fullest possible contribution to the mitigation of and adaptation to climate change and the provision of sustainable energy. The revised planning policies in the London Plan will provide local authorities with a strong regional lead.
These examples of national and regional planning policy areas are directly relevant to zero or low carbon development and give local planning authorities the means to implement robust planning policies in this area.

The Council’s emerging Local Development Framework addresses climate change issues through its Core Strategy and Development Control policies. It will provide the borough with the means to address and reduce the impact on climate change of new development.

**Strategic Objective 8:** To promote the Sustainable Energy Strategy to all stakeholders and ensure the Strategy is implemented through planning policy and all other Council activities.

**Policy 8A:** The Council will incorporate low carbon objectives and energy policies, into the Core Strategy and the Development Control policies of the Local Development Framework.

Along with the majority of other London local authorities the Council now has in place a planning policy which requires an on-site renewable energy contribution for all major residential and commercial developments.

**Policy 8B:** The Council supports the objectives and targets for energy efficiency and the provision of renewable energy in the London Plan and will ensure that local planning policies reflect those policies.

**Action 8B(i):** The Council will work to ensure that policies within the LDF reflect both national guidance and the London Plan with regard climate change, low/zero carbon developments and renewable energy.

**Economic development potential**

‘The potential sustainable energy market generated as a direct result of deploying technologies as set out in the Mayor’s Energy Strategy could be worth around £3.35 billion by 2010 and employ between 5,000 and 7,500 people’.


9 Making the Strategy Work
Havering can only take forward a sustainable approach to energy, and thereby reduce carbon dioxide emissions, if all stakeholders work together to implement low carbon solutions. Each of the various Council departments and services responsible for implementing this Strategy will need to work together in prioritising sustainable energy issues. The Council will provide leadership in implementing the Energy Strategy through demonstrating good practice in reducing its own energy use and ensuring low carbon regeneration of the borough. However, most energy use in the borough is out of the direct control of the Council and the Energy Strategy will only deliver success on the ground if it has “buy-in” from all other partners. The support and commitment of business and the general community, and from partner organisations in key sectors, such as developers and regeneration agencies, will be particularly important for achieving the targets in this Strategy.

9.1 Ensuring Implementation of the Energy Strategy

Although the implementation of this strategy will be overseen by the Council’s Sustainable Communities Directorate, its success will depend upon the contribution of a number of different Council departments and services. It will be essential that these departments embrace the Energy Strategy and embed its objectives and policies within their own work programmes and action plans.

9.2 Energy Strategy Steering Group

The Council will establish an Energy Strategy Steering Group consisting of these various Council divisions to oversee the implementation of the Strategy. Each of the Policies and Actions within the Energy Strategy will be allocated to these divisions who will report on their implementation to the Energy Strategy Steering Group (see Appendix 1). The Council will report on the progress and implementation of the Sustainable Energy Strategy every two years.

9.3 Resource Implications of Implementing the Energy Strategy

The implementation of this Strategy will require increased Council activity in operating energy efficiency programmes and promoting low carbon technologies and practices. Many of the policies and actions may require some up-front investment for initial capital outlay. For example, any improvement in energy efficiency of the Council’s corporate building stock will require greater investment in energy efficiency hardware. However, this can be run as an ‘invest to save’ programme and should deliver financial savings in the longer term through a lower electricity and gas bill.
Appendix 1 – Policies and Actions

Strategic Objective 1: To reduce carbon dioxide emissions in Havering by increasing energy efficiency and renewable energy use in the public sector, business, transport and homes.

Policy or Action
Policy 1A: All Council policies affecting energy consumption will take the Sustainable Energy Strategy into account.
Action 1A(i): The Council will establish an Energy Strategy Steering Group to oversee the implementation of the Energy Strategy.

Strategic Objective 2: The Council will lead by example in implementing best practice in sustainable energy throughout its activities.

Policy or Action
Policy 2A: The Council will lead by example in implementing best practise in sustainable energy efficiency measures across the Council’s building stock.
Action 2A(i): The Council will gather accurate data on the energy consumption of its building stock to establish a baseline for its energy efficiency action programme.
Action 2A(ii): The Council will identify potential energy efficiency measures, including their required investment and expected financial savings. Viable measures will be implemented depending on financial considerations at the time.
Action 2A(iii): The Council will continue to ensure that any refurbishment and new build undertaken by, or on behalf of, the Council will incorporate cost effective best practise techniques, in line with its current Sustainable Construction Policy, to achieve a high standard of energy efficiency. Measures will be considered based on their whole life costing and the low carbon option will the preferred option.
Action 2A(iv): The Council will seek to upgrade the energy performance of existing buildings to achieve best practice benchmark standards described under the government’s Action Energy programme.
Action 2A(v): The Council will utilise the support provided by external organisations to reduce energy consumption across its buildings.
Policy 2B: The Council will actively promote energy efficiency to the borough’s schools and work with them to upgrade their energy performance so as to achieve the best practice benchmark standards as described under the government’s Action Energy programme.
Action 2B(i): The Council will develop an action plan

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outlining how it will work with the borough’s schools to improve their energy efficiency and reduce CO2 emissions.

**Action 2B(ii):** A portion of the School’s Energy Loan Fund will be used to provide schools with a free energy survey and renewable energy options appraisal.

**Action 2B(iii):** The Council will continue to ensure that any refurbishment and new build undertaken by, or on behalf of, the Council within Schools will incorporate cost effective best practise techniques in order to achieve a high standard of energy efficiency beyond the minimum required by the Building Regulations. Measures will be considered based on their whole life costing and the “low carbon” option will the preferred option.

**Policy 2C:** The Council will implement, and encourage external contractors to implement, measures to minimise carbon dioxide emissions from vehicle use.

**Action 2C(i):** The Council will consider adopting the Good Practice Guide GPG318 Transport and Environmental Management System as a guide for management of the vehicle fleet.

**Action 2C(ii):** When purchasing new vehicles the Council will aim for the most suitable energy efficient commercially available, favouring alternatively fuelled or hybrid vehicles if practicable.

**Action 2C(iii):** The Council will ensure that drivers of all Council owned vehicles receive appropriate training that highlights how to reduce fuel consumption.

**Action 2C(iv):** The Council will participate in the Energy Saving’s Trust’s “Green Fleet Review” programme in order to identify ways of reducing costs and emissions. This review will also include travel by staff on Council business using private vehicles.

**Policy 2D:** The Council will employ best practice technology for street lighting so as to minimise energy consumption.

**Action 2D(i):** The Council will only install the most energy efficiency street lighting available which provides the most appropriate light.

**Action 2D(ii):** The Council will ensure that replacement or new pay and display machines incorporate renewable energy wherever feasible.

**Action 2D(iii):** The Council will consider conducting a pilot project using the Cosmopolis light source in a residential area.

**Policy 2E:** The Council aims to increase the use of low carbon and renewable energy technologies in its buildings.

**Action 2E(i):** The Council will install low carbon and renewable energy technologies whenever it is undertaking
suitable refurbishment or new build projects within its buildings whenever feasible.

**Action 2E(ii):** The Council ensure that the new library building proposed for Elm Park will be the first “Low Carbon” public building in Havering

**Strategic Objective 3: To improve the energy efficiency of all Havering’s housing to the highest possible level.**

**Policy or Action**

**Policy 3A:** The Council will aim for the highest feasible energy efficiency standard for the borough’s housing.

**Action 3A(i):** The Council will continue to implement the WarmZone scheme in the borough initially targeting those wards with the most vulnerable households. Further funding will be sought, or made available, to enable this scheme to continue beyond 2008.

**Action 3A(ii):** The Council will put forward a Local Area Agreement ‘stretch’ target for 2007/08 based on improving domestic energy efficiency

**Policy 3B:** The Council is committed to implementing the Decent Homes standard, which includes key energy efficiency measures, in all Council housing by 2010.

**Policy 3C:** In the long term the Council aims for the highest feasible energy efficiency standards in its Council housing.

**Action 3C(i):** The Council will work with its Social Housing partners to develop a long term energy efficiency programme to raise the energy performance of Council housing to the highest practicable level.

**Policy 3D:** The Council will promote domestic renewable energy systems to the borough’s residents.

**Action 3D(i):** The Council will work with East London Warm Zone partners to establish the potential for including domestic solar energy systems with the Warm Zone scheme.

**Policy 3E:** The Council will aim for all new major housing developments in the borough to achieve energy performance beyond the minimum standards required by the Building Regulations through the implementation of the sustainable energy planning policies.

**Action 3E(i):** The Council ensure that all new major housing developments in the borough achieve a high standard of sustainable construction.

**Action 3E(ii):** The Council’s Housing Strategy Unit will work with Housing Associations to ensure that new social housing in the borough achieves a higher sustainability standard than the standard Eco-Homes ‘Very Good’ rating required by the Housing Corporation.
**Action 3E(iii):** The Council will work with Housing Association and development partners to develop a flagship low carbon mixed tenure housing development.

**Action 3E(iv):** The Council will investigate the potential for suitable land within the borough to be developed as a low carbon showcase development.

### Strategic Objective 4: To increase business energy efficiency and renewable energy use throughout Havering

<table>
<thead>
<tr>
<th>Policy or Action</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Policy 4A:</strong> The Havering Riverside will aim to showcase best practice in low carbon industrial processes and the development of innovative generation technologies.</td>
<td>Regeneration and Strategic Planning, Regeneration and Strategic Planning,</td>
</tr>
<tr>
<td><strong>Action 4A(i):</strong> The Council will work with the LDA, the Thames Gateway Development Corporation and the other Havering Riverside project partners to ensure that innovative sustainable energy technologies are utilised in the up-grade of the local power network.</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
<tr>
<td><strong>Policy 4B:</strong> The Council will encourage CHP systems as the means of providing heat &amp; power for industrial processes in the borough and will expect applications for new industrial buildings to include CHP.</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
<tr>
<td><strong>Action 4B(i):</strong> The Council will produce a CHP information pack for developers that signposts sources of information and advice</td>
<td>Development and Building Control</td>
</tr>
<tr>
<td><strong>Action 4B(ii):</strong> The Council will work with regeneration partners to evaluate the options for installing and managing community heating infrastructure in key regeneration sites.</td>
<td>Environmental Strategy</td>
</tr>
<tr>
<td><strong>Policy 4D:</strong> The Council will encourage businesses in the borough to install energy efficiency measures to achieve reductions in energy consumption and increase renewable energy</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
<tr>
<td><strong>Action 4D(i):</strong> In conjunction with the London Environment Centre, the Council will promote the Green Mark Award – which includes energy efficiency improvements - to the borough’s businesses.</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
<tr>
<td><strong>Action 4D(ii):</strong> The Council will help promote the Carbon Trust programme to businesses in the borough and encourage them to take advantage of cost effective energy efficiency measures.</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
<tr>
<td><strong>Policy 4E:</strong> The Council will use its planning powers to require high energy efficiency standards, low carbon technologies and renewable energy in all new major commercial and industrial premises.</td>
<td>Regeneration and Strategic Planning, Environmental Strategy</td>
</tr>
</tbody>
</table>
Strategic Objective 5: To substantially increase the amount of local power generated in Havering through renewable energy and combined heat and power.

Policy or Action

Policy 5A: The Council will seek to ensure that any potential increase in the borough’s electricity demand, due to regeneration, is met through local and onsite generation, using renewable energy and combined heat and power where feasible.

Action 5A(i): In the regeneration of the borough, the Council will encourage developers to meet power needs through local generation of electricity.

Policy 5B: The Council will work to ensure that Havering plays its role in delivering London’s renewable energy technology targets.

Action 5B(i): The Council will develop an Action Plan for delivering its share of London’s renewable energy targets.

Action 5B(ii): The Council will instigate a feasibility study into the potential for increased supply and demand of Biomass energy in Havering.

Policy 5C: The Council will work to increase the number of renewable energy schemes in the borough.

Policy 5D: The Council will follow the London Plan in using its planning powers to promote renewable energy within new developments in the borough.

Policy 5E: The Council supports the development of innovative local electricity networks which enable the local generation and distribution of power.

Strategic Objective 6: For the growth and regeneration of the borough over the coming decades to be low carbon.

Policy or Action

Policy 6A: The Council will ensure that low carbon developments are promoted and implemented through the delivery of its Regeneration Strategy.

Policy 6B: The Council will expect low or zero emission developments on suitable regeneration sites and where this form of development is feasible.

Action 6B(i): The Council will seek potential low/zero carbon development partners to secure a low/zero carbon development in the borough by 2012.

Policy 6C: The Council will work with Regeneration Management
partners to develop a low carbon framework for major regeneration areas.

**Action 6C(i):** The Council will work with the Greater London Authority, the London Energy Partnership and others to develop a low carbon framework for major regeneration areas.

**Policy 6D:** The Council will incorporate low carbon objectives and energy policies, into the Core Strategy and the development control policies of the Local Development Framework.

**Action 6D(i):** The Council will ensure that policies within the Local Development Framework reflect both national guidance and the proposed Alterations to the London Plan with regard climate change, low/zero carbon developments and renewable energy.

**Strategic Objective 7:** To reduce the carbon emissions caused by road traffic across the borough

**Policy or Action**

**Policy 7A:** The Council supports the objectives and targets in the Mayor of London’s Transport Strategy and will introduce measures aimed at reducing growth in road traffic through its Local Implementation Plan.

**Action 7A(i):** The Council will produce a Travel Plan in relation to its employees travel requirements in order to minimise private vehicle use and to maximise public transport and cycle use.

**Action 7A(ii):** The Council will continue to use its planning powers to help minimise commuter distances through encouraging mixed residential and business areas and the adoption of Travel Plans.

**Action 7A (iii):** The Council will expect all schools to be implementing a School Travel Plan by 2009

**Policy 7B:** The Council will work with Partners to improve the integration, provision and sustainability of public transport systems across the borough

**Action 7B(i):** The Council will continue to help businesses to develop Travel Plans.

**Action 7B(ii):** The Council will use its planning powers to ensure that new developments provide cycling facilities and adequate access to public transport.

**Action 7B(iii):** The Council encourage, and seek to increase, the use low carbon fuels by the transport operators in order to reduce carbon emissions

**Action 7B (iv):** The Council will use its powers as Highways Authority to make appropriate improvements to encourage sustainable transport.
Strategic Objective 8: To promote the Sustainable Energy Strategy to all stakeholders and ensure the Strategy is implemented through planning policy and all other Council activities

Policy or Action

Policy 8A: The Council will incorporate low carbon objectives and energy policies, into the Core Strategy and the development policies of the Local Development Framework.

Action 8A(i): The Council will work to ensure that policies within the Local Development Framework reflect both national guidance and the London Plan with regard to climate change, low/zero carbon developments and renewable energy.

Policy 8B: The Council supports the objectives and targets for energy efficiency and the provision of renewable energy in the London Plan and will ensure that local planning policies reflect those policies.

Action 8B(i): The Council will work to ensure that policies within the LDF reflect both national guidance and the proposed alteration to the London Plan with regard to climate change, low/zero carbon developments and renewable energy.
Appendix 2 - Glossary of terms

- **Carbon Dioxide (CO2)** The main greenhouse gas responsible for climate change. It is produced during the combustion of fossil fuels. Although CO2 is the main waste product of respiration in all plants and animals, the combustion of fossil fuels has disturbed the global carbon cycle and CO2 is now building up in the atmosphere.

- **Climate Change** The warming of the atmosphere, due to increased levels of greenhouse gases, is causing the world’s climate to change. A higher global temperature will cause changes in rainfall patterns, regional temperatures, storm activity and sea-level rise.

- **Climate Change Levy** A tax on business use of energy, it is levied on the carbon content of fuels and is highest for electricity, then coal, then oil and then gas.

- **Combined Heat and Power** Combined heat and power stations generate and distribute heat at the Power (CHP) same time as generating electricity. Through using the same fuel to generate both heat and power, it is an efficient way of using fossil fuels.

- **Community Heating** Also known as district heating this involves distributing heat (through hot water pipes) from a central generating plant to many local buildings. In conjunction with CHP it is an energy efficient and flexible form of heating.

- **Energy Efficiency Commitment:** The EEC is a government commitment obliging the energy supply companies Commitment (EEC) to invest in energy efficiency improvements (insulation measures) in housing.

- **Energy Hierarchy** An environmental hierarchy for energy: use less energy, use renewable energy and supply energy efficiently.

- **Energy Services Companies (ESCos):** provide the whole energy service and concentrate on improving energy efficiency (such as better insulation) as well as providing fuel & electricity supply. ESCos can also build and operate community heating networks.

- **Fuel Poverty** Households who spend 10% or more of their income on trying to heat their home are considered to be living in fuel poverty – mainly caused by draughty and poorly insulated houses as well as low incomes.
• **Green Mark** An environmental scheme for businesses, the Green Mark is awarded to businesses who undertake a programme of actions to reduce their environmental impact.

• **Greenhouse Gases** The 6 gases which accumulate in the upper atmosphere and trap infra-red energy thereby causing global warming and resulting climate change. The six greenhouse gases are carbon dioxide, methane, nitrous oxide, chlorofluorocarbons (CFCs), perfluorocarbons (PFCs) and sulphur hexafluoride.

• **Ground-sourced Heat Pumps** An energy efficient heating technology which utilises the warmth stored underground to heat buildings.

• **Heating Hierarchy** The Mayor of London’s environmental hierarchy for heating buildings: passive solar design followed by solar water heating, then combined heat & power and community heating, then heat pumps and then gas condensing boilers (individual boilers).

• **Local Development Framework (LDF):** The framework which sets the policy and guidance for new development.

• **Photovoltaic cells (PV)** Also known as solar power panels, these are placed on roofs and walls and generate electricity which is fed directly into the building – the electricity can also be sold to the grid.

• **Renewable Energy:** Energy that is naturally available in the environment and is replenished at a rate even to, or greater than, that at which it is utilised. Put another way, they are energy sources that can last forever, such as wind, solar, biomass, hydro, wave and tidal.

• **Solar Water Heating** These roof-mounted systems use the sun to provide hot water and can typically meet 50%-60% of an average household’s hot water needs.

• **Standard Assessment Procedure (SAP)** This assessment method for calculating the energy efficiency of housing provides a rating between 1 (very poor) and 120 (very efficient).

• **Warm Front** A means-tested national fuel poverty grant scheme for fuel poor households.
REPORT OF THE CHIEF EXECUTIVE

SUBJECT: HOME CARE CHARGING REVIEW

SUMMARY

Havering Council has had a Fairer Charging policy for Home Care services since 2003. The policy was last reviewed by Cabinet in February 2004. It is good practice to subject such policies to periodic review in light of developments in service provision, financial considerations and the practices and policies of other councils.

RECOMMENDATION

1. That a Home Care charging system in line with Department of Health ‘Fairer Charging’ Guidance continue to operate.
2. That the policy of having a weekly ‘maximum charge’ (also known as a ‘maximum charge concession’) for Home Care services continue.

3. That a maximum charge continue to apply to the following customers:
   a) Home Care customers who undertake full financial assessment, and
   b) Home Care customers who undertake full financial assessment, even if on financial assessment it is established that the customer has capital at or above the upper capital limit (£21,000 in financial year 2006-07), and
   c) Home Care customers who make a declaration that they have capital at or above the upper capital limit (£21,000 in financial year 2006-07).

4. That the current policy, whereby the maximum charge applies to Home Care customers who refuse to provide the Council with financial information, be revoked. That customers refusing to provide financial information be charged the full cost of their care unless or until the required information is provided.

5. That from 1st January 2007 the maximum charge be raised from £125 a week to £200 a week.

6. That as from the 2007-08 financial year the weekly maximum charge be raised annually by no less than £10.

**REPORT DETAIL**

1. **Background**

1.01 Of the London Boroughs, Havering has the highest number of older people as a proportion of population.

1.02 Chief amongst Government aims for older people as expressed through Department of Health and Department for Work & Pensions is to maintain the independence and well being of older people in the Community.

1.03 London Borough of Havering provides Home Care Services to some 2000 people to enable them to remain in their own homes and prevent the premature need for expensive residential or nursing home accommodation.

1.04 Strict eligibility criteria have to be met before the Council provides a Home Care service and regular reviews are carried out to ensure that the necessary criteria continue to be met.
1.05 The maintenance of such a system governing access to Home Care has managed to keep the numbers of recipients fairly consistent over recent years. As the population ages and the impetus to support people longer their in their own homes increases, it can be foreseen that the numbers needing Home Care services will rise.

1.06 In order to maintain the necessary level of Home Care provision for the borough, the contribution from charging needs to be maximised whilst continuing to comply with Department of Health Guidance.

1.07 The London Borough of Havering has, since financial year 2003-04, operated a system of charging for its Home Care customers compliant with Department of Health Guidance “Fairer Charging Policies for Home Care and other non-residential Social Services” last issued in September 2003.

1.08 The focus of the Government’s Fairer Charging Guidance is on the financial situation of individual service users. Local Authorities are not able to vary the basic provisions of the scheme which ensure that service users’ incomes are not reduced below the level of Pension Credit plus 25%.

1.09 Given the current economic circumstances of older persons in Havering, application of Fairer Charging in this borough results in some 40% of service users contributing to the cost of their Home Care. Approximately 60% are assessed to make no contribution.

1.10 Government Guidance does allow councils to charge individual Home Care customers with savings of £21,000 or more, the full cost of their care but paragraph 17 of the Fairer Charging Guidance states:

“All councils should consider whether and how to set an overriding maximum charge and should consult users specifically on this issue.”

1.11 Havering Council are therefore able to set a maximum charge or none at all, but are clearly advised to consult service users on this issue.

1.12 Following consultation with service users, Havering has operated a maximum weekly charge since the introduction of its Fairer Charging scheme in 2003.

1.13 Original proposals on the inception of Fairer Charging in 2003 were for a weekly maximum charge of £180. The Council decided that in the first year of the scheme that the maximum weekly charge would be £100. For 2004-05 the Council raised the maximum charge to £125 a week. There was no increase in 2005-06 nor at April 2006.
2. Other Councils

2.01 In July 2006, details were obtained of the maximum charge policies of the other London Boroughs, of our neighbours Essex County Council and Thurrock Unitary Authority. These are shown in full at appendix A.

2.02 The outcome of these enquiries is that the average maximum charge across those authorities operating a maximum charge is £230 a week. Several authorities have maximum charges as high as £380 or £400 a week.

2.03 Many authorities have abandoned the concept of a maximum charge altogether and will charge the full cost of care to Home Care customers with capital at, or in excess of, £21,000.

3. Purpose

3.01 The reason for raising the maximum charge from £125 to £200 during 2006-07, is to increase income from charging whilst avoiding causing financial hardship to Home Care customers.

3.02 The purpose of raising the maximum charge by a minimum of £10 a year, in subsequent years, is to maintain necessary levels of income from charging without the need for annual consultation and Cabinet consideration of this matter. It is foreseen that annual increases will be £10 or thereabouts.

3.03 The reason for removing the maximum charge concession from Home Care customers refusing to undertake financial assessment or to declare capital at, or in excess of the upper capital limit (£21,000 in financial year 2006-07), is to establish that the Council is willing to subsidise the provision of Home Care Services only in cases where Home Care customers are willing to declare financial details reasonably requested by the Council.

4. Effect on Home Care customers

4.01 Of its approximately 2000 Home Care customers, the Council’s proposals will immediately affect some 75 existing Home Care customers whose weekly costs of service are above £125. Charges for this group of customers will increase as a direct result of the rise in the maximum charge. Charges will range from £125 to £200 per week dependent on the cost of service in individual cases.*
4.02 There are a further group of some 200 Home Care customers whose current level of Home Care costs less than £125 per week. If customers in this group come to need Home Care costing more than £125 a week, their charges will no longer be limited to the current £125 maximum charge. Under the proposals their charges will range from £125 a week up to the new £200 per week maximum charge.*

4.03 *It should be noted that Home Care customers who refuse to undertake financial assessment or to declare capital at, or in excess of, the upper capital limit (£21,000 in financial year 2006-07), will not benefit from the proposed £200 maximum charge concession and will pay the full cost of the service received.

5. Consultation September to November 2006

5.01 The Council consulted Home Care customers on the proposed changes by writing individually to, and seeking the views of, those who will be directly affected by the rise in the maximum charge and to those who could be affected if their level of service increases.

5.02 As part of the consultation, individuals were asked whether they:

   a) wished to continue to withhold financial details (and thus not benefit from the maximum charge concession under the new proposals) or

   b) wished to undergo a full financial assessment (giving access to the maximum charge concession under the new proposals) or

   c) wished to declare capital at or in excess of £21,000 (giving access to the maximum charge concession under the new proposals).

5.03 A range of voluntary organisations whose clients receive Home Care services from the Council were provided with details of the proposed changes to the maximum charge and their views sought. A list of the organisations consulted can be found at Appendix C.

5.04 A presentation on the maximum charge proposals was given at the September meeting of the Havering Carers Forum.

5.05 Consultees were asked to provide their views to the Council within a two month period.

5.06 Examples of the consultation materials, representative samples of the views of Home Care customers and the full outcome of the consultation are provided at appendices D to G.
5.07 Copies of all individual responses of Home Care customers are lodged with the Democratic Services Manager and should be viewed by all Members prior to the meeting commencing.

5.08 Of the 292 Home Care customers consulted, 136 or 46% responded to the question about choosing to declare their finances. Of the 123 that the Council’s records showed had chosen not to declare, 42 or 34% have now requested a full financial assessment or have chosen to declare savings at £21,000 or more. It is expected that more will choose to declare financial details in order to benefit from the £200 maximum charge concession if the recommendations of this report are accepted by the Council.

5.09 Of the 292 Home Care customers consulted, 34 or 11.6% chose to give their views on the proposals to change the maximum charge. Of these, 12 objected to any charge increase, 10 objected to the high rate of the increase and 12 expressed no objection to the proposed changes.

5.10 Of the 25 Voluntary Organisations consulted, 1 responded. The concise response of that organisation is available in full at appendix G. The organisation’s representative makes several points worth noting. The two most pertinent to the Council’s proposals are:

That the maximum charge should continue to apply to Home Care customers refusing to provide financial information and

That the increase in the maximum charge should be introduced in two stages over a two year period from £125 to £160 and then from £160 to £200.

6. Financial Implications and Risks

6.01 The Council’s expenditure on Home Care for 2006-07 is forecast to be some £12 million gross. It is forecast that some £1.2 million of this cost will be met by Home Care charges raised under the Government’s Fairer Charging Guidance.

6.02 It is forecast that the proposed rise in the maximum charge from £125 to £200 a week will increase income available to the Council for Home Care provision by some £140,000 in a full financial year.

6.03 It should be noted that Home Care customers with a range of financial circumstances receive a variety of services which can vary from week to week including breaks of service. Therefore any given change in maximum charge does not automatically provide a simple straight line increase in income. This is therefore an estimated figure based on the current client profile and a number of assumptions including those set out below. The actual figures that might result from such a change in
policy may differ as a result of changes in the variables at the time of implementation.

6.04 The forecast assumes that current Home Care customers who have so far declined to provide financial details will now do so. It is expected that once charge notifications and invoices are issued, further numbers of Home Care customers will choose to declare financial information in order to continue to benefit from the maximum charge concession.

6.05 The forecast is also made on the assumption that no customers will cease or reduce their Home Care service in response to the higher maximum charge. It is to be expected that some customers will choose to reduce or cease their service but that the numbers doing so cannot be predicted. Reductions or cessations in service generally result in a reduction in Council expenditure so that reduction in income is at least matched by the reduction in expenditure.

6.06 There may be a net rise in financial assessments to be undertaken as a consequence of the proposed changes to the maximum charge. However, the Pension & Assessment Team Havering (our joint visiting team with the Pension Service) is sufficiently resourced to cope with the relatively small overall increase in assessments that may occur.

6.07 The changes proposed to the maximum charge are not expected to affect default rates as the number of customers involved are a small proportion of the total. There are established procedures in place able to deal with any increase in late and non-payment cases.

6.08 No forecast of the level of increased income is made for the proposed annual increase in maximum charge of ‘no less than £10’ from 2007-08. There are many variables, such as rates to be paid to Home Care providers, levels of service provision, customer numbers and their finances and not least the amount of the annual rise in the maximum charge that will affect such forecasts. It is expected that the increases in income from the proposed annual rises in the maximum charge will be small. However, the intention of the proposal is to ensure that the annual increase:

- at least keeps pace with inflation
- avoids the need for a larger ad-hoc rises in a few years
- helps to keep Havering in line with other neighbouring local authorities
- provides guidance to Home Care customers on the scale of annual rises in the maximum charge.
7. Legal Implications and Risks

7.01 The Guidance allows Local Authorities some flexibility over its charging policies, such as whether to have a maximum charge, but clearly indicates that consultation must take place over changes to these arrangements.

7.02 When a public authority consults on any proposals it must do so in a meaningful way. In other words it must give sufficient information and time for a reasoned response to be given and then it must conscientiously take those results into account before making a final decision. Failure to do so can result in a successful legal challenge.

8. Human Resources Implications and Risks

8.01 Some customers, faced with higher charges for Home Care, may choose to reduce or cease the Home Care service that the Council has arranged for them. The Council commissions mainstream Home Care from a number of Home Care Agencies whereas Intermediate Care, specialist intensive care, and care of the particularly vulnerable is provided by the Council's in-house service.

8.02 The Council's data on Home Care customers shows that all but one of those forecast to be affected by the proposed changes to the maximum charge, receive Agency provided Home Care. Because of the general level of need of the in-house Home Care customer group it is not foreseen that they will cease or reduce their service in any number. For this reason, it is not expected that the proposed changes to the maximum charge will have an HR impact on in-house provision of Home Care.

9. Equalities and Social Inclusion Implications and Risks

9.01 Customer groups receiving Home Care services are older persons, people with physical disability, learning disability and mental health difficulties.

9.02 It is acknowledged that charging for Council services can be problematic for such groups in principle, financially and as a source of stress and anxiety.

9.03 In its Home Care charging policies, procedures and practices, the Council aims to mitigate as far as possible likely ‘stress points’ by providing:

- Home visits by the Pension & Assessment Team Havering.
• Individual assessment of customers’ financial circumstances to ensure charge assessments are fair and affordable.
• Individual advice and help with welfare benefits.
• Review and complaints procedures as safeguards of good practice and reasonableness.
• Consultation with representative voluntary groups.
• Customer information explaining the main features of Home Care charging policies.
• Reinvestment of charging income into the provision of Home Care services.

10. Reasons for the Decision

10.01 Havering’s Home Care charging system is already recognised as being advanced, thorough and responsible. For example, several other London councils have visited the Pension & Assessment Team Havering - our joint team with the Pension Service - which carries out home visits for financial assessment and benefit maximisation.

10.02 Cabinet are asked to endorse the recommendations in this report to keep Havering’s Home Care charging policy up to date and provide a firm basis for it to continue to provide income for Home Care provision in the medium term.

11. Alternative Options Considered

11.02 Although considered, there is no proposal to increase the proportion of excess income(85%) available as chargeable income under the Council’s Home Care charging scheme. Adhering to the current policy on chargeable income retains an incentive for Home Care customers to claim due benefit entitlements and is consistent with the Council’s policy and practice of encouraging the take-up of benefits.

11.03 It would be possible to make no change in current maximum charge arrangements but for the reasons set out in the report detail, this is considered to be financially imprudent.

12.03 A range of alternative maximum charge amounts is shown with forecasts for estimated increases in Council income at appendix B. The £200 proposal is recommended in light of the policies of London and neighbouring authorities; in light of the current maximum charge of £125 and in light of the £140,000 estimated extra income for Home Care provision in a full year. It should be recalled that proposals include a recommendation for an annual increase of no less than £10 to the maximum weekly charge in subsequent years.
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Telephone No: 01708 433069  
E-mail address Peter.Brennan@havering.gov.uk

STEPHEN EVANS  
Chief Executive
Appendices

Appendix A - Maximum Charge Policies of London & Neighbouring Authorities

Appendix B - Forecast Income Levels from Rises in Maximum Charge

Appendix C - Voluntary Organisations Consulted September 2006

Appendix D - Consultation - Presentation to Carers Forum September 2006

  Current Charging
  Maximum Charge Proposals
  Proposed Charging
  Customer Consultation
  Customer Representative Consultation

Appendix E - Consultation – Report on Customer ‘Choice’

Appendix F - Consultation – Report on Customer ‘Views’

Appendix G - Consultation – Report on ‘Views’ of Voluntary Organisations

Background Papers List

The following papers will be lodged with Philip Heady, Democratic Services Manager (x2433) until Cabinet of 13th December 2006. Thereafter they will be kept by Peter Brennan, Head of Adult Social Services (x3069).

Individual Responses to Consultation September to November 2006

Fairer Charging Policies for Home Care and other non-residential Social Services:

  Practice Guidance August 2002
  Statutory Guidance September 2003
APPENDIX A

Maximum Charge Policies of London & Neighbouring Authorities

<table>
<thead>
<tr>
<th>Council</th>
<th>Max Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Havering</td>
<td>£125 (£200 proposed)</td>
</tr>
<tr>
<td>Bexley</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Redbridge</td>
<td>£200</td>
</tr>
<tr>
<td>Barking &amp; Dagenham</td>
<td>Alternative system</td>
</tr>
<tr>
<td>Essex</td>
<td>£400</td>
</tr>
<tr>
<td>Thurrock</td>
<td>£75</td>
</tr>
<tr>
<td>Waltham Forest</td>
<td>£210</td>
</tr>
<tr>
<td>Barnet</td>
<td>£327.50</td>
</tr>
<tr>
<td>Brent</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Bromley</td>
<td>£330.32</td>
</tr>
<tr>
<td>Camden</td>
<td>£130+</td>
</tr>
<tr>
<td>Corp of London</td>
<td>£320</td>
</tr>
<tr>
<td>Croydon</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Ealing</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Enfield</td>
<td>No info</td>
</tr>
<tr>
<td>Greenwich</td>
<td>£380</td>
</tr>
<tr>
<td>Hackney</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Hammersmith</td>
<td>No charge</td>
</tr>
<tr>
<td>Haringey</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Harrow</td>
<td>£85 (under review)</td>
</tr>
<tr>
<td>Hillingdon</td>
<td>£150</td>
</tr>
<tr>
<td>Hounslow</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Islington</td>
<td>No info</td>
</tr>
<tr>
<td>Kensington &amp; Chelsea</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Kingston</td>
<td>£130.50</td>
</tr>
<tr>
<td>Lambeth</td>
<td>£300</td>
</tr>
<tr>
<td>Lewisham</td>
<td>£150</td>
</tr>
<tr>
<td>Merton</td>
<td>£350</td>
</tr>
<tr>
<td>Richmond</td>
<td>£210</td>
</tr>
<tr>
<td>Southwark</td>
<td>£200</td>
</tr>
<tr>
<td>Sutton</td>
<td>No info</td>
</tr>
<tr>
<td>Wandsworth</td>
<td>Full Cost</td>
</tr>
<tr>
<td>Westminster</td>
<td>No info</td>
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</tbody>
</table>
**APPENDIX B**

**Forecast Income Levels from Rises in Maximum Charge**

<table>
<thead>
<tr>
<th>Max Charge</th>
<th>Forecast increase in annual council income</th>
<th>Total customers with a charge increase</th>
<th>Customers paying more as maximum charge rises</th>
</tr>
</thead>
<tbody>
<tr>
<td>£125</td>
<td>£ nil</td>
<td>nil</td>
<td>nil</td>
</tr>
<tr>
<td>£150</td>
<td>£ 63,000</td>
<td>75</td>
<td>75</td>
</tr>
<tr>
<td>£175</td>
<td>£111,000</td>
<td>75</td>
<td>44</td>
</tr>
<tr>
<td>£200</td>
<td>£146,000</td>
<td>75</td>
<td>34</td>
</tr>
<tr>
<td>£225</td>
<td>£174,000</td>
<td>75</td>
<td>29</td>
</tr>
<tr>
<td>£250</td>
<td>£197,000</td>
<td>75</td>
<td>25</td>
</tr>
<tr>
<td>£275</td>
<td>£218,000</td>
<td>75</td>
<td>20</td>
</tr>
<tr>
<td>£300</td>
<td>£237,000</td>
<td>75</td>
<td>20</td>
</tr>
</tbody>
</table>
APPENDIX C
VOLUNTARY ORGANISATIONS CONSULTED – SEPT 2006

ADD – UP
Age Concern
Alzheimer’s Society
Asian Women’s Association
Carers UK (Havering)
Essex Islamic Trust
Family Information Group
First Step
HAD - Havering Association for People with Disabilities
HavCare
HAVCO
Havering Asian Social Welfare Association
Havering Brentwood Bereavement Services
Havering Community Transport
Havering Crossroads
Havering Islamic Cultural Centre
Havering Learning Disability Society
Havering MIND
Havering Victim Support
Hindu Cultural Society of Havering
People First
Relate
Royal Association of Deaf People
Spilsby Care Association
Universal Brotherhood
APPENDIX D

Home Care Charging 2006-07

Maximum Charge Proposals
Consultation
September 2006

Presentation to Carers Forum
13th September 2006

• Current Charging
• Maximum Charge Proposals
• Proposed Charging
• Customer Consultation
• Customer Representative Consultation

Robin Sand
Welfare Rights Unit
Adult Social Services
Home Care & Housing Related Support
Charging 2006-07

No financial information declared
Home Care – Full Cost up to £125 per week
Housing Related Support - Full Cost

* Customer savings £21,000 or more
Home Care – Full Cost up to £125 per week
Housing Related Support - Full Cost

Customer savings under £21,000

Customer Income
(incl Tariff Income on savings £12,750 - £21,000)

less

<table>
<thead>
<tr>
<th>Basic Income Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Basic IS / PCGC + 25% extra)</td>
</tr>
</tbody>
</table>

and

Customer Expenses
(Housing + Disability)

leaves

Excess Income

multiply by 85% gives

Chargeable Income

charge lowest of

Chargeable Income
Cost of Service
£125 (Home Care)
The Council proposes to:

1. Raise the maximum charge from £125 to £200 a week in 2006-07.

2. Increase the maximum charge by no less than £10 a year from April 2007.

3. Remove the maximum charge concession from those who refuse to provide the Council with financial information.
Home Care & Housing Related Support
Charging PROPOSAL 2006-07

No financial information declared
Home Care – Full Cost
Housing Related Support – Full Cost

* Customer savings £21,000 or more
Home Care – Full Cost up to £200 per week
Housing Related Support - Full Cost

Customer savings under £21,000

Customer Income
(incl Tariff Income on savings £12,750 - £21,000)

less

<table>
<thead>
<tr>
<th>Basic Income Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Basic IS / PCGC + 25% extra)</td>
</tr>
</tbody>
</table>

and

Customer Expenses
(Housing + Disability)

leaves

Excess Income

multiply by 85% gives

Chargeable Income

charge lowest of

Chargeable Income
Cost of Service
£200 (Home Care)
Dear

The Home Care Maximum Charge - Seeking Your Views

Havering Council currently provides Home Care to about 2000 people. The Council spends about £10 million a year to provide the level of Home Care needed.

Like virtually every other council in the country, Havering financially assesses its Home Care customers and charges those who can afford to contribute. Home Care customers’ contributions cover just over a tenth of the cost of the Home Care provided.

Presently, if a person’s Home Care costs more than £125 a week (say £300 or £400 a week). Havering will limit that person’s charge to £125 a week.

This ‘maximum charge concession’ is currently given even if a person refuses to provide the Council with any information about their financial circumstances.

The Council needs to increase the income from charges in order to continue to provide Home Care to those that need it.

The Council proposes to:

1. Raise the maximum charge from £125 to £200 a week in 2006.

2. Increase the maximum charge by no less than £10 a year from April 2007.

3. Remove the maximum charge concession from those who refuse to provide the Council with financial information.
The proposed £200 maximum charge concession will apply when a person’s Home Care package costs more than £200 (say £300 or £400 a week).

The proposed £200 maximum charge concession will apply even if a person has high levels of savings or income - so long as they provide the Council with financial details requested. Often, savings details will be adequate to access the maximum charge concession.

As before, Havering will never charge a person more than the cost of their Home Care - so for example, if a person’s Home Care costs £70 a week - then £70 is the most they will have to pay.

Also, Havering will continue to provide financial assessment home visits to new Home Care customers to see if they can afford to contribute to the cost of their Home Care and if so how much. New Home Care customers will also continue to receive benefit checks, advice and help to maximise their income.

**What we’d like from you**

**1. Your Choice**

If the proposals are agreed to by the Council, it is important that we have up to date information about you so we know whether you can benefit from the maximum charge concession.

If you have previously chosen not to declare financial details to the Council, please complete the **Your Choice** section on the reply form we’ve attached. Please return the form to us by **6th November 2006**.

**2. Your Views**

If you would like to comment on the Council’s proposals now is a good time. Your views will be fed into a report that the Council will consider before it makes a final decision on the Home Care maximum charge.

To have your views considered please complete the **Your Views** section of the reply form we’ve enclosed. Please return it to us by **6th November 2006**.

Thank you for your assistance.

Yours sincerely

Peter Brennan

Head of Adult Social Services
**REPLY FORM**

To: Peter Brennan  
Head of Adult Social Services  
Scimitar House  
23 Eastern Rd  
Romford, RM1 3NH

From: Customer name & address

**SWIFT No:**

**1. Your Choice**

Please choose one of the following options by ticking the box provided.

<table>
<thead>
<tr>
<th>A</th>
<th>I have previously chosen not to declare financial details to the Council in connection with my Home Care service.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>I still do not wish to declare financial details.</strong></td>
</tr>
<tr>
<td></td>
<td>This means that if your Home Care costs over £200 a week you will pay the full cost rather than your charge being limited to £200.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>B</th>
<th>I have previously chosen not to declare financial details to the Council in connection with my Home Care service.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>I would now like a financial assessment Home Visit.</strong></td>
</tr>
<tr>
<td></td>
<td>If your Home Care costs over £200 then your charge will be limited to £200.</td>
</tr>
<tr>
<td></td>
<td>We will also be able to check whether you should contribute to your Home Care cost and if so how much. We will also be able to check if you might be entitled to further benefits or allowances.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>C</th>
<th>I have previously chosen not to declare financial details to the Council in connection with my Home Care service.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td><strong>I now wish to declare that I have capital of £21,000 or more.</strong></td>
</tr>
<tr>
<td></td>
<td>If your Home Care costs over £200 then your charge will be limited to £200.</td>
</tr>
</tbody>
</table>
2. Your Views
If you would like to comment on the Council’s proposals to change the maximum charge concession. Please give your views here.

Customer name & address
SWIFT No:
Dear

The Home Care Maximum Charge - Seeking Your Views

The Council is writing to several hundred of its Home Care customers on proposals to raise the Home Care maximum charge.

The Council is aware that your organisation support and assist Home Care customers to live independently in the community.

Enclosed is a copy of the letter and reply form that has been sent to some 290 of Havering’s 2000 Home Care customers.

We are seeking the views of this customer group and representative organisations such as your own, on the following Council proposals:

1. To raise the Home Care maximum charge from £125 to £200 a week in 2006.

2. To increase the Home Care maximum charge by no less than £10 a year from April 2007.

3. To remove the Home Care maximum charge concession from those who refuse to provide the Council with financial information.

The 290 Home Care customers have been selected for consultation because it is forecast that:

- Approximately 75 customers whose Home Care costs are more that £125 a week will experience some rise in charge as a consequence of an increase of the maximum charge from £125 to £200.

- Approximately 215 customers whose Home Care currently costs less than £125 may be affected by a rise in the maximum charge if the amount of Home Care they receive increases.
The above group are made up of Home Care customers that have previously declined to provide financial information to the Council or who have declared to the Council that they have capital of £21,000 (or more). A handful of customers are included in the consultation who have disposable incomes sufficient to meet their current home care charges in full.

It is worthwhile noting that the vast majority of Home Care customers, approximately 1700 out of the total of 2000, will be wholly unaffected by the proposals to raise the maximum charge. Under Havering’s Home Care charging scheme approximately 60% of customers are assessed to pay nothing towards the cost of their Home Care. For the remaining 40%, charges range from a few pounds a week to the full cost of care (limited to the maximum charge).

We hope that you will have the opportunity to consider the detail of the proposals outlined in our letter to Home Care customers. We hope also that you will write to us with the views of your organisation on the proposals. We ask that any response is provided to us by 6th November 2006.

We acknowledge that Home Care charging (including these current proposals) can be confusing. In order to introduce the Home Care maximum charge proposals and answer any questions, Robin Sand of Havering’s Welfare Rights Unit will attend Havering Carers Forum on Wednesday 13th September 2006, 10.30 – 12.30 at Whittaker Hall, 1a Woodhall Crescent, Hornchurch.

If your organisation is unable to attend Carers Forum and would like to discuss these proposals before making any written response please contact Robin Sand on 01708 433338 between 12th and 22nd September and between 9th October and 3rd November 2006.

Thank you for your assistance.

Yours sincerely

Peter Brennan
Head of Adult Social Services
APPENDIX E

Home Care Maximum Charge Consultation
September – November 2006

Report on Customer ‘Choice’

292 Customers were contacted. These customers have either been paying the full cost of their care or the maximum charge of £125 whichever is the lower.

123 Had previously declined to provide financial information.
162 Had previously declared savings of £21,000 or above.
7 Had high levels of income.

The following responses were received:

123 Previously declined to provide financial information

18 Chose A They still do not wish to declare financial information.
6 Chose B They would now like to have a financial assessment.
36 Chose C They would like to declare their savings at £21,000 or higher.
10 The 3 choices do not apply as they may have now cancelled care, or have previously declared information.
53 Customers did not respond.

162 With savings of £21,000 or above

4 Chose A They still do not wish to declare financial information.
4 Chose B They would now like to have a financial assessment
22 Chose C They would like to declare their savings at £21,000 or higher.
33 The 3 choices don’t apply as they may have now cancelled care, or have previously declared information.
99 Customers did not respond.

7 With a high income

3 Customers replied saying that this does not apply to them.
4 Customers did not respond.

136 or 46% of customers consulted expressed a ‘Choice’
APPENDIX F

Home Care Maximum Charge Consultation
September – November 2006

Report on Customer ‘Views’

292 Customers were contacted. These customers have either been paying
the full cost of their care or the maximum charge of £125 – whichever is
the lower.

The following responses were received:

12 Customers responded but expressed no objection to the proposal
to increase the charge.

Representative of customer comments was:

“What I want to know is how much an hour will the charge be for the rest
of 2006 and also 2007? I expect to pay the full charge subject to being
informed of the amounts.”

“If people refuse to give financial details they should pay the full cost of
care.”

12 Customers responded expressing their objection to any charge
increase.

Representative of customer comments was:

“I agree with the challenge to the increase from £125 to £200, which has
no reasonable support. It is a direct action to financially penalise an
unfortunate group in our community, to minimise Council expenditure.”

“I do not approve of increasing charges. People who have squandered
all their money on drinking, smoking and betting get benefits and
everything free. Why should those of us who have been careful and
saved for a rainy day be penalised and after all in Scotland care for the
elderly is free so by rights this should apply throughout the UK.”

10 Customers responded expressing their objection to the high rate of
the proposed increase in the maximum charge.

Representative of customer comments was:
“The sudden rise of 60% is quite shocking, especially to people whose finances are being exhausted. Some who have budgeted for a maximum of £125 may have to forego some care they really need”.

“This is an increase of 60% which will be higher still in April 2007 when another increase of probably a £100 will be added (you can forget the £10 a year mentioned).”

“I am strongly of the opinion that it is my right not to declare my finances to the Council should I not wish to do so. However, it would appear from this form that unless I make a financial declaration of some kind I will be charged the full cost of my care.”

34 or 11.6% of customers consulted expressed a ‘View’.

Copies of all customer ‘Views’ in full are lodged with the Democratic Services Manager and should be viewed by all Members prior to the meeting commencing.
APPENDIX G

Home Care Maximum Charge Consultation
September – November 2006

Report on ‘Views’ of Voluntary Organisations

25 Voluntary Organisations were contacted. In addition the Council presented details of the maximum charge proposals to the September meeting of the Havering Carers Forum (where major Voluntary Organisations are represented).

1 Voluntary Organisation responded – their response is given in full below:

From David Rowland – Carers Havering Branch

“1. I agree that people should be financially assessed in order that they can make a contribution towards the cost of their home care based on the amount of their income and savings.

2. I do not believe that home care should be free to everyone irrespective of their income and savings.

3. It is important that people who pay the maximum charge because their savings are over £21,000 are told to contact the Council if their savings fall below this level so they can have another financial assessment. I have known people who paid too much for their home care because they were correctly assessed to pay the maximum contribution and continued to do so even after their reduced savings meant they should have paid less.

4. People who refuse to provide any financial details should be charged the maximum amount for their home care and people should not be charged more than the cost of their home care.

5. I agree with the principle of a “maximum charge concession”, where people pay a maximum charge for their home care and this should include people with savings above £21,000 and those who refuse to provide financial information to the Council.

6. I believe that the proposed increase of the maximum charge from £125 to £200 a week in one year is too big a leap. I suggest that it should be more gradual and spread over a longer period of time e.g. from £125 to £160 in the first year and from £160 to £200 in the second year. From the third year it could be increased by no less than £10 a year.”