



COUNCIL MEETING

7.30 pm Wednesday, 13 September 2017
At Council Chamber - Town Hall

Members of the Council of the London Borough of Havering are hereby summoned to attend a meeting of the Council at the time and place indicated for the transaction of the following business.

Kathryn Robinson
Monitoring Officer

For information about the meeting please contact:
Anthony Clements tel: 01708 433065
anthony.clements@oneSource.co.uk



Please note that this meeting will be webcast.

**Members of the public who do not wish to appear
in the webcast will be able to sit in the balcony,
which is not in camera range.**

Protocol for members of the public wishing to report on meetings of the London Borough of Havering

Members of the public are entitled to report on meetings of Council, Committees and Cabinet, except in circumstances where the public have been excluded as permitted by law.

Reporting means:-

- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary is available as the meeting takes place or later if the person is not present.

Anyone present at a meeting as it takes place is not permitted to carry out an oral commentary or report. This is to prevent the business of the meeting being disrupted.

Anyone attending a meeting is asked to advise Democratic Services staff on 01708 433076 that they wish to report on the meeting and how they wish to do so. This is to enable employees to guide anyone choosing to report on proceedings to an appropriate place from which to be able to report effectively.

Members of the public are asked to remain seated throughout the meeting as standing up and walking around could distract from the business in hand.

AGENDA

1 PRAYERS

2 APOLOGIES FOR ABSENCE

To receive apologies for absence (if any).

3 MINUTES (Pages 1 - 160)

To sign as a true record the minutes of the Meeting of the Council held on 12 July 2017 and of the Extraordinary Meeting of the Council held on 26 July 2017 (attached).

4 DISCLOSURE OF INTERESTS

Members are invited to disclose any interest in any of the items on the agenda at this point of the meeting.

Members may still disclose any interest in an item at any time prior to the consideration of the matter.

5 ANNOUNCEMENTS BY THE MAYOR, BY THE LEADER OF THE COUNCIL OR BY THE CHIEF EXECUTIVE

To receive announcements (if any).

6 PETITIONS

Councillors Jeffrey Tucker and John Crowder have given notice of intention to present a petition.

To receive any other petition presented pursuant to Council Procedure Rule 23.

7 2016/17 TREASURY MANAGEMENT ANNUAL REPORT AND PROPOSED CHANGE TO THE 2017/18 TREASURY MANAGEMENT STRATEGY STATEMENT
(Pages 161 - 182)

To consider a report of Cabinet on the Annual Treasury Management Report 2016/17 and proposed change to the 2017/18 Treasury Management Strategy Statement (attached).

8 CONSTITUTION UPDATE (Pages 183 - 204)

To consider a report of the Governance Committee on a Constitution update (attached).

9 AMENDMENTS TO THE CHIEF OFFICER APPOINTMENTS PROCESS (Pages 205 - 224)

To consider a report of the Governance Committee on amendments to the Chief Officer Appointments Process (attached).

10 OVERVIEW AND SCRUTINY RULES - EXCEPTIONS TO THE CALL-IN (REQUISITION PROCEDURE) (Pages 225 - 228)

To consider a report of the Chief Executive on Exceptions to the Call-in (Requisition) Procedure (attached).

11 MEMBERS' QUESTIONS (Pages 229 - 232)

Attached.

12 MOTIONS FOR DEBATE (Pages 233 - 234)

Attached.



**MINUTES OF A MEETING OF THE COUNCIL OF THE
LONDON BOROUGH OF HAVERING
Council Chamber - Town Hall
12 July 2017 (7.30 - 10.33 pm)**

Present: The Mayor (Councillor Linda Van den Hende) in the Chair

Councillors Councillors June Alexander, Clarence Barrett, Robert Benham, Ray Best, Wendy Brice-Thompson, Michael Deon Burton, Joshua Chapman, John Crowder, Philippa Crowder, Keith Darvill, Meg Davis, Ian de Wulverton, Osman Dervish, Nic Dodin, Alex Donald, David Durant, Brian Eagling, Gillian Ford, Jason Frost, Jody Ganly, John Glanville, Linda Hawthorn, David Johnson, Steven Kelly, Barbara Matthews, Robby Misir, Ray Morgon, John Mylod, Stephanie Nunn, Denis O'Flynn, Ron Ower, Garry Pain, Dilip Patel, Viddy Persaud, Roger Ramsey, Keith Roberts, Patricia Rumble, Carol Smith, Frederick Thompson, Linda Trew, Jeffrey Tucker, Melvin Wallace, Lawrence Webb, Roger Westwood, Damian White, Michael White, Reg Whitney, Julie Wilkes, Graham Williamson, Darren Wise and John Wood

12 Members' guests and members of the public and a representative of the press were also present.

Apologies were received for the absence of Councillors Phil Martin and Barry Mugglestone.

The Mayor advised Members and the public of action to be taken in the event of emergency evacuation of the Town Hall becoming necessary.

The Mayor's Official Chaplain, Reverend Susannah Brasier, Rector, St Laurence Church, Upminster opened the meeting with prayers.

The meeting closed with the singing of the National Anthem.

22 MINUTES (agenda item 3)

The minutes of the meeting of Council held on 14 June 2017 were before the Council for approval.

RESOLVED:

That the minutes of the meeting of the Council held on 14 June 2017 be signed as a correct record.

23 DISCLOSURE OF INTERESTS (agenda item 4)

There were no disclosures of interest.

24 ANNOUNCEMENTS BY THE MAYOR, BY THE LEADER OF THE COUNCIL OR BY THE CHIEF EXECUTIVE (agenda item 5)

The Mayor read out the text of a letter received from Dr Eva Lohse, Mayor of Ludwigshafen, passing on sympathy from the City of Ludwigshafen regarding the recent terrorist attacks in London and Manchester.

The Mayor also congratulated all those involved with the Havering team who had finished sixth in the London Youth Games.

The text of the announcements made by the Leader of the Council is attached as appendix 1 to these minutes.

25 PETITIONS (agenda item 6)

Petitions were presented by Councillor Deon Burton concerning opposition to the use of Passive Close as an access road for cars going into the Havering College site and by Councillor Brice-Thompson relating to opposition to parking restrictions in Carlton Road.

26 HAVERING COMMUNITY SAFETY PARTNERSHIP PLAN 2017/18 - 2019/20 (agenda item 7)

A report of Cabinet detailed the new version of the Community Safety Partnership Plan covering priorities for the Council and other responsible authorities. The strategic themes of the Plan covered a number of areas including protecting vulnerable individuals and victims, reducing the risk of reoffending and reducing the level of crime in areas disproportionately affected such as local town centres and burglary hotspots. Enhancing community engagement and public confidence would also be a cross-cutting area throughout the planned work. The strategic priorities for Havering were also broadly aligned to current and emerging regional and national strategies such as prevention of violence against women and girls and ending gang violence and exploitation.

Deemed motion on behalf of the Administration

That the report be adopted and its recommendations carried into effect.

Amendment by the Residents' Group

This council agrees to refer this report to the Overview and Scrutiny Board before final approval by this council, in order that answers can be provided to the questions below and further challenge can be provided.

1. Lack of detail on how all defined outcomes are measured and performance managed, together with the mechanism to report them within the partnership and members.
2. Lack of detail on how the plan will be achieved, by whom and what individual resources will be allocated to each partners.
3. Lack of details on how the various partners will engage with the local community.
4. Lack of details on who is the lead partner to ensure that the plan is driven going forward and contained within budget.
5. Lack of detail on what steps are taken to ensure the robustness of evidence and data.
6. Lack of detail on the protocol for sharing data and information between partners.
7. Lack of detail in relation to the structure and governance arrangements of the partnership.

Following debate, the amendment by the Residents' Group was **NOT CARRIED** by 30 votes to 16 (see division 1) and the deemed motion by the Administration was **AGREED** without division.

RESOLVED:

That the Havering Community Partnership Plan 2017-18 be approved.

27 PENSIONS ADMINISTRATION SERVICE (agenda item 8)

A report of the Pensions Committee set out options for the future of the Pensions Administration Service. This proposed entering into an arrangement under section 101 of the Local Government Act 1972 for the discharge by Lancashire County Council of the functions of Havering Council in respect of pensions administration from 1st October 2017 for a rolling annual period.

In response to questions on the report submitted by the Residents' Group, the Cabinet Member stated the following:

The proposed new provider (LPP) had a pool of more than 150 pensions administration staff working for multiple clients across the UK. This allowed the flexibility to address pressure points and still meet targets in Service Level Agreements and Key Performance Indicators.

The proposals would secure the resilience of the service for broadly similar costs. It would not be sustainable to continue with the existing model in the medium term and the proposals would also mitigate against future cost pressures. The Council would work with LPP to identify further potential savings and opportunities to increase the income stream and generate local employment opportunities.

The agreement had a 12 month notice period on either side and shared services had been operated by LPP for more than 20 years. This was a proven model of operation that was used by Bexley and Newham Councils and separate IT contracts were not required.

Recruitment for the contract and project officer post would be in accordance with Havering HR policies. This was not a joint post with Newham Council although knowledge etc would be shared.

The report was **AGREED** without division and it was **RESOLVED**:

1. That option 4, of the Pensions Committee report including exempt information be agreed (subject to agreement by Lancashire County Council) that Havering Council enter into an arrangement under section 101 of the Local Government Act 1972 for the discharge by Lancashire County Council of the functions of Havering Council in respect of pensions administration from 1st October 2017 for a rolling annual period.
2. That authority be delegated to the Managing Director of oneSource, after consultation with the Cabinet Member for Financial Management, to agree the final terms of the arrangements with Lancashire County Council and incorporate those into an agreement subject to those terms being in the best interests of Havering Council.
3. That, power be delegated to the Managing Director of oneSource after consultation with the Cabinet Member for Financial Management, to agree the final terms of the arrangements with Lancashire County Council and incorporate those into an agreement subject to those terms being in the best interests of Havering Council.
4. That the recruitment of a Projects and Contract Manager be agreed and it be noted that over a 5 year period, the total cost of the service to the Pension Fund is estimated to decrease by £76,900 and will deliver a robust and resilient and future proofed service. This will include the recruitment of a Projects and Contract Manager for Havering at annual cost of up to £57,791 to be funded by the Pension Fund budget.
5. That it be noted that project implementation costs of the new arrangements will be £78,240 to be financed from the Pension Fund budget.

28 **ANNUAL REPORTS OF COMMITTEES, SUB-COMMITTEES AND MEMBER CHAMPIONS (agenda item 9)**

Council considered and received the Annual Reports of the following:

Audit Committee
Pensions Committee
Standing Advisory Council on Religious Education
Overview and Scrutiny Board
Children & Learning Overview and Scrutiny Sub-Committee
Crime & Disorder Sub-Committee
Environment Overview and Scrutiny Sub-Committee
Health Overview and Scrutiny Sub-Committee
Individuals Overview and Scrutiny Sub-Committee
Towns & Communities Overview and Scrutiny Sub-Committee
Member Champion for the Armed Forces
Member Champion for Equality and Diversity
Member Champion for the Historic Environment
Member Champion for the Over 50s
Member Champion for the Voluntary Sector Compact
Member Champion for Younger Persons

Each Annual Report was **ADOPTED** without debate or division.

RESOLVED:

That the Annual Reports as listed be approved.

29 **DEBATE ON LEADER'S STATEMENT (agenda item 10)**

Deemed Motion

That the statement given by the Leader of the Council to the Meeting of the Council held on 14 June 2017 be received.

Amendment by the Independent Residents' Group

The Administration have made a number of difficult decisions to save and raise money as we are told "there is no alternative", **but Council agrees** it was a mistake for the Council Leader to promote the Mayor of London's as yet undeclared new housing target of 30,000 new properties, as a "Vision for Havering" in the Council booklet "Havering – Making a Greater London"!

Following debate, the amendment by the Independent Residents' Group was **NOT CARRIED** by 33 votes to 12; the deemed motion was **AGREED** as the substantive motion, without division.

RESOLVED:

That the statement given by the Leader of the Council to the Meeting of the Council held on 14 June 2017 be received.

30 MEMBERS' QUESTIONS (agenda item 11)

Eight questions were asked and replies given. The text of all questions submitted, together with their answers, is shown as Appendix 2 to these minutes.

31 MOTIONS (agenda item 12)

A procedural motion that Independent Residents' Group motion on housing (agenda item 12A) and the United Kingdom Independence Party Group motion on the Greater London Authority (agenda item 12C) be deferred to the extraordinary meeting of Council on 26 July 2017 was **AGREED** without division.

32 WASTE AND RECYCLING ISSUES (AGENDA ITEM 12B)

Motion on behalf of the Independent Residents' Group

The EU/UK recycling agenda promoted by climate change legislation has made waste disposal very expensive and resulted in waste mountains and an epidemic of fly-tipping and litter. Of particular concern is the threat to wildlife from plastic bags and bottles that pollute our rivers and oceans and many Third World countries where our rubbish is sent to be recycled/dumped!

The solution is the incineration of waste and lower landfill costs

Council therefore agrees:

- 1. That it recommends to Cabinet that it calls on the Local Government Association and Government to promote this green renewable solution as a local and national policy.**
- 2. That it further recommends to Cabinet to call on the Government to consider banning the production of plastic bags and bottles and promoting environmentally friendly alternatives until an effective post Brexit value for money waste disposal policy is in place to safeguard our environment.**

Amendment by the Conservative Group

Whilst noting that ELWA, of which the Council is part, is facing the need to examine changes to its current waste disposal operations and recognising the possible advantages of incineration, this Council is mindful of the difficulty of locating an incineration plant in an area without unacceptable impact on the environment for local residents and, despite the apparent enthusiasm of Rainham and South Hornchurch councillors, would not wish to promote a site in that area, or anywhere else, without the fullest public consultation.

Amendment by the Labour Group

The Council calls on the Administration to review its Waste Management Policy to bring forward proposals to increase recycling and composting and to consider further incineration of waste.

Due to the lateness of the hour, this matter was dealt with on a vote only basis. The amendment by the Conservative Group was **CARRIED** by 31 votes to 13 (see division 3); the amendment by the Labour Group was **NOT CARRIED** by 40 votes to 8 (see division 4); the amendment by the Conservative Group was **AGREED** as the substantive motion, without division.

RESOLVED:

Whilst noting that ELWA, of which the Council is part, is facing the need to examine changes to its current waste disposal operations and recognising the possible advantages of incineration, this Council is mindful of the difficulty of locating an incineration plant in an area without unacceptable impact on the environment for local residents and, despite the apparent enthusiasm of Rainham and South Hornchurch councillors, would not wish to promote a site in that area, or anywhere else, without the fullest public consultation.

33 **ARDLEIGH GREEN BRIDGE REPLACEMENT WORKS (agenda item 12D)**

Motion on behalf of the Conservative and East Havering Residents' Groups

Following the recent notification from Transport for London that the Ardleigh Green Bridge (A127) replacement works will not now be complete until the Spring of 2019, rather than the previously notified date of December 2017, this Council expresses its deep dissatisfaction with the situation and agrees to write to the Mayor of London, with a copy to the Secretary of State for Transport, conveying this Council's disappointment and to seek further explanation and clarification in respect of the delay, including the following matters:

- a. A full explanation giving the reasons for the 15-month delay and how this was not foreseen at the project planning stage?
- b. What measures are being taken to expedite the completion of the works?
- c. This junction is a vital route through our borough, carrying considerable amounts of traffic. The ongoing delays has created rat-runs in nearby residential roads creating significant inconvenience, pollution and increased traffic flow for residents to contend with. What measures will be put in place to mitigate against this inconvenience until the Spring of 2019?
- d. What compensatory measures will be put in place against the loss of trade and significant inconvenience endured by local businesses affected by the ongoing works?
- e. What are the cost implications for the over-run of the project, originally budgeted at £32m, and how will this be funded?
- f. Given the considerable delay, how will this impact on the proposed improvement works at Gallows Corner (A127/A12)?

Due to the lateness of the hour, this matter was dealt with on a vote only basis. The motion on behalf of the Conservative and East Havering Residents' Groups was **AGREED** by 51 votes to 0 (see division 5).

RESOLVED:

Following the recent notification from Transport for London that the Ardleigh Green Bridge (A127) replacement works will not now be complete until the Spring of 2019, rather than the previously notified date of December 2017, this Council expresses its deep dissatisfaction with the situation and agrees to write to the Mayor of London, with a copy to the Secretary of State for Transport, conveying this Council's disappointment and to seek further explanation and clarification in respect of the delay, including the following matters:

- a. A full explanation giving the reasons for the 15-month delay and how this was not foreseen at the project planning stage?
- b. What measures are being taken to expedite the completion of the works?
- c. This junction is a vital route through our borough, carrying considerable amounts of traffic. The ongoing delays has created rat-runs in nearby residential roads creating significant inconvenience, pollution and increased traffic flow for residents to contend with. What measures will be put in place to mitigate against this inconvenience until the Spring of 2019?
- d. What compensatory measures will be put in place against the loss of trade and significant inconvenience endured by local businesses affected by the ongoing works?
- e. What are the cost implications for the over-run of the project, originally budgeted at £32m, and how will this be funded?
- f. Given the considerable delay, how will this impact on the proposed improvement works at Gallows Corner (A127/A12)?

34 **VOTING RECORD**

The record of voting decisions is attached as Appendix 3 to these minutes.

Mayor

This page is intentionally left blank

Leader's Announcements to Council Wednesday 12 July 2017

Madam Mayor,

I would like to take this opportunity to update you and members on a number of areas of important council business.

Grenfell contribution and update on our buildings

After the tragic events at Grenfell Tower, Council staff have been working as part of the London-wide team to help those affected. We have also provided advice and reassurance to our own tenants and leaseholders about fire safety.

We have no tower blocks over sixteen stories. Only one of our blocks has cladding, which is different to the type of cladding used at Grenfell Tower. All our blocks of flats have up-to-date fire risk assessments and have regular fire safety inspections. Every two years we have an independent fire safety inspection on all of our high rise blocks. The routine 2017 inspections took place between 20 June and 6 July. We have also asked all Registered Social Landlords in the borough for details of their fire risk assessments on the blocks they own or manage.

All schools have also been contacted. The Education Skills Funding Agency (ESFA), in conjunction with Local Authorities, are reviewing their School estates. Academy schools and Diocesan schools are being contacted separately, and a response for community schools is being coordinated by the Council. Schools have also been advised to carry out a number of activities as part of their asset management plans in relation to fire safety.

In addition, our staff have been providing support to those directly affected by the tragedy. This has included social workers from both our Children's and Adults services being made available to work in Kensington and Chelsea as part of the Pan-London support team to help residents who have either lost loved ones or their home, as well as families who have been evacuated from buildings nearby. The Council's Emergency Planning team worked with service areas to offer mutual aid via London Resilience. This includes volunteers of social workers, housing officers, Registrars and commissioning volunteers, and oneSource Exchequer. In addition, Neil

Stubbings has been seconded to support the rehousing programme of those affected in that vicinity.

We're very proud that a number of our staff have been able in this way to support and lead some of these key activities at this very difficult and challenging time.

Market House

I would now like to update members on the position with regards to regeneration in the Market Place in Romford. You will have heard by now that officers have recommended that the Market House project should be discontinued.

Underground investigations commissioned by officers highlighted the extent of works needed, which included rerouting major sewage pipes and gas mains. This increased the project's cost by nearly £1 million and therefore it is no longer financially viable.

It was because of this that council officers recommended that the project should not go ahead. Despite this the Council's efforts to strengthen and regenerate the Market will continue. We are committed to ensuring that the Market is rejuvenated, however, financial prudence dictates the decision not to proceed with the original proposals, which in the current climate is most important.

The Market Management Team has already seen more applications from new traders, and we continue to work to improve quality and quantity of the offer of the Market. We are investing in Town Centre Wifi, we are working to improve the look of stalls and pitches, provide better parking, and offer an exciting Christmas events programme. In addition, now that the Market House will not be built, we are reviewing the layout of the Market and the stalls.

Local plan timeline and dates

Members will be aware that the Council is preparing a new Local Plan for the Borough. This will set out a strategy for future growth and sustainable development over the next 15 years. The Local Plan will update our planning policies and, once adopted, give us more control and influence over development at a local level.

It will indicate the broad locations for different types of development, including housing, employment, retail, and community services. It will also deal with infrastructure needs.

The policies in the Local Plan will help to ensure new development in the Borough is met sustainably.

Initial consultation on the key priorities for the Local Plan took place in early 2015, and it is scheduled to come to Cabinet on 19 July and Full Council on 26 July. The Cabinet report and draft Plan were published yesterday.

Consultation on the Local Plan will take place over the summer, subject to approval by Cabinet and Full Council.

Progress on school improvement plan

Now moving to our schools' improvement plan. The Council, schools and the Regional Schools Commissioner have agreed a school-led improvement strategy, and an independently-chaired Improvement Board has been established to oversee this. The key indicator of the success being that all schools will be judged to be good or better by Ofsted by July 2018, subject to each school's place in Ofsted's calendar of inspections.

A high-calibre external improvement lead has been commissioned to work with schools, advising on the quality of teaching, learning and assessment and promoting the effectiveness of leadership at all levels.

Further funding of £1.2m has been sought from the Department for Education Strategic School Improvement fund, and the bids have been focussed to address specific areas aligned to the strategy for improvement such as leadership, peer review, transition from primary to secondary phase and supporting 'more able' pupils along with disadvantaged groups.

We continue to monitor the performance of all schools on a regular basis. This includes forensic evaluation of progress through monthly performance review meetings in those schools identified as being under-performing, and greater use of the powers available to the authority where schools are a cause for concern.

KS2 National Curriculum Assessments 2017

Another piece of good news is that Havering schools Key Stage 2 results have gone up 10 per cent over the year and are now significantly higher than the national average.

The Department for Education (DfE) announced the interim Key Stage 2 (KS2) National Curriculum Assessments 2017 data on the 4 July 2017, and show the continuing improvement in achievement for primary schools in Havering. The average score for reading, writing and maths (combined) across the local authority has increased by 10 per cent from 62 percent in 2016 to 72 per cent. The 2017 national average is 61 per cent.

The results reinforce our commitment to improving education in the borough.

I had the pleasure last week of meeting some of our budding young mathematicians at the Havering Primary School Mathematics Competition held at Hall Mead School (itself one of our top performing secondary schools). This was the 21st year of the competition in which schools from all parts of the Borough entered. This year the winning team was from Gidea Park Primary School.

School expansion consultation

The Council continues to deliver Phase 4 of its expansion programme, investing significantly in its school estate. The programme includes expansion of a number of Early Years providers offering 2, 3 and 4-year-old early education and childcare places, whilst also ensuring we have sufficient places to meet the new requirements of an extended offer of 30 hours' free childcare for working parents.

A number of primary schools are also being expanded across the Borough to meet the continuing growing demand for school places, particularly in Harold Hill, Romford and South Hornchurch. We are currently consulting on permanently expanding a number of our secondary schools to meet the demand for extra places from 2018.

Finally, to meet the growing demand for Special Educational Needs places, we are expanding the number of Additionally Resourced Provisions across the borough, whilst also working with the Department for Education on a potential new SEN Free school in Romford as reported to last week's Cabinet meeting.

Havering Learning Partnership Teaching Awards

All secondary schools and the colleges in Havering are members of the Havering Learning Partnership and have been working together on the implementation of the secondary plan to improve outcomes for all our children and young people. There is much good practice across the schools and in recognition of this, the Partnership instigated an Awards process, which culminated in an Awards Ceremony in June. The three categories of award were:

- Progress and attainment
- Individual excellence in supporting student progress, and
- Enrichment activities.

The evening was very well attended, and Havering Council was pleased to support the event. It is hoped that this will become an annual event.

Broadford Primary School

I am also very proud to refer to Broadford Primary School in Harold Hillon receiving very well-deserved accolades at the recent Times Educational Supplement (TES) national School Awards ceremony. Broadford was named both Primary School of the Year and Overall School of the Year.

On behalf of the Council, I offer our congratulations to everyone, both adults and children, associated with the school for their continuing dedication and hard work.

Armed Forces Day

Last month, Madam Mayor, you raised the Armed Forces flag outside the Town Hall to show support of the armed forces ahead of National Armed Forces Day. The Mayor's Cadet, our Armed Forces Champion, veterans and Councillors were also in attendance.

The annual Armed Forces Day parade from South Street to Tollgate House in Market Place saw hundreds of Havering residents turn out to show their support. Everyone in attendance was able to enjoy the morning while showing their respect for our armed forces personnel.

Haverling Show

Haverling's most popular and free annual event will return in August with two music stages and one community performance stage that will showcase local acts. Time 107.5 FM has sponsored the main stage again this year and will introduce the acts and entertain the crowds.

Another long-time supporter of the show, West & Coe Funeral Directors, has sponsored the show again this year, helping us to deliver an even bigger, free event. Last year the show attracted more than 55,000 people over two days. I look forward to seeing as many of you as possible there on Sunday 27 and Monday 28 August.

Street Pastors

Last month, we celebrated our Street Pastor's 10th Year Anniversary. Street Pastors are trained volunteers from local churches who patrol the streets of Romford between 10pm and 4am, offering care and support to residents and visitors. To mark their selfless and sterling work over the years, I attended, as did you Madam Mayor, their birthday celebrations on 10 June.

I would like to offer my grateful thanks to all our Street Pastors and say that we truly appreciate all their hard work, commitment and dedication towards keeping Haverling people safe.

National clean air – Miles performances

Also last month, I marked National Clean Air Day at Mawney Primary School with Miles the Mole, our clean air champion. It was a pleasure to see Miles helping children to learn about air pollution. Last month, Miles and a theatre workshop visited 30 schools in Haverling to teach children about air quality.

The air quality film, produced in association with TfL and supported by the Mayor's Air Quality Fund, has been distributed to all primary schools in the borough along with air quality lesson plans. The campaign has been a real success and has proved a good way to get the clear air message into schools and educate our children, and has also recently been endorsed by the Mayor of London.

Cathedral Court

I'd also like to provide an update on our work to deliver high-quality housing for residents through Mercury Land Holdings, which has so far been very successful. We have 62 of the 65 properties let at Cathedral Court and have exceeded the initial rental projections. We have also rented the properties faster than initially anticipated by around three months.

Socitim score

Now moving to some further good news about our new website. Socitm – the society of IT practitioners in the public sector, have rated the website at 3 Stars – up from 2 stars last year. 4 is the highest rating, so the Customer Services team will be pushing forward with the ongoing improvements to try and achieve this next year.

Customer Services will be driving this work forward, and we hope to bring you continuing good news about progress made.

Ardleigh Green bridge

Members will be aware of TfL's recent announcement about a further two-year delay on the Ardleigh Green Bridge works. The works, which were due to be complete by the end of this year, have been put back, with all four lanes of traffic due to re-open in spring 2019.

I'm extremely disappointed with the announcement - this is unacceptable and will continue to have a detrimental effect on residents and local businesses. I am contacting the Minister for Transport and the Mayor of London to emphasise our frustration. I will continue to work on this and will keep members, residents and businesses updated.

Highways England consultation on new M25 junction

The Secretary of State for Transport announced his preferred option for a new Lower Thames crossing earlier this year which involves a new junction between junctions 29 and 30 of the M25. Highways England is now developing a detailed design and assessment of the preferred route which will include undertaking a series of surveys and further traffic modelling.

The Council is awaiting an announcement, which is expected over the summer, from the Secretary of State for Transport on his preferred option for delivering capacity improvements to junction 28 of the M25 (Brook Street roundabout).

After this announcement, there will be further public consultation on the preferred route later in the year.

Business rate retention & fair funding review update

Now turning to matters of finance. You will have noted that Her Majesty the Queen's Speech did not include a revived Local Government Finance Bill. However, it is likely that the Fair Funding review will go ahead. It does not require primary legislation – and Ministers' views are being sought on the priority and direction of travel for broader funding reforms, and on business rate retention in particular.

It remains a concern, however, that there has been no signal with regards to the broader reforms to the future funding of local government, including those paving the way to 100 per cent business rates retention. We therefore await government guidance on the intentions around the policy and introduction of these reforms.

T&Cs

I am pleased to say the Council's Terms & Conditions Review is nearing completion with the final proposals to be considered by the Governance Committee on 20 July. As you know our management team have worked closely with trade unions to achieve a fair and measured set of proposals which represent the best possible outcome that could be achieved. We understand the unions are balloting their members on whether to accept these in Collective Agreement. I would like to thank all staff for their patience during this quite lengthy process.

Children's Services awarded £835k to develop a new care model

I'd like to say well done to our Children's Services who will lead on developing a new residential care model for children aged 11-17 in North East London boroughs.

Last week the Department for Education awarded the North East London Commissioning Partnership £835k funding. The funding will allow us to work with young people and care providers to develop a high-quality service in residential settings, and help us to support young people through residential care and back into a home environment.

Olive Foxwell – foster carer

Finally, I would like to offer my heartfelt condolences to the family of Olive Foxwell.

Olive was a supportive lodgings carer for Havering from 2000 – 2015 and became a foster carer in 2015. She has supported Havering's vulnerable young people for over 17 years, and sadly, passed away last week after being diagnosed with lung cancer. She was 70 years old.

She was a wonderful and inspirational person, and will be missed dearly.

This page is intentionally left blank



Appendix 2

FULL COUNCIL, Wednesday 12 July 2017

MEMBERS' QUESTIONS

Housing Surgery Appointments

1) **To the Cabinet Member for Housing (Councillor Damian White)**
From Councillor June Alexander

Would the Cabinet Member advise why he arranges for housing surgery appointments to be made and then he fails to turn up to them?

Since my appointment as Cabinet Member for Housing I have introduced housing surgeries for tenants, those who are homeless and those in emergency housing.

This has been a new means of engagement which has helped identify areas of our housing department that require improvement. Through additional Cabinet Member scrutiny our hostels have benefited from what the Chartered Institute for Housing have described as "the most uplifting of services in their experience of 45 years of inspecting housing departments."

Unfortunately, not all of the scheduled monthly surgeries are well attended so I have introduced an all-day surgery where residents can book an appointment, with the most recent surgery being attended by 45 residents or service users.

Unfortunately, due to unexpected events, I have not been able to attend every housing surgery. Recently I was unable to attend a surgery in light of the Grenfell disaster, and spent the day inspecting high rise buildings with the Director of Neighbourhoods. However, if I am unable to attend a housing surgery, I am represented by Council Officers and another Cabinet Member or Deputy Cabinet Member.

In addition to the Housing surgeries I am always contactable by mobile phone, my number is published online and in Council publications, and I'm always happy to take calls and meet with residents.

In response to a supplementary question, the Cabinet Member stated that he found a suggestion that he did not respect tenants to be highly insulting. The Cabinet Member had worked since his appointment to turn Havering's Housing Service into one of the best in the UK.

Landlord Licensing Scheme

**2) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor David Johnson**

What is the current status regarding the introduction of a Landlord licensing scheme?

Response

The Additional Landlord Licensing scheme for Houses in Multiple Occupation (HMOs) is currently out for consultation and closes on 28 July 2017. There are two options being considered;

1. A wider scheme covering 12 Wards
2. A narrower scheme covering 4 Wards

The results of the consultation will inform the licensing option that the Council will introduce. This will be considered by Cabinet in the autumn.

In response to a supplementary question, the Cabinet Member confirmed that there would be a cost per application and would provide details of this to Councillor Johnson.

Legal Privilege

**3) To the Leader of the Council
From Councillor Jeffrey Tucker**

When the Council obtained independent legal opinion about a planning matter, Members were told the details were withheld from them due to it being “legally privileged”. But legal privilege applies to the client not the lawyer. That is, the client can make public the details but the lawyer cannot. As the Council was the client, that means all Members are the client and if we want to see the details we can. To withhold the information is very irregular. What is the Council Leader’s view?

Response

The Council obtained a legal opinion from Counsel to decide whether the Planning Inspector's decision to allow development at Wennington could be appealed. The outcome of that advice and the broad reasons for it were provided to members and to the public. The legal advice was that there were no grounds for appeal.

It is a well-established legal position that legal advice attracts confidentiality, in other words 'legal privilege'. In the council, in accordance with the law, and the constitution, that detailed advice is provided to those who have a 'need to know'

Council, 12 July 2017

that content because they are the decision maker. It is not the case that the advice belongs to or should be shared with all members in the Council. However, in this case the Council did share a summary of the advice beyond those making the decisions about the appeal in order to assist members and the public in understanding the position.

In response to a supplementary question, the Leader of the Council reiterated that as a decision maker on the issue, he had a 'need to know' and had therefore seen the full Counsel's opinion.

Fire Risk Assessments in High & Low Rise Blocks

**4) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor Keith Darvill**

Will the Lead Member make a statement about the regularity of Fire Risk Assessments at the Councils High and Low Rise Blocks of Flats?

Response

Havering has 14 high-rise blocks which are independently checked every two years as part of our usual programme of work. The latest programme of independent checks were carried out between 20 June and 6 July.

In addition, key aspects associated with communal fire protection such as fire doors, hose reels, extinguishers and other items are inspected daily by the caretakers, and every six weeks by Estate Inspectors. As a responsible landlord we also have in place regular testing and inspection regimes on items such as gas boilers, smoke detectors, fire alarms, and emergency lighting that are integral to protecting our residents.

In response to a supplementary question, the Cabinet Member confirmed that he did see action plans from fire risk assessments. High risk blocks were currently being assessed and a supplier was being procured to undertake assessments for low to medium risk blocks. More robust action would also be taken to prevent the dumping of bulk refuse in communal areas as this considered a fire risk.

Vehicles Parked over Residential Driveways

**5) To the Cabinet Member for Environment & Community Safety (Councillor Osman Dervish)
From Councillor Reg Whitney**

Members have previously been promised that a contractor will be employed to remove vehicles that are parked over residents' driveways. Would the Cabinet Member confirm what has happened to this undertaking?

Response

The Councillor will be aware that removing vehicles is not something that has generally been undertaken for parking offences in Havering in several years. There is an acknowledgement that residents park over the crossover outside their own houses, and so it is impossible for an attending officer to differentiate. It is therefore not as simple as removing or enforcing all cars that park across driveways.

The Council's already robust enforcement of illegal parking by issuing penalty charge notices is the current approach. Council officers act when a member of the public reports an offence. This has been the agreed approach for some time and although I appreciate it is reactive, it's better than enforcing against those residents who have given permission for vehicles to park across their drives.

Residents who find a car has parked in front of their driveway without their permission can report it to the Council and the appropriate action will be taken.

In response to a supplementary question, the Cabinet member accepted that people had the right to use their crossovers. If illegal parking was reported, the Council would take appropriate action.

Use of Polyethylene Cladding in Council Stock

**6) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor Ian de Wulverton**

Of the extensive program of renovation and home improvements of the Council stock has any cladding using polyethylene (PE) been installed?

Response

No Cladding with Polyethylene has been used.

(No supplementary question asked).

Installation of Mobile Furniture in Upminster Road North

**7) To the Cabinet Member for Planning (Councillor Damian White)
From Councillor David Durant**

A local resident responded to Public Notices on some Mobile furniture in Upminster Road North, opposite Lake Avenue and never got a response from the company involved despite a number of attempts. Our own planning department also contacted the company with no response. It is unacceptable that the company which has extensive Mobile furniture in Havering should treat the Council and residents in this way. In the absence of a response, will the Cabinet Member for

Council, 12 July 2017

planning seek ways of preventing any further Mobile furniture being installed by Vodafone until they provide a customer services department worthy of the name.

Response

The company's right to erect equipment in this way is given by Parliament in Part 16 of Schedule 2 of the General Permitted Development Order and the Council cannot prevent them utilising this right.

Vodafone have installed the equipment correctly in terms of the GPDO rules. We have no power to take any formal action.

However, as the Cabinet Member I will ensure that Council officers make contact with Vodafone to get a response to the residents' concerns that were raised.

In response to a supplementary question, the Cabinet Member reiterated that he could not oblige Vodafone to respond nor could the company's permitted development rights be refused. He would have ask the Chief Executive to write to Vodafone regarding this matter.

Mayoral Car

**8) To the Leader of the Council
From Councillor Ray Morgon**

Would the Leader of the Council explain how this Council was publicly embarrassed on a national TV programme, by having the mayoral car clamped in relation to a debt which should either have been paid or defended?

Response

The Council was involved in communication regarding the debt. Unfortunately due to an error, the matter was not responded to at the appropriate time and this regrettably resulted in the debt being enforced by the bailiffs.

Senior officers promptly and efficiently responded to the bailiffs; the debt was settled and the situation remedied immediately.

A full review of the internal processes and management of these matters was undertaken following the event. Detailed procedures are in place to allocate, monitor and respond to debt action and it is extremely unusual for any problems to arise. Additional internal steps have been taken to ensure that such an error does not arise in future, and indeed it had not happened previously.

In response to a supplementary question, the Leader of the Council confirmed that he had discussed this matter in detail with the Council's Deputy Director of Legal and

Council, 12 July 2017

Governance and was satisfied that this was a one-off staffing matter. Steps had now been taken to prevent such an incident recurring in the future.

Fire Safety Tests on Thermal Improvements

**9) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor Ian de Wulverton**

Can the Cabinet Member confirm Fire safety tests have been carried out on the insulation used on the thermal improvements on the houses in Harold Hill and elsewhere in the Borough?

Response

The systems that have been used on the non-traditional houses, which I believe are the properties in question, have been certified as complying with Building Regulations by an approved inspector. The components to the system carry individual certification as class O and the system combined also achieves class O rating.

All of the supporting documentation to verify this is with the Housing Services technical team.

Village Green Application, New Zealand Way, Rainham

**10) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor Keith Roberts**

Before putting another planning application before the committee to build on the “Green” off New Zealand Way, Rainham, will the Cabinet Member for Housing ensure both the “appropriation for planning purposes” process and the Village Green application are determined first?

Response

Following deferral of the planning application for New Zealand Way from the 1st June Regulatory Services Committee, legal advice has been sought.

There is no legal requirement for the application site to have been appropriated prior to the planning application having been submitted or before determination. It may well be the case that appropriation is necessary before any development takes place, but that does not affect either the validity of the planning application or its determination.

The process of consideration of the village green application is entirely separate from the planning process.

Enforcement Policy

11) To the Leader of the Council From Councillor John Wood

In relation to Environment Services, would the Leader confirm when this Council will see a clear policy and strategy (with the appropriate resources) to deal with enforcement issues?

Response

The Council's Assistant Director for Environment is currently reviewing all enforcement arrangements, both within Environment Services and across the Neighbourhoods Directorate, with the intention of establishing a visible front-line generic enforcement team for Havering.

This team will be responsible for dealing with all street scene and environmental crime impacting on the Borough, and will also address low level anti-social behaviour issues affecting residents, for example noise nuisance. The officers will be locality based and will operate within an agreed enforcement protocol.

Multi Faith School Assemblies

12) To the Cabinet Member for Children & Learning (Councillor Robert Benham) From Councillor Michael Deon Burton

Brent Council has become the first local authority in England and Wales to allow state schools to end the provision of a daily service that is "wholly or mainly of a broadly Christian character". Instead, the schools will be able to hold multi-faith assemblies. What is the Borough of Havering's unequivocal position on that which the vast majority of our residents would view as a fundamental and very important matter?

Response

The Council is not aware of any other councils following Brent's decision, or of any response from Government, DfE or Ofsted. The current statutory requirement remains unchanged. All maintained schools must provide religious education and daily collective worship for all registered pupils and promote their spiritual, moral and cultural development, along with a requirement that the majority of provision (not the majority of any individual assembly) needs to be broadly Christian.

Stroke Support Services

13) To the Cabinet Member for Adult Social Services & Health (Councillor Wendy Brice-Thompson) **From Councillor Barbara Matthews**

Given that stroke support services will be transferred to a new provider by the end of the summer, would the Cabinet Member confirm what service specifications has been agreed and confirm that the new contractor will provide at least the same level of service as those currently delivered by Tapestry.

Response

Following an extensive two year review of all adult social care funded services provided by the voluntary sector, the council has run a tender exercise inviting voluntary sector partners to bid to deliver services to vulnerable Havering residents. We invited organisations to submit bids that demonstrate how good outcomes for residents would be achieved through a proposed new menu of services, rather than asking organisations to bid for specific services, such as the stroke service currently provided by Tapestry. Our approach has been deliberate in that we want the successful organisations to have more flexibility in how they deliver their services, as long as they work with residents on support them to meet their outcomes – which could include recovery from stroke and a range of other support that helps them maintain independence and enjoy a good quality of life.

Tapestry did not submit a bid to continue their stroke service. On that basis, it will end on 30 September. Officers have met with Tapestry to minimise impact on users of the service (including sign posting to other available services). People recovering from stroke and their carers/families will be able to access the new range of services, which we anticipate going live on 1 October 2017.

It is important to note that the NHS provides targeted support for stroke survivors, including hospital based support and community services. And there are other council run services that support stroke survivors, such as the council's recently launched integrated rehabilitation and re-ablement service that offers support in the community provided by therapists to help survivors regain their skills and independence.

Bretons Business Plan

14) To the Cabinet Member for Culture & Community Engagement (Councillor Melvin Wallace) From Councillor Barry Mugglestone

Would the Cabinet Member confirm what progress has been made with the Bretons business plan and when will it be published?

Response

Officers are still completing the financial due diligence on this Business case. The Outline Business Case has a high level of complexity given the commercial, legal and financial aspects of the proposed model. The investment would be substantial and Officers need to apply appropriate diligence on all these aspects before making any recommendations to the Administration. Whilst the wider community interest in this proposal is appreciated, the financial challenges the Council faces means that all investment proposals must be soundly based and scrutinized before progressing formally for consideration. The current timeline is to be able to review the business case with Members by the end of July.

Community Safety in Harrow Lodge Park Area

15) To the Cabinet Member for Environment & Community Safety (Councillor Osman Dervish) From Councillor Jody Ganly

Would the Cabinet Member confirm what steps the council are taking to deter the worrying trend of youths on mopeds and scooters carrying out crime in Harrow Lodge Park and other parks in the Borough?

Response

Although the Council shares these concerns, this is predominantly a policing matter, which they have been tackling using Section 35, which allows the seizure and subsequent destruction of these vehicles. Havering's Parks Constabulary is also patrolling vulnerable areas accessed unlawfully by motor cycles and has arrested individuals riding stolen and unlawfully driven motor scooters. Officers also continue to remove abandoned scooters and mopeds, often stolen, as soon as they are identified. However the problem persists.

The Metropolitan Police Service is now leading a multi-agency response, known as "Operation Venice", which launched on 23 June. Partners are currently gathering intelligence such as the number of mopeds stolen, registration plates, their movements, the crimes they are involved in etc. This will inform the enforcement phase, which will include youth diversion work and identifying and targeting the top 10 offenders and any other crimes they have committed. A traffic task force will be established to support this, which can deploy different vehicles and utilise ANPR technology, and the Parks Constabulary will continue to target off-road vehicles as

Council, 12 July 2017

part of the operation. If any of the identified top 10 offenders are housing tenants, we will consider other enforcement action against them.

Three days of work are scheduled for July in hot spot areas of the borough including Harrow Lodge Park.

The operation will also include proactive work, such as advising riders about bike security for example.

<u>DIVISION NUMBER:</u>	1	2	3	4	5
The Mayor [Cllr. Linda Van den Hende]	x	x	✓	x	✓
The Deputy Mayor [Cllr. Dilip Patel]	x	x	✓	x	✓
<u>CONSERVATIVE GROUP</u>					
Cllr Roger Ramsey	x	x	✓	x	✓
Cllr Robert Benham	x	x	✓	x	✓
Cllr Ray Best	x	x	✓	x	✓
Cllr Wendy Brice-Thompson	x	x	✓	x	✓
Cllr Joshua Chapman	x	x	✓	x	✓
Cllr John Crowder	x	x	✓	x	✓
Cllr Philippa Crowder	x	x	✓	x	✓
Cllr Meg Davis	x	x	✓	x	✓
Cllr Osman Dervish	x	x	✓	x	✓
Cllr Jason Frost	x	x	✓	x	✓
Cllr Steven Kelly	x	x	✓	x	✓
Cllr Robby Misir	x	x	✓	x	✓
Cllr Garry Pain	x	x	✓	x	✓
Cllr Viddy Persaud	x	x	✓	x	✓
Cllr Carol Smith	x	x	✓	x	✓
Cllr Frederick Thompson	x	x	✓	x	✓
Cllr Linda Trew	x	x	✓	x	✓
Cllr Melvin Wallace	x	x	✓	x	✓
Cllr Roger Westwood	x	x	✓	x	✓
Cllr Damian White	x	x	✓	x	✓
Cllr Michael White	x	x	✓	x	✓
<u>RESIDENTS' GROUP</u>					
Cllr Ray Morgon	✓	O	O	✓	✓
Cllr June Alexander	✓	✓	O	x	✓
Cllr Nic Dodin	✓	O	O	✓	✓
Cllr Jody Ganly	✓	✓	O	x	✓
Cllr Barbara Matthews	✓	✓	x	x	✓
Cllr Barry Mugglestone	A	A	A	A	A
Cllr John Mylod	✓	O	x	x	✓
Cllr Stephanie Nunn	✓	O	x	x	✓
Cllr Reg Whitney	✓	x	x	x	✓
Cllr Julie Wilkes	✓	✓	O	O	O
Cllr John Wood	✓	x	x	x	✓
<u>EAST HAVERING RESIDENTS' GROUP</u>					
Cllr Clarence Barrett	x	x	✓	x	✓
Cllr Alex Donald	x	x	✓	O	✓
Cllr Brian Eagling	x	x	✓	x	✓
Cllr Gillian Ford	x	x	✓	x	✓
Cllr Linda Hawthorn	x	x	✓	x	✓
Cllr Ron Ower	x	x	✓	x	✓
Cllr Darren Wise	x	x	✓	O	✓
<u>UK INDEPENDENCE PARTY GROUP</u>					
Cllr Lawrence Webb	✓	✓	O	✓	✓
Cllr Ian De Wulverton	O	✓	O	O	✓
Cllr John Glanville	O	O	O	✓	✓
Cllr David Johnson	✓	x	✓	✓	✓
Cllr Phil Martin	A	A	A	A	A
Cllr Patricia Rumble	✓	✓	x	✓	✓
<u>INDEPENDENT LOCAL RESIDENTS' GROUP</u>					
Cllr Jeffrey Tucker	O	✓	x	x	✓
Cllr Michael Deon Burton	O	✓	x	x	✓
Cllr David Durant	O	✓	x	x	✓
Cllr Keith Roberts	O	✓	x	x	✓
Cllr Graham Williamson	✓	✓	x	x	✓
<u>LABOUR GROUP</u>					
Cllr Keith Darvill	✓	O	x	✓	✓
Cllr Denis O'Flynn	✓	O	x	✓	✓
<u>TOTALS</u>					
✓ = YES	16	12	31	8	51
x = NO	30	33	13	40	0
O = ABSTAIN/NO VOTE	6	7	8	4	1
ID = INTEREST DISCLOSED/NO VOTE	0	0	0	0	0
A = ABSENT FROM MEETING	2	2	2	2	2
	54	54	54	54	54

This page is intentionally left blank



**MINUTES OF AN EXTRAORDINARY MEETING OF THE
COUNCIL OF THE LONDON BOROUGH OF HAVERING**

Council Chamber - Town Hall

26 July 2017 (7.30 - 10.17 pm)

Present: The Mayor (Councillor Linda Van den Hende) in the Chair

Councillors Councillors June Alexander, Clarence Barrett, Robert Benham, Ray Best, Wendy Brice-Thompson, Michael Deon Burton, Joshua Chapman, John Crowder, Philippa Crowder, Keith Darvill, Meg Davis, Ian de Wulverton, Osman Dervish, Nic Dodin, Alex Donald, David Durant, Brian Eagling, Gillian Ford, Jason Frost, Jody Ganly, John Glanville, Linda Hawthorn, David Johnson, Steven Kelly, Phil Martin, Barbara Matthews, Robby Misir, Ray Morgon, Barry Mugglestone, Stephanie Nunn, Denis O'Flynn, Ron Ower, Garry Pain, Dilip Patel, Viddy Persaud, Roger Ramsey, Keith Roberts, Patricia Rumble, Carol Smith, Frederick Thompson, Jeffrey Tucker, Melvin Wallace, Lawrence Webb, Roger Westwood, Damian White, Reg Whitney, Graham Williamson and John Wood

Approximately 40 Members' guests and members of the public and a representative of the press were also present.

Apologies were received for the absence of Councillors John Mylod, Linda Trew, Michael White, Julie Wilkes and Darren Wise.

The Mayor advised Members and the public of action to be taken in the event of emergency evacuation of the Town Hall becoming necessary.

Reverend Marion Williams, Priest in Charge, All Saints Church, Cranham opened the meeting with prayers.

The meeting closed with the singing of the National Anthem.

35 DISCLOSURE OF INTERESTS (agenda item 3)

There were no disclosures of interest.

36 **ANNOUNCEMENTS BY THE MAYOR, BY THE LEADER OF THE COUNCIL OR BY THE CHIEF EXECUTIVE (agenda item 4)**

The Mayor announced that her first charity event had been successful, raising approximately £3,000 in income. The Mayor would also be participating in a charity wing walk event on 8 September.

37 **PROCEDURAL MOTION (agenda item)**

A procedural motion that agenda items 5 (Havering Local Plan) and 6 (motions) be dealt with via a single debate was **AGREED** by 38 votes to 10 and it was **RESOLVED**:

That agenda items 5 (Havering Local Plan) and 6 (motions) be dealt with via a single debate.

38 **HAVERING LOCAL PLAN (agenda item 5)**

A report of Cabinet, agreed by Cabinet at its meeting on 19 July, asked Council approve the proposed Submission Havering Local Plan and its annexes for publication and public consultation under Regulation 19 of the Regulations prior to submission to the Secretary of State. It was noted that an amendment to Policy 36 of the Local Plan had been agreed by Cabinet, as shown in the supplementary agenda for the meeting.

The Local Plan set out the long term strategic planning policies and objectives, opportunities for development and clear planning policies on what will or will not be permitted and where. The Local Plan also enabled important planning and regeneration initiatives such as the Council's two housing zones, its estates renewal programme and the opportunities arising from Crossrail to be reflected.

Deemed Motion

That the report be adopted and its recommendations carried into effect.

Amendment on behalf of the Independent Residents' Group

As the recommendations make no provision for Council to consider any amendments to the draft plans following public consultation, this Council agrees to submit the plans for consultation as outlined in recommendation (i) of the covering report to Council, but in place of (ii) and (iii) agrees to hold an Extraordinary Council meeting immediately following the consultation to consider any amendments to the draft plan, before submitting the Havering Local Plan to the Planning Inspectorate for consideration.

Following debate, the amendment by the Independent Residents' Group was **NOT CARRIED** by 29 votes to 16 (see division 2) and the deemed motion was **AGREED** as the substantive motion, without division.

RESOLVED:

- (i) That the proposed Submission Havering Local Plan (attached) and changes to the 2008 adopted Proposals Map (Annex 2 of the report to Cabinet) and procedural and evidence documents (listed below) be approved for publication and public consultation under Regulation 19 of the Regulations prior to submission to the Secretary of State;
- Consultation Statement 2017 (Annex 5);
 - Duty to Co-operate Statement 2017 (Annex 6);
 - Health Impact Assessment (Annex 7);
 - Equalities Impact Assessment 2017 (Annex 8)
 - Sustainability Appraisal 2017 (Annex 9)
 - Habitats Regulation Assessment 2017 (Annex 10);
 - Outer North East London Strategic Housing Market Assessment 2016 (Annex 11)
 - Outer North East London Strategic Housing Market Assessment: Update for Havering 2016 (Annex 12)
 - Housing Position Statement (Annex 13)
 - Retail and Commercial Leisure Needs Assessment 2015 (Annex 14)
 - Employment Land Review 2015 (Annex 15)
 - Open Space, Allotments and Sport and Recreation Needs Assessment 2016 (Annexes 16-21) comprising of:
 - Open Space Assessment Report
 - Open Space Standards Paper 2016
 - Indoor Sport and Leisure Facilities Assessment Report 2016
 - Indoor Sport and Leisure Facility Strategy 2016
 - Playing Pitch Strategy Assessment Report 2016
 - Playing Pitch Strategy and Action Plan 2016
 - Infrastructure Delivery Plan 2017 (Annex 22)
 - Gypsy and Traveller Accommodation Assessment 2017 (Annex 23)
 - Gypsy and Traveller Position Statement 2017 (Annex 24)
 - Town Centre Position Statement 2017 (Annex 25)
 - Wind Resource Evidence Base 2016 (Annex 26)
 - Green Belt Study 2016 (Annex 27)
 - Residential Car Parking Standards 2017 (Annex 28)
 - Viability Assessment 2017 (Annex 29)
 - Strategic Flood Risk Assessment 2016 (Annex 30)
 - Transport Position Statement 2016 (Annex 31)
 - Havering Strategic Modelling Technical Note 2016 (Annex 32)
 - Havering SINC Review 2017 (Annex 33)

- (ii) That the Proposed Submission Documents, be approved as set out in (i) above and relevant supporting documentation as the final documents for submission to the Secretary of State under Regulation 22 of the Regulations, subsequent to public consultation provided that only non-material and minor amendments are required.
- (iii) That authority be delegaed to the Director of Neighbourhoods, following consultation with the Cabinet Member for Housing, to finalise and approve the proposed Submission Documents, as set out in (i) above for submission to the Secretary of State, including to:
 - make non material/minor amendments to the proposed submission documents;
 - undertake any further consultation required arising as a result of the Regulation 19 consultation;
 - make modifications to the Submission Documentation during and as a result of the Examination process; and
 - make submissions to the Planning Inspectorate in support of the Submission Local Plan during the Examination process.

39 HOUSING (agenda item 6A)

Motion on behalf of the Independent Residents' Group

The Coalition Administration's promotion of the council booklet "Havering – Making a Greater London" that includes a "Visionary" commitment to support the building of 30,000 properties in Havering is premature and a mistake. Premature, because this "Vision" has not been explicitly endorsed by Council and a mistake, because to build that many properties would require the construction of nearly 1,700 per year, 530 more than Mayoral target of 1,170 per year.

Presently, we have introduced two large GLA housing zones plus various sites under an ambitious Council "re-build our council estates" programme that will total around 11,000 properties, even without the provision of the necessary infrastructure and services being guaranteed. The idea that up to 20,000 more properties could be built without adversely impacting upon the environment and residents' quality of life is risible and dishonest.

At the last Council meeting the Cabinet Member for Housing said the 30,000 figure derives as our apportionment as a member of a London sub-region rather than to meet Havering's specific housing needs. This figure must be resolutely resisted should the Mayor demand in the pending London Plan an adherence to the Strategic Housing Market Assessment.

Council therefore agrees it will not commit itself to any housing numbers above our present already excessive Mayoral target.

Amendment by the Conservative Group

This Council, having received expert advice from Queen's Counsel as explained in detail in a recent briefing open to all councillors, accepts that it must follow the required procedure if it is to obtain approval of its draft Local Plan and protect the Borough from indiscriminate developments across the area lacking proper infrastructure.

It further notes that this is laid down by National Planning Policy, that one of the requirements is to meet objectively assessed housing need and that this is done both in London and elsewhere through the Strategic Housing Market Assessment (SMAH). The most recent updated SHMA indicates a provisional need for 30,000 homes over 22 years up to 2033.

It further notes that the London Plan currently shows a minimum target for Havering of 11,701 new homes from 2015 to 2025. On this basis the emerging draft Local Plan would show a continuing target of 1,170 over the period of the plan which could be reviewed every 5 years in the light of any evidence of changes in need.

It further notes that the proposed Havering Local Plan will be open to extensive public consultation and any submission to the Secretary of State for public examination will be subject to the responses received through the consultation process.

Following debate, the amendment by the Conservative Group was **CARRIED** by 29 votes to 9 (see division 3) and **AGREED** as the substantive motion without division.

RESOLVED:

This Council, having received expert advice from Queen's Counsel as explained in detail in a recent briefing open to all councillors, accepts

that it must follow the required procedure if it is to obtain approval of its draft Local Plan and protect the Borough from indiscriminate developments across the area lacking proper infrastructure.

It further notes that this is laid down by National Planning Policy, that one of the requirements is to meet objectively assessed housing need and that this is done both in London and elsewhere through the Strategic Housing Market Assessment (SMAH). The most recent updated SHMA indicates a provisional need for 30,000 homes over 22 years up to 2033.

It further notes that the London Plan currently shows a minimum target for Havering of 11,701 new homes from 2015 to 2025. On this basis the emerging draft Local Plan would show a continuing target of 1,170 over the period of the plan which could be reviewed every 5 years in the light of any evidence of changes in need.

It further notes that the proposed Havering Local Plan will be open to extensive public consultation and any submission to the Secretary of State for public examination will be subject to the responses received through the consultation process.

40 GREATER LONDON AUTHORITY (agenda item 6B)

Motion on behalf of the United Kingdom Independence Party Group

Over many months members have had concerns about the LIP funding and how it is our money being returned but with strings attached. TFL state 'We allocate money to the London boroughs to spend on projects that support the Mayor's Transport Strategy through a Local Implementation Plan' This money is raised through the GLA precept, only part of which do we see returned and only then to be spent on things that The London Mayor wants and not what is necessarily of any benefit to the people of Havering; rarely used cycle lanes being a case in point.

Most recently the unveiling of plans to build 30,000 homes in the borough over the next 10 years to meet the London Mayors housing target, coupled with the assault on our greenbelt to bury the dead from other London boroughs highlight just how little control we currently have to set our own destiny when it comes to planning.

This has been the case since the creation of the GLA in by the Greater London Authority Act 1999 which passed through Parliament, receiving the Royal Assent in October 1999.

From that day to this Havering has had increasingly less control over its planning decisions. Which with the ever increasing demand for housing largely fuelled by continued uncontrolled mass immigration this situation is not going to get better any time soon.

This council agrees that it would be better off renegotiating our current relationship with the GLA and rather than remain under the Mayors planning authority we should become a Unitary Authority so that we can bring back control of planning and create a local plan that better fits the needs of Havering residents.

Amendment by the Conservative Group

This Council notes that, although it has repeatedly argued for greater control over how LIP funding is spent in the Borough and is concerned about London-wide or other outside control over planning policies and decisions, an Act of Parliament would be needed for the Borough to cease to be a London Borough and to become a Unitary Authority and that this would still be unlikely to give the Council ultimate control over such matters. Planning procedure in particular is governed by statute and national and regional policies. Any planning decision is subject to appeal, and if a council departs from such policies the outcomes are taken out of its hands.

The Council notes further that, even if Parliament could be persuaded to pass such an Act, there would be considerable implications including the loss of London-wide Freedom Passes and other subsidised transport schemes for our residents, the apportionment and burden of future funding of liabilities such as GLA pensions, the future of local policing and fire services and involvement in their governance and the future of the local transport and highway infrastructure which are controlled by TFL and its governance.

The Council notes further that the Council has not unveiled plans to build 30,000 homes over the next ten years and that matters such as annual housing targets and the preservation of the Green Belt will be will be part of the draft Local Plan to be considered shortly by the Council after the extensive consultation and evidence gathering which has already taken place.

Amendment by the Independent Residents' Group

Growing demands to leave an institution is also growing evidence of a need to reform an institution and this applies to the Greater London Authority (GLA), which is presided over by an EU inspired Elected Mayor. Havering sits between London and Essex and enjoys the costs and benefits of both, but the Mayor of London's plans to make Havering part of a Greater London to meet ambitious housing targets has incited a renewed debate about the future governance of Havering within the GLA.

This "Essex NOT London" debate involves a wide range of issues beyond planning matters and the Council's official position on whether to remain should be guided by popular support. For this reason Council calls on the Executive to seek a democratic reform of the GLA and consider holding a borough wide constitutional In or Out referendum on our future relationship with the GLA.

Following debate, the amendment by the Conservative Group was **CARRIED** by 29 votes to 10 (see division 4); the amendment by the Independent Residents' Group was **NOT CARRIED** by 27 votes to 8 (see division 5) and the amendment by the Conservative Group was **AGREED** as the substantive motion, without division.

41 **VOTING RECORD**

The record of voting decisions is attached as Appendix 2 to these minutes.

Mayor



Havering

L O N D O N B O R O U G H

CABINET MEETING
19th JULY 2017

PROPOSED SUBMISSION HAVERING
LOCAL PLAN



Havering
LONDON BOROUGH



Havering Local Plan

2016 – 2031

Proposed Submission Version



Foreword

This page has been left intentionally blank





1. Overview	4
1.1 What is the Local Plan?	4
1.2 Commenting on the Local Plan	4
2. Vision for Havering	6
2.1 Achieving Havering's corporate Vision	6
2.2 Havering in 15 years from now	7
3. Strategic Objectives	10
3.1 Overarching aims	10
3.2 Objectives	10
4. Havering in the wider sub-region	11
5. Boroughwide Strategy for Growth	12
5.1 Spatial strategy	12
5.2 Key Diagram	15
6. Strategic Development Areas	16
6.1 Romford Strategic Development Area	16
6.2 Rainham and Beam Park Strategic Development Area	22
7. Successful Places to Live	27
7.1 Housing supply	27
7.2 Affordable Housing	29
7.3 Housing mix	31
7.4 Specialist accommodation	32
7.5 Residential design and amenity	34
7.6 Houses in multiple occupation	36
7.7 Conversions and subdivisions	37
7.8 Garden and backland development	38
7.9 Gypsy and Traveller accommodation	39
8. Thriving Communities	41
8.1 Healthy communities	41
8.2 Town centre development	42
8.3 Eating and drinking	45
8.4 Culture and creativity	46
8.5 Social infrastructure	47
8.6 Education	49
8.7 Open space, sports and recreation	51



9. Opportunities to Prosper	53
9.1 Business growth	53
9.2 Loss of industrial land	55
9.3 Affordable workspace	56
9.4 Skills and training	57
10. Connections	59
10.1 Transport connections	59
10.2 Parking provision and design	64
10.3 Digital connections	66
11. High Quality Places	68
11.1 Urban design	68
11.2 Landscaping	70
11.3 Heritage assets	71
12. Green Places	74
12.1 Green infrastructure	74
12.2 Nature conservation	75
12.3 Rivers and river corridors	78
12.4 Flood management	79
12.5 Air quality	83
12.6 Managing pollution	83
12.7 On-site waste management	84
12.8 Low carbon design, decentralised energy and renewable energy	85
13. Minerals	87
13.1 Mineral reserves	87
13.2 Mineral extraction	87
13.3 Secondary aggregates	89
14. Delivery and implementation	90
A. Annexes	93
A.1 Related planning policy documents	93
A.2 Policy Context	93
A.3 Spatial Portrait and Key Issues	94
A.4 Previous Consultation	99
A.5 Supporting Documents	99
A.6 Town Centres	100
A.7 Biodiversity and geodiversity sites	104
A.8 Monitoring	107
A.9 Glossary	111



1 Overview

1.1 What is the Local Plan?

- 1.1.1** This is the Local Plan for the London Borough of Havering which sets out the Council's ambitious vision and strategy for future growth and sustainable development over the next 15 years up to 2031. There is a need for new infrastructure, homes and jobs and Havering needs a spatial plan that will enable the borough to rise to these challenges and address each of these needs.
- 1.1.2** The Local Plan indicates the broad locations in Havering for future housing, employment, retail, leisure, transport, community services and other types of development. The policies in this Local Plan will help ensure that the needs of the borough over the next 15 years are sustainably met.
- 1.1.3** The Local Plan and Proposals Map together with the London Plan, the Joint Waste Development Plan Document (DPD) for the East London Waste Authority Boroughs and Havering's forthcoming Site Specific Allocations Local Plan will comprise the Development Plan for the borough and will be the primary basis against which planning applications are assessed.
- 1.1.4** In due course the Site Specific Allocations Local Plan will identify individual sites for specific uses that are intended to assist in delivering the priorities, objectives and strategy set out in this Local Plan.
- 1.1.5** The Local Plan has been prepared to be purposely focused and concise and to have a user friendly, accessible format. It is essential that the Plan is considered alongside the National Planning Policy Framework and the London Plan as it does not repeat policies that are already set out within these documents.
- 1.1.6** The policies within this Local Plan should be considered as a whole. Developments will be assessed against all applicable policies. Some policies apply only to specific geographical areas or particular types of development and this is set out clearly in the relevant policy and supporting text.
- 1.1.7** Further information on the context in which this Local Plan has been prepared and related policy documents are set out in Annexes 1 and 2.

1.2 Commenting on the Local Plan

How to make comments on the Local Plan

The Local Plan, all supporting documents and details of how to submit comments can be found at www.havering.gov.uk

Hard copies are also available for inspection at all public libraries in Havering.

At this stage in the plan-making process, comments should be made in a prescribed format and need to address whether the Local Plan has been made in accordance with legislative requirements and if the Local Plan is sound – that is:

- Is the Local Plan **positively prepared**? Is it based on a strategy that meets the borough's housing, employment and infrastructure requirements?
- Is the Local Plan **justified**? Are the proposed policies founded on a robust and credible evidence base? Do they represent the most appropriate strategy when considered against reasonable alternatives?
- Is the Local Plan **effective**? Are the proposed policies deliverable and flexible? Can the Council demonstrate how they will be monitored?
- Is the Local Plan **consistent with national policy**?

You can submit your comments:

- By email to developmentplanning@havering.gov.uk
- In writing to Development Planning, London Borough of Havering, Town Hall, Main Road, Romford, RM1 3BD

All comments should be submitted by **xx**.

Next steps

The representations received in response to the consultation will be submitted with the final submission version of the Local Plan, along with supporting documents, to the Secretary of State for Communities and Local Government. The Secretary of State will appoint a Planning Inspector to carry out an independent Examination in Public

Following the Examination, the Inspector will publish a report. If the report finds the Havering Local Plan to be “sound” the Council may formally adopt the Local Plan. Once adopted, it will supersede the policies currently contained in the Core Strategy and Development Control Policies Development Plan Document 2008 and the Romford Area Action Plan 2008.



2 Vision for Havering

2.1 Achieving Havering's corporate Vision

- 2.1.1** The Local Plan has an important role in contributing to the delivery of the Council's new dynamic vision which recognises that Havering is London's next big opportunity. Since February 2015, our vision has been to create a clean, safe and proud borough. Whilst these are key values to the people of Havering, our borough has so much more to offer, not just to our own residents but to the whole of London.

Havering Making a Greater London



Communities

making Havering

Places

making Havering

Opportunities

making Havering

Connections

making Havering

- 2.1.2** The Council's new vision '**Havering - Making a Greater London**' is about embracing the best of what Havering has to offer and how the borough can play an active role in the success of the whole of London. The new vision is focused around four cross-cutting priorities: **Communities, Places, Opportunities** and **Connections**:

- **Communities** - We want to help our residents to make positive lifestyle choices and ensure a good start for every child to reach their full potential. We will support families and communities to look after themselves and each other, with a particular emphasis on our most vulnerable residents.
- **Places** - We will work to achieve a clean, safe environment for all. This will be secured through working with residents to improve our award-winning parks and continuing to invest in our housing stock, ensuring decent, safe and high standard properties. Our residents will have access to vibrant culture and leisure facilities, as well as thriving town centres.
- **Opportunities** - We will provide first-class business opportunities by supporting the commercial development of companies within the borough, as well as being a hub for start-ups and expanding businesses. We will ensure sustainable economic growth that generates local wealth and opportunities, as well as securing investment in high-quality skills and careers.
- **Connections** - We want to capitalise on our location with fast and accessible transport links both within the borough and to central London, as well as making the most of national and international connections. Likewise, we will continue to make Havering a digitally-enabled borough that is connected to residents and businesses. Enhancing our connections will strengthen the borough's offer as a Greater London hub for business.



2.2 Havering in 15 years from now

- 2.2.1** It is an exciting time for Havering; the population is growing and becoming more diverse and the borough is an increasingly attractive part of London in which to live, develop and invest. We want to position Havering as one of London's most successful and attractive outer London boroughs. The vision for the Local Plan builds on the Council's overarching vision of **'Havering: Making a Greater London'** and provides a snapshot of what Havering will aspire to be like in 15 years from now.
- 2.2.2** By 2031, Havering will have seen significant levels of growth in the form of new infrastructure and high quality, well managed development. These developments will have further enhanced the borough as a highly desirable, attractive, safe and clean place to live and work, offering residents an excellent quality of life. Havering will be a place with integrated, sustainable communities in which residents are proud to live and where they have access to a range of high quality housing options, high standards of education, local and regional employment opportunities, community, leisure and cultural facilities, open space and a modern, reliable and effective transport system.
- 2.2.3** By 2031, significant progress will have been made, by working collaboratively with other stakeholders, towards the delivery of essential large scale infrastructure interventions. Gallows Corner roundabout will have been successfully remodelled providing further development opportunities, improved air quality, smoother traffic flows and enhanced road and pedestrian safety. Romford will have seen transformational changes to the road network, the western part of the ring road will have been tunnelled which will have enhanced the integration of surrounding residential communities with the town centre as well as improving traffic flow. A new, modern and efficient public transport connection between the North and South of the borough will be underway and will provide much needed connectivity.
- 2.2.4** Romford will have benefited from Crossrail and improved accessibility into Central London and beyond. The town's extensive residential and commercial development opportunities will have been realised and it will be thriving as the largest and most successful town centre within the borough and wider sub-region competing successfully with Stratford to the west and Lakeside and Bluewater to the east. As a key residential growth area Romford will offer high quality integrated town centre living and will be viewed as a place with a mixed and balanced community in which residents will wish to live and stay. There will be additional school places and a new health hub to serve both existing and new residents. The residential population will be supporting exciting new businesses and employment and entrepreneurial opportunities and Romford will be seen as an excellent place in which to do business. It will have built upon its historic character as a market town, with a successfully remodelled Market Place and a wide range of contemporary retail, service and leisure opportunities including an enhanced, and higher quality, restaurant and cultural offer.
- 
- 2.2.5** Rainham Employment Area in the south of the borough will have been successfully transformed and a new high quality and healthy residential neighbourhood will have been delivered. The new development will have its own identity and sense of place and be structured around a new railway station and vibrant local centre at Beam Park. Contemporary new development will have been integrated effectively with the historic Rainham village and surrounding residential neighbourhoods. The character of New Road will have been transformed from a traffic dominated corridor into an attractive urban street with enhanced public realm and a linear parkway with safe and convenient cycle and pedestrian routes. New and existing residents will be making full use of essential community infrastructure including a new primary school at Beam Park and new health and community facilities.
- 2.2.6** By 2031, the Council will have successfully progressed its ambitious house building and estate regeneration programme, providing new, high quality, contemporary homes on existing council owned housing estates. Havering residents will be benefiting from a greatly improved housing stock and wider range of housing options in well managed, attractive and safe developments that are integrated with the surrounding area.

2 Vision for Havering



- 2.2.7** The employment area to the south of Rainham and Beam Park will have retained its role as a strategically important industrial area and will have benefited from transformational new developments and an intensification of employment uses. The area will have an enhanced reputation as a destination for international and local businesses and for skills and employment opportunities. Businesses will have been attracted to locate their head office within the area. Poor quality buildings will have been replaced with modern premises of different sizes providing exciting opportunities for a range of businesses including small companies wishing to expand.
- 2.2.8** The borough's district centres at Hornchurch, Upminster, Rainham, Collier Row, Elm Park and Harold Hill will be thriving as the heart of their communities and will provide an enhanced mix of uses, a successful retail and leisure offer and convenient local services. Opportunities that arise for new high quality residential development within, and in close proximity, to the centres will have provided much needed new homes and the increased residential populations will have enhanced the vitality and economic viability of the centres.
- 2.2.9** By 2031, the cultural and creative industries will have a more prominent role in the borough's town centres, contributing to their diversity and appeal. Hornchurch will continue to be a sub-regionally important cultural centre anchored by the Queen's Theatre and Fairkytes Arts Centre. Romford will have a significantly enhanced and high quality cultural offer to meet the needs of the growing residential population.
- 2.2.10** Smaller local centres throughout the borough will have been enhanced through improvements to the street scene and quality of the environment. They will continue to be of importance to local communities, providing essential services in convenient locations.
- 2.2.11** Havering will enjoy a modern, first class, integrated system for getting people and goods around the borough. The transport system will provide choice and options to reduce the need to travel, offer opportunities for healthier lifestyles and improve the quality of life for all sections of the community, including those who are less mobile. This will provide a competitive advantage for local businesses and will be a major attraction for people moving into the borough. New development will be focused on those parts of the borough most accessible to public transport.
- 2.2.12** By 2019, Havering will be benefiting from the completion of Crossrail and the enhanced connections and increased capacity that this will provide. A new rail station at Beam Park will serve new residents and businesses in London Riverside by 2020. The borough will also see improved bus services and more routes and services into areas which are currently poorly provided for.
- 2.2.13** The borough's road network will continue to be maintained and enhanced, reflecting Havering's location as an outer London borough and the recognition that some residents will continue to use the private car for travel. Provision will also be made for walking and cycling, offering a choice of transport modes for residents and visitors.
- 2.2.14** Havering's residents and businesses will benefit from modern, high quality digital infrastructure enabling both economic and social connections to be made.





- 2.2.15** Havering schools and colleges will maintain and build upon their reputation for excellence. More Havering residents will have the opportunity to participate in further and higher education and lifelong learning, enabling them to improve their skills and qualifications, as well as extending their personal development at all stages of life. Additional early learning and school places on existing and new school sites will be available to meet the needs of the current and future population in Havering.
- 2.2.16** Health will continue be a key focus for the borough building on the strengthened role and responsibility that the Council has for public health. The overall health of residents will have improved and new developments will have increased opportunities for people to pursue healthier and more active lifestyles. There will be an enhanced range of appropriate care provision for the borough's growing elderly population including support for people to live healthily and safely at home whenever possible.
- 2.2.17** Havering's Green Belt, green and open spaces will continue to be valued and enhanced, recognising their contribution to Havering's character, the appeal of the borough as a place to live, work and visit and the health and well-being and overall quality of life for residents. Havering's existing green spaces will continue to offer an array of recreation and leisure opportunities and, by 2031, will be more attractive and usable, as well as more accessible to residents.
- 2.2.18** Development in Havering will use water and energy more efficiently and there will be less demand for natural resources. Opportunities for renewable energy will have been explored. Development will also be capable of dealing with the effects of climate change including heatwaves and flooding. Waste will be managed in the most sustainable way and utilised as a valuable resource.
- 2.2.19** Over the lifetime of the Plan the Council will seek to maintain an appropriate aggregate landbank needed to support construction whilst ensuring that the individual and cumulative impacts of extraction are minimised and that sites are restored at the earliest opportunity to a high standard.





3 Strategic Objectives

3.1 Overarching aims

3.1.1 Linked to the Council's emerging new dynamic vision, the Local Plan has four overarching aims:

1. To enable vibrant, inclusive, healthy and happy communities
2. To provide opportunities for businesses and local people to thrive
3. To create successful, high quality places where people choose to live, work and spend time
4. To enhance physical and digital connections between places, communities and opportunities

3.2 Objectives

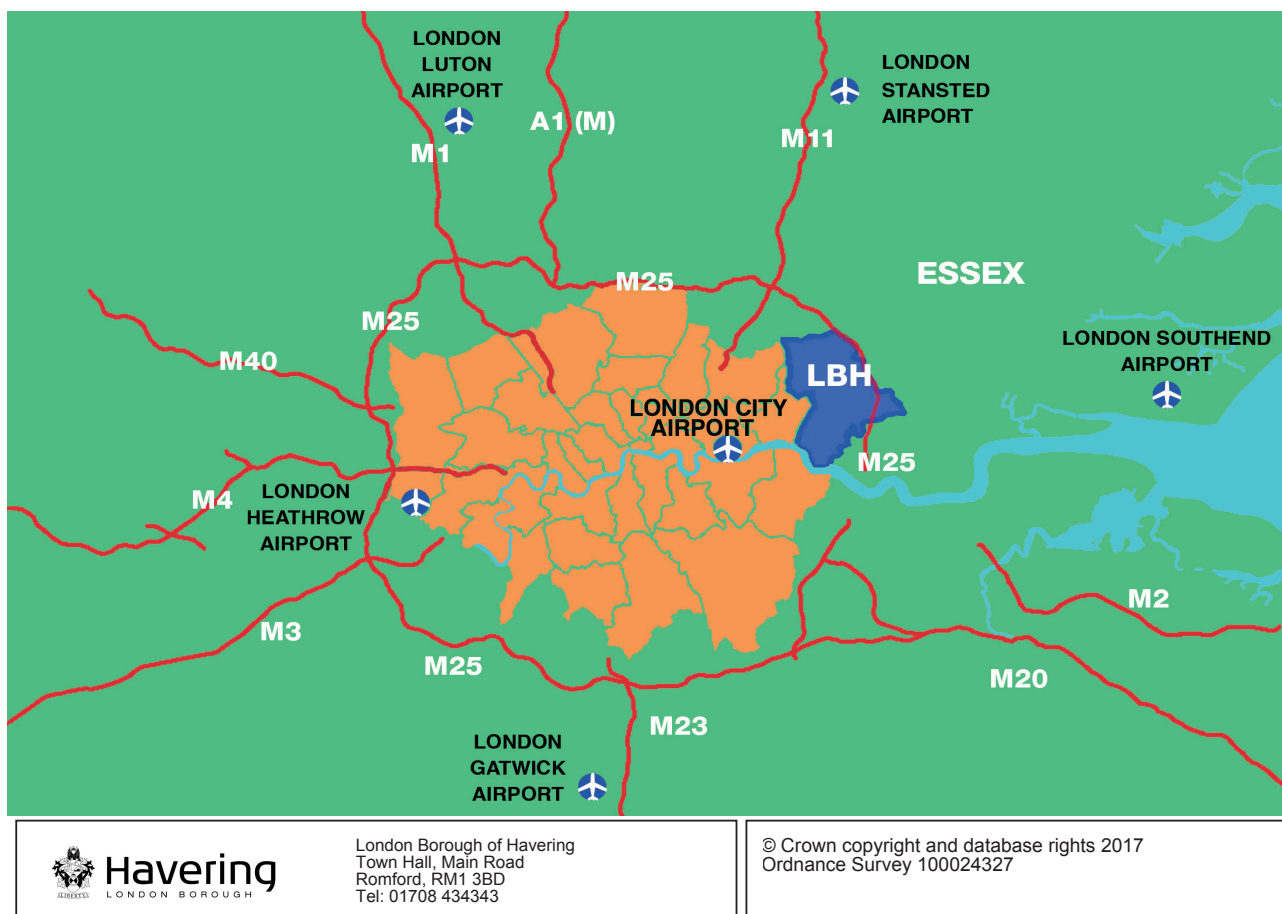
3.2.1 To achieve these overarching aims and to tackle Havering's key issues (identified in Annex 3), the following strategic objectives have been identified for the Local Plan:

- i. Create high quality, safe neighbourhoods with cohesive and inclusive communities, where Havering residents want to live and settle;
- ii. Increase the supply of high quality housing in Havering by a minimum of 17,550 dwellings over the Plan period;
- iii. Ensure an appropriate mix of dwelling sizes and tenures to meet the needs of Havering's increasingly diverse population;
- iv. Deliver sustainable new communities in Rainham and Beam Park and Romford;
- v. Enable healthier lifestyles to improve the health and well-being of Havering's population and reduce health inequalities;
- vi. Enhance the vitality and viability of Havering's town centres and the diversity and quality of uses within them, enabling them to meet the needs of local communities;
- vii. Improve the cultural provision in Havering and protect and enhance existing cultural assets;
- viii. Ensure that the essential physical and social infrastructure is provided and existing infrastructure is enhanced to support the planned growth in Havering;
- ix. Support Havering's economic growth and the supply of high quality, modern and flexible business premises within the borough's town centres and designated industrial areas;
- x. Increase the quantity and variety of employment, training and learning opportunities for Havering residents;
- xi. Improve accessibility, connectivity and ease of movement to, from and within Havering;
- xii. Support sustainable transport options and make Havering a better place to cycle and walk around;
- xiii. Create, protect and enhance distinctive places, spaces and buildings in Havering that are of high architectural quality, are safe, well designed and respect the character of the local area;
- xiv. Proactively conserve, enhance, and ensure greater understanding of Havering's heritage assets, their settings and wider historic environment;
- xv. Increase the quality and accessibility of Havering's public open spaces and maintain and enhance biodiversity and geodiversity;
- xvi. Protect and enhance Havering's Green Belt;
- xvii. Facilitate the reuse, recycling and landfill diversion of waste in Havering;
- xviii. Improve and manage air quality, noise, land and light pollution throughout the borough, protecting and enhancing the levels of amenity that Havering residents currently experience;
- xix. Ensure that development in Havering minimises its energy use and is designed to adapt to, and reduce the effects of, climate change;
- xx. Improve water quality and protect water resources in Havering;
- xxi. Avoid, reduce and manage all forms of flood risk in Havering, and support the use of Sustainable Drainage Systems (SuDS);
- xxii. Promote the re-use of minerals and minimise adverse environmental impacts from extraction in Havering.

The strategic objectives set out above are not listed in order of priority. The links between the policies in this Plan and the objectives above are clearly shown in Annex 8.

4 Havering in the wider sub-region

Figure 1 Havering in the wider sub-region



- 4.0.1** Havering's Local Plan has been prepared in the context of growth and development within London and the wider south east region. The entire sub region is experiencing significant development pressure to meet the needs of the growing population.
- 4.0.2** In London, the Mayor is responsible for setting out the over arching development plan including the levels of growth for all of the London Boroughs through the London Plan. The Havering Local Plan is required to be in general conformity with this.
- 4.0.3** In preparing the Local Plan, the Council has worked with neighbouring authorities both in Essex and London to understand and address the cross boundary issues linked to the level of growth being planned for individually and as a wider sub-region.
- 4.0.4** The Council is committed to working with the Mayor of London, neighbouring London boroughs and authorities, Essex County Council and other partners on an ongoing basis to address development issues affecting London and the wider sub-region.
- 4.0.5** Further details on the context provided by the London Plan and the Duty to Co-operate are set out in Annexes 2 and 5.



5 Boroughwide Strategy for Growth

5.1 Spatial strategy

- 5.1.1** Havering's population is expected to grow to over 293,000 ⁽¹⁾ over the next 15 years. The Strategy underpinning the Local Plan seeks to ensure that there is the necessary growth in homes, jobs and critical infrastructure to support and sustain new and existing communities whilst also preserving and enhancing the borough's most valuable assets and maintaining its long established and strongly supported character and appearance as an outer London sub-urban borough.
- 5.1.2** The spatial strategy has been carefully prepared to reflect several important topics. Firstly, it takes account of the strategic context provided by the National Planning Policy Framework and the London Plan. It aims to translate the policy approaches applicable to Havering into planning policies that are both relevant and necessary. Secondly, it is the land-use planning tool whereby the Council will seek to translate the ambition of its overarching vision - 'Havering - Making a Greater London' into the places and communities that will endure well into the remainder of this century. Thirdly, at a time when the delivery of new homes is seen as critical to London's well being, it acknowledges the opportunity resulting from Havering having two key growth areas with Housing Zone status. The strategy is informed by the spatial portrait and key issues as set out in Annex 4 and is intended to deliver the vision and objectives as set out in Chapters 2 and 3. The strategy also takes account of environmental constraints, the finite availability of land for development and the need for the Council to balance different competing land uses and priorities in determining the most appropriate uses of land and forms of development.
- 5.1.3** The Council has developed its strategy to deliver 'good growth' in the right locations across Havering having regard to the potential of the individual areas identified for that growth and the importance of making sure it has a good fit with and integrates well with its surroundings. This growth will be dependent upon and facilitated by significant public transport investment and improvements. In line with national and Mayoral planning policy, development is to be directed to the most accessible and well connected areas in the borough where there are existing concentrations of supporting social and community infrastructure or where this can be delivered alongside, and supported by, new developments.
- 5.1.4** It follows from this that the Local Plan identifies two parts of Havering as the main areas for accommodating Havering's growth over the plan period. Consistent with national and Mayoral planning policy, these are focused in the borough's main town centre at Romford and the Rainham and Beam Park area which has been identified for several years as one of London's main brownfield development opportunities.
- 5.1.5** Romford is identified as a metropolitan centre in the London Plan and is the largest town centre in the borough. Romford has scope for development across a number of well located and well connected sites. The Local Plan recognises its potential for significant regeneration and intensification. Romford is already a key transport hub in Havering with more than 25 bus routes using the town centre. From 2019, it will benefit from improved rail services as a result of the arrival of Elizabeth line services through Crossrail. Its potential has been recognised by its designation as a Mayoral Housing Zone and the Local Plan will provide the means to assist in accelerating the delivery of new homes on a number of sites in and around the town centre. This plan also envisages business growth and an expanded leisure and cultural role for Romford. The next London Plan will re-affirm the role of Romford by designating it as an Opportunity Area in recognition of its potential to address an important part of Havering's growth potential.
- 5.1.6** Rainham and Beam Park is already identified within the London Riverside Opportunity Area which includes extensive land in both Havering and adjoining Barking and Dagenham. The London Riverside Opportunity Area Planning Framework (2015) identifies that the wider area has the capacity to provide 26,500 new homes and 16,000 new jobs across the two boroughs. In Havering, the focus will be on the intensification of industrial land in the Rainham Employment Area and the creation of new residential communities at Rainham and Beam Park. The scope for this is as a result of the provision of a new station at Beam Park and the opportunity to provide space for essential local services. Rainham and Beam Park was granted Housing Zone status by the Mayor of London in 2015 which will help accelerate residential development in the area.

1 GLA 2015 Round Population Projections - Long term trend



- 5.1.7** The strategy has taken account of the pressing need for new homes across London and in Havering. It aims to make a significant contribution towards this whilst reflecting the importance that the community in the borough places on Havering keeping and enhancing its well established character and supporting forms of development that are well suited to suburban outer London.
- 5.1.8** The strategy recognises that significant numbers of Havering residents travel out of the borough to work. Nevertheless, the Council places a very high priority on ensuring that Havering has a prosperous economy and the strategy is directed at protecting and enhancing employment across the borough. The scope for new jobs in the main growth areas is recognised and these will complement the new homes in these locations. At the same time, the strategy looks to protect existing industrial and employment land and to make sure that Havering provides a wide range of jobs in well connected locations.
- 5.1.9** Further growth will be accommodated from major regeneration of the Council's own housing estates. The Council is planning to build a significant number of new homes in one of the most ambitious local authority home building programmes in the country. The initial programme focuses on 12 sites across the borough delivering over 2,000 additional homes.
- 5.1.10** The borough's district centres are important providers of retail, leisure and essential services which meet the needs of local residents. The strategy is to maintain and enhance these centres and support the intensification of uses including residential development and business growth.
- 5.1.11** Havering is one of London's greenest boroughs with extensive open spaces and more than half of the borough designated as Metropolitan Green Belt as identified on the Proposals Map. The spatial strategy of the Local Plan is to optimise the use of brownfield land for meeting the demand for new homes and business growth and to provide continued protection for Havering's Green Belt and its most valuable open spaces.
- 5.1.12** Havering has a wealth of heritage assets that make a significant and important contribution to the quality and character of the borough, the spatial strategy seeks to preserve and enhance these assets whilst also enabling new development and growth to take place.
- 5.1.13** The spatial strategy of this Local Plan is based very clearly on improved transport infrastructure being secured to support the growth that is expected in Havering. Havering's transport infrastructure has remained largely unchanged for many years. It provides strong cross-borough connections (both road and rail) but journeys between the north and south of Havering are much less convenient because the transport infrastructure does not facilitate them. This adversely affects residents and businesses and must be addressed to support the growth envisaged in the Local Plan.
- 5.1.14** Successful delivery of the growth envisaged in the Local Plan will be dependent upon / facilitated by key strategic transport interventions including north-south linkages between Romford and Harold Hill and Rainham and Beam Park to improve connectivity between the main areas identified for new homes, jobs and business.
- 5.1.15** The Local Plan recognises that improvements to strategic transport linkages beyond Havering such as new river crossings across the Thames have the potential to impact on the borough. Havering will engage fully in discussions on these to ensure that opportunities are optimised and any adverse impacts mitigated.

Key features of the spatial strategy

Housing Growth

- Delivery of at least 17,550 high quality homes over the 15 year Plan period;
- Delivery of over 5,300 new homes in the Romford Strategic Development Area;
- Transformation of Rainham and Beam Park Strategic Development Area providing a new, well connected residential community of at least 3,000 homes served by Beam Park Station;
- Residential intensification of the borough's district centres, with proposed development compatible with their character, function and scale;
- Intensification and renewal of existing Council housing estates providing an improved housing stock and at least 700 additional homes across the borough, outside of the Strategic Development Areas.



Economic Growth

- Regeneration of Romford Town Centre, providing a more diverse and higher quality retail, leisure, cultural and employment offer;
- Directing an appropriate scale of retail, culture, service industries and office development to the boroughs network of town centres comprising of: Romford Metropolitan Centre, district centres at Collier Row, Elm Park, Harold Hill, Hornchurch, Rainham and Upminster and 75 local centres including a new local centre at Beam Park.
- Protection of the borough's Strategic Industrial Locations (SIL) (Rainham Employment Area, Harold Hill Industrial Area, King George Close Estate and Freightmaster Estate) for continued industrial use;
- Protection of the borough's Locally Significant Industrial Sites (LSIS) (Harold Wood, Hillman Close, the Seedbed Centre, Lyon Road and Crow Lane) for continued industrial and employment use;
- Intensification of the borough's designated industrial areas to optimise the use of the land and support transformational new developments which will and maximise the economic benefits for the borough.

Transport Infrastructure

- Improved public transport access to central London via Crossrail services at Romford, Gidea Park and Harold Wood and a new railway station at Beam Park on the Essex Thameside Line;
- Remodelling of Gallows Corner roundabout to increase safety, improve air quality and smooth motor vehicle traffic flows;
- Improved north-south links within the borough, connecting Rainham and Beam Park, Romford and Harold Hill;
- Remodelling of sections of the Romford Ring Road;
- Increased capacity at Junction 28 of the M25;
- Improvements to the A127 through the A127 Growth Corridor project;
- Working with Highways England to minimise the adverse impact on Havering and its residents of the Government's preferred option for a Lower Thames Crossing.

Social Infrastructure

- Delivery of an early years and schools expansion programme, which may include new provision, to increase the number of early years and school places for new and existing residents;
- New early years and school provision in the growth areas of Romford and Rainham and Beam Park;
- New health facilities at the former St George's Hospital Site, Romford Town Centre, Rainham and Beam Park and in the north-west of the borough;
- Improvements to the borough's existing leisure facilities and new facilities in Romford Town Centre and Rainham and Beam Park.

Havering's most valued assets

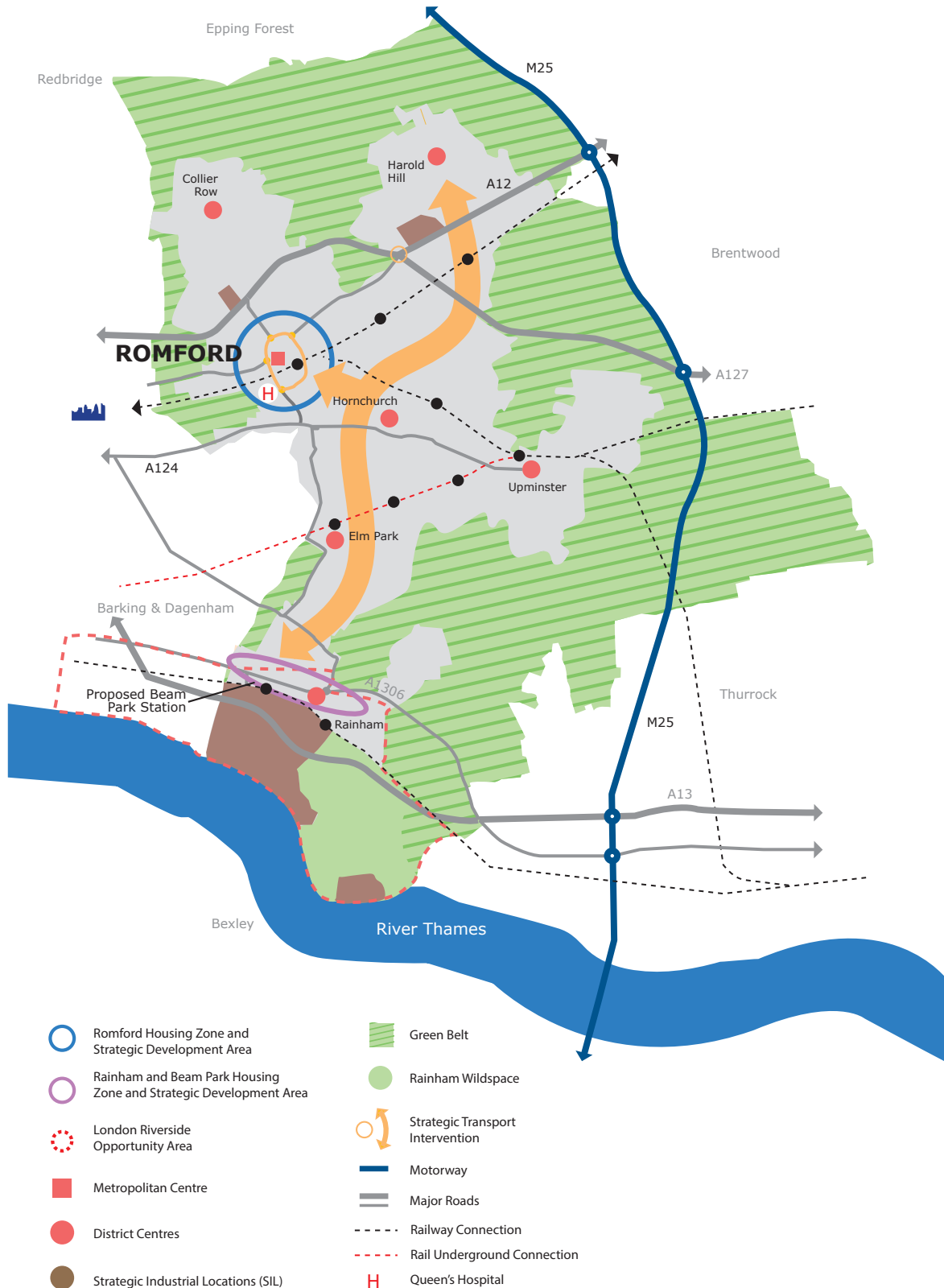
- Protecting and enhancing the Green Belt and the borough's open spaces;
- Preserving and enhancing the borough's rich heritage and historic environments.



5.2 Key Diagram

5.2.1 The Key Diagram illustrates the spatial strategy for Havering over the 2016 - 2031 lifetime of the Plan.

Figure 2 Key Diagram





6 Strategic Development Areas

6.1 Romford Strategic Development Area

- 6.1.1** Romford Strategic Development Area encompasses Havering's largest town centre and is one of Outer London's major growth and regeneration areas. The area offers exciting development and regeneration opportunities and over the next 15 years it will accommodate a significant level of housing and economic growth alongside new and enhanced supporting infrastructure. The Council will work with its partners to realise the opportunities in Romford and to ensure it retains its strategic role within Havering and north east London.
- 6.1.2** High quality, contemporary urban living will be integrated with a diverse and vibrant day-time and evening retail, leisure and cultural offer, modern office development and new employment opportunities. Improvements to transport and public realm will help ensure that Romford is a well connected and attractive place to live, work and visit. Growth and development in Romford should strengthen its role as a metropolitan centre and deliver a step-change in the quality of environment and buildings.

Policy 1

Romford Strategic Development Area

Residential Development

Over the plan period the Council will support the delivery of over 5,300 ⁽²⁾ new high quality homes in well managed residential and mixed use schemes that provide attractive places to live and which are well integrated with the existing community.

Commercial Development

To strengthen Romford's role as a metropolitan centre and to realise its potential as one of Outer London's largest and most successful town centres, the Council will support development proposals within the town centre boundary that:

- i. Reinforces South Street as the main shopping street and spine of activity in the town centre
- ii. Diversifies and improves the quality of the retail, cultural and leisure offer that contribute to the daytime and evening economies;
- iii. Provides new modern retail units or refurbishment of existing retail units;
- iv. Positively transforms the Market Place into a high quality civic space, accommodating a reconfigured, successful and vibrant market with a re-imagined public space and an enhanced retail and restaurant offer;
- v. Creates a vibrant mix of commercial uses adjacent to the station;
- vi. Accommodates mixed uses, with residential and commercial space provided above ground floor level where this does not prejudice the operation of the ground floor for retail and town centre activity;
- vii. Provides new, fit for purpose office development as part of mixed use schemes; and
- viii. Provides affordable office accommodation within or funded by new commercial and mixed use developments.

Connectivity

Romford is the most accessible and well connected area within the borough and has an important role as a transport hub. The Council will support proposals that further enhance connectivity and will:

- x. Continue to work with partners to secure significant improvements to Romford station;
- xi. Support the delivery of Crossrail services to Romford and improvements to the public realm in the vicinity of the station;
- xii. Support the delivery of a new east-west shared use link from the railway station across the River Rom to the existing and new residential areas to the west;

2 at least 4750 homes will be built over the first 10 years of the plan period



- xiii. Actively pursue opportunities with TfL and other partners to tunnel the western section of the ring road;
- xiv. Work with TfL to improve accessibility into Romford Town Centre for active travel users;
- xv. Work with the Barking Havering Redbridge University Hospital NHS Trust and TfL to improve links to Queens Hospital including increasing bus capacity at Queens interchange;
- xvi. Require developers seeking to develop land adjacent to the ring road to address its perception as a barrier for active travel including opportunities for its greening;
- xvii. Support development which improves the quality of the pedestrian environment, including the greening of the town centre with new street trees and planting and enhanced provision for pedestrians and cyclists.
- xviii. Require developers to improve active travel links between Romford Station, Waterloo Road and Bridge Close;
- xix. Support development proposals that better integrates The Brewery with South Street;
- xx. Require proposals for development along the River Rom to improve the quality and setting of the river and to provide continuous, safe and accessible links alongside the river to promote active travel and improve north-south connectivity; and
- xxi. Support development proposals that deliver an enhanced link between the Market Place, St Edward the Confessor Church, North Street and the Trinity Methodist Church, improving the quality of the pedestrian environment along Angel Way.

Social infrastructure

To support growth in the Romford Strategic Development Area and to assist in ensuring it is a successful place to live the Council will work with developers and service providers to ensure the delivery of:

- xviii. Romford Leisure Centre
- xix. New and enhanced public open spaces
- xx. A new health hub, including the sexual health services relocated from Queens Hospital;
- xxi. Additional school places in line with the Council's Commissioning Plan and Schools Expansion Programme over the Plan period;
- xxii. Additional primary school provision equivalent to 3 forms of entry (FE) in the first 5 years of the Plan and a further 6FE need for primary school places beyond the first five years.
- xxiii. A 5/6FE secondary school in the second phase of the Plan period (5-10 years);

Development proposals that generate a primary school child yield equivalent to one additional form of entry will be expected to provide adequate space on site for the provision of a school. The Council will only support proposals without this provision where it can be robustly demonstrated that existing or planned education provision can cater for the additional demand for school places.

Design and Heritage

The Council will require development in Romford town centre to be of high architectural and urban design quality. Development and uses must be appropriate to and will be expected to improve the function, appearance, and character of the town centre.

The Council will support proposals that:

- xxii. Create active streets with strong and well-articulated frontages to all existing and proposed pedestrian routes, particularly at ground floor level, avoiding blank facades and exposed service areas;
- xxiii. Incorporate generous floor to ceiling heights at ground floor level to provide for flexibility and adaptability over time and respond to the needs of different retailers;
- xxiv. Positively respond to the sensitive nature and urban fabric within the Conservation Area, views of St. Edward the Confessor Church and the historic crossroads where South Street, the High Street and the Market Place meet;
- xxv. Make a positive contribution towards public realm improvements in the Market Place;
- xxvi. Demonstrate how the proposed scheme responds to wider development opportunities, movement and environmental enhancements in the town centre;
- xxvii. Open up access to the River Rom and positively incorporates the river into the development scheme(s);



- xxviii. Optimises the design and location of development including the incorporation of resilience measures to address potential flood risk, where appropriate; and
- xxix. Respond to the local character and context and make a positive contribution to the skyline. Tall buildings may be acceptable in the vicinity of the station subject to high quality design and strong public realm propositions at ground level. Proposals for tall buildings within the Conservation Area and north of the railway line along south street are inappropriate. The heights of proposed new buildings in this area will need to respond positively to the historic context. Elsewhere in the town centre the height of proposed buildings should respond to local character and context, and make a positive contribution to the skyline in Romford town centre.

Policies for specific opportunity sites in the Romford Strategic Development Area will be addressed in the Site Specific Allocations Local Plan.

- 6.1.3** The arrival of Crossrail in 2018/9 alongside the relative affordability of this area are key drivers of growth. They have already placed Romford firmly in the minds of investors and developers who are keen to realise its opportunities. The Mayor of London has already recognised this and in 2016 Romford was granted Housing Zone Status which will provide significant investment in order to accelerate the delivery of new homes. The area's significant growth potential is recognised through its anticipated designation by the Mayor of London as an Opportunity Area in the new London Plan. The Council aims to build on its positive relationship with the Mayor of London to further enhance Romford as a place to live and work and for businesses to invest.
- 6.1.4** There are a number of opportunity sites within the Romford Strategic Development Area which can accommodate housing growth. There is an increased demand for homes in east London, and with areas closer to central London becoming unaffordable to many, both demand and values will grow, especially with the arrival of Crossrail services.
- 6.1.5** Reflecting the significant opportunities that Romford offers and the importance of successfully integrating new schemes with existing developments and communities the Council is preparing a detailed Masterplan for Romford which will be taken forward as a Supplementary Planning Document.
- 6.1.6** The Havering Retail and Commercial Leisure Needs Assessment (2015) reports that whilst there is strong representation of multiple and independent retailers there is scope for the town centre to increase its market share of expenditure, some of which is currently leaking out of the borough to the Lakeside shopping centre in Thurrock. The retail offer within Romford needs to be upgraded to enable it to successfully compete with other centres and to retain its popularity as a comparison goods shopping destination, future-proofing the town centre and protecting its role and function as a metropolitan centre.
- 6.1.7** The Retail and Commercial Leisure Needs Assessment notes that demand is linked to the quality of provision. It recommends that new, larger-floorplan retail floorspace, involving the modernisation and amalgamation of existing retail premises, would attract additional retailers, particularly where this is provided in or close to the primary shopping area. Improvements to the quality of provision would also assist in diversifying the retail offer, helping to attract more middle and upper middle comparison goods retailers into the town centre.
- 6.1.8** South Street is integral to the fabric of the town but it includes many value retailers and small units. An improved retail offer here will cement and enhance Romford's currently strong trading position.
- 6.1.9** The Brewery forms an important part of the retail offer within Romford but it turns its back to the centre. Better integration between the two is required, including a coordinated public realm programme to strengthen east-west connections. Opportunities for new development around the Brewery that intensify existing uses here should also be explored
- 6.1.10** In addition to retail use, the Retail and Commercial Leisure Needs Assessment also considers the quality and provision of restaurant and café use (Use Classes A3 and A5). The study reports that the current provision is quite basic, serving a budget and youth market. There is a requirement across the borough for additional food and drink floorspace over the plan period, much of which should be directed towards Romford in the first instance, reflecting its role as a metropolitan centre. Diversification of the range and quality of restaurant use would bring wider benefits to the vitality and viability of the town centre.



- 6.1.11** The provision of existing A3 and A5 uses is mainly concentrated around The Brewery and South Street. The Market Place, with opportunities for outdoor seating and which The Retail and Commercial Leisure Needs Assessment states is 'not currently fulfilling its potential as a large public space', has potential to support additional A3 and A5 floorspace.
- 6.1.12** Market Place is one of Romford's greatest assets and has potential to provide a key civic space within the town centre. The emerging Romford Masterplan will set out proposals for the consolidation of the market allowing for the flexibility of the public realm. The Council will support a new cluster of cafés and restaurants around Market Place leading to longer dwell times and additional footfall in the north of the town centre.
- 6.1.13** There is a lack of green open space within the town centre. The only such space within the ring road is St. Edward the Confessor Church's churchyard. However, there are a number of nearby parks a short walk beyond the ring road; these include Lodge Farm Park (off Main Road), and Cotton Park (at Mark's Road). The Council will support development proposals that contribute to a greener Romford.
- 6.1.14** Investment at Romford railway station, linked to Crossrail, provides an opportunity for provision of taller buildings, making the most of excellent public transport accessibility and regeneration potential. Development should be of high quality design, co-ordinated and come forward as part of a planned cluster.
- 6.1.15** Proposed uses adjacent to the station should complement the wider mix of uses in the town centre, including new office space. The Council's Employment Land Review states that new, flexible space for smaller businesses is required, responding to changing economics. Provision of such space can be accommodated within refurbished buildings and new mixed-use development that also includes residential and ancillary support uses to help create an attractive and vibrant area.
- 6.1.16** The ring road creates a barrier to the town centre and an underwhelming entrance for visitors. The Council will continue to use its Transport for London (TfL) Local Implementation Plan funding programme and will also look to secure future funding opportunities (including TfL's Liveable Neighbourhoods programme) to design and deliver measures that support active travel and improve access into the town centre. Proposals for new development alongside the ring road should positively respond to the setting help overcome the barrier effect.
- 6.1.17** The River Rom, which runs north-south to the west of the town centre, is an under-utilised asset. The Council will work with the Environment Agency, land owners and developers to open up the river course as they bring development forward adjacent to the river. Consequently, the Council will require a co-ordinated approach to development that allows for a continuous pedestrian and cycle link to be provided along the River Rom. Provision of a new pedestrian and cycle link alongside the river will enhance the permeability of the town centre and provide for an attractive setting for living and active travel.
- 6.1.18** The Council is working closely with the Barking Havering Redbridge University Hospital NHS Trust (BHURT) on their emerging travel plan which will be monitored to ensure that progress is being made against targets for modal shift away from the car. There are currently 9 bus services (and a community bus) that access Queen's Hospital. Whilst this number of bus services accessing an outer London Hospital is very good, Queens has a very large catchment area and there continues to be pockets of the east London sub region that require at least two bus journeys in order to access Queens. Additionally, the Council will continue to work with agencies such as the Clinical Commissioning Group and BHURT to explore the scope for services to be provided within the wider community to reduce the need for people to travel to Queen's.
- 6.1.19** There is also a need to increase bus access here to provide people with an alternative to using private vehicles as parking spaces at the Hospital are at a premium. Work is currently being progressed on a detailed design of Queen's Hospital bus interchange where an additional bus stop is proposed to increase bus capacity and allow more bus routes to stop at Queen's Hospital.
- 6.1.20** The Council remains committed to working with its partners to secure significant improvements to Romford station to ensure that it provides an appropriate facility for rail users and is a safe, attractive and convenient place for rail journeys to, and from, Romford. Through TfL's Crossrail Complementary Measures programme, the Council is delivering public realm improvements around the vicinity of Romford station to better integrate the station into its surroundings and to improve accessibility between the busy bus interchange south of Romford Station and the station entrances.

6 Strategic Development Areas



- 6.1.21** The land immediately adjacent to the River Rom and Black's Brook is predominantly located within fluvial Flood Zone 2 with small areas designated as Flood Zone 3b. To address flood risk development should consider the guidance in the Strategic Flood Risk Assessment: Annex A - Growth Areas Review and follow the requirements of Policy 32.
- 6.1.22** Education provision is particularly challenging in Romford. Existing schools within the area are already at full capacity and whilst the Council's school expansion programme will assist in meeting future demand, this will not offer sufficient capacity over the Plan period. In order to meet the need for primary school places in the Romford area over the next five years an additional 3FE will be needed. 1FE is likely to be delivered through expansion of an existing school. A new 2FE school will be needed. There is a further 6FE need for primary school places beyond the first five years. This will need to be delivered through new schools. A 6/8FE secondary school is required in the second phase of the Plan period (5-10 years). The Council will seek to identify sites suitable for additional education provision through the Romford Masterplan and Site Specific Allocations Local Plan.
- 6.1.23** Due to the particular challenges in Romford and in advance of the delivery of the Site Specific Allocations Local Plan, the Council will require all development proposals that generate a primary school child yield equivalent to one additional form of entry to provide adequate space on site for the provision of a school or robustly demonstrate how this need will be accommodated through other developments.
- 6.1.24** When estimating the number of children that a new housing development will generate, and that will require a school place (yield), Havering takes account of the number of houses and flats that are suitable to accommodate children. Student and elderly accommodation are excluded. The primary school yield from qualifying homes is thirty pupils per one hundred homes (0.3 per dwelling). For secondary schools (including post 16 education or sixth form places) the yield is 20 pupils per 100 qualifying homes (0.2 per dwelling).
- 6.1.25** 210 primary aged pupils represent one form of entry, across seven year groups, and this number is likely to be generated by approximately 700 new homes. However, this is dependant on the type and size of homes proposed and consequently sites delivering under 700 units may still generate a child yield that equates to one form of entry. Each proposal will be considered on a case by case basis.
- 6.1.26** Growth and change in the town centre must be accompanied by improvements to the quality of the public realm. The Council's Retail and Leisure Report identifies that there is significant scope to improve the appearance of the shopping streets in the town centre, that there is a lack of open space, trees and planting in the town centre, and that the ring road acts as a barrier to movement. An enhanced public realm will provide a pleasant and safe experience to encourage visitors to spend more time and money in the centre, and will support high quality development and other investment.
- 6.1.27** Most pedestrian movement in Romford now operates in an east-west direction, between the three shopping centres. Some of these routes suffer from blank facades and terminate at the ring road where crossings are neither pedestrian nor cycle friendly. Some of these crossings are currently provided by way of subways. The ring road in particular creates a barrier to the town centre and an underwhelming entrance for visitors. The Council will look to improve these routes. Proposed developments adjacent to these crossings will be expected to contribute to their improvement. Development should also seek to open up blank facades with new active frontages and entrances.
- 6.1.28** South Street is the main pedestrian area and acts as the north south spine through the town, connecting residential areas with the station, main retail area and historic cross roads with the High Street and the Market Place. However the quality of the public realm along this route is tired and in need of improvement. The Market Place is the main public space in the town centre, but is currently undermined through extensive provision of surface car parking which could be rationalised to enhance the quality, usability and enjoyment of this space.
- 6.1.29** The railway station is an important arrival point into the town centre where the quality of the public realm should be improved, with enhanced links to the town centre and new development creating active, overlooked and well-proportioned streets and spaces. This should include reconsideration of the current bus station and routes to and from this which currently undermine the pedestrian environment.



Havering
Making a Greater London

Romford Strategic Development Area

- Strategic Development Area Boundary
- Romford Town Centre
- ★ Conservation Area
- H Queen's Hospital
- ⚽ New Leisure Centre
- ⚡ Romford Station
- ⬢ Existing school sites
- ▨ Green Belt
- ▨ Parks and Open Space
- ▨ Market Place
- ⬢ Civic Quarter
- ▨ Strategic Transport Intervention
- ➡ A12
- ➡ Main Road Links
- ➡ New Pedestrian & Cycle Link
- ⚡ Rail Connections
- ⚡ River
- ⚡ Culverted River

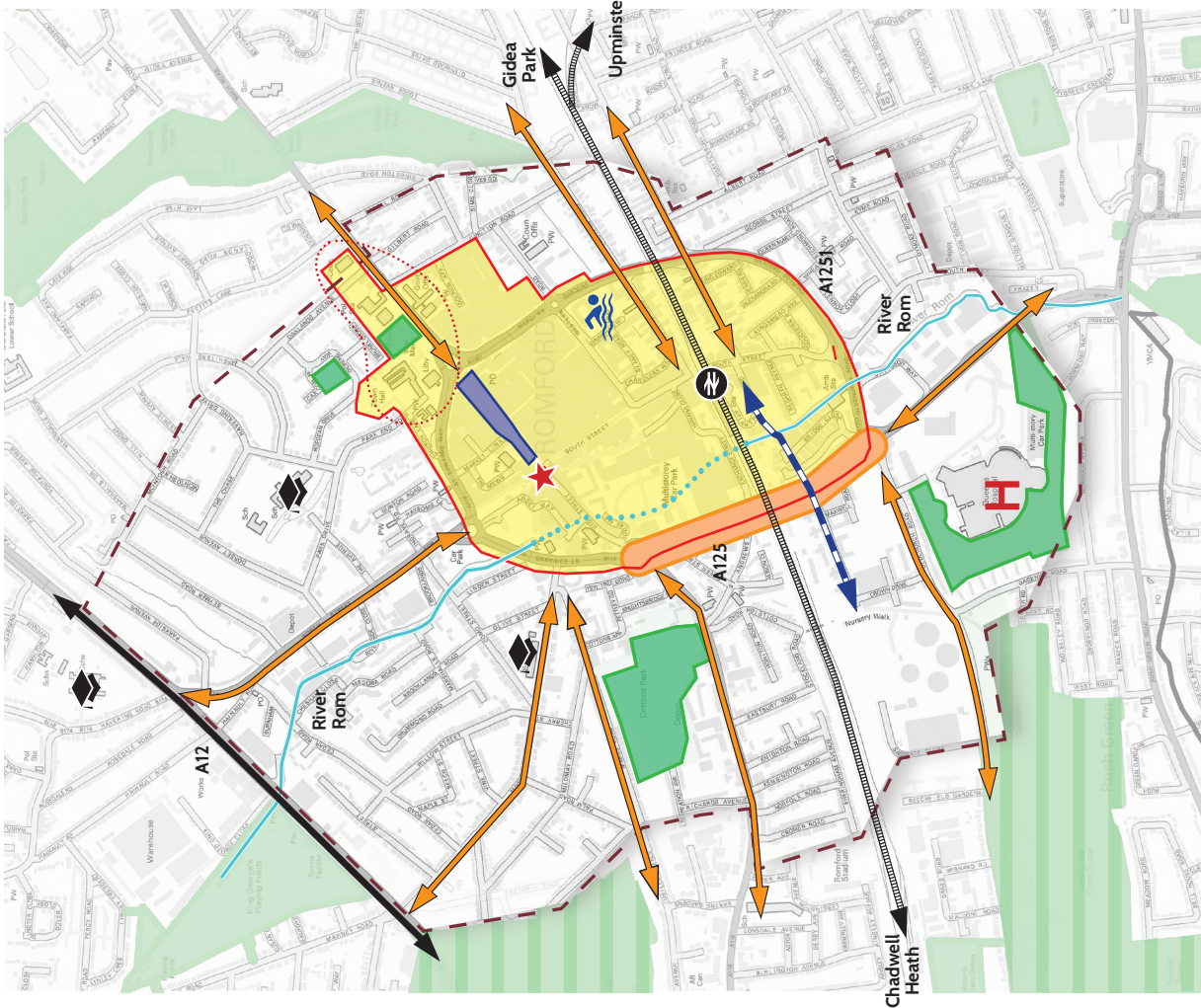


Figure 3 Romford Strategic Development Area



6.2 Rainham and Beam Park Strategic Development Area

- 6.2.1** Rainham and Beam Park Strategic Development Area is a major growth and regeneration area and provides the opportunity to establish an exciting new residential neighbourhood linked to the delivery of a new railway station on the existing Essex Thameside line at Beam Park.
- 6.2.2** The area falls within the London Riverside Opportunity Area, identified in the London Plan as having the capacity to provide a significant number of new homes and jobs. In June 2015, following a successful bidding process, Rainham and Beam Park was identified as one of the GLA's Housing Zones which is providing much needed investment to help secure and accelerate the delivery of new homes by overcoming barriers to development and supporting the provision of social and physical infrastructure in the area to create attractive new places to live.

Policy 2

Rainham and Beam Park Strategic Development Area

Residential Development

The Council will support the delivery of over 3,000 new high quality homes in attractive, well managed residential schemes which are well integrated with their surroundings. Development will be delivered on a series of connected sites to the south of New Road extending from the River Beam in the west to Dovers Corner/Bridge Road in the east, together with sites to the north of New Road which are currently occupied by incompatible uses. The Council will also support the redevelopment of undesignated sites in Rainham District Centre and wider Strategic Development Area.

Commercial Development

A new local centre adjoining Beam Park Station will be delivered providing between 3,500 and 4,000 sq m of floor space through the provision of new modern retail and commercial units.

The Council will support development that creates a vibrant mix of active ground floor uses with apartment blocks above within the Beam Park Local Centre.

New development will be required to incorporate generous floor to ceiling heights of 3.75m at ground floors of buildings in Beam Park Centre, and 3m at ground floors of buildings along New Road to provide for flexibility and adaptability for conversion into commercial spaces in the future.

Connectivity

New development in the Rainham and Beam Park Strategic Development Area has the opportunity to establish a new green neighbourhood that links the existing settlements of South Hornchurch and Orchard Village with Rainham Village. It will also enable the transformation of New Road (the A1306) from a traffic dominated corridor into an attractive high quality green street that provides an appropriate setting from a new and expanded residential community.

To support growth in the Rainham and Beam Park Strategic Development Area, the Council will work in partnership with the Mayor of London, developers and transport providers and other agencies to deliver:

- i. Beam Park Station on the Essex Thameside Line;
- ii. A transformational project along the A1306 (Beam Parkway) between Dovers Corner and the Marsh Way junction creating an attractive, high quality green street consisting of links to facilitate active travel along this corridor, "pocket parks" and crossing points, to improve permeability of the A1306;
- iii. Significant improvements to public transport services including bus connections to / from Beam Park Station and Rainham Employment Area and to / from Romford including Queens Hospital;
- iv. A continuous east-west active travel connection between Rainham Village, Beam Park Station and the Rainham Employment Area;
- v. Bus connections to Beam Park Station and bus links to Romford and Queen's Hospital;
- vi. Improved bus connections to and from Rainham Employment Area;



- vii. A link across Rainham Creek to support east west movements and to enable buses to access the Rainham Employment Area; and
- viii. A new, integrated network of shared use routes connecting neighbourhoods, local facilities and open spaces.

Supporting Infrastructure

To support growth in the Rainham and Beam Park Strategic Development Area, the Council will work with developers and service providers to ensure the delivery of:

- ix. Expansion of existing primary schools in line with the Council's Commissioning Plan;
- x. A new three form entry primary school at Beam Park;
- xi. Additional secondary school places through expansion of existing schools in the later part of the plan period;
- xii. Expansion of the Rainham Campus of Havering College;
- xiii. Improved sport and leisure facilities; and
- xiv. Provision of a new health centre.

Design and Heritage

To ensure the successful transformation of the area, the Council will support development proposals which:

- xv. Adopt an integrated and comprehensive approach without prejudice to the achievement of the wider vision for the area as set out in paragraph 2.2.5;
- xvi. Provide a layout that facilitates a coherent urban structure across the area as a whole and demonstrates that the layout achieves a coherent structure both in its own right, and in terms of its facilitation of future phases;
- xvii. Better link the existing settlements of South Hornchurch and Orchard Village with Rainham Village, and transforms New Road (the A1306) from a traffic dominated corridor into an attractive high quality green urban street commensurate with the adjoining new residential neighbourhoods;
- xviii. Overcome the barrier presented by the river and the industrial sites and brings significant enhancement of the wider area as an attractive place;
- xix. Respond positively to the context within Rainham Village strengthening and enhancing the character of this historic village;
- xx. Orientate buildings with their front and main entrance towards streets and open spaces to provide overlooking and natural surveillance and to help to create a place with a strong sense of place that is safe and welcoming;
- xxi. Have buildings designed at street corners that 'turn the corner' and address both street spaces;
- xxii. Provide a good sense of enclosure to streets and public spaces with buildings positioned along consistent building lines;
- xxiii. Avoid adverse effects on the nearby Ingrebourne Marshes SSSI and Inner Thames Marshes SSSI and seeks to achieve enhancements to these sites, where possible; and
- xxiv. Optimise the design and location of development including the incorporation of resilience measures to address potential flood risk and explores opening up culverts, where appropriate.

Policies for specific opportunity sites in the Rainham and Beam Park Strategic Development Area will be addressed in the Site Specific Allocations Local Plan.

6.2.3 The transformation of the Rainham and Beam Park area into a successful residential neighbourhood can only be achieved if the area is dealt with comprehensively with developers contributing in a positive and proactive manner in finding solutions to ensure that the wider vision for the area is not prejudiced by any single development phase. Sites along New Road will be expected to be brought forward in a comprehensive manner avoiding 'piecemeal' development.

6.2.4 Residential development in Rainham and Beam Park will largely be focused on under-used industrial and employment land along the A1306 with the new railway station at Beam Park as a catalyst for development.

6 Strategic Development Areas



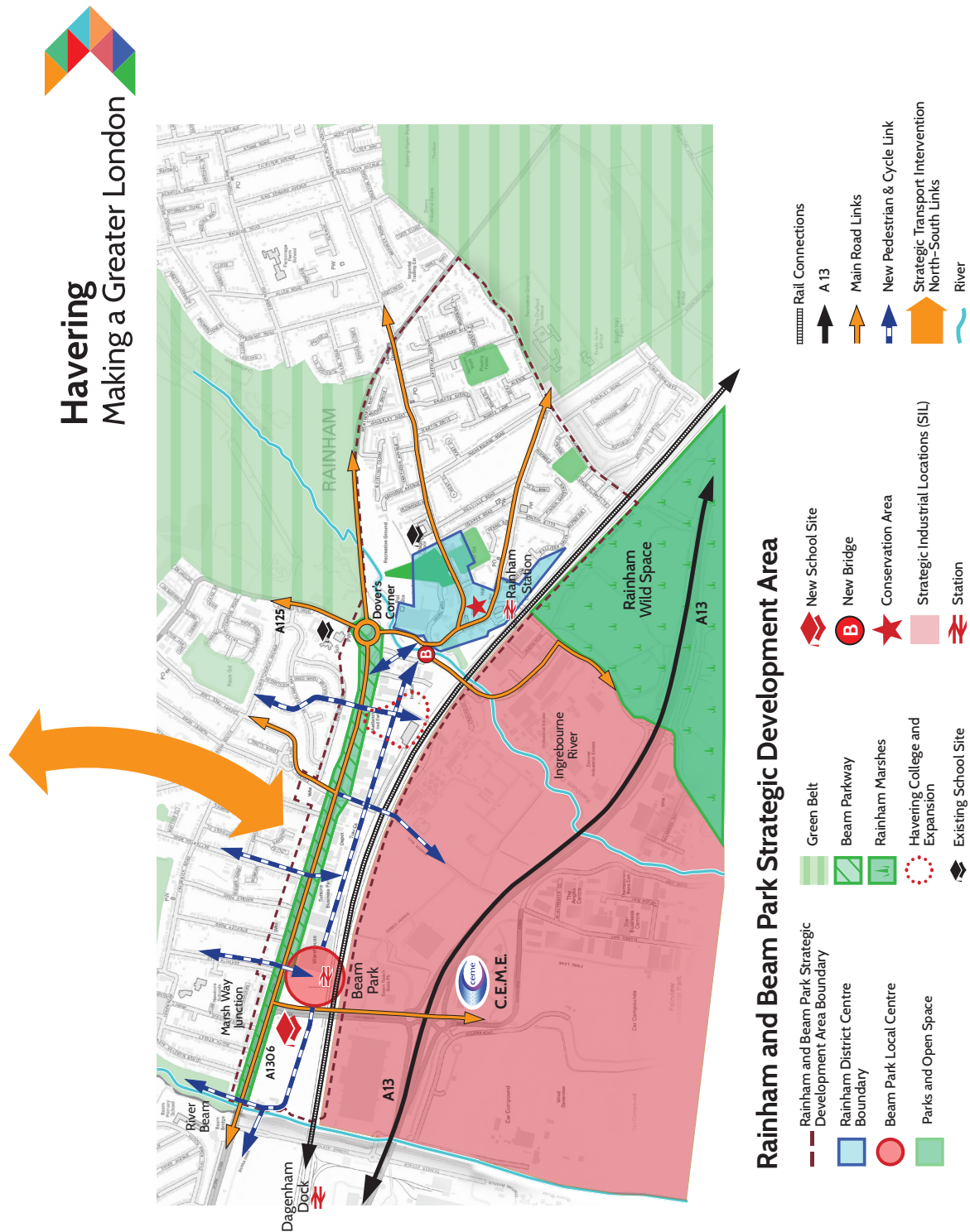
- 6.2.5** There are a number of development opportunities within public and private ownership. The GLA are an important landowner in the area and are bringing forward the Beam Park site for residential and mixed use development with Persimmon and L&Q.
- 6.2.6** The Council is actively acquiring land along the A1306 corridor and will be procuring a development partner to bring forward these sites in joint venture partnership with Mercury Land Holdings. Outline planning applications are currently being brought forward for these sites.
- 6.2.7** The A1306 corridor (New Road) is currently in employment and industrial uses. Fronting the northern side of New Road are a mix of residential properties intermingled with car repair shops and car sales areas many of which are unsightly. Employment sites to the south of New Road are mixed but several are vacant and under-used.
- 6.2.8** The Havering Employment Land Review (2015) recommends a change away from industrial employment uses in this area (totalling 15.4ha) to assist in meeting the housing and wider regeneration needs of the borough. The release of the industrial elements will also allow the boundaries of the Rainham SIL to the south to be consolidated, helping maintain the integrity of that industrial employment designation while helping to maintain residential amenity in the Rainham and Beam Park area.
- 6.2.9** The Employment Land review recommended the retention of the Rainham Steel office building. The site is of a good quality and is compatible with the housing development that will take place in the area. However, in the long term if Rainham Steel were to relocate from this location, the Council would not wish to retain the site for industrial use due to its prominent location and close proximity to the new residential development. The Council will seek a residential redevelopment in this scenario.
- 6.2.10** To support the increased residential population at Rainham and Beam Park, a new local centre will be established at Beam Park Station. The Beam Park Local Centre will provide local shops and services in walking distance of both the western part of the development area and the existing residential areas to the north. The local centre will offer apartment living in its upper floors and will be focused around a new gateway space outside the station and a new street link with new road that provides high quality public realm.
- 6.2.11** Rainham is a locally important district centre and includes a supermarket, local shops, cafes and historic pubs, a rail station and a new library. The district centre will continue to have this role and also serve new residents in the eastern part of the A1306 development.
- 6.2.12** For a number of years, Havering has been lobbying for a new station to be built at Beam Park to support the projected number of homes and jobs expected to be created in the London Riverside area. Beam Park station will provide direct access to Central London and is expected to open by 2020.
- 6.2.13** To support development planned south of the A1306 it is important that the A1306 is not perceived as a barrier for pedestrians and other road users. The Council has been allocated funding from TfL's Major Scheme budget to develop a detailed design for improvements along the A1306 to improve the local environment and encourage the use of active travel.
- 6.2.14** New Road will be transformed into the Beam Parkway - a green street that is well defined and enclosed by residential buildings. It will form the main spine of the area, connecting the wider area with the two centres at Beam Park and in Rainham Village. A network of streets will provide permeability and connect the development areas internally and across New Road with existing streets to the north.
- 6.2.15** Currently employees wishing to access the Rainham Employment area can only do so directly by car, with the nearest bus services terminating at CEME (174) or going to Rainham Village (103, 372). The Council is working with TfL London Buses who are undertaking a London Riverside study which is looking at the bus network needs in response to planned development in the London Riverside area. The Council will continue to support this work as it develops.
- 6.2.16** Additional school places will be needed to meet the needs of the new residential population in the Strategic Development Area. The need for primary school places will be met through the expansion of existing schools and a new three form entry free school on the Beam Park development site. The need for secondary school places will be met through the expansion of existing secondary schools.



- 6.2.17** Havering College operates the Rainham Campus Construction Centre. The college plans to expand their existing facilities to enhance the range of courses on offer.
- 6.2.18** There is a need to provide access to health care provision for new residents. The NHS and Clinical Commissioning Group have identified that a new health centre will be needed. A site will be identified through the Site Specific Allocations Local Plan.
- 6.2.19** The southern section of the Rainham and Beam Park Strategic Development Area is located within fluvial Flood Zones 3a and 2 with areas designated as Flood Zone 3b adjacent to the River Beam and Ingrebourne. To address flood risk, developers should consider the guidance in the Strategic Flood Risk Assessment: Annex A - Growth Areas Review and follow the requirements of Policy 32.



Figure 4 Rainham and Beam Park Strategic Development Area





7 Successful Places to Live

7.1 Housing supply

Policy 3

Housing supply

Ensuring an adequate supply of high quality housing in Havering is essential in ensuring that the borough is a place where people want to live and where residents are able to stay and prosper. The Council will take a pro-active approach to increasing the amount housing within the borough and will encourage the effective and efficient use of land by reusing previously developed land.

Over the full 15 year Plan period at least 17,550 new homes will be built in Havering. This will include the delivery of at least:

- i. 5,300 homes on large sites in the Romford Strategic Development Area;
- ii. 3,000 homes on large sites in the Rainham and Beam Park Strategic Development Area;
- iii. 700 homes through the intensification and renewal of existing Council housing estates outside of the Strategic Development Areas;
- iv. 400 homes on two large previously developed sites within the Green Belt; and
- v. 2,790 homes on small sites across the borough.

The delivery of new homes will also be achieved by:

- i. Promoting mixed use development in town centres and designated out of town centre locations;
- ii. Prioritising all non-designated land for housing when it becomes available;
- iii. Supporting appropriate development of infill, under-utilised and vacant sites in the borough's sub-urban areas;
- iv. Resisting the net loss of residential development;
- v. Supporting initiatives to bring back empty residential properties into use;
- vi. Supporting self-build initiatives; and
- vii. Seeking to optimise residential output and densities consistent with the density matrix set out in the London Plan.

- 7.1.1** London and the South East are experiencing significant development pressures and there is a need to increase the supply of housing to meet the demands of the growing population. The NPPF requires local planning authorities to identify and meet their full objectively assessed needs for housing.
- 7.1.2** Havering forms part of the London-wide housing market area with all of the other London boroughs. The Mayor of London, through the preparation of the 2015 London Plan sought to identify both the need for new housing and the potential supply across London. The GLA's Strategic Housing Market Assessment (SHMA) 2013 identifies a need for a minimum of 490,000 new homes in London between 2015-2026 (or 49,000 new homes per annum). In comparison, the GLA Strategic Housing Land Availability Assessment 2013 found that London has capacity for at least 420,000 additional homes or 42,000 per annum.
- 7.1.3** Based on this evidence, the London Plan sets out average annual minimum housing supply targets for each borough until 2025. For Havering, the target is a minimum of 11,701 new homes over the period 2015-2025. The London Plan states that the annual average (1,170) should be rolled forward for the remainder of the Plan period.
- 7.1.4** As a result of the cumulative deficit of identified housing supply across the Capital, the London Plan states that boroughs should seek to achieve and exceed the relevant minimum borough annual average housing target. Boroughs are expected to draw on the housing benchmarks in developing their housing targets, augmented where possible with extra housing capacity to close the gap between identified housing need and supply in line with the requirement of the NPPF. In line with the

7 Successful Places to Live



requirements of the London Plan the Council will seek to deliver the minimum target set in the Plan. Over the 15 year lifetime of this Local Plan Havering's minimum housing target is therefore 17,550 as reflected in Policy 3.

- 7.1.5** At a sub-regional level, Havering forms part of the Outer North East London Housing Market Area with the London Boroughs of Barking and Dagenham and Redbridge. The Council has worked with these authorities to prepare a sub-regional SHMA. A subsequent update has been prepared for Havering taking into account updated GLA household projections ⁽³⁾ The 2016 SHMA Update for Havering indicates that Havering's full Objectively Assessed Need is for 30,052 new homes over the period 2011-2033 or 1,366 homes per annum.
- 7.1.6** Through the Local Plan process, the Council has sought to identify all sources of potential housing supply and identify sustainable development sites in order to close the gap between the housing target set in the London Plan and its objectively assessed need requirement. With two Strategic Development Areas in Romford and in Rainham and Beam Park (both with Housing Zone status), an ambitious estates regeneration programme for its own homes, the establishment of the Council's own housing company, opportunities across a range of well located brownfield sites and working pro-actively and collaboratively with developers to bring forward sites in private ownership, Havering is making every effort to increase housing supply and deliver the homes that are needed in regard to both quantity and quality.
- 7.1.7** Over the first 10 years of the Plan period (2016-2026), the Council has identified capacity to deliver at least 11,917 new homes in addition to bringing 260 existing vacant units back into use (see Table 1). This exceeds the minimum 10 year target set out in the London Plan but falls short of meeting the objectively assessed need identified through the Outer North East London SHMA. The Council recognises that Havering's objectively assessed housing need is higher than its identified sources of housing capacity. Policy 3, therefore, sets out a positive and proactive approach to housing development to increase the supply over the plan period. As part of managing the overall approach to housing growth in Havering, the Council adopts a general presumption in favour of housing to meet the identified housing need in the borough, and prioritises housing use on all non-allocated land when it becomes available.
- 7.1.8** Through the Duty to-Co operate, the GLA have confirmed that London forms one housing market area and unmet housing need is being addressed at the London wide level, with all boroughs seeking to identify additional capacity over and above the level identified in the current London Plan.
- 7.1.9** The NPPF requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the Plan Period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the Plan Period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.
- 7.1.10** A significant proportion of new housing development will be delivered in the two Strategic Development Areas and predominantly on large sites within these. Work is already underway in Havering to bring these sites forward and whilst construction will start within the first five years of the Plan, completion is more likely to be towards the end of this period and into the second phase. The Council is making every effort to bring forward these sites as quickly as possible in order to boost housing supply and meet the short term need for housing.
- 7.1.11** Full details of the Council's land supply and the approach to delivery housing over a 10 year period is set out within the Housing Position Statement supporting this Local Plan. This also includes an action plan addressing the initiatives underway to increase housing supply.
- 7.1.12** As part of its strategy, the Council has looked at the scope for the Green Belt to provide land for new homes. It has undertaken a review against the functions of the Green Belt as set out in the NPPF. The Council is satisfied that all of the Green Belt in Havering fulfils its purpose and that having regard to the significant opportunities for new homes to come forward in Havering's built up area, there is

3 GLA 2015 Round Household Projections - Long Term Trends



no planning justification for releasing land from the Green Belt. Opportunities do exist on previously developed sites within the Green Belt at St George's Hospital in Hornchurch and Quarles Campus in Harold Hill.

- 7.1.13** In seeking to meet its objectively assessed housing need the Council explored and tested a number of alternative development strategies in its Sustainability Appraisal (SA) Report. The SA report demonstrates that the development strategy chosen by the Council is the most sustainable approach.
- 7.1.14** The Council supports self-build initiatives in order to give local residents the opportunity to design, build and own their homes. Since May 2016, the Council has published a register for individuals and groups to express an interest in acquiring self-build and custom build plots in Havering. The Council will continue to monitor this register to gather up to date evidence of the level of interest for these types of homes and accordingly seek to make provision for meeting this need within the Site Specific Allocations Local Plan.
- 7.1.15** Development densities should reflect the density matrix in the London Plan. However, the Council recognises that when determining an application, density is only one of a number of considerations. The density matrix should not be applied mechanistically. The Council will place a high priority on the quality and design of the scheme, the local context and the relationship with surrounding areas when determining whether a scheme is acceptable and will always aim at optimising residential output and densities consistent with the London Plan for different types of location within the borough through encouraging higher densities of housing development in places with good levels of public transport accessibility.

Table 1 Housing Supply 2016-2026

Source of Supply	Net additional homes	Net additional homes	Total 10 year supply
	0-5 years	5-10 years	
Large sites within the Romford Strategic Development Area ⁽¹⁾	1,361	3,409	4,770
Large sites within the Rainham and Beam Park Strategic Development Area*	951	2,071	3,022
LBH Estate Regeneration Schemes (outside of the Strategic Development Areas)	-55	370	315
Large sites outside of the Strategic Development Areas*	1,758	192	1,950
Small Sites	930	930	1,860
Vacant units returning to use	130	130	260
TOTAL	5,075	7,102	12,177

1. *including sites with planning permission

7.2 Affordable Housing

Policy 4

Affordable housing

Havering residents should have access to high quality, affordable new homes and the Council will seek to maximise affordable housing provision from development proposals. All developments of more than 10 dwellings or residential developments with a site area of more than 1,000 sq m are required to provide at least 35% affordable housing based on habitable rooms.



Proposals which do not meet the 35% threshold, or require public subsidy to do so, will be required to submit a detailed viability assessment. The Council will also apply a review mechanism in order to ensure that the maximum affordable housing contributions is secured if viability improves over time.

Proposals that meet or exceed the 35% threshold without public subsidy are not required to submit viability information. Such applications will be subject to an early review mechanism, but this will only be triggered if an agreed level of progress is not made within two years of permission being granted.

The Council will strongly resist proposals brought forward that do not meet the requirements of affordable housing in circumstances where the viability of the scheme has been compromised by unreasonably high acquisition or design costs.

Development proposals will be required to deliver a tenure mix of 70% social/affordable rent and 30% intermediate provision.

The Council's priority is for affordable housing to be provided on-site. Where it can be robustly demonstrated to the Council's satisfaction that this is not possible, or appropriate, it may be acceptable to make off-site provision. In these circumstances the developer will be required to identify and secure a donor site. Only when it can be demonstrated to the Council's satisfaction that a site cannot be identified will a cash in lieu payment to the Council be considered.

- 7.2.1** The Council is committed to securing the highest level of affordable housing contribution as the rise in average house prices in comparison to average income levels has made market housing unaffordable for many Havering residents.
- 7.2.2** The Outer North East London SHMA estimates that of the 30,052 new homes needed in Havering over the period 2011-2033, 35% (10,520) of these are required to be affordable. The Council, therefore, considers it appropriate to seek at least 35% affordable housing from new developments. This is also consistent with the London Plan and the Mayor's Draft Affordable Housing and Viability Supplementary Planning Guidance (2016).
- 7.2.3** The Council has undertaken a Local Plan Viability Assessment to help inform the borough's affordable housing target. The Assessment found that in most cases, schemes can accommodate between 25% and 50% affordable housing with higher density flatted developments only likely to be able to achieve between 25% and 35% in the highest value locations.
- 7.2.4** Development proposals that meet or exceed the 35% threshold without public subsidy, provide affordable housing on site, meet the specified tenure mix and all other requirements and obligations are not required to submit viability information. However, these applications will be subject to an early review mechanism which will be triggered if an agreed level of progress is not made within two years of permission being granted. The level of progress will be agreed with the applicant on a site by site basis.
- 7.2.5** The Council supports a transparent approach to viability in line with the Mayor's Draft Affordable Housing and Viability Supplementary Planning Guidance (2016). Applicants will be required to pay for an independent viability assessment by a third party where requested by the Council. The Council will use review mechanisms to ensure that new development delivers the appropriate amount of affordable housing as viability improves.
- 7.2.6** Developers should engage at a very early stage with Registered Providers of affordable housing to discuss the delivery of the affordable element of the proposal. A Registered Provider should be identified before making a planning application. The affordable offer and any grant funding should be factored into any financial viability assessment.
- 7.2.7** Where a development proposal is considered to under-develop a site, the Council will consider negotiating an increase in the number of dwellings, and thus affordable housing provision, or consider refusing the application. The Council has established that development sites of more than 1000 sq m are potentially able to be configured to deliver more than 10 residential and, therefore, contribute to affordable housing provision.



- 7.2.8** The Outer North East London SHMA identified two categories of need; those who can afford affordable housing for rent with housing benefit support and those who can afford affordable housing without housing benefit support and therefore require intermediate housing. In summary, the SHMA concludes that the vast majority of households in Havering can only afford social housing if they receive housing benefit. In light of these findings, the Council will seek a 70:30 tenure split between affordable rented and intermediate products.
- 7.2.9** There are a range of affordable and intermediate housing products on offer including Social Rent, London Affordable Rent, Affordable Rent, London Living Rent, Shared Ownership and Starter Homes. Havering's approach is to encourage a mix of affordable housing tenures. The Council will set out the preferred split between specific affordable products within Havering's emerging Housing Strategy.
- 7.2.10** In line with national and regional planning policy, affordable housing should, in the first instance, be delivered on-site. Off-site provision may be considered in exceptional circumstances as set out in the Mayor of London's Housing Supplementary Planning Guidance (2016). Where commuted sum payments are proposed by the applicant without the Council's agreement, for example, because there have been no pre-application discussions, the onus will be on the applicant to robustly justify to the Council why off-site provision or a commuted payment should be accepted.
- 7.2.11** In all circumstances where provision other than on-site is being considered, applicants will be required to draw on robust evidence to provide a statement that demonstrates;
- why affordable housing cannot be provided on-site, or
 - in those cases where on-site provision is possible but does not result in the best housing outcome, how and why identified housing needs would be more effectively met off-site compared to on-site.
- 7.2.12** Details of the Council's financial model for calculating the value of a commuted sum will be provided in a Supplementary Planning Document.

7.3 Housing mix

Policy 5

Housing mix

The Council will support development proposals that provide a mix of dwelling types, sizes and tenures. All housing schemes should include a proportion of family sized homes and reflect the recommended housing mix identified in Table 2.

When considering the mix of dwelling sizes appropriate for a particular development proposal, the Council will have regard to individual site circumstances including location, site constraints, viability and the achievement of mixed and balanced communities. In all cases, the Council will require developers to demonstrate how they have sought to maximise the proportion of family units through the design of the scheme.

Where proposals are seeking to provide retirement, sheltered or extra care housing, the Council recognises that there may be a need for greater flexibility with regard the mix of units to be provided within developments, particularly in achieving the provision of 3 bedroom units.

Table 2 Housing Mix

	1 bed	2 bed	3 bed	4+ bed
<i>Market Housing</i>	5%	15%	64%	16%
<i>Affordable Housing</i>	10%	40%	40%	10%

7 Successful Places to Live



- 7.3.1** There is a diverse population in Havering, with an equally diverse range of housing needs and requirements. Havering's residents require a mix of housing types at different stages in their lives and depending on their individual circumstances. It is important that there is a range of housing so that individuals or households can choose to pass through all phases of life living within the same neighbourhood, leading to improved community cohesion.
- 7.3.2** The key findings of the Outer North East London SHMA in relation to size mix show that over the Plan Period there is a significant need for three bed affordable and market properties. For market housing the Council will seek a size mix in line with the findings of the SHMA (as set out in Table 2).
- 7.3.3** In relation to affordable housing, the Council has considered evidence from both the SHMA and the current housing register. The combined evidence demonstrates that the Council's priority through the Local Plan should be for 2 and 3 bed properties with 1 bed properties less of a priority. The Council's preference is that 2 bed 4 person properties should be prioritised over 2 bed 3 person units as they offer greater flexibility of accommodation.
- 7.3.4** The Council does recognise that the high level of demand for three bed properties will be challenging and that it may not be possible to meet the recommended housing mix on all sites. Some sites, for example, may be more appropriate for families with children, particularly sites with safe access to amenity and play space. However, it is essential that the supply of family housing is stepped up to maintain an adequate stock of housing suitable for occupation as family dwellings. The Council will expect developers to demonstrate how they have sought to maximise the provision of family housing within their schemes. In flatted schemes, developers should be creative with their approaches to providing family accommodation and should demonstrate how they have considered the provision of family units such as duplexes at ground floor level. Where the recommended level of three bed properties cannot be achieved, the priority will be to provide two bed rather than one bed properties.
- 7.3.5** Proposals containing family housing (in this case units with 3 bedrooms or more) in excess of the above guidelines will be supported, provided that there are not high existing levels of family housing in an area, or there is a demonstrable need for such family housing in an area. There will be greater flexibility on the requirement for family units for proposals for retirement, sheltered or extra care housing. Justification for the dwelling mix proposed in development schemes is required, if differing from the mix set out in Table 2.
- 7.3.6** The preferred dwelling mix will be subject to periodic amendments based on up-to-date Council assessments of needs across the borough. Any amendments to this preferred mix will be published on the Council's website or contained within a Supplementary Planning Document, as appropriate.

7.4 Specialist accommodation

Policy 6

Specialist accommodation

The provision of appropriate housing to meet the specialist needs of local people will be supported where it can be robustly demonstrated that:

- i. There is an identified need within the borough;
- ii. The site has access to essential services and shops by walking and cycling;
- iii. The site is well served by public transport;
- iv. The proposal contributes to a mixed, balanced and inclusive community;
- v. The site is suitable for the intended occupiers in terms of the standard of facilities, the level of independence, and the provision of support and/or care;
- vi. An appropriate level of amenity space is provided to meet the needs of the intended occupants taking account of the need for an attractive outlook;
- vii. Consideration has been given to all possible future needs and the development can be easily adapted to meet the needs of future occupants;
- viii. The proposal does not have any adverse impacts on the surrounding area and will not be likely to give rise to significantly greater levels of noise and disturbance to occupiers of nearby residential properties;



- ix. The proposal meets the parking requirements set out in Policy 24 and it will not have an unacceptable impact on parking conditions and traffic congestion in the area; and
- x. Adequate provision for visitor and carer parking facilities is provided and where appropriate, provision is made for the safe and convenient storage of wheelchairs and mobility scooters.

The Council will encourage common areas to be provided to allow occupants a space where they can socialise and interact with others and the design takes into account the facilities and needs of the occupants.

The loss of existing specialist accommodation which meets the identified specific needs will be resisted unless it can be demonstrated that:

- xi. The accommodation is no longer needed and the new accommodation will instead meet another identified prioritised local need; or
- xii. The existing accommodation will be adequately re-provided to an equivalent or better standard on-site or elsewhere within the borough.

7.4.1 Specialist accommodation is that which has been specifically designed and built to meet the needs of the elderly, disabled, young or vulnerable adults.

7.4.2 Havering has a large and growing population of older people. In fact, Havering has the largest percentage of older people of all the London boroughs. There is a need to ensure that there is appropriate provision of specialist accommodation across the borough to meet this need including providing appropriate accommodation for those individuals suffering from Dementia.

7.4.3 Havering has just under 2,000 specialist housing units for older people across all tenures – including social housing, retirement accommodation, assisted living schemes and extra care housing. This does not include general needs housing that the Council has designated for older people. Over 60% of these specialist housing units are social housing, the vast majority of this being the Council's own sheltered housing accommodation (approximately 800 units).

7.4.4 Today, older people's housing needs and choices are very different from previous generations. Changes in life expectancy, income levels and social expectations of life after retirement have all contributed to a re-imagining of housing options for older people, with an emphasis on independence, choice and enablement.

7.4.5 In 2015, the Council undertook a review of the need for specialist older people's housing within the borough. This review looked at both the current and projected need for housing for older people and the specific types of specialist accommodation required. The Review found that:

- There is a current and projected surplus of affordable Sheltered Housing Schemes in Havering and this is projected to continue even with the projected growth in the number of older people living in Havering.
- There is a current and projected deficit in sheltered /retirement housing for lease and sale within Havering
- There is a current and projected deficit in enhanced and extra care housing and specialist housing for people with dementia across all housing tenures. The review acknowledged that the majority of older people will want to remain in their current homes for as long as possible but that there is a need to ensure that there is the quantity, quality and type of specialist housing available for older people when their current home is no longer suitable due to physical and/or mental frailty or affordability.

7.4.6 These findings are in line with the indicative annual benchmark for the provision of additional specialist older persons accommodation which is set out in the London Plan. In Havering, a need for 185 additional units per year has been identified of which 135 should be for private sale and 50 for intermediate sale. No need was identified for affordable rent products due to the current surplus.

7.4.7 To meet the needs of Havering's population, and as part of the Council's estate regeneration programme, the Council is proposing to close four sheltered housing schemes and redevelop three others. Three of the four sites that are closing will be regenerated to provide high quality general needs housing and one will provide high quality general needs flats for residents over the age of 55. Of the three sheltered schemes for redevelopment, two will become Older People's Villages offering

7 Successful Places to Live



a range of housing options designed to support a variety of needs within a community setting. One sheltered scheme will become an Extra Care scheme offering residents the benefit of additional support to meet increasing needs.

- 7.4.8** In addition, there will be considerable financial investment focused on the remaining twelve sheltered schemes over the next two years. This will enable the Council to improve facilities and services within sheltered schemes, which will support the needs of older people and encourage our residents to remain as independent as possible for as long as possible so improving their quality of life and reducing the financial burdens on local health and social care services.
- 7.4.9** There is a need for both specialist and long term housing solutions to be found for people with a learning disability, mental health conditions, substance misuse and older looked after children within Havering. Work is underway to identify the demand for supported housing as part of the Council's housing development programme work.
- 7.4.10** For residents with a special educational need and disability who have reached 16, the Council is developing an integrated post-16 strategy that will include identifying housing needs and setting out suitable housing options. This will include the development of further supported living schemes and work to ensure that existing housing options are identified, such as the ground floor flats or bungalows that enable individuals to live independently (with appropriate support) in the community.
- 7.4.11** All development proposals for specialist accommodation should meet an identified and up to date local need. It is important that any new provision reflects the requirements of the local community in terms of the type, location and design of accommodation.
- 7.4.12** Specialist housing should be located in areas that have good public transport connections and have access to essential services by walking and cycling. This will enable residents to integrate into the local community and avoid social isolation.
- 7.4.13** Careful consideration should be given to the design of specialist accommodation to ensure that it is tailored to the needs of the intended occupants and that it is easily adaptable for future occupants who may have different needs. Residents should have access to high quality and usable outdoor amenity space. In circumstances where the intended occupants are unlikely to use outdoor space, it will still be important for an attractive outlook to be provided which should incorporate soft landscaping.

7.5 Residential design and amenity

Policy 7

Residential design and amenity

Residential development should be of a high design quality that is inclusive and provides an attractive, safe and accessible living environment for new residents whilst ensuring that the amenity and quality of life of existing and future residents is not adversely impacted.

To protect the amenity of existing and future residents the Council will support developments that do not result in:

- i. Unacceptable overlooking or loss of privacy or outlook;
- ii. Unacceptable loss of daylight and sunlight; and
- iii. Unacceptable levels of noise, vibration and disturbance.

To ensure a high quality living environment for residents of new developments, the Council will support residential developments that:

- iv. Meet the National Space Standards and the London Plan requirement for floor to ceiling heights;
- v. Adhere to the London Plan policies in regards to 'Lifetime Homes Standards' and 'Lifetime Neighbourhoods';
- vi. Are sited and designed to maximise daylight and sunlight;
- vii. Incorporate an appropriate level of high quality, usable amenity space that is designed to be multi-functional and offer a range of leisure and recreation opportunities;



- viii. Provide both balconies and communal amenity space in flatted schemes; and
- ix. Provide dual aspect accommodation unless exceptional circumstances are demonstrated;

In any development affordable and market housing will be expected to have the same external appearance and equivalent amenity in relation to views, daylight, noise and proximity to open space.

New developments should promote independent living by utilising designs which can allow for alterations to be made in the future. The Council will require 90% of new build housing to meet Building Regulation requirement M4(2) 'Accessible and Adaptable Dwellings', with the remaining 10 percent meeting Building Regulation requirement M4(3) 'Wheelchair User Dwellings'.

The Council will support and encourage proposals which provide adaptations enabling residents to live independently and safely in their own homes.

- 7.5.1** All residents should feel at ease within their home. If people feel safe and comfortable in their homes then they are more likely to be positive about their surroundings and this can help ensure that they will wish to live and stay in an area and mix with their neighbours to create mixed, inclusive and integrated communities. Careful, high quality design is therefore required to ensure that new and existing residents have a good quality of life. Adequate privacy, amenity space, comfort and security are important design issues that contribute to the health and wellbeing of residents. Securing these benefits can help community cohesion and encourage people to put down roots and invest in an area.
- 7.5.2** The positioning and orientation of properties, including their windows and balconies, must be carefully considered to ensure that adequate privacy is maintained for everyone. In particular, habitable rooms and areas of private gardens close to dwellings should not be excessively overlooked by windows or balconies. Screening can reduce overlooking in these instances. All habitable rooms should contain at least one main window with an adequate outlook where nearby walls or buildings do not appear overbearing or unduly dominant. Loss of outlook arises from development taking place in close proximity to existing development and introducing or significantly increasing a sense of enclosure.
- 7.5.3** Developments will be expected to deliver 'lifetime' homes and 'lifetime' neighbourhoods reflecting the six principles relating to access, services and amenities, built and natural environments, social network and well-being, and housing. By developing homes which are adaptable to change based on the needs of residents, it will facilitate greater pride and sense of community.
- 7.5.4** The Council will expect the impact of development proposals to be assessed following the methodology set out in the most recent version of Building Research Establishment's (BRE) "Site layout planning for daylight and sunlight: A guide to good practice". Depending on the scale of the development a Daylight and Sunlight Report may be required to fully assess the impacts.
- 7.5.5** Amenity space provides many benefits in terms of opportunities for recreation and leisure, and enhancing quality of life through improved health, reduced stress levels, child development through play spaces and interaction with the natural environment.
- 7.5.6** The fundamental design considerations for amenity space are its quality and usability. The size, shape and slope of amenity space is key to its usability. Awkwardly shaped, narrow and very steeply sloping amenity spaces should be avoided. In designing high quality amenity space, consideration should be given to privacy, outlook, sunlight, trees and planting, materials (including paving), lighting and boundary treatment.
- 7.5.7** The design and provision of private amenity space is particularly important in flatted schemes. Balconies should be incorporated into all flatted developments and should, as a minimum, be 1.5 metres in depth and in line with the Mayor's Housing SPG. Ground floor dwellings in flatted schemes can provide direct access to a private garden space leading to a private communal space beyond. Communal amenity space will be expected on all flatted schemes and may be appropriate on some large housing schemes. Communal amenity space should be designed to be private, attractive, functional and safe. Its quality and management should encourage a sense of ownership and pride.
- 7.5.8** Where it is not possible or appropriate to provide private gardens and communal amenity space, roof gardens will normally be acceptable alternatives provided they do not result in overlooking which reduces the privacy of neighbouring residents or other occupiers within the development.

7 Successful Places to Live



- 7.5.9** Proximity to public open space will be considered when assessing the adequacy of provision of private amenity space only where design and layout is of sufficient high quality and contributions are made through s106 for enhancements to existing open space.
- 7.5.10** In areas where restaurants, pubs, bars, and night clubs are already established prior to the development of new residential developments in the same area, developers are to include the Deed of Easement of Noise as part of the sales agreement.

7.6 Houses in multiple occupation

Policy 8

Houses in Multiple Occupation

The Council recognises that Houses in Multiple Occupation (HMOs) can make a valuable contribution to the private rented sector by catering for the housing needs of specific groups. This needs to be balanced with the potential harm that can arise from such development if they are not subject to control. The Council will support applications for HMOs where it can be demonstrated that:

- i. The overall size of the original property to be converted is not less than 120 sq m;
- ii. The proposal does not result in more than 10% of properties in one street becoming HMOs (including existing lawful HMOs) or more than two adjacent properties becoming HMOs, thereby undermining the principle of mixed communities;
- iii. The proposal does not have an adverse impact on the surrounding area and will not be likely to give rise to significantly greater levels of noise and disturbance to occupiers of nearby residential properties than would a single family dwelling of equivalent size;
- iv. The proposal meets Havering's parking requirements and it will not have an unacceptable impact on parking conditions and traffic congestion in the area;
- v. Adequate, secure and well screened refuse storage is provided within the curtilage of the site and is accessible by all residents;
- vi. The property contains communal space, including either a dining or living area, large enough for all the dwelling's occupants to use simultaneously; and
- vii. The proposal meets the requirements of the East London HMO guidance.

- 7.6.1** In 2015, the Council introduced two Article 4 Directions that removed permitted development rights to convert properties to Houses in Multiple Occupation. Evidence suggests a trend towards conversion of smaller dwellings to form HMOs including semi-detached and terraced houses, particularly within Brooklands, Romford Town, Heaton and Gooshays wards. Direction Art4/1/2015 requires planning permission for the formation of an HMO from any existing residential property type encompassing detached, semi-detached and terrace houses and flats anywhere within these wards. Direction Art4/2/2015 introduces the requirement for planning permission to be obtained for the formation of an HMO from any existing semidetached or terraced house or flat anywhere within the remainder of the borough. The change of use from a detached house to a HMO (use class C4) is not covered by the second Article 4 Direction.
- 7.6.2** The threshold of 10% HMOs per street has been applied in order to ensure there are mixed communities in the borough. The limit aims to prevent the concentration of HMOs in certain roads and certain areas within these roads and to ensure an even distribution of HMOs across the borough. The 10% threshold will be applied to each named street, using Havering's HMO licencing register as a record of existing lawful HMOs in the borough.
- 7.6.3** The Council's policies seek to deliver appropriate residential conversions whilst maintaining a supply of family housing; this policy is in line with the strategic housing need of the borough. The Outer North East London SHMA identified a need for three bedroom properties in the borough, meaning the conversion of small family homes to HMOs would have a particularly negative impact on the supply of family housing. In order to protect family housing, properties must be at least 120sq m in order for a conversion to an HMO to be considered acceptable.
- 7.6.4** All HMOs will also be expected to comply with the East London HMO guidance which has been adopted by the Council and sets out quality and minimum living space standards.



7.7 Conversions and subdivisions

Policy 9

Conversions and subdivisions

Proposals for conversion to residential use and subdivision of existing residential properties to self contained homes in Havering will be supported where it can be demonstrated that:

- i. There is no conflict with surrounding uses;
- ii. The existing house being subdivided has no less than 120 sq m of original floor space, including internal circulation, and the subdivision would provide a minimum of one family unit of 3 or more bedrooms;
- iii. The new family unit is preferably on the ground floor with direct access to private, good quality, usable amenity space;
- iv. The living areas of new properties do not abut the bedrooms of adjoining properties;
- v. Safe, secure and convenient access is provided to each unit from the street; and
- vi. The parking standards set out in Policy 24 are met.

- 7.7.1** Subdivision of existing houses and conversion of commercial floor space have been important sources of additional housing in Havering, particularly for smaller households. The Council acknowledges that there is a shortage of housing and the need to consistently increase the supply of high quality housing to meet the needs of residents. However, given that the Outer North East London Strategic Housing Market Assessment (SHMA) reports a pressing need for family homes of 3 bedrooms or more for both affordable and market housing, this policy sets out the criteria whereby conversion and subdivision schemes will contribute to the supply of priority family accommodation in Havering.
- 7.7.2** The threshold of 120 sq m for the subdivision of houses has been set to enable the retention of smaller dwellings for smaller households of single persons and young couples on moderate income, while permitting houses with greater floor space to be subdivided to provide a range of dwelling sizes and types. The subdivision of existing small houses consisting of floor space below 120 sq m into two smaller units will therefore not be supported.
- 7.7.3** All new development of either conversion or subdivision will be required to provide at least one 3b4p family unit with a minimum of 74 sq m of floor space, and a 1b1p or 1b2p flat with a floor space range of 37 - 50 sq m. This is consistent with standards set out by the Department for Communities and Local Government in its 'Technical housing standards - nationally described space standard' (2015). It has been established that conversion or subdivision schemes with a floor space of 120sq m can accommodate the retention of a family unit alongside the provision of an additional unit which meet the minimum space standards. The family unit should be on the ground floor with access to private, good quality, usable amenity space. The threshold of 120 sq m for the subdivision of houses has been set to enable the retention of smaller dwellings for smaller households of single persons and young couples on moderate income, while permitting houses with greater floor space to be subdivided to provide a range of dwelling sizes and types. The subdivision of existing houses consisting of floor space below 120 sq m into two smaller units will therefore not be supported.
- 7.7.4** In the particular circumstances of subdividing a heritage asset, the Council recognises that a different dwelling mix may be required to enable development in order to retain distinctive townscape character, and the historic layout of the property. As such, flexibility will be applied in such instances.
- 7.7.5** Subdivisions of basements should be carried out taking account of policies relating to Policies 7 and 31.
- 7.7.6** Proposals for conversions and subdivisions should also comply with other relevant requirements in the Local Plan, such as those relating to the provision of amenity space, privacy, daylight, parking and access, and refuse and recycling storage and collection as provided by the Residential design and amenity, Parking provision and design and waste management policies (Policies 7, 24 and 35 respectively).



7.8 Garden and backland development

Policy 10

Garden and backland development

Proposals for residential development on garden and backland sites in Havering will be supported when they:

- i. Ensure good access and, where possible, retain existing through routes;
- ii. Retain and provide adequate amenity space for existing and new dwellings;
- iii. Do not have a significant adverse impact on the amenity of existing and new occupants;
- iv. Do not prejudice the future development of neighbouring sites; and
- v. The subdivision of plots and garden development will not be supported within the Hall Lane and Emerson Park Character Areas as designated on the Proposals Map, unless it can be robustly demonstrated that the proposal would not have an adverse impact on the character of the area and that the proposed plot sizes are consistent with the size, setting and arrangement of properties in the surrounding area.

- 7.8.1** Much of the borough is sub-urban, characterised by spaciouly set up neighbourhoods with large private gardens. Intensification of these areas by development on gardens or backland may provide valuable sources for housing. Development of such sites can be difficult as there are often a number of constraints. They require sensitive development and high quality design to ensure that the character of the area and the quality of life of existing and future residents is maintained. Particular care needs to be taken with proposals involving areas with a well-established character such as Emerson Park and Hall Lane.
- 7.8.2** This policy must be read in conjunction with Policy 7 Residential design and amenity and Policy 26 Urban design as sufficient privacy and amenity space for existing and new properties and the character and appearance are particular considerations for garden and backland development.
- 7.8.3** Private gardens also provide, besides important amenity and privacy roles, important ecological, drainage and flood mitigation functions. As a form of green infrastructure, these functions should be considered when any loss of garden land is proposed in line with Policy 29 Green infrastructure.
- 7.8.4** Land suitable for backland development may be in multiple ownerships. This may mean that not every parcel will come forward at the same time. Proposals must, therefore, demonstrate that the proposed development is of an acceptable size and that undeveloped parcels would not be landlocked or prejudiced. A comprehensive scheme removes the need for multiple entrances to small unconnected parcels which collectively may have a negative impact on highway safety and visual amenity.
- 7.8.5** The application will need to demonstrate that consideration has been given to all the land that has potential for development including land outside the ownership/control of the applicant. The layout must demonstrate how the additional land can be developed and that its future development will not be prejudiced. The access will need to be of a standard suitable to serve a comprehensive development with provision within the layout to extend the access to serve all the additional land. Applications which are for piecemeal development or do not satisfactorily demonstrate how a comprehensive development can be achieved will not be acceptable.
- 7.8.6** Emerson Park is one of the most mature and successful residential districts in the borough. It has a distinctive character and is typified by large, well maintained single family detached dwellings set within spacious plots with mature landscaping.
- 7.8.7** The Hall Lane area of Upminster is occupied mostly by established large detached and semi-detached dwellings, set in large gardens with considerable tree and shrub planting. The area's character derives primarily from the long and well landscaped rear gardens whose size and good tree cover create unusual spaciousness which is extensive and uninterrupted.



- 7.8.8** The Council has operated policies aimed at preserving the spacious character of these areas for around forty years. This has helped to maintain their special character and retain a critical stock of large good, quality family and executive homes which have contributed to the diversity of homes available within the borough. The Council will review the existing Supplementary Planning Documents for these area and will publish updated guidance to assist those bringing forward developments in these areas.

7.9 Gypsy and Traveller accommodation

Policy 11

Gypsy and Traveller accommodation

The Council will meet the identified current and future accommodation needs of Gypsies and Travellers and Travelling Showpeople in Havering by:

- i. Formalising seven existing private sites providing a maximum of 33 pitches for Gypsies and Travellers. These sites are identified on the Proposals Map and the maximum number of pitches that will be permitted on each site is identified in paragraph 7.9.2; and
- ii. Retaining and protecting the existing Travelling Showpeople plot at Fair Oaks, St Marys Lane.

Proposals brought forward for permanent Gypsy and Traveller pitches on the sites identified on the Proposals Map will be required to demonstrate:

- iii. A suitable layout of the site;
- iv. That the site has essential services such as water, power, sewerage, drainage and waste disposal;
- v. High quality boundary treatment and landscaping of the site; and
- vi. The removal of ancillary equipment and structures not part of the residential accommodation.

Development of any additional permanent or temporary Gypsy and Traveller pitches must meet an up to date and evidenced need and will be determined in accordance with the National Planning Policy for Traveller Sites. Proposals must also satisfy the criteria below in addition to criteria iii-vi above:

- vii. The site has safe and convenient access to the highway and public transport services;
- viii. There is provision within the site for parking, turning and servicing;
- ix. The site has reasonable access to local services and community facilities such as healthcare, schools and shops;
- x. The proposal would not result in significant adverse impacts on the amenity of occupiers of neighbouring sites;
- xi. The proposal would not result in significant adverse impacts on the visual amenity of the local area; and
- xii. Sites at risk of flooding should be subject to the sequential and exception tests.

- 7.9.1** The Havering Gypsy and Traveller Accommodation Assessment (GTAA) 2017 provides a robust assessment of current and future need for Gypsy, Traveller and Travelling Showpersons accommodation in the borough up to 2031. The Assessment identifies a need for 33 additional pitches for the Gypsy and Traveller households who meet the planning definition as set out in the National Planning Policy for Traveller Sites. Of the 33 pitches needed, 26 pitches are required within the first 5 year period of the Plan (2016 – 2021), and the remaining 7 pitches in the latter part of the plan period. No additional need has been identified for plots for Travelling Showpeople over the 15 year plan period (2016-2031).

- 7.9.2** The GTAA demonstrates that all gypsy and traveller families living in the borough currently occupy private sites within the Green Belt. There are no public sites within the borough. The biggest constraint when trying to identify suitable land to meet the need for Gypsy and Traveller pitches in Havering is the Green Belt.

7 Successful Places to Live



- 7.9.3** In accordance with National Planning Policy Gypsy and Traveller pitches are inappropriate development in the Green Belt and can only be permitted in very special circumstances. However, the Council has not been able to identify any suitable and deliverable land within the built-up area that could be used for the Gypsy and Traveller accommodation.
- 7.9.4** Policy 11 therefore seeks to meet the need identified in the GTAA through the allocation and intensification of sites within the Green Belt.
- 7.9.5** The sites are identified on the Proposals Map and are listed below. In order to provide firm controls and prevent further intensification, a maximum number of pitches will be permitted on each site as set out below:
- Tyas Stud Farm rear of Latchford Farm - maximum of 5 pitches
 - Vinegar Hill - maximum of 4 pitches
 - Hogbar Farm West - maximum of 3 pitches
 - Ashlea View, Tomkyns Lane Lane - maximum of 2 pitches
 - Benskins Lane - maximum of 10 pitches
 - Fairhill Rise - maximum of 2 pitches
 - Hogbar Farm East - maximum of 4 pitches
 - Lower Bedfords Road - maximum of 1 pitches
 - The Caravan Park, Putwell Bridge - maximum of 2 pitches
- 7.9.6** The sites are all currently in Gypsy and Traveller use and they have all been identified within the GTAA as contributing to the overall need for pitches in line with the definition of Gypsies and Travellers in the Planning Policy for Traveller sites 2012. The maximum number of pitches on each site takes into account the need arising from each site as identified in the GTAA and an understanding of what facilities and space a pitch typically requires. Further details are set out in the Gypsy and Traveller Position Statement that supports this Local Plan.
- 7.9.7** The GTAA also identified need for up to 29 additional pitches for “unknown households”, that is, households whose travelling status was not able to be determined through the assessment. These households either refused to be interviewed, or were not on site at the time of fieldwork. It is not possible to identify sites to meet an unknown need.
- 7.9.8** Where further sites are proposed the Council will ensure that they are required to meet legitimate additional borough. When considering applications for Gypsy and Traveller sites and Travelling Showpersons plots, the Council will take into account the policy criteria outlined in Policy 11 in addition to the requirements of National Policy.
- 7.9.9** In general, proposals for Gypsy and Traveller sites and Travelling Showpersons plots are inappropriate development in the Green Belt and any additional sites will only be approved when very special circumstances have been demonstrated in line with National Policy.



8 Thriving Communities

8.1 Healthy communities

Policy 12

Healthy communities

The Council will support development in Havering that provides opportunities for healthy lifestyles, contribute to the creation of healthier communities and helps reduce health inequalities.

The Council will seek to maximise the potential health gains from development proposals and ensure that any negative impacts are mitigated. All major development proposals must be supported by a Health Impact Assessment (HIA) to demonstrate that full consideration has been given to health and wellbeing.

The Local Plan will promote health and wellbeing by:

- i. Directing new development to well connected locations to enable active travel (refer to Policy 3);
- ii. Promoting well designed and safe places (refer to Policy 26);
- iii. Promoting the diversification of uses within town centres and managing uses that can have a negative health impacts such as betting shops and fast food takeaways (refer to Policy 13);
- iv. Supporting the delivery of essential community services (refer to Policies 16 and 17);
- v. Providing and protecting open space, leisure and recreation facilities (refer to Policy 18);
- vi. Supporting measures to promote walking and cycling (refer to Policy 23);
- vii. Supporting the provision of multifunctional green infrastructure (refer to Policy 29);
- viii. Seeking environmental improvements, minimising exposure to pollutants and improving air quality (refer to Policies 33 and 34); and
- ix. Avoiding contributing to factors that affect climate change, and contribute to prevention measures that mitigate against the effects of climate change (refer to Policies 32 and 36).

Developers are required to consider wider local/regional primary care and other health strategies, as appropriate, to take into account how any developments can contribute to the aims and objectives of those strategies.

- 8.1.1** The population of the borough is anticipated to grow and change over the Plan Period. There is an urgency to improve health and wellbeing for the local population and decrease health inequalities. The Local Plan has the potential to decrease health inequalities in the borough and plan for healthy communities. The Council recognises that health and wellbeing is influenced by the impact of the built and natural environment and the interplay between the environment and social conditions. It is important to design places that encourage social interaction and promote health lifestyles, for example by designing out environments that can contribute to obesity and that provide opportunities for crime and antisocial behaviour.
- 8.1.2** It is important that the health and well-being of a buildings occupants is considered and appropriate measures taken to prevent sick building syndrome. Therefore, all new developments - residential, business, commercial, and industrial - need to comply with the Building Regulations and the Chartered Institute of Building Services Engineers (CIBSE) Guide on building control systems.
- 8.1.3** The Council has undertaken a Health Impact Assessment for the Local Plan to make sure that policies optimise the health outputs of new development (see Annex 5).
- 8.1.4** To ensure that health and wellbeing is given full consideration in the future development of the borough a Health Impact Assessment should be undertaken by developers for all major developments. HIAs can help to identify aspects of development that can be enhanced to achieve the greatest health gains and where there is a need to mitigate for any potential negative impacts. Developers should use the Council's Health Impact Assessment template when undertaking their assessments.

8.2 Town centre development

Policy 13

Town centre development

The Council will seek to enhance the vitality and vibrancy of Havering's town centres, maintaining their important role for local communities.

Applications for new main town centre uses will be subject to the sequential test as defined in the NPPF. An impact assessment will be required for retail, leisure and office developments over 200 sq m in edge or out of centre locations. Preference will be given for edge of centre and out of centre developments to be located on existing out of centre sites as designated on the Proposals Map and/or in accessible locations that are well connected to town centres.

The Council will support development proposals within town centres that:

- i. Are appropriate to the scale and function of the town centre's position within the Town Centre Network (see Map 1 'Havering Town Centre Hierachy');
- ii. Does not harm the town centre's vitality and viability;
- iii. Promotes a wider retail offer and choice to consumers;
- iv. Enhances and diversifies the borough's hotel offer;
- v. Provides high quality shop front design and signage that enhances the character and appearance of the town centre;
- vi. Provides active frontages at ground floor level, supports street activity and generates pedestrian movement; and
- vii. Makes effective use of upper floors.

The Council will not support proposals for single use retail developments which do not optimise the development potential of the site within, on the edge or outside of town centres

To achieve a balanced mix of uses, the Council will support the change of use from A1 and A2 uses in addition to the above criteria, where development:

- viii. Complements the other shopping uses within the town centre;
- ix. Does not reduce the proportion of frontage in A1 and A2 use to less than 60% in primary frontages;
- x. Has no significant adverse impact on surrounding amenity (including cumulative impact) in terms of anti-social behaviour, noise, odour, waste management, highways and parking; and
- xi. Prevents the overconcentration of non-A1 or A2 uses by:
 - a. Within primary frontages, maintaining a minimum of 3 units in alternative use between A5 uses and not increasing the proportion of A5 uses to be greater than 10%;
 - b. Within secondary frontages and local centres, preventing the clustering of more than 2 A5 uses adjacent to each other, with individuals or groups separated by a minimum of 3 units in alternative use; and
 - c. Within primary frontages, secondary frontages and local centres, allowing betting shops and pay day loan shops to comprise a maximum of 5% or 1 unit, whichever is the greater, while maintaining a minimum of 3 units in alternative use between these uses.

8.2.1 The vitality and viability of the borough's town centres is under pressure due to changing shopping patterns and competition of shopping locations outside of the borough. Policy 13 manages the uses within town centres to make sure they remain competitive and meet the needs of Havering's growing local communities.

8.2.2 The Havering Retail and Commercial Leisure Needs Assessment (2015) identified a quantitative need for the borough for comparison goods of up to 49,500sqm, for convenience goods of up to 13,200 sq m and for commercial leisure floorspace (A3, A4 and A5 uses) of up to 21,000sqm gross by 2031.

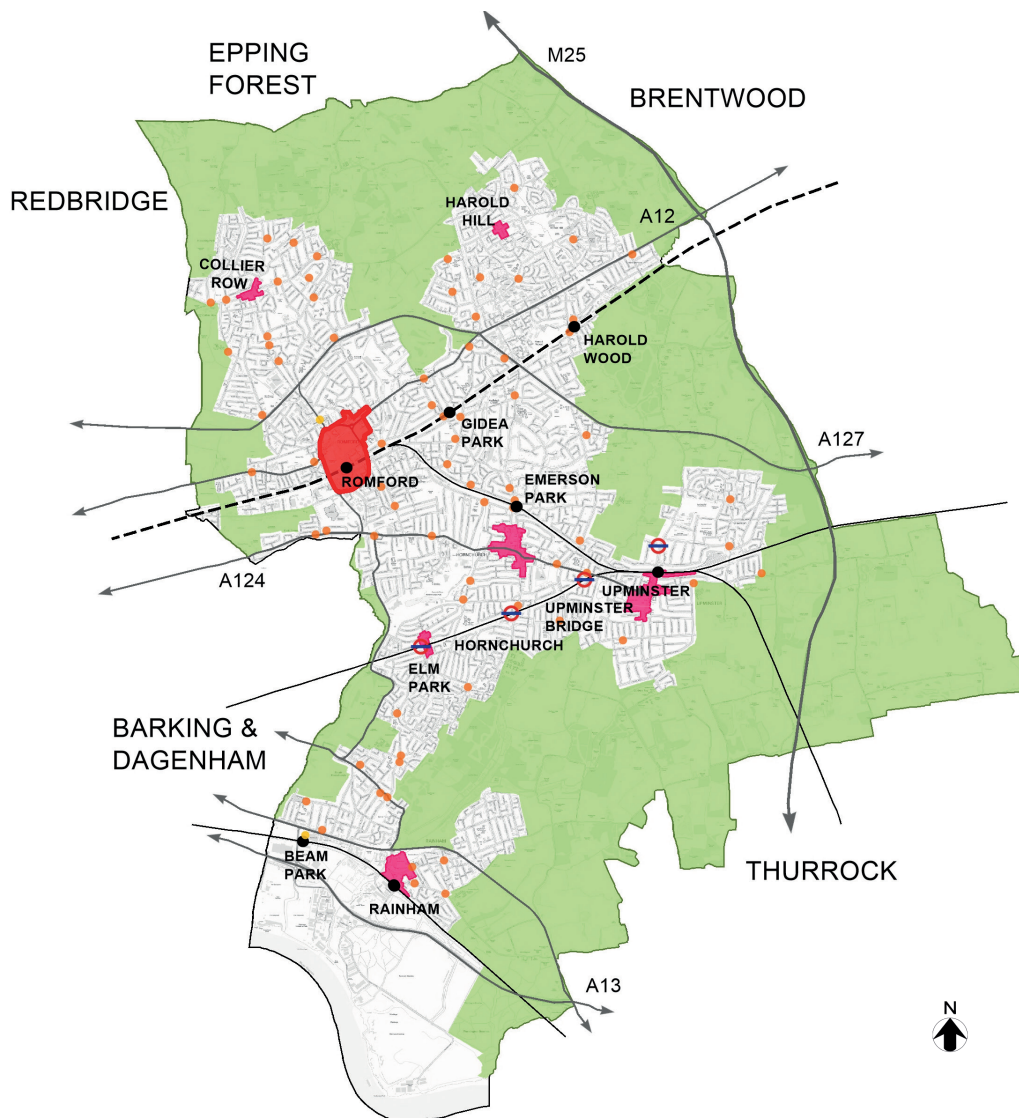


The largest proportion of the retail and commercial leisure development will be accommodated within Romford Metropolitan Town Centre, and the remainder spread across the district centres where further scope for development and enhancement has been identified.

- 8.2.3** Impact assessments should demonstrate the impact on the existing, planned and committed investment in centres and on town centre vitality and viability. The PPG sets out what issues should be considered in establishing a local threshold for impact assessments. A key consideration is the viability and vitality of town centres. The Havering Retail & Commercial Leisure Needs Assessment (2015) sets out the performance of the metropolitan and district centres in Havering. It notes that the vitality and viability between town centres differs. Elm Park and Collier Row are vulnerable, as being at risk from removal from the London Plan district centre level. Protection from out of centre developments that could draw significant amounts of footfall is therefore recommended by the study. Although overall performing well, the other district and metropolitan centres are subject to the over proliferation of non-retail uses and have a number of vacancies in prominent locations. The vitality and viability of these town centres could therefore also be adversely impacted by out of centre development.
- 8.2.4** Another consideration is the impact on planned assessment in town centres. Significant investment has been planned in the Romford and Rainham and Beam Park SDAs. The former includes Romford Metropolitan Centre and the latter includes Rainham District Centre and the new Beam Park Local Centre. To make sure that proposals out of town centres do not affect the vitality and viability of existing town centres, and make sure future investments are optimised, the setting of a significantly lower locally specific threshold for impact assessments than that specified in the NPPF is justified. With regards to the average size of retail premises in town centres district centres in Havering are made up mostly of small shops, with the average floor space being below 200 sq m. In Romford the average floor space is generally higher, although this varies between frontages. The threshold for impact assessments for edge and out of town centre development is therefore set at 200 sq m in the Local Plan.
- 8.2.5** The borough's town centres provide important opportunities for social interaction, and community life, and as good places to live. In this regard, the Council will seek to assure their vibrancy through promoting and supporting the diversification of uses and the development of uses that remedy deficiencies within the town centres. However, in promoting diversification of development and uses, the Council is concerned to ensure that the retail function of town centres is not undermined. In promoting diversity acceptable upper floor uses would include residential, office and leisure uses. Residential development at the ground floor level in town centres will not be supported. In terms of shop front design, laminated glass and internal security grills are preferred above external shutters.
- 8.2.6** The Council has designated primary and secondary frontages within its metropolitan centre and six district centres. These are shown on the Proposals Map with a schedule of properties within these frontages listed in A.6 'Town Centres'. The borough's metropolitan and district centres are considered to be the borough's primary shopping areas.
- 8.2.7** Within primary frontages, the Council will seek to increase the amount of retail floorspace, resist the loss of shops and prevent the clustering of certain uses where this would harm the town centre's primary shopping function, character and appearance. Use Class A1 should be the principal and most dominant land use as this contains the most important shopping facilities, those which attract the greatest number of customers and those which contribute most to the vitality and viability of the respective centres. Due to the Permitted Development rights regarding the change of use from A1 to A2 uses it is justified to set a combined percentage for A1 and A2 uses. This is established at 60% to allow town centres to further diversify while maintaining the primary shopping function at a reasonable level.
- 8.2.8** In secondary frontages and local centres, the Council will seek to maintain a majority of retail uses. However, a wider mix of uses will be promoted, especially those non-retail uses that provide services which complement shopping facilities. Such uses provide active frontages, support street activity and generate a similar level of pedestrian movement to a retail use, and are open during the day (retail hours).
- 8.2.9** The overconcentration of particular uses can impact negatively on the amenity of adjacent uses and adversely affect the vitality and viability of the town centre. Policy 13, therefore, seeks to provide a balanced mix of uses within the town centres while preserving the primary shopping function of frontages. Therefore, restrictions for A5 uses (hot food take-aways), betting shops and pay day loan shops are included.



Map 1 Havering Town Centre Hierarchy



Town Centre Hierarchy

- | | |
|---|---|
| Metropolitan Centre | Green Belt |
| District Centre | A Roads |
| Local Centre | Motorway |
| New Local Centre | <div style="position: absolute; top: -2px; left: 5px; width: 5px; height: 5px; background-color: black;"></div><div style="position: absolute; top: -2px; right: 5px; width: 5px; height: 5px; background-color: black;"></div> National Rail |
| | Crossrail |

	Scale: 1:85000 Date: 02 May 2017
	London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343 © Crown copyright and database rights 2017 Ordnance Survey 100024327



8.3 Eating and drinking

Policy 14

Eating and drinking

The Council supports the diversification of Havering's town centres and recognises the importance of eating and drinking establishments in creating attractive places where people enjoy spending their leisure time.

When considering planning applications for restaurant, pubs, and micro-brewery uses the Council will give consideration to the following factors:

- i. The contribution the proposal will make to the diversification of town centre uses and the attractiveness of the centre as a whole;
- ii. The impact on the amenity of adjoining or adjacent residential accommodation and non-residential uses, arising from cooking smells, noise disturbance and anti-social behaviour;
- iii. The cumulative environmental impact of the use on the locality considering the number, capacity and location of such uses already existing in the adjacent area; and
- iv. The possible impact of the design and location of the building on the site, exterior dining space (if applicable), and car parking on amenity and the free flow of traffic and highway safety.

Applicants will also be required to submit management plans detailing how the operation of their proposals will be managed in ways that do not exacerbate potential adverse impacts.

- 8.3.1** The Council recognises that restaurants and drinking establishments are an important part of Havering's local economy in providing jobs and business opportunities as well as opportunities for entertainment and socialising for residents, workers and visitors. These uses can, nevertheless, cause considerable pedestrian and vehicular activity which is likely to be greater than a retail use. This conflict can be made worse where there is a concentration of these uses within a locality. The main purpose of this policy is to control both the operation and location of restaurant uses so as to minimise their adverse impacts.
- 8.3.2** In determining whether a proposal would have adverse impact on amenity, the Council will take into account the proposed opening and closing hours, the proximity to residential and other sensitive land uses, the number, location and capacity of such uses already existing in the immediate area and the likelihood of noise and disturbance to nearby or adjacent residents, particularly at the weekend and late at night. Late closing uses should generally be located in the town centres and near places of entertainment.
- 8.3.3** In addition, where cooking smells and fumes will be created, the Council will require the installation of ventilation and fume extraction equipment. If this would be detrimental to visual amenity then planning permission may be refused. Where there is residential accommodation on upper floors, the Council will normally require ducting to discharge above eaves levels and the provision of adequate soundproofing. The Council will require submission with the planning application of the full details of ventilation and fume extraction equipment showing location of the flue and motor, dimensions, colour/material, model and noise levels. It will also require details of the refuse containment facilities.
- 8.3.4** In some areas the protection of residential amenities will demand more restricted opening hours and, where appropriate, the Council will impose these as conditions on planning permissions. Applicants are reminded that there may be licencing requirements for the uses supported by this policy.
- 8.3.5** In considering applications for outdoor sitting areas on pavements, the Council will take into account the impact of the use on local amenity and highway safety and will only support applications where the table and chairs are removable and are contained within a barrier/defensible space that is also removable.
- 8.3.6** It must be noted that as a general principle, the Council seeks to encourage well managed and operated restaurants and drinking establishments in its town centres and other appropriate locations, and to prevent any concentrations of such uses that would harm the attractiveness of Havering's town



centres or amenity of adjoining or adjacent residential occupiers and non-residential uses. To this end, applicants will be required to submit management plans detailing how the operation of their proposals will be managed in ways that do not exacerbate potential adverse impacts.

8.4 Culture and creativity

Policy 15

Culture and creativity

The Council is committed to sustaining and enhancing Havering's cultural offer and creating inclusive and diverse communities by:

- i. Safeguarding the borough's existing diverse range of creative arts, cultural and performance spaces, professional sporting and entertainment facilities and their related facilities, and refusing to grant planning permission to development proposals that will result in their loss unless replacement facilities of equivalent or greater quality and quantity are provided on site or within the vicinity which meets the needs of the local community or particular groups, or it has been demonstrated that there is no demand for another similar use on site;
- ii. Supporting development which enhances and diversifies the cultural offer within the borough's metropolitan centre of Romford, and the six district centres of Hornchurch, Collier Row, Harold Hill, Upminster, Elm Park and Rainham to contribute more effectively to their regeneration and town centre renewal;
- iii. Permitting temporary use of vacant commercial buildings, and cleared sites for performance and creative work where they contribute positively to the regeneration, vitality and character of the area;
- iv. Requiring provision of arts and cultural facilities in major mixed use developments;
- v. Encouraging a diverse range of evening and night time activities including expanding opening hours of existing daytime facilities such as shops, cafés, medical facilities, libraries and theatres to integrate leisure and other uses to promote and sustain customer cross over;
- vi. Seeking contributions from developments that result in additional need for cultural and leisure facilities to enhance existing facilities or provide new facilities;
- vii. Ensuring that development proposals are designed to be inclusive;
- viii. Working proactively with operators, landowners, stakeholders to maximise the positive impacts and mitigate the negative impacts of art, cultural and leisure activities; and
- ix. Supporting planned improvement to existing arts, cultural and performance spaces, including creative work and related facilities.

8.4.1 Culture (defined as the attitudes, customs, and beliefs distinguishing one group or area from another) is expressed through fashion, art, theatre, history and so on. Culture plays a valuable role in place shaping with cultural developments creating a sense of place and belonging within the community. Such developments include theatres, art spaces, museums, galleries, libraries, and work spaces for creative industries.

8.4.2 The Council recognises the important contributions the cultural and creative sectors including entertainment facilities and related services play in its economic and social success. The Council is keen to sustain these contributions by supporting developments which enhance and diversify the existing offer and by guarding against the unnecessary loss of valued existing social, recreational and cultural facilities without their re-provision on site or elsewhere within the locality with a facility of equivalent or greater quality and quantity. The Council will encourage increased provision of new facilities especially in areas of defined need.

8.4.3 As a metropolitan centre, Romford has the opportunity to be the cultural heart of the borough. It already benefits from facilities such as the Havering Museum, Brookside Theatre, a Market Place and a selection of bars, restaurants, cinemas and night clubs. It is identified, and widely recognised by the London Plan, as a regional centre with strategic clusters of night time activity. Hornchurch is another important cultural centre of more than local importance in the borough with the Queens Theatre, the Fairkytes Arts Centre and other ancillary uses.

8.4.4 The Havering Arts Strategy (2013 to 2015) identifies a number of improvements to ensure the borough continues to offer high quality cultural facilities to its increasing population. These include:



- A new high quality visual arts exhibition space at Fairkytes Arts Centre;
- Rehearsal space and a café area at Queen's theatre; and
- On-going repair and maintenance of the Havering Museum.

- 8.4.5** The Council supports these improvement schemes and will encourage a diverse range of evening and night time activities to complement and support their success and expansion. Applications for eating and drinking establishments should have regard to Policy 14.
- 8.4.6** New cultural development should be appropriate in scale and type to the town centre it is located in, enhancing the current cultural offer and reflecting the diverse needs of Havering's changing population. Proposals must also comply with Policy 16.
- 8.4.7** Evening and night time economy uses, such as cafés, restaurants and evening entertainment, will specifically be supported in the town centres of Romford, Hornchurch, Collier Row, Harold Hill, Upminster, Elm Park and Rainham when they complement and diversify the existing offer and contribute more effectively to their regeneration and town centre renewal. Policy 13 controls the uses in town centres. The Mayor's upcoming Night-Time Economy Supplementary Planning Guidance will provide additional context for the enhancement of evening and night time activities.
- 8.4.8** Proposals within the Romford area should also adhere to Policy 1 to ensure developments meet the needs of the area while encouraging cultural and community-led activities. Proposals which include a cultural element that allow for the engagement of the local community give the opportunity to revitalise the area, create a sense of place, and allow local creative talent to be showcased.
- 8.4.9** Temporary use of vacant commercial units for cultural displays and creative uses will be supported. By allowing the space to be occupied during the transition from one commercial offer to another will maintain footfall within the area and has the potential to promote local talent.
- 8.4.10** All applications must be designed to be inclusive and ensure the safety and well-being of the community are not adversely affected. Applicants are encouraged to refer to the Secured by Design document and if necessary to consult with the crime prevention officer.
- 8.4.11** The Council will work in partnership with a range of partners (retailers, landowners, security agencies, health and transport services) to develop innovative approaches to managing and mitigating adverse impacts arising from clusters of these uses having regard to the safety or security of residents, workers and visitors to the town centres.
- 8.4.12** Applicants are reminded that there may be licencing requirements for the uses supported by this policy.
- 8.4.13** Where new development will result in additional need for cultural and leisure facilities the Council will seek developer contributions to enhance existing cultural, leisure and recreation facilities in the locality including for their maintenance and management.

8.5 Social infrastructure

Policy 16

Social infrastructure

The Council will work with infrastructure providers to support the provision of essential new services and improvement of existing facilities in Havering alongside residential development. The Council will make sure that new and existing residents will have access to a range of social infrastructure facilities by:

- Supporting proposals for new and extended social infrastructure provided they:
 - Are accessible by public transport and active travel;
 - Are located within the community that they are intended to serve and incorporate an inclusive design;
 - Make use of an innovative delivery of social infrastructure;
 - Do not adversely impact on residential character and amenity;
 - Ensure highway safety, especially in regards to pedestrians and cyclists;



- f. Explore the possibility to co-locate with complimentary services; and
 - g. Are provided in multi-use, flexible, adaptable and 'healthy' buildings.
- ii. Requiring major developments to provide new social infrastructure facilities as part of mixed-use developments where feasible, where a deficiency is identified through the Council's Infrastructure Delivery Plan (IDP).

Stakeholders will be encouraged to consider funding arrangements for on-going maintenance costs.

Proposals which would result in a loss of social infrastructure in areas of defined need for that type of social infrastructure without realistic proposals for re-provision will not be permitted.

The suitability of redundant social infrastructure premises for accommodating other forms of social infrastructure for which there is a defined need in the locality should be assessed before alternative developments will be considered by the Council.

The Council will protect existing burial space provision as designated on the Proposals Map to meet the need for burial space over the Plan period.

Social infrastructure covers a variety of health, community, cultural, sports and leisure facilities. It encompasses burial spaces, places of worship, health and education facilities, social care facilities, nurseries, theatres, sports pitches, swimming pools, and many other uses that provide a social function.

- 8.5.1** The Council will work with its partners to ensure facilities and services for local communities are provided in new developments. The Council's Infrastructure Delivery Plan (IDP) sets out the future requirements for a variety of infrastructure types and identifies projects that match the Council's priorities. Section 14 Delivery and implementation provides more detail on how the Council aims to fund and deliver the infrastructure it needs to support development over the plan period.
- 8.5.2** Town centres and the borough's Strategic Development Areas are the preferred location for new social infrastructure as the increased and changing population in these areas trigger the need for additional facilities. However, this cannot always be achieved as provision in some facilities lend themselves to be located in existing residential areas. It should be demonstrated that adverse impacts are appropriately mitigated where facilities generate movement and potentially affect the residential character and amenity of the area,
- 8.5.3** In line with the London Plan new social infrastructure is expected to be accessible for all, and to extend the use to serve the wider community. This should encourage community participation and inclusion, and result in the effective use of land and buildings. It also helps to meet the growing demand for facilities, and is for example applicable to facilities on educational sites.
- 8.5.4** Following recommendations of the Indoor Sport and Leisure Facility Strategy (2016), where relevant, Community Use Agreements (CUA) will be secured to ensure dual use through s106 planning obligations. The development and implementation of CUAs can help support well-managed and safe community access to facilities on educational sites. As well as widening access to facilities and providing clarity on their use CUAs can help to enhance links between educational establishments and sports clubs.
- 8.5.5** New social infrastructure facilities are expected to be co-located with complimentary services, wherever possible, because this could improve the viability of particular services. It is recognised that there is potential to deliver social infrastructure facilities as part of mixed-use developments with residential or commercial uses. However, the co-location with other social infrastructure facilities should be prioritised to meet local needs.
- 8.5.6** Sites currently used by social infrastructure facilities may come under pressure for redevelopment. The consolidation and modernisation of community facilities in accessible locations where multi-functional facilities can meet the needs of a range of users will be considered. The Council will, however, not permit proposals which would result in a loss of social infrastructure in an area of defined need for that type of social infrastructure without a convincing demonstration by the developer that an equivalent re-provision (in terms of size, usefulness, attractiveness, safety and quality) has been made. This process, as well as the disposal of surplus or redundant assets will need to be managed to ensure that critical uses are not lost from the local area.



- 8.5.7** The future demand for burial space in the borough has been identified through the Council's Infrastructure Delivery Plan. Sufficient supply of multi-faith/interdenominational plots has been identified for the full Local Plan period. With regards to demands for burials meeting specific Muslim requirements arising from the wider North East London, including Havering, sufficient capacity has been identified until around 2028. The Council will only support applications for burial space which meet an unmet need.

8.6 Education

Policy 17

Education

The Council seeks to safeguard existing education provision within Havering. Proposals which result in the net loss of education facilities will be resisted unless it can be robustly demonstrated that there is no current or future need.

Development proposals for childcare facilities, primary and secondary schools and further or higher education facilities will be supported where it can be demonstrated that the proposal:

- i. Contributes to the delivery the Council's agreed Commissioning Plan for Education Provision and the Schools Expansion Programme;
- ii. Is located within the community it is intended to serve and is accessible by public transport, walking and cycling;
- iii. Is of a high quality design and provides a safe environment; and
- iv. Provides, private, secure and safe outdoor amenity and playing space in line with Government building guidelines, which is located away from busy roads.

Proposals with innovative and flexible design solutions and the shared use of open space and sports facilities will be considered favourably where it enables the delivery of a new school in an area of identified need.

Proposals for educational uses in the Green Belt, including the expansion of existing schools may be considered as very special circumstances where it can be robustly demonstrated that there are no suitable alternative sites within the appropriate education planning area and there is a demonstrable need for additional school places.

Where a new school is proposed, the Council will require facilities for early years provision to be included on site where there is an identified local need.

Development proposals for nurseries will also be expected to demonstrate that:

- v. They meet the floorspace requirements as set out in the statutory framework for the early years foundation stage;
- vi. Drop offs and pick ups can be catered for safely on site; and
- vii. There is no significant adverse impact on the amenity of existing residents.

- 8.6.1** The Council is committed to ensuring that there is a good school within reach of every child in the borough. The Council's Commissioning Plan provides the strategic framework to achieve this and brings together key data and planning in terms of the provision of pupil places from the early years stage through to post-16, inclusive of special schools and Alternative Learning provision. The Council's expansion programme details the proposals putting forward to deliver much-needed extra early years, primary, secondary and SEN places.

- 8.6.2** The number of primary age pupils in Havering schools is expected to increase significantly from 21,074 in 2015/16 to 28,889 by 2025/26, and the number of secondary age pupils from 14,584 to 19,766 over the same period. These represent increases in demand for school places of 7,815 at primary level and 5,182 at secondary level over the period.



- 8.6.3** Current data for Havering suggests that an expected rise in the participation rate to full participation of 16 and 17 year-olds from 2015 will, to a large degree, be cancelled out by a fall in numbers of young people aged 16-18 in the next few years. However, in the longer term, the number of 16 and 17 year olds in Havering is projected to increase from 9,043 in 2016/17 to 10,318 in 2023/24. There is a range of options for pupils in this age group including sixth forms, colleges, and apprenticeships. Numbers on roll at Havering College of Further and Higher Education and Havering Sixth Form College are projected to increase by around 200 and 240 over this period, respectively.
- 8.6.4** These figures are the emerging position. The school roll projections are updated on an annual basis. The latest figures can be viewed in the Council's approved Commissioning Plan for Education Provision⁽⁴⁾.
- 8.6.5** New primary school provision will be required in Rainham and Beam Park and in Romford to meet the expected level of housing growth (refer to Chapter 6). Outside of these areas demand is expected to be accommodated through current provision and the expansion of existing schools. The Council will continue to monitor the quantum of residential development that comes forward outside of the two key growth areas and will consider the cumulative impact of development on the need for additional school places. Where the cumulative impact indicates that additional provision will be needed this will be set out in the Council's Commissioning Plan which is updated annually. There may be some areas of Havering where if further major housing is brought forward, there will be no available options to expand existing schools. As such, school place demand arising from such developments will need to be met through new school provision that will require a site to enable delivery.
- 8.6.6** The Department for Education gives area guidelines for mainstream schools. In certain locations, particularly urban town centres, these guidelines can be difficult to achieve. Innovative design solutions should be considered in order to provide a school that sufficiently serves its pupils. These could include use of roofs for outdoor space, co-location with other uses, and shared use of facilities, including parks, sports pitches and Multi-Use-Games-Areas (MUGAs), particularly when located close by.
- 8.6.7** A number of Havering's schools are located within the Green Belt. In accordance with the NPPF, the construction of new buildings should be regarded as inappropriate in Green Belt. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. The Council consider that very special circumstances may exist where there is a demonstrable need for school places and it can be robustly demonstrated that there are no other suitable non Green Belt sites. Such proposals will be considered on a case by case basis.
- 8.6.8** Access to adequate, affordable and high quality childcare (pre-school and school age) provision can play a key role in children's development. Where it enables increased parental employment rates of low income households, it may also help to reduce income inequalities. In Havering, the predicted 19% increase in population of 0-14 year olds between 2016 and 2026 means that additional childcare places need to be found. The Childcare Act 2006 places a duty on local authorities to ensure that there are enough childcare places to enable parents to work or train, and also to ensure that there are sufficient funded early education places for all three and four-year olds within the local authority area. In Havering the demand for funded 2, 3 & 4 year old places is predicted to increase from 5,900 in 2015/16 to 6,800 in 2025/26.
- 8.6.9** Childcare facilities should be safe, accessible for all, and provide both indoor and outdoor learning opportunities. There has been an increase in Havering in planning applications for nurseries in residential areas. Although these proposals can contribute towards meeting a local need, it is important that residential amenity and highway safety are preserved. As nurseries generate significant traffic during peak hours, proposals will be expected to provide sufficient car-parking including pick-up and drop-off points on-site. The conversion of a detached dwellings is typically more suitable than the conversion of a semi detached property, as both the traffic and amenity impact on surrounding dwellings is more likely to be acceptable. The type of dwelling and relation to neighbouring dwellings will therefore be considered in determining proposals involving nurseries. From September 2017,

4 <https://www3.havering.gov.uk/Pages/Services/Schools/school-organisation-place-planning.aspx>

working families will be entitled to up to 30 hours of childcare per week for 3 and 4 year olds, subject to the eligibility criteria for the additional free entitlement. There is already a need for additional Early Years places; with the additional hours being available this could see a further increase in demand.



8.7 Open space, sports and recreation

Policy 18

Open space, sports and recreation

The Council seeks to ensure that all residents of Havering have access to high quality open space, sports and recreation facilities. To achieve this, the Council will:

- i. Continue to protect the borough's designated open spaces and existing sports and recreation facilities from development unless it can be demonstrated that:
 - a. Replacement provision of equivalent or better quantity and quality will be made in a suitable location; or
 - b. The development is for alternative sports and recreational provision and the need for this clearly outweighs the loss.
- ii. Support proposals that improve the quality of and access to, existing open space, sports and recreation facilities;
- iii. Promote the multi-functional and community use of existing and proposed spaces including schools, private sports facilities, playing pitches and supporting facilities through Community Use Agreements;
- iv. Support proposals for new multi-functional open space, sports and recreation facilities that address areas of deficiency;
- v. Support proposals to bring lapsed or disused playing fields back into use;
- vi. Require developments to provide children's play and informal recreation space on-site in line with the London Plan;
- vii. Support development proposals that include communal growing space as part of the amenity provision on site;
- viii. Seek to ensure that adequate management and maintenance arrangements are in place from the outset; and
- ix. Support improvements to the borough's sports and recreation facilities including:
 - a. The replacement of Hornchurch Leisure Centre;
 - b. The refurbishment of Chafford Sports complex;
 - c. Expansion of Central Park Leisure Centre;
 - d. Enhanced facilities and a wider range of uses of Bretons Outdoor Recreation Centre;
 - e. New provision within the Rainham and Beam Park Strategic Development Area; and
 - f. The provision of new 3G Artificial Grass Pitches (AGPs) and improvements to existing ones within the borough.

Where sufficient provision cannot be made on-site the Council will seek developer contributions to remedy deficiencies in quantity, quality, safety, usability and access to open space, sports and recreation facilities across the Borough.

8.7.1 Havering's extensive range of open spaces, leisure and sports facilities are highly valued by residents and make a significant contribution to their health and well being and overall quality of life. Access to good quality open space and sports facilities promotes healthy lifestyles by providing opportunities for relaxation, physical activity, social interaction and play. Open space and outdoor sports pitches can also play an important role in reducing the impacts of climate change, flooding and poor air quality. They also contribute to Havering's green and open character.

8.7.2 In applying Policy 18, open space will encompass parks and gardens, natural and semi natural green spaces, amenity space, children's play areas, allotments and cemeteries, churchyards and other burial grounds. Leisure and sports facilities encompass indoor sports halls, swimming pools, fitness centres, outdoor sports pitches, tennis courts and bowling greens.



- 8.7.3** Havering's Open Space Assessment and Standards Paper (2016) assesses the current quantity, quality and distribution of open space within Havering and considers the demand for future provision to meet the needs of Havering's growing population. The study covers 177 sites totalling 1,283 ha. There is generally a good coverage of parks, gardens, natural and semi natural spaces and amenity greenspaces across the borough. It is acknowledged that there are some areas of deficiency, although deficiency in one type of open space is often met by another type of open space. The priority is, therefore, to protect current provision and support improvements in quality and accessibility.
- 8.7.4** New residential and mixed use developments provide opportunities to incorporate new amenity greenspace and parks within the built up area and this will further enhance current provision. Natural and semi natural spaces are typically found on the edge of the urban areas in Havering and the inclusion of natural and semi-natural features as part of new developments will enhance existing provision.
- 8.7.5** Allotment provision in Havering does not meet the suggested standard of 0.25 hectares per 1,000 population from the National Society of Allotment and Leisure Gardeners (NSALG). There is also a high level of demand with waiting lists for plots across the borough. It is, therefore, important to safeguard and enhance existing allotment plots in order to meet current and future demand. The Council is supportive of innovative ways of providing food growing and gardening opportunities, particularly through community gardens and dedicated growing spaces within in new developments.
- 8.7.6** Play facilities that are safe and stimulating are essential for a child's well-being, health and future development. Whilst Havering has a good amount of, and generally good quality provision of, open space for children and young people it is important that opportunities to increase provision and quality are taken. Residential and mixed use proposals should incorporate or contribute to new play space based on the child yield expected from the development in accordance with the requirements of the London Plan and the associated Play and Informal recreation Supplementary Planning Document.
- 8.7.7** Havering's Outdoor Playing Pitch Assessment and Strategy (2016) assesses the current quantity, quality and distribution of outdoor sports facilities within the borough and considers the demand for future provision. The study covers outdoor football, rugby, cricket, artificial grass and softball pitches, outdoor tennis courts and bowling greens. The assessment identifies some current and future shortfalls in provision and recommends therefore, that all currently used sports pitches should be protected and their quality improved where appropriate. Shortfalls in provision can also be met by bringing back into use lapsed or disused playing field sites that formerly accommodated playing pitches. School sites are a key provider of outdoor sports facilities and the Council will seek to maximise the shared community use of these assets.
- 8.7.8** It is essential that Havering has modern and fit for purpose indoor sports facilities and the Council is actively seeking to upgrade the current provision. Havering's Indoor Sport and Leisure Facilities Assessment and Strategy (2016) found that investment is needed in both community and school sports facilities. Provision will be significantly enhanced by the new Romford Leisure Centre, replacement of Hornchurch Leisure Centre, refurbishment of Chafford Sports Complex and improved facilities at Bretons Outdoor Recreation Centre.
- 8.7.9** The quality of open space, sports and recreation facilities is closely linked to their on going management and maintenance. Applicants will be required to demonstrate that adequate arrangements have been made for future management and maintenance of facilities, for example, by means of commuted sum payments to the Council. This applies whether responsibility remains with the developer or is transferred to a private management company or the Council.
- 8.7.10** Where no on-site provision can be made, the Council will seek developer contributions to remedy deficiencies in the quantity, quality, safety, useability and access to open space, leisure and recreation facilities across the borough including for their maintenance and management.



9 Opportunities to Prosper

9.1 Business growth

Policy 19

Business growth

The Council is committed to building a strong and prosperous economy in Havering and will encourage and promote business growth by:

- i. Protecting designated Strategic Industrial Locations for industrial uses as set out in the London Plan;
- ii. Protecting designated Locally Significant Industrial Sites for B1 (b) (c), B2 and B8 uses;
- iii. Directing office development to Romford Metropolitan Centre and the borough's district centres as part of mixed-use developments;
- iv. Requiring large scale residential proposals within Romford Town Centre to incorporate high quality flexible business space, subject to viability;
- v. Supporting the development of high quality affordable and flexible business spaces of varied unit sizes to meet the needs of small and medium sized enterprises (SMEs) and start-up businesses (see Policy 21);
- vi. Supporting development proposals that improve the physical appearance, attractiveness and competitiveness of employment areas;
- vii. Supporting the sustainable growth and expansion of business and enterprise in rural areas;
- viii. Supporting the development of a hotel within, or in close proximity, to the Rainham Employment Area to support business growth and opportunities in this area; and
- ix. Supporting the London Riverside and the emerging Romford Town Centre Business Improvement Districts.

The borough's Strategic Industrial Locations (SILs) and Locally Significant Industrial Sites (LSISs) are shown on the Proposals Map.

Waste uses will be assessed in accordance with the Joint Waste Development Plan Document.

- 9.1.1** The Council is committed to building a strong and prosperous economy in Havering, supporting sustainable business growth and expansion and being 'business friendly'. To achieve this, it will create an environment that attracts and retains businesses through safeguarding designated employment areas and through encouraging and promoting the supply of high quality, well designed, flexible business spaces of varied types, unit sizes and cost to ensure the availability of sufficient and suitable land and floorspace to meet varied business needs within the borough.
- 9.1.2** Further, the Council will work with the Mayor of London and other stakeholders to designate and develop the proposed Strategic Outer London Development Centre (SOLDC) in Havering, as set out in the London Plan for its strategically significant logistics activities.
- 9.1.3** Havering is identified by the London Plan as a location suitable to be designated and developed as a Strategic Outer London Development Centre (SOLDC) as it has strategic significant growth potential in logistics activities of greater than sub-regional importance. Strategic Outer London Development Centres (SOLDC) are business locations with specialist strengths which potentially or already function above the sub-regional level and generate growth significantly above the long term outer London trend. These locations are proposed to be designated and developed as SOLDCs by the Mayor as set out in the London Plan Policy 2.16. These centres are intended to complement the network of town centres rather than compete with them, being identified on the basis of their distinctive function or scale. Havering will work with the Mayor of London and other stakeholders to identify, develop and promote SOLDC within it to realise its potential in logistics activities.
- 9.1.4** Strategic Industrial Locations (SILs) are locations identified by the Mayor of London, following assessment of future demand, as London's main reservoir of industrial land. They are identified as vital for providing capacity for activities such as logistics, waste management, utilities, land for transport, and industrial 'services to support the service sector', and they are accorded strategic protection by



the Mayor of London and London boroughs. The Locally Strategic Industrial Sites (LSISs) are sites identified by the Council as vital for local industrial functions, including availability of low rent accommodation, which support a range of local employment.

- 9.1.5** The Havering Employment Land Review (ELR) (2015) found that there is a gross demand for 350 ha of industrial land (B2 and B8) in Havering over the Local Plan period up to 2031/2. It notes that the vast majority of the existing Strategic Industrial Locations (SILs) are located away from residential areas with direct access to the strategic road network. The Locally Significant Industrial Sites (LSISs) are well functioning industrial employment areas with an on-going demand for space to service industrial and logistical occupiers. They are areas that remain the most suitable locations for accommodating Havering's industrial and warehousing demand. The Review also recommends the designation of Freightmaster Estate in Rainham as a Strategic Industrial Location.
- 9.1.6** The ELR advises that 19.5 hectares of industrial land previously designated for its local significance can be released from industrial employment uses. The land recommend for release comprises 2.7 ha at Crow Lane (Romford gas works), 15.4 ha at Rainham West and 1.4ha at Bridge Close, Romford. The de-designation of these sites will facilitate the delivery of new residential developments and make a significant contribution towards meeting the borough's housing need. Safeguarding SILs and the remaining LSISs will ensure that there is sufficient capacity to meet projected demand for industrial land in the borough going forward over the plan period.
- 9.1.7** The London Riverside SIL Employment Area is a thriving commercial area with a variety of businesses and occupiers including the Centre for Engineering and Mechanical Excellence (CEME) which is a centre for research, business support, skills and education. Within the SIL, there is a successful and active Business Improvement District which represents existing businesses and works with the Council and Greater London Authority to attract investment. Current development across the wider SIL includes the construction of 334,000 sq.ft. of new commercial space at SEGRO Park.
- 9.1.8** The high quality of the environment within designated industrial areas is an essential component of the attractiveness and competitiveness of these areas. By their nature some industrial uses may legitimately generate noise and odour or require open storage of materials. It is important that these uses are able to operate without undue adverse impact on other 'cleaner' industrial uses. The Council does, however, recognise that environmental improvements are required in specific parts of the borough's industrial areas to ensure that valuable businesses are attracted to and retained within Havering.
- 9.1.9** Salamons Way in the Rainham Employment Area has a number of existing premises that are in good condition and well maintained. However, the majority of buildings are in a poor condition and the general appearance of the area is exacerbated by the nature of some activities. With large areas of open storage land, the utilisation of land is inefficient. The highway is unadopted, and in poor condition. The Council will support redevelopment of all or part of the area to facilitate a modern business area with good environmental standards and an enhanced image.
- 9.1.10** Regarding office development, the ELR's forecast demand assessment identified a net additional demand of up to 17,132 sq m of B1 floorspace over the plan period across Havering. The report assessed Havering as standing to benefit from office occupiers seeking better value office accommodation as office rents rise closer to the centre of London and land availability reduces as employment land comes under pressure from higher value residential uses. The London Office Policy Review (2012) underlines this and recommends that office development in Romford Town Centre is delivered as part of mixed-use schemes led by other uses.
- 9.1.11** Romford Town Centre is identified as the preferred location for office and business space (e.g. Studios, workshops, and office) development. It is anticipated that new public transport investment such as Crossrail which passes through Romford and the consequent demand to be stimulated from potential outmigration of businesses from central London looking for lower office rents in accessible locations will likely result in an uplift in demand for offices in Romford. Development in the former Office Quarter and elsewhere in Romford Town Centre should explore opportunities to provide high quality flexible and smaller size studios, workshops and office workspace units as part of mixed-use schemes to accommodate the needs of smaller and medium sized businesses. This could be provided above shops, as part of a mixed use regeneration scheme or in existing office space when there is capacity. Mixed use schemes with active ground floor uses in district centres will also be supported.



- 9.1.12** In further demonstrating its commitment to being business friendly, the Council will support the sustainable growth and expansion of businesses and enterprises in the rural area, subject to proposals meeting the NPPF Green Belt policy requirements, by encouraging well designed new buildings and promoting the development and diversification of agricultural and other land-based rural business and by promoting the retention and development of local services and community facilities in villages, such as local shops, sports venue, meeting places, public houses and places of worship.

9.2 Loss of industrial land

Policy 20

Loss of industrial land

The Council will only support the loss of non-designated industrial land and floorspace in Havering where it can be demonstrated that:

- i. The change of use from industrial employment uses will not lower the industrial capacity of the borough below that necessary to meet projected demand over the planning period as estimated by the most up to date Havering Employment Land Review;
- ii. The existing employment land use causes unacceptable detrimental effects, that cannot be mitigated, on the amenity of nearby residential areas; and
- iii. There is no market interest in the site following one year of continuous active marketing.

- 9.2.1** Non-designated industrial land and floorspace comprises land and floor space last used for employment use or land and floorspace which is currently in employment use but does not lie within the area identified and safeguarded as a Strategic Industrial Location (SIL) or a Locally Significant Industrial Site (LSIS).
- 9.2.2** The underlying purpose of Policy 20 is to protect and where possible enhance the employment potential of the existing non safeguarded employment land and floorspace. The policy provides some flexibility which aims to recognise individual site characteristics and allow some very limited loss of employment land and floor space where significant unacceptable detrimental effects on amenity of nearby residential uses and no market interest are clearly demonstrated. The policy thrust is therefore to ensure that not too much industrial land and floorspace is released as this could hinder the long term economic prospects of the borough.
- 9.2.3** As already noted in Policy 19 on Business Growth, the Havering Employment Land Review (ELR) (2015) identified 19.5 hectares of land to be released from designated industrial employment use to enable wider regeneration benefits. The ELR further advised that an additional 4 to 5 hectares of employment land could be released from other non-designated sites over the Plan Period, making the overall amount of employment land to be released not greater than 24 hectares. To allow for a loss bigger than the recommended 24 hectares benchmark would undermine Havering's economic development objectives. Companies seeking to expand or start a business in Havering in the future may not have sufficient land or business premises to do so. There are approximately 50 hectares of non-designated industrial sites remaining in the borough. These generally perform well as employment areas, meeting the needs of local businesses. By resisting further erosion of this type of employment land and floorspace this policy is seeking to maintain business land and spaces for local business.
- 9.2.4** As part of managing the overall approach of housing delivery in Havering, the Council recognises that there may be locations where the quality of residential environment is being compromised by the operation nearby industrial use, for example due to noise or access issues. In these cases the relocation of that offending industrial activity would be reasonable way forward in mitigating the adverse amenity issues may be acceptable. Every case will be treated on its own merits.
- 9.2.5** To demonstrate a lack of market demand an applicant should submit transparent and robust marketing evidence that the site has been vacant and that a thorough continuous marketing exercise has been undertaken and sustained in the local area for a 12 month period. Marketing must be through a commercial agent that sets out the competitive price that genuinely reflects the market value of the



property in relation to its use, condition, quality and location. It must be demonstrated that consideration has been given to alternative layouts and business uses, including smaller premises with short term flexible leases appropriate for SMEs.

9.3 Affordable workspace

Policy 21

Affordable workspace

The Council will promote opportunities for start-up and small and medium enterprises by expecting major commercial and mixed-use schemes to provide 20% of its floorspace as affordable workspace.

Affordable workspace should incorporate flexible design features to provide adaptability for a range of uses and occupants with basic fit-out provided to a level beyond shell and core.

The applicant will be required to demonstrate flexible lease terms for target sectors, and where appropriate make provision for short-term, flexible 'all-in' or 'meanwhile' leases, and/or letting space on a per-desk rather than per sq ft basis with the Workspace Provider. The commercial lease terms to be agreed with the Workspace Provider for target sectors will be secured via legal agreement.

Where on-site provision is not possible, financial contributions for equivalent off-site provision will be sought and the amount must be to the satisfaction of the Council.

Redevelopment of existing low value employment floorspace reliant on less than market-level rent will be required to re-provide such floorspace suitable, in terms of design, rents and service charges, for existing uses, subject to scheme viability, current lease arrangements and the desire of existing businesses to remain on-site.

- 9.3.1** Havering has a high number of micro and small businesses, Havering's Employment Land Review (2015) reported that over 90% of businesses in the borough are micro companies with up to nine employees and a further 7% are small enterprises with between 10 and 49 employees. The ELR found that in the office sector the key gap in provision is in affordable and flexible serviced office accommodation to meet the needs of small start-up companies, there is also demand for smaller industrial unit space for start-up/young and growing businesses.
- 9.3.2** Many SMEs and start-ups with the potential for financial self-sufficiency seek affordable small offices, studios or workspace with favourable flexible lease or licence conditions but often discover that their particular needs cannot be met by market rent levels. The Council's business survey indicates that the cost of rents and poor availability of suitable premises are main factors in driving businesses out of the borough. The provision and preservation of affordable and suitable workspaces that can easily be sub-divided for different uses will increase the opportunities for small business which are essential to Havering's economic vitality and a catalyst for regeneration.
- 9.3.3** An affordable workspace is a workspace provided where rent and service charges, excluding business support services, are on average at least 20% less than comparable local market rates for the duration of a lease (although it is noted that, for some sectors and locations, much reduced rents may be needed to render them affordable to target occupiers). While a level of 80% of market rents may be acceptable in some cases, the Council's preference is for a sliding scale of 60% of markets rents from years 1 to 2; 80% from years 3 to 5; and 90% thereafter, subject to negotiation. A sliding scale is preferred as it will allow a larger rent relief during the initial stages of a company's development which will reduce as a company matures and is likely to be able to pay higher rents. This will also enable a more seamless transition to market level rent at the end of the period.
- 9.3.4** Major developments should provide 20% of total gross commercial floorspace as affordable workspace for a minimum of 5 years, subject to viability. In a redevelopment scheme, the Council will require the re-provision of low value employment floorspace reliant on less than market-level rent to ensure existing businesses are not displaced.



- 9.3.5** Where affordable workspace is to be provided it is important that the applicant initiates dialogue with a Workspace Provider, as nominated by or agreed with the Council, early on in the pre-application stage. At the planning application stage an agreed Workspace Provider must be identified.
- 9.3.6** The design of workspace for small and micro enterprises will vary, depending on the end occupier or sector. New business space should be flexible, with good natural light, suitable subdivision and configuration for new uses and activities. The proposal should incorporate flexible design features to provide adaptability for a range of uses and occupants. Basic fit-out should be provided to a level beyond shell and core to include toilets, super-fast broadband connections where appropriate, meeting room facilities, flexible desk arrangement, flexible space for events, good standard of insulation to mitigate any overspill from future alternative uses in the building, grouping of services, plumbing, electrics, cabling, and communications infrastructure. Light industrial or maker spaces have physical needs for greater floor-to-ceiling heights and service access to accommodate larger equipment and deliveries.

9.4 Skills and training

Policy 22

Skills and training

The Council will promote employment and skills development opportunities for local residents by supporting major development proposals that commit to:

- i. A minimum local labour target of 20% during construction and end user phase for major commercial or mixed use developments including a proportion of apprenticeships where the length of construction phase allows;
- ii. A minimum local labour target of 20% during construction for major residential developments;
- iii. The notification of all vacancies associated with the development and its end use through the Council's employment service; and
- iv. Offer opportunities to local businesses within their supply chains.

Where local labour targets cannot be achieved and it can be demonstrated that all opportunities to meet this target have been explored a commuted sum payable to the Council will be required.

Major development proposals will be expected to submit an Employment & Skills Plan for agreement with the Council to detail how these targets will be met. This must include the proportion of apprenticeships offered and the opportunities given to local businesses within their supply chains. The Employment & Skills Plan needs to comply with the Mayor of London's Economic Development Strategy.

- 9.4.1** Promoting employment, skills development and training opportunities for local people will contribute to sustainable economic development, the health, well being and quality of life of residents. The availability of the right skills in the borough will mean that there will be less need for people with these skills to travel into Havering, reducing both congestion on Havering's transport networks (roads and public transport) and carbon emissions.
- 9.4.2** Havering has a high proportion of residents of working age and although employment rates are stable there are a lower proportion of Havering residents in high skilled jobs compared to other outer London boroughs. This is reflected in the average gross income which is £44,430 compared to the London average of £51,770. This places Havering within the lowest third of all London boroughs⁽⁵⁾. It is important that the borough has a strong economy and that local people have the opportunity to benefit from new developments, particularly where these offer the scope for jobs, skills development and training opportunities. Although Havering has good schools, academic qualifications are low; 35% aged 16 and over have no qualifications in the most deprived areas and 35% have qualifications at Level 1 or 2 (Level 2 is equivalent to a GCSE grade A*-C). This could be attributed to the high numbers of residents leaving full-time education aged 16 or under (more than 50%) compared to the London average of 24%⁽⁶⁾.

5 Havering JSNA 2016 p6

6 A research study into skills and employment in Havering – Renaisi 2014 p5



- 9.4.3** The Council is keen that Havering residents are able to enjoy the same opportunities as those in other parts of London and currently supports a number of initiatives, including Job Clubs, employability and training support through Havering Adult College, the Troubled Families programme and other externally funded projects. A pilot employment service is currently being funded through European Social Fund (ESF) provision to support those furthest from the labour market. Moving forward, future projections for the London job market are heavily skewed towards higher level qualifications and there is a need, therefore, to support Havering residents to access skills development and training opportunities that will enhance their skills levels and earning capacity.
- 9.4.4** Havering is well-placed to support a 20% local labour target, which is considered reasonable given its demographics. As well as an established base of construction businesses, the borough is also home to the Havering College Construction Campus which can support the training needs of local residents.
- 9.4.5** The Employment and Skills Plan (ESP), which will form part of section 106 agreements and will be monitored by the Council, should detail the following:
- Number of jobs created (temp/ perm/ full time, part time etc);
 - Forecasting of jobs;
 - How they expect to fulfil the 20% local labour target, including providing more personalised support and improved delivery, and ensuring more effective training and employment support for all;
 - How they will work with the Council to achieve those obligations, including getting more local unemployed persons back into work;
 - How they will maintain a labour and apprenticeship register, which must be available for inspection by the Council.
- 9.4.6** Applicants should use the Council's Employment and Skills Plan template to set out the information showing that it meets the London Borough of Havering's requirement to accord with *the Promoting Employment Opportunities* within its *Community Benefit Clauses in Procurement*, .



10 Connections

10.1 Transport connections

Policy 23

Transport connections

The Council will support and encourage developments in Havering in the locations that are most accessible by a range of transport options.

The Council supports development which ensures safe and efficient use of the highway and demonstrates that adverse impacts on the transport network are avoided or, where necessary, mitigated. Major planning applications will require a transport assessment in line with TfL's Transport Assessment Best Practice Guidance.

When bringing forward a planning application full Travel Plans or Travel Plan Statements will be required for development reaching certain thresholds as set out in Transport for London's (TfL) latest Guidance on Travel Plan requirements.

The Council will work with its partners, including developers, the Mayor of London and central government to improve transport infrastructure and the connectivity of the borough by:

- i. Maximising the benefits from Crossrail for local businesses and residents;
- ii. Lobbying for an increased train frequency and greater capacity on the Essex Thameside (C2C) line serving Rainham, Upminster and the proposed Beam Park stations;
- iii. Lobbying for peak time 'fast' services serving Romford Station;
- iv. Progressing improved north to south public transport connections in the borough, improving access to the Romford and Rainham and Beam Park Strategic Development Areas and Queens Hospital
- v. Improving bus connections to/from key trip generators such as Queens Hospital;
- vi. Enhancing strategic transport links across the borough;
- vii. Improving road safety in the borough, especially in the vicinity of schools and KSI "hotspots";
- viii. Providing residents with options to travel sustainably and enabling walking and cycling
- ix. Working with partners to provide sustainable access to key employment areas across the borough including Rainham Employment Area and Queens Hospital;
- x. Requiring new development to optimise sustainable access and other future transport connections, wherever applicable;
- xi. Tackling key congestion "hotspots" through remodelling of Gallows Corner and Romford Ring Road to improve motor vehicle traffic flow and improve air quality;
- xii. Promoting the benefits of active travel to schools, local businesses and developers and supporting the development, delivery and monitoring of school, residential and workplace travel plans;
- xiii. Ensuring good sustainable access between new developments and public transport interchanges in the borough to promote active travel;
- xiv. Supporting new developments that include shared use routes for people walking and cycling which lead to public open spaces and parks to promote active recreational activities;
- xv. Taking an active role in the A127 Corridor for Growth project through cross borough engagement with Essex County Council and seeking improvements to the A127 that will facilitate growth along this corridor; and
- xvi. Working with neighbouring authorities to better co-ordinate highway works.

The Council will work positively with those who share its ambition to deliver these key transport infrastructure improvements and will support development proposals that are able to contribute to their delivery.

- 10.1.1** Havering has good access to the rest of London, Essex, Kent, and the rest of the South East via its strategic transport connections and routes. Congestion, north-south connectivity and air pollution are some of the key issues affecting Havering's transport network. As new development generates new trips, proposals are expected to be accompanied by a transport assessment or statement which sets out how adverse impacts will be avoided or mitigated. Travel Plans submitted through the planning



application process will be reviewed and monitored to ensure that developers are meeting their targets for modal shift. The Council will engage with local business to encourage the use of travel planning to increase modal shift to/from work away for the private vehicle.

- 10.1.2** It is recognised that the scale of growth in the wider sub-region will have a cumulative impact on the road networks within the region. The Council is committed to working with its subregional partners to mitigate these impacts and is already engaging with key partners such as TfL, the GLA, Essex County Council and neighbouring boroughs including the establishment of an inter-borough group reviewing the A127 corridor.
- 10.1.3** Policy 23 addresses a wide range of transport issues and contains a number of priorities to make the borough more accessible for its residents and visitors. The Council supports projects that improve the frequency and capacity of public transport trips towards central London and will continue to lobby train operating companies for such improvements. It will continue to press for a significant improvement to Romford Station by working closely with the stakeholders who have a role in, or responsibility for, the station. The Council is also committed to optimising the transport connections to essential services across the borough for those who do not have access to a car. New development is expected to seize opportunities to contribute to the projects listed within policy, including by design.
- 10.1.4** Positive discussions are currently taking place with the GLA concerning securing Havering's key strategic transport aspirations of remodelling of Gallows Corner, the Romford Ring Road and improving north south public transport connectivity. Havering sees these projects as key to the successful delivery of good growth within the borough. Havering is actively progressing this work and a feasibility study is currently being conducted looking at options for a new north south public transport link to support growth within the Strategic Development Areas.
- 10.1.5** Through Havering's Local Implementation Plan Annual Spending Submission, the Council will continue to deliver initiatives that enable sustainable and active travel across the borough and help to meet its statutory targets and support the Mayor's Healthy Streets agenda. New funding opportunities will be sought to assist with delivering Havering's strategic transport intervention aspirations.
- 10.1.6** New developments will provide an opportunity for the Council to seek financial contributions that can improve public transport access and deliver highway improvements where necessary.
- 10.1.7** Where developments propose the adoption of highways by the Council, developers will be subject to the requirements of a separate 'section 38 agreement' (s38 of the Highways Act 1980). The Council is not required to adopt private roads but may agree to do so if the highway is built to an adoptable standard and a commuted sum towards its ongoing maintenance is secured. Where developers seek to carry out works on the public highway a section 278 agreement (s278 of the Highways Act 1980) will be needed and supervision fees will be required to be paid.
- 10.1.8** The 2004 Traffic Management Act requires boroughs to "*secure the expeditious movement of traffic on the authorities' road network*". The policies set out above will provide residents and visitors with alternative options to travelling by car and will help to meet this duty.
- 10.1.9** Promoting sustainable alternatives to the car can help to reduce congestion, reduce air pollution, and improve the health and wellbeing of Havering residents. There may be scope to provide longer routes for walkers and cyclists where these have the potential to connect to similar routes outside Havering.
- 10.1.10** Increasing accessibility to employment areas within Havering will reduce the need for residents to travel to work by private vehicle and increase the number of suitable job opportunities that are available for residents locally.

Table 3 Havering transport schemes

Transport Scheme	Scheme Description	Delivery Timescales	Key Partners
Strategic Transport Intervention - North South	A rapid transit link to improve north - south connectivity across the borough, in particular improving accessibility to Rainham, Romford and Harold Hill.	15 years+	Transport for London (TfL), Greater London Authority (GLA)



Transport Scheme	Scheme Description	Delivery Timescales	Key Partners
Public Transport Connection			
Strategic Transport Connection - Reconfiguration of Gallows Corner	Remodelling of Gallows Corner which will involve taking traffic underneath the junction to address congestion and smooth traffic flows at this busy traffic 'hot spot'. The proposal will enable better links between Harold Hill and Romford. It has the potential to improve the environment and provide scope for further development.	5-10 years	Transport for London (TfL), Greater London Authority (GLA)
Strategic Transport Connection - Romford Ring Road	Tunnelling parts of the western section of Romford Ring Road to improve pedestrian access into Romford town centre by reducing its barrier effect. The proposal has scope to provide further land for development and would complement the current housing zone proposals adjoining the west of Romford.	10-15 years	Transport for London (TfL), Greater London Authority (GLA)
Beam Park Station Development	A new station to be built along the Essex Thameside line at Beam Park. Network Rail are currently going through the GRIP design process and the station is expected to be operational by 2020.	0-5 years	Transport for London (TfL), Greater London Authority (GLA), Network Rail
A1306 Beam Parkway Major Scheme	Delivering transformational change to the road layout along the A1306 between Dovers Corner and borough boundary including Marsh Way bridge (2km in length). This will include Pocket Parks, play areas, new crossing points and shared use paths along the entire route to support the Rainham and Beam Park Housing Zone. This scheme is currently going through the detailed design process.	0-5 years	Transport for London (TfL)
Carriageway resurfacing	The Council is allocated funding through TfL's Principal Road Maintenance programme for carriageway resurfacing schemes (this applies to the "A" roads in the borough that are not the TLRN). The Council has a Highways Maintenance Capital programme to deliver carriageway and footway resurfacing improvements to other parts of the borough road network.	on-going	Transport for London
Improved bus access to London Riverside	Continuing to work with TfL London Buses looking at improving access by bus to the Rainham Employment Area to support the London Riverside Business Improvement District. The scope of the works includes bus linkages to Rainham from elsewhere in Havering as well as within the local area. The proposal supports the delivery of the London Riverside Opportunity Area, the Rainham and Beam Park Housing Zone, the new Beam Park station and the A1306 Major Scheme (funded by Transport for London).	on going	Transport for London (TfL), Greater London Authority (GLA), Developers
Improved access to Queens Hospital	Queens Hospital and King Georges Hospital (in LB Redbridge) have been undergoing a reconfiguration of some patient services in recent years. This has placed increasing pressure on the existing facilities	on going	Transport for London (TfL), Barking Havering Redbridge



Transport Scheme	Scheme Description	Delivery Timescales	Key Partners
	at Queens for people to park and local public transport including bus services. Increasing capacity at the bus interchange will, in time, allow for bus services to be routed via the Hospital and make it more accessible across the Hospital's catchment area. All transport modes to be targeted for improvement.		University Hospital NHS Trust
Railway capacity improvements	Havering continues to lobby relevant bodies including the Department for Transport, Network Rail, and Train Operating Companies (TOC) for longer (12 car) trains and "fast" peak time services to serve Romford Station. Havering also continues to lobby relevant bodies for 12 car trains to operate along the Essex Thameside line.	on-going	Department for Transport, Network Rail, Train Operating Companies
Romford Station Improvements (Southern Entrance)	The Council continues to lobby for a far more substantive programme of works for Romford Station to support the arrival of Crossrail. This includes developing a better interchange facility for passengers transferring from bus services south of Romford station to access the station itself from the south. The Council continues to press the case for a southern entrance for Romford station.	0-5 years	Transport for London (TfL), Crossrail, Greater London Authority (GLA)
Improving access to Crossrail stations (Romford, Gidea Park and Harold Wood)	A programme of improvements through the TfL Crossrail Complementary Measures programme resulting in public realm and access enhancements made to vicinity of Romford, Gidea Park and Harold Wood stations along the Crossrail line.	0-5 years	Transport for London (TfL)
Rainham Creek Bridge	Delivery of a link road to be used by buses that bridges the Creek and will connect existing roads. This will provide access to the Fairview Industrial estate and allow buses to travel on further through the Rainham and Beam Park Strategic Development Area.	0-5 years	Transport for London (TfL), Greater London Authority (GLA), London Riverside BID
Romford town Centre Accessibility Improvements	Improving walking and cycling access into Romford town centre including an improved east west link. Havering has been encouraged to apply for funding from TfL's 'Liveable Neighbourhoods' programme based on TfL's Healthy Streets Initiative. Urban realm design consultants are preparing a detailed design and associated works to support funding bid to TfL later in 2017. Scheme would include improvements to Ring Road junctions to make it easier to access Romford town centre by means other than the car.	0-5 years	Transport for London (TfL)
Improving bus access to Harold Hill.	Continuing to work with TfL London Buses looking at improving access by bus between Harold Wood Station and Harold Hill.	on going	Transport for London (TfL)
A127 Corridor Improvements	Working collaboratively with TfL, Essex County Council, Basildon, Southend, Brentwood and Thurrock District Councils examining the A127	5-10 years	Transport for London (TfL), Essex County



Transport Scheme	Scheme Description	Delivery Timescales	Key Partners
	Corridor from Gallows Corner in Havering out to Southend. This work will look at the aspirations that various authorities have for improvements along this key route with the long term aim of producing a "lobbying" document for external funding.		Council, Southend Borough Council.
M25/J28 Improvement scheme	Junction 28 of M25 improvement scheme to provide dedicated loop road for vehicles heading northbound on M25 wishing to head east bound up the A12. This scheme is aimed at increasing capacity at this junction and reducing accident rates. This scheme is being promoted by Highways England and is currently expected to be completed by 2023 depending on which option is chosen.	5-10 years	Highway's England, Transport for London
Highway Improvement schemes	Delivery of a variety of measures to improve Havering's highways network including, carriageway resurfacing, dropped kerbs, footway improvements, bridge strengthening, and delivery of physical measures on the highway to reduce casualty rates including 20 mph zones.	on going	Transport for London (TfL)
School Travel Planning	Through the Local Implementation Plan (LIP) Programme the Council will continue to work closely with schools across the borough to deliver and monitor their School Travel Plans. The Council offer support in the form of external funding, guidance together with suggested activities and initiatives, including provision of cycle training, theatre in education and curriculum materials to promote active, healthy, safe and sustainable travel to/from school as an alternative to using the car.	on-going	Schools, Developers
Residential Travel Planning	Travel plans submitted as part of planning applications will be reviewed and monitored to ensure appropriate objectives and targets are set for achieving modal shift.	on-going	Developers
Workplace Travel Planning	The Council will continue to engage with key trip generators in the borough (such as Queens Hospital) in developing and monitoring workplace travel plans. The Council offers workplace grants to businesses to spend on infrastructure that supports sustainable travel such as shower facilities and lockers.	on-going	Businesses
Reviewing and improving local parking restrictions	Continual programme of reviewing local parking restrictions to protect local resident parking provision, discourage commuter 'rail-heading', support local businesses and help encourage more sustainable travel choices.	on-going	Transport for London, developers



10.2 Parking provision and design

Policy 24

Parking provision and design

The Council will require all development to provide sufficient parking provision in accordance with the maximum parking standards in the London Plan.

In areas of the borough that have low public transport accessibility levels (PTAL 0-2), the minimum residential parking standards set out in Table 4 will apply.

In the most accessible parts of the borough (where a standard in the London Plan of up to 1 space per unit applies) the Council will expect a minimum of 0.5 parking spaces per unit.

In all areas the Council will support proposals that:

- i. Consider the location and layout of parking provision at the earliest stage and as an integral part of the design process;
- ii. Locate parking close to people's homes and in areas with natural surveillance;
- iii. Provide intensive and durable planting in regular intervals that visually screens the continuity of car parking to the front of dwellings and provides a green street scene; and
- iv. Include car club membership and provide car club parking spaces.

Where a development proposal would result in a net loss of car parking spaces the applicant will be required to robustly demonstrate that there is no need for these spaces.

Planning conditions and legal agreements may be used to restrict eligibility for on-street residential and commercial parking permits, irrespective of the amount of parking spaces provided off street as part of the development.

Parking provision in new shopping and leisure developments should serve the area/centre as a whole and not be reserved solely for use in connection with the development proposed and provided as short stay parking. Disabled parking and cycle parking should be located closest to town centres and the entrance of the facilities and should include provision for long and short stay use.

The Council will support development proposals that provide adequate off street servicing arrangements for commercial vehicles and general servicing.

10.2.1 Car parking for development should aim to strike an appropriate balance between meeting the essential parking needs of the site whilst neither acting as a discouragement to using public transport nor adding to demand for on-street parking. Discussion of the appropriate balance should form a key part of Transport Assessments. Travel Plans should be developed to minimise the need for car-based access. Developments should seek to provide the minimum realistic amount of car parking for the scheme, without undue risk of overspill parking onto surrounding streets. The allocation of car parking should consider the needs of disabled people, both in terms of quantity and location.

10.2.2 Developments will be supported that comply with the London Plan parking standards for all other forms of parking including for cycles, motor-cycles, cars for disabled people, electric vehicle charging points and coaches;

10.2.3 The Council's approach to off-street car parking standards is to ensure that parking is not over-provided at destinations served by good public transport (maximum levels of provision), but to recognise and respect the decision many residents make to continue to own a car and ensure that adequate levels of off-street parking are provided in new residential development in areas with lower levels of accessibility to public transport.

10.2.4 The London Plan Parking Standards clearly outline the need for more sustainable travel. The parking standards for outer London boroughs allow for additional parking in comparison to central London boroughs. This is determined by the access to public transport, as identified by the TfL's Public Transport Accessibility Levels (PTAL).



- 10.2.5** The Council's Residential Car Parking Standards Report (2017) draws together a range of evidence to help inform the car parking standards for Havering. The report demonstrates that a significant proportion of the borough has a PTAL of 0-2 reflecting the lack access to rail or underground stations. Havering also has one of the highest levels of car ownership which is above the average for outer London boroughs. Unsurprisingly, the highest levels of car ownership per household are in the areas with the poorest public transport accessibility. In accordance with the London Plan the Council considers it appropriate to set minimum car parking standards for those areas with the lowest levels of public transport accessibility (see Table 4 below).

Table 4 Minimum Parking Standards - PTAL 0-2

1 bedroom	2 bedrooms	3 bedrooms +
1 parking space per unit	1.5 parking spaces per unit	2 parking spaces per unit

- 10.2.6** Some areas of the borough (such as central Romford and Upminster) have good or very good access to public transport. In areas well served by public transport and therefore with high PTAL levels, the Council has an obligation under the London Plan to reduce private car use and provide fewer parking spaces in comparison to other parts of the borough. The Residential Car Parking Standards Report (2017) found that in Havering, even areas with high PTALs can have higher car ownership levels than the outer London average.
- 10.2.7** The report also concluded that areas in Havering with higher PTAL scores, which generally lie on the main rail routes, have achieved those scores largely due to the ease of access to and from London rather than because of good local public transport provision in the borough. Driver trips are predominantly locally focused and without the availability of alternative options there is a demand to own and use cars. A key priority is therefore to increase public transport connections and sustainable travel options as detailed in Policy 23. A balance also needs to be struck between the provision of residential parking spaces and wider objectives such as reducing congestion and improving air quality and the use of parking controls to protect the amenity of existing residents. The Council consider it appropriate to set a minimum requirement of 0.5 spaces per unit in areas that would be captured by the London Plan policy as having a standard of less than 1 space per unit.
- 10.2.8** Car clubs and pool car schemes are becoming increasingly popular as a means of reducing the need for people to own a car, particularly in areas of good public transport accessibility where there may only be occasional need to use a car. The Council will expect the inclusion of a publicly accessible car club scheme where the scale of development would support the provision of such a scheme.
- 10.2.9** The London Plan has also set out a requirement for electric vehicle charging point parking spaces to be included within a development. Therefore, developments will need to include the minimum required electric vehicle parking spaces as required at the time of the application.
- 10.2.10** The Council will expect parking provision to be provided on site, however it is recognised that this may not always be sufficient. In situations where in-curtilage parking is required, it should be located close to the home to avoid inconvenience and increase natural surveillance. Large, isolated car parks should be avoided. Whilst parking will be provided within private areas, it should be recognised that people will wish to park where they consider convenient and this is often on the existing or proposed street. This should be taken into consideration, and parking designed to be convenient for residents so that streets are not dominated by cars.
- 10.2.11** The design and layout of new residential development should take account of the needs of people wishing to cycle through the provision of safe, accessible and secure cycle parking. Developers should aim to make cycle storage as convenient as access to car parking to encourage cycling as a sustainable mode of transport. New flatted development should provide some space either inside the building in a cycle store-room or provide a separate, secure and accessible bike shed within the overall development.
- 10.2.12** To reinforce the need for sufficient off-street parking provision and to encourage occupiers to use the available on-site parking, restrictions to eligibility for on-street parking permits can apply to existing and any future parking restrictions.



- 10.2.13** The Council will use informatives and legal agreements to ensure that future occupants are aware they are not entitled to apply for on-street parking permits.

10.3 Digital connections

Policy 25

Digital connections

The Council seeks to promote the enhanced connectivity of Havering by supporting the delivery of physical infrastructure capable of delivering high-speed broadband services and improved telecommunications coverage.

The Council will therefore support major development which future-proofs developments to accommodate high speed broadband infrastructure.

Developments should aim to keep the numbers of radio and telecommunications masts and the sites for such installations to a minimum consistent with the efficient operation of the network. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified.

Applications for telecommunications equipment will be considered against the requirements of the National Planning Policy Framework. The Council will support proposals that:

- i. Utilise existing masts, buildings and other structures unless the need for a new site can be robustly justified;
- ii. Integrate successfully with the scale, character and appearance of the building on which or space in which the equipment is located, and the surrounding area; and
- iii. Do not have an unacceptable adverse impact upon the borough's heritage assets or the natural environment.

- 10.3.1** The Council recognises the growing importance of the need for modern, effective communications systems to serve local residents and businesses and their crucial role in both the national and local economy.
- 10.3.2** The benefits of enhanced digital connectivity are far reaching, with wider access to broadband not only encouraging local enterprise, but also paving the way for flexibility for residents to work from home, save on transport costs and reduce congestion. These are principles of sustainable economic growth and development that align well with the guiding principles of the NPPF (paragraph 42). Benefits of wider broadband access are also conveyed to local authorities, with enhanced communications networks providing opportunity to improve health, education and public service provision across the borough.
- 10.3.3** As technology continues to advance and new ways to better deliver communications infrastructure constantly sought, it is important that developers take the necessary steps to 'future proof' their developments, incorporating into design the latest construction methods and in-built physical infrastructure necessary to enable the delivery of high-speed broadband services. This includes the installation of direct fibre optic cable access and the provision of ducting from the buildings access point to the public highway.
- 10.3.4** In regards telecommunications infrastructure, the Government has issued Permitted Development rights to a variety of minor forms of telecommunications development. Part 24 of the General Permitted Development Order (1995) (as amended) "Development by Telecommunications Code System Operators" allows telecommunications operators to install and replace certain types of telecommunications equipment, provided certain criteria are met without the need for planning permission. Although the Council cannot object to the principle of development, in some instances, it can exercise control over the siting and appearance of telecommunications equipment in the interests of protecting amenity. Therefore, Policy 25 seeks to ensure the appropriate balance between providing essential telecommunications infrastructure and protecting the environment and local amenity is struck, particularly in areas of nature conservation, open space, and historic townscape that are more likely to be sensitive to the installation of new masts and structures than other land uses.



- 10.3.5** With continual advances in technology and a subsequent increase in demand for higher speed telecommunications equipment expected, it is essential that the proliferation of new telecommunications structures is controlled, their visual impact appropriately mitigated, and opportunities for the rationalisation or screening of equipment already installed on existing masts, buildings and associated street cabinets provided. Consequently, planning applications must be accompanied by detailed supplementary information which provides the technical justification for the proposed development, including the area of search, details of any consultation undertaken, the proposed structure and measures to minimise its visual impact.



11 High Quality Places

11.1 Urban design

Policy 26

Urban design

The Council will promote high quality design that contributes to the creation of successful places in Havering by supporting development proposals that:

- i. Are informed by, respect and complement the distinctive qualities, identity and character of the site and local area;
- ii. Are of a high architectural quality and design;
- iii. Provide creative, site specific design solutions;
- iv. Respect, reinforce and complement the local streetscene;
- v. Provide active streets, good sight lines and natural surveillance;
- vi. Are designed in accordance with the principles of Secured by Design;
- vii. Respond to distinctive local building forms and patterns of development and respect the visual integrity and established scale, massing, rhythm of the building, frontages, group of buildings or the building line and height of the surrounding physical context;
- viii. Fully integrate with neighbouring developments, existing path and circulation networks and patterns of activity particularly to accommodate active travel;
- ix. Provide well-defined public realm with defensible private spaces;
- x. Are built of high quality, durable, robust, low maintenance materials that integrate well with surrounding buildings;
- xi. Provide a high standard of inclusive access for all members of the public;
- xii. Demonstrate adequate on-going maintenance and management arrangements; and
- xiii. Make use of design competitions or other creative processes that can improve the design quality.

Development proposals of a strategic nature will be subject to an Urban Design Review Panel.

11.1.1 This policy sets out the design criteria that must be incorporated and addressed within developments. The policy is detailed in order to support the delivery of high quality design in the borough. The Council consider that high quality design and the on-going maintenance and management of development is critical to the delivery of successful places and cohesive communities where people choose to live and settle. Where appropriate, national, regional and local level design guidance and best practice standards should be applied in the design of all development. To this end, the Council will support a culture of continued improvement in quality, design and performance of new development. It will keep under review the need for specific planning policy guidance documents to be prepared to promote and secure its commitment to high quality places.

11.1.2 New development provides the opportunity to enhance the character of an area to create a positive sense of place by reinforcing, repairing and adding to the positive aspects of the built environment. It should seek to optimise the distinctive character of the existing buildings, landscape and topography, and incorporate the principles of 'Secured by Design'. Respecting local character does not necessarily mean replicating it. However, great care should be taken when incorporating contemporary design into the existing urban fabric. New and old buildings can coexist without negatively influencing the character of the area.

11.1.3 The design of large strategic schemes must adopt a rigorous design and impact approach involving detailed local area analysis of the site characteristics and the fabric of the surrounding environment and views. Account must also be taken of the adequacy of on-going management and maintenance arrangement. Given that large strategic schemes can be transformative, the Council wants to ensure that they are particularly well designed and focused on optimising the benefits to Havering residents and businesses. The Council understands that big schemes are complex to design, and so wants to work with developers at all stages of the design process to ensure that their brief aligns with the policies of Local Plan. In this regard, applicants are encouraged to engage with the Council as early as possible and throughout the design stages to ascertain and confirm the requirements of the Local



Plan policies. By agreeing the development brief at an early stage (RIBA Stage 0) ⁽⁷⁾ the design process can get off to the best start and by working together through subsequent RIBA Stages, the Council's Planning and Regeneration services and the developers will have the best chance of producing a high quality schemes that existing and future generations will enjoy.

- 11.1.4** Urban Design London has published "The Design Companion For Planning And Placemaking (2017)". This guidance supplements the NPPF and PPG and developers are encouraged to use this to shape the design process and outcomes.
- 11.1.5** Some areas may be considered to have poor, mediocre or no distinctive character. In these instances, where it can be robustly evidenced, good planning and urban design may justify a development that departs from its context for particularly high quality innovative proposals.
- 11.1.6** Applicants will need to explain how the development proposal responds to the character of the site and wider area through a Design and Access Statement, as required by relevant Article 8 of the Development Management Procedure Order. General features to consider include distinctive building styles, established scale, massing, height, materials, layout, access, trees, landscape features, open spaces, landmarks, views and heritage assets at statutory and local level.
- 11.1.7** The access to and circulation through a development should integrate with and improve the existing movement patterns of the wider area, and wherever possible, also seek to repair fragmented urban form and the pattern of a block or locality. A network of well-connected streets should be provided that offers a choice of routes with easy access to local amenities, open space, the public transport network and established routes.
- 11.1.8** Streets should be designed as public spaces with the needs of all users considered. Well designed streets with safe, direct, convenient and clear pedestrian and cycle routes helps to maximise the transport choices of residents, and can influence people to use more active modes of travel. Residential layouts designed solely to meet the requirements of vehicular traffic are not acceptable. New routes and connections should provide integrated routes for pedestrians, cyclists and vehicular traffic.
- 11.1.9** Infill developments should pay particular attention to the way they link together the areas that surround the site to avoid creating isolated enclaves of development. However, the need for permeability should still maintain safety, security and privacy. Routes into and through a development should minimise areas where the private activities of residents are visible to the public, and all access points should be clearly visible and should contribute to mixed, sociable communities and avoid isolation.
- 11.1.10** Most of Havering's streets are grid based, characterised by a framework of interconnected routes that define street blocks, as is typical of outer London suburban locations. In most cases, new developments should respond to the traditional street pattern that exists in the borough. Because the layout of housing within these blocks can range from terraces to detached homes, new developments should take account of the block size and structure of the area surrounding the site.
- 11.1.11** Active frontages, characterised by frequent doors and windows, help to avoid blank walls facing the public realm and provide natural surveillance. Primary access to dwellings should be from the street wherever possible, and direct rather than communal entrances are preferred to support active frontages and contribute to the legibility of an area. Where communal entrances are required (for example to stair and lift lobbies) the entrances should be prominent, generous and have secure access for residents.
- 11.1.12** Scale, massing and height refer to the arrangement, volume, shape and size of a building or a group of buildings in relation to other buildings and spaces; and their combined visual impact. It is these aspects of the built form which determine views, vistas and skylines. New development should reflect the existing building lines and rhythm of the street. Where uniform building heights form a distinctive character, major variations will not normally be appropriate. It is important to ensure that new buildings are well laid-out internally and do not lead to cramped layouts.



- 11.1.13** Development should be designed to use building materials and systems that minimise building operation and maintenance costs, and environmental impact, for the lifetime of the development. Use of durable and high quality materials is fundamental to creating robust and sustainable residential development. Materials should be chosen to withstand their environment and likely abuse with minimal maintenance. Poor quality materials that are hard to maintain will wear badly and will not be acceptable.
- 11.1.14** High quality contemporary materials can create an attractive and distinctive character, however, care should be taken to ensure that all materials respond to the site context and design objectives. Thought should be given to the sourcing, energy efficiency and life cycle of the materials chosen. Permeable paving should be used where possible for hard surfacing.
- 11.1.15** Ensuring inclusive access in development proposals will enable everyone, regardless of disability, gender or age, to access the development. In Havering, it is particularly important that careful consideration is given to the developing an environment suitable for an ageing population. Accessibility is a significant issue because of the high proportion of older people in the borough, the relatively high number of households containing someone with physical disability, and the forecast increase in the numbers of very young and very old.
- 11.1.16** The Council supports the use of Urban Design Review Panels and will expect development proposals of a strategic nature to be subject to such as review. Development proposals of a strategic nature are those that have potential to significantly impact or alter the character of an area. This will include large development schemes within the Romford and Rainham and Beam Park Development Area.

11.2 Landscaping

Policy 27

Landscaping

The Council will support development proposals that incorporate a detailed and high quality landscape scheme which:

- i. Takes full account of the landscape character of the site and its wider setting;
- ii. Retains and enhances existing landscape features that contribute positively to the setting and character of the local area;
- iii. Demonstrates how existing landscape features will be protected during the construction phase;
- iv. Maximises opportunities for greening, through the planting of trees and other soft landscaping;
- v. Provides strong boundary treatment that integrates with and is sympathetic to the local landscape character and street scene; and
- vi. Supports natural habitats and opportunities for enhancing biodiversity.

All proposals will be required to demonstrate that adequate arrangements have been made for future maintenance and management and major development proposals should be supported by a comprehensive Management Plan.

- 11.2.1** Landscape refers to the character, design and appearance of all of the spaces between buildings. High quality landscapes can contribute positively to the streetscape and local character of an area, promote a sense of place, provide visual amenity, enhance security and safety, enhance the sustainability of the development, support natural habits and biodiversity and provide opportunities for recreation and relaxation. To ensure that new development both integrates with and enhances its surroundings, it is essential that the design and continued maintenance of the spaces around buildings is given equal consideration to the design of the buildings themselves.
- 11.2.2** Landscape schemes will be required for all development proposals. The level of detail provided as part of the planning application should be commensurate with the size, type and location of the new development and its impact on the local area.
- 11.2.3** Landscape design should be integrated with the building design from the earliest stage. The scale of the landscape elements within the scheme should be appropriate to the development as a whole. Landscape elements should be appropriate to the space actually available, and elements should not



be forced into areas where they do not fit or are overly crowded. Equally, it is important that landscaped areas are of adequate size and scale to become established as well as allowing space for necessary maintenance to take place.

- 11.2.4** Landscape schemes should contribute to sense of place and local distinctiveness. Opportunities to enhance the landscape character or appearance of an area through, for example, planting locally native species, harnessing the topographical character of the site and retaining existing landscape features and trees are encouraged.
- 11.2.5** Areas of the borough with an undistinguished or poorly defined landscape character provide the opportunity to bring forward landscape schemes with their own distinct character which improve the amenity and appearance of the wider area through, for example, the planting of ornamental trees and shrubs and use of high quality contemporary hard landscaping.
- 11.2.6** It is important to clearly define the boundary between public, private and communal spaces in order to provide clear ownership and responsibility for all open areas around new development and increase privacy and security. Landscaping features should avoid screening areas that would otherwise benefit from natural surveillance. Boundary treatments are particularly important for the integration of new development into the local area, and should be sympathetic to the local landscape character and street scene. Front boundaries should reinforce the prevailing character of the streetscape, especially where a continuous uniform treatment forms a distinctive character. Boundary design should also complement the design materials and techniques used in the overall scheme.
- 11.2.7** Landscaping schemes should demonstrate a commitment to promoting biodiversity. Wherever possible, the opportunity to create new areas of wildlife habitat should be taken. Biodiversity can be incorporated into development through wildlife-friendly landscapes, careful choice of plant and tree species, installation of Sustainable Drainage Systems (SuDS), and features such as green walls, balconies and roofs, and nesting and roosting spaces. Such measures also contribute to the protection and promotion of habitat links with adjacent areas to extend wildlife corridors as defined in Policy 30.
- 11.2.8** In situations where development is planned to take place in an area where there are existing trees, particularly where the trees are identified as subject to a Tree Preservation Order (TPO), a site survey and arboricultural method statement will need to be conducted to ensure no harm comes to the roots or crown of the tree during construction. Guidance can be found in the British Standard document BS 5837:2012 (Trees in relation to design, demolition and construction. Recommendations) and any future replacement for this standard, on the minimum requirements which need to be adhered to.
- 11.2.9** A comprehensive management plan will be sought for all major applications including residential, commercial, industrial and mixed use development. The Management Plan should set out the on-going maintenance tasks, the long-term goals of the landscape scheme and how these will be achieved, typically covering the establishment (e.g. first 5 years), maturation (e.g. years 6 to 15) and long-term mature (e.g. year 16 onwards) periods.
- 11.2.10** The Council may attach conditions to the planning application or enter into a Section 106 agreement with the developer/ landowner to ensure the long-term management and maintenance of the landscaping on the site. Generally, the approved landscape scheme will be required to be maintained for a minimum of five years with replacement of any plants/trees which fail to survive.

11.3 Heritage assets

Policy 28

Heritage assets

The Council recognises the significance and value of Havering's heritage assets and will support:

- i. Proposals that seek to sustain or enhance the significance of heritage assets at risk in the borough;
- ii. The maintenance of up to date Conservation Area Appraisals and Management Plans;
- iii. The identification, and maintenance, of a local list of non-designated heritage assets that meet agreed selection criteria;



- iv. Well designed and high quality development in a Conservation Area, or its setting, which preserves, enhances or better reveals the character and appearance of the area and its significance, and which contributes to local character and distinctiveness, taking into account the Conservation Area Appraisal or Management Plan. Where a building (or other element) detracts from the significance of a Conservation Area, its removal will be supported when acceptable plans for redevelopment have been agreed;
- v. Viable uses, alterations or extensions to a listed building, or development within its setting, which would not be harmful to the significance of the heritage asset, including its historic and architectural interest;
- vi. Well designed and high quality development within a Registered Park or Garden of Historic Interest, Historic Park or Garden of Local Interest, Area of Special Townscape or Landscape Character, or within their setting, which sustains or enhances the significance of the heritage asset, including its special character and important views; and
- vii. Proposals affecting the significance of a heritage asset with archaeological interest, including the contribution to significance made by its setting, where:
 - a. The proposals are supported by an appropriate assessment of the asset's significance;
 - b. Any harm is minimised, clearly justified and necessary to achieve public benefits that are substantial enough to outweigh loss or harm to the asset's significance; and
 - c. The significance of any asset or part of an asset to be lost is recorded and made publicly accessible.

Substantial harm to, or loss of, a Scheduled Monument or non-designated heritage asset with archaeological interest that is demonstrably of national importance, will only be considered in exceptional circumstances.

- 11.3.1** Havering's historic environment is central to its cultural heritage and is at the heart of its identity. It makes a significant contribution to the local economy and has a positive impact on the borough's communities, the well-being of individuals and their quality of life. The Council is committed to identifying, conserving and enhancing the significance of the borough's historic environment, and to seeking opportunities for people to access, enjoy and learn from its heritage assets, through sustainable development.
- 11.3.2** The Local Plan identifies a number of key growth areas in the borough which provide diverse development opportunities that can capitalise on Havering's unique historic environment. High quality design and heritage-led development that responds to the character and appearance of the historic environment in these and other areas of the borough, and which positively contributes to local character and distinctiveness, will be encouraged in order to help sustain the distinctive character and vitality of the borough's town centres and neighbourhoods.
- 11.3.3** The borough contains a wealth of designated heritage assets, including 140 listed buildings, 3 Scheduled Monuments, and 11 Conservation Areas that are afforded statutory protection, and Upminster Court Gardens, which is on Historic England's Register of Parks and Gardens of Historic Interest in England. The Council will contribute to the maintenance of a 'heritage at risk register' with a view to raising the profile of those designated heritage assets that are at risk in order to help secure development proposals that will conserve and enhance their significance, and secure an appropriate viable use. All development proposals affecting designated heritage assets will be dealt with in accordance with the relevant legislation and the NPPF.
- 11.3.4** In order to ensure the preservation of the significance of listed buildings in Havering, planning applications involving alterations, extensions, alternative viable uses, or changes to their setting, will be considered more favourably when the proposals are clearly justified and necessary, and have been designed to enhance and minimise their impact on the significance of the heritage asset, including through appropriate conservation and enhancement measures.
- 11.3.5** The borough's Conservation Areas each have their own special character and architectural and historic interest that contributes to their significance, which needs to be respected by new development within them, and within their setting. For example, the special interests and significance of the Gidea Park Conservation Area, with its individually architect designed 'Arts and Crafts' style Competition and Exhibition houses, are very different to that of Romford Conservation Area, which are based on its historic significance rather than a defined architectural character. Proposals for new and replacement



buildings and features within a Conservation Area or its setting, will be expected to be of a high quality design that responds to the important characteristics of the Conservation Area, and which will preserve, enhance or reveal its character and appearance, and significance. For this reason, the Council will not normally accept applications for outline planning permission within Conservation Areas or their setting, and demolition will only be considered where the building, or other element, fails to make a positive contribution to the character or appearance, and significance of the Conservation Area. Where the exercise of permitted development rights would erode the character or appearance of a Conservation Area, or other heritage asset, the council will seek to sustain their significance, including the contribution to significance provided by their setting, through the use of Article 4 directions.

- 11.3.6** In order to manage development in a way that conserves and enhances the borough's historic areas, the Council will undertake its duty to review the identification and designation of Conservation Areas against its agreed criteria for special architectural or historic interest. It will support the maintenance of the borough's Conservation Areas through the preparation of up to date appraisals and management plans. The Romford Conservation Area Appraisal is the first to be reviewed due to its 'at risk' status and its location within a Strategic Development Area, and this process is underway. The forthcoming review of the Gidea Park Conservation Area Appraisal will include a review and appraisal of the area previously designated as the Gidea Park Special Character Area within the 2008 Local Development Framework.
- 11.3.7** Not all of Havering's heritage assets are designated. There are also many non-designated heritage assets that contribute to the character and distinctiveness of the borough's historic environment including historic parks and gardens of local interest and locally important historic buildings. In order to ensure that these elements of the historic environment are conserved in a manner appropriate to their significance, the Council will work with local communities to promote the identification and maintenance of a list of non-designated heritage assets when these meet its agreed criteria. Development proposals affecting non-designated heritage assets will be dealt with in accordance with the NPPF.
- 11.3.8** To enable the Council to determine a the potential impact of a development proposal on the historic environment, it will require applications affecting a heritage asset, or its setting, to be accompanied by either a Design & Access Statement that includes both an assessment of the assets significance and impact statement, or a separate Heritage Statement. Proposals that affect a site which includes, or has the potential to include, heritage assets with archaeological interest, will need to be accompanied by an archaeological desk-based assessment, and may also require field evaluation in order to determine its significance. All proposals affecting heritage assets should be informed by consultation with the Historic Environment Record and assessed using appropriate expertise. The level of assessment needed should be proportionate to the significance of the asset affected and the impact of the proposal. In order to ensure opportunities for people to access and learn from the borough's historic environment, where the loss of the whole, or a part of a heritage asset's significance is necessary and clearly justified, the Council will require the developer to record and advance public understanding of the significance of the heritage asset by making the results publicly accessible.



12 Green Places

12.1 Green infrastructure

Policy 29

Green infrastructure

The Council will seek to maintain and expand the network of green spaces and natural features in Havering and optimise the benefits of green infrastructure to the environment, economy and community.

The Council will support development which includes green infrastructure on-site which is multifunctional and integrates into the wider green infrastructure network.

Developers are expected to work with existing partnerships to support and enhance green infrastructure provision including:

- The All London Green Grid
- Thames Chase Community Forest
- Rainham Wildspace
- Land of the Fanns Landscape Partnership
- Roding, Beam & Ingrebourne Catchment Partnership

12.1.1 Green infrastructure is a network of green spaces and natural features that provide multiple benefits for the environment, economy and community. The benefits of green infrastructure include enhancing biodiversity, alleviating flood risk, providing opportunities for recreation, physical activity and education.

12.1.2 Havering has an extensive green infrastructure network comprising of many natural and semi-natural spaces, parks and gardens, woodland, rivers and their corridors. Policy 29 seeks to maintain and enhance Havering's position as one of London's greenest boroughs and ensure that development proposals are realising opportunities to integrate green infrastructure on site. Green infrastructure may include public rights of way in the form of bridleways and footpaths. These provide an opportunity for informal recreation such as horse-riding and walking and may provide scope for longer routes where they link up with similar features in adjoining areas.

12.1.3 Many developments have the potential to incorporate elements of green infrastructure. Examples of green infrastructure include green walls and roofs, water sensitive urban design and Sustainable Drainage Systems (SuDS), new planting and landscaping, enhancement of river corridors. Policy 29 therefore links with other policies in the Local Plan which set out requirements on the integration of types of green infrastructure into developments including policies on residential design and amenity, Open space, sports and recreation, Nature conservation, Landscaping, Rivers and river corridors, Heritage assets and Air quality (Policies 7, 18, 30, 27, 31, 28 and 33 respectively).

12.1.4 The London-wide framework to deliver green infrastructure is the All London Green Grid which is embedded in the London Plan and its supplementary guidance, of which the 'Thames Chase, Beam & Ingrebourne Area Framework' is specifically applicable to Havering. The key objectives and priorities for the Thames Chase Community Forest are outlined in the Thames Chase Plan (2014). The objective of the Rainham Wildspace is to deliver the London Riverside Conservation Park, as set out in London Riverside Conservation Park: WildSpace for a World City (2005). The Land of the Fanns Landscape Partnerships is a recently established partnership focusing on key heritage components. The Roding, Beam & Ingrebourne Catchment Partnership has been established to improve the rivers within the catchment and bring direct on-the-ground benefit to people and wildlife as set out in the Roding, Beam & Ingrebourne Catchment Plan.



12.2 Nature conservation

Policy 30

Nature conservation

The Council will protect and enhance the rich biodiversity and geodiversity in Havering by:

- i. Protecting Sites of Specific Scientific Interest, Local Nature Reserves and Sites of Importance for Nature Conservation.
- ii. Conserving and, where possible, extending wildlife corridors;
- iii. Preserving 'veteran' trees and ancient woodland outside protected areas;
- iv. Protecting recognised priority species and habitats; and
- v. Supporting development that provides appropriate new biodiversity features on site.

- 12.2.1** Havering's natural environment is important for the residents in the borough and the wider region. Many research studies have highlighted the importance of nature and access to the natural environment on people's health, wellbeing and development.
- 12.2.2** Havering's historic parks, river valleys and Thames-side marshland hold a significant proportion of London's entire resource of a number of priority habitats including hedgerows, wet woodland, lowland mixed deciduous woodland, lowland meadows, coastal and floodplain grazing marsh, lowland fens, reedbeds, rivers and ponds. These habitats are also important for a number of protected and priority animal and plant species. The Havering Nature Conservation and Biodiversity Strategy (2014) sets out how the Council and its partners will promote, protect and enhance biodiversity in the borough.
- 12.2.3** The Council is committed to the protection of the most important areas of semi-natural habitat. Within Havering there are three Sites of Specific Scientific Interest (SSSIs), seven Local Nature Reserves (LNRs) and 89 Sites of Importance for Nature Conservation. These sites are identified on the Proposals Map and in Annex 7.
- 12.2.4** SSSIs are the principal designation of sites and habitats of high national nature conservation importance. The Inner Thames Marshes SSSI forms the largest remaining expanse of wetland bordering the upper reaches of the Thames and supports large numbers of overwintering and breeding wetland birds, rare plant and invertebrate species, and diverse marine wildlife. The Ingrebourne Valley SSSI supports the largest, and most diverse coherent areas of freshwater marshland in Greater London and includes extensive areas of reed-sweet grass. Hornchurch Cutting is a geological SSSI with glacial deposits containing Jurassic-age rocks and fossils.
- 12.2.5** The function of LNRs is principally to preserve features and areas of special interest and to provide opportunities for the study and enjoyment of their natural interest. Local Authorities have the power to acquire, declare and manage land as LNRs. The Council also has a duty to further the conservation and enhancement of such sites.
- 12.2.6** In addition, there are a number of Sites of Importance for Nature Conservation (SINCs). These are based on a hierarchy from sites of metropolitan importance to sites of borough and local importance. In line with the London Plan, sites of metropolitan importance will be given the strongest protection, with sites of borough and local importance given the level of protection commensurate with their importance. The SINCs in the borough have been reviewed following close working with Havering Wildlife Project and the London Wildlife Board, which has led to one site being promoted to metropolitan level and extended and newly designated sites of borough importance. In addition, the recommendations of the GLA SMI SINC review (2016) have been taken on board following the promotion of a site to metropolitan level.
- 12.2.7** Wildlife corridors are linear features which connect significant areas of wildlife habitat and, in so doing, moderate some of the adverse ecological effects of habitat fragmentation. Havering has a concentration of sites of high biodiversity value across the northern ridge and, in the south of the borough, the high-value Ingrebourne and Inner Thames Marshes SSSIs and the corridor of the River Thames. Wildlife corridors should have a minimum continuous band of natural vegetation of 10 m by 30 m



wide. Conditions may be used for development adjacent to wildlife corridors, to make sure adverse impacts are prevented. Wildlife corridors are indicated on Map 2 'Havering Wildlife Corridors'. The table below highlights the type of corridor and the desired vegetation.

Table 5 Corridor type and vegetation requirements

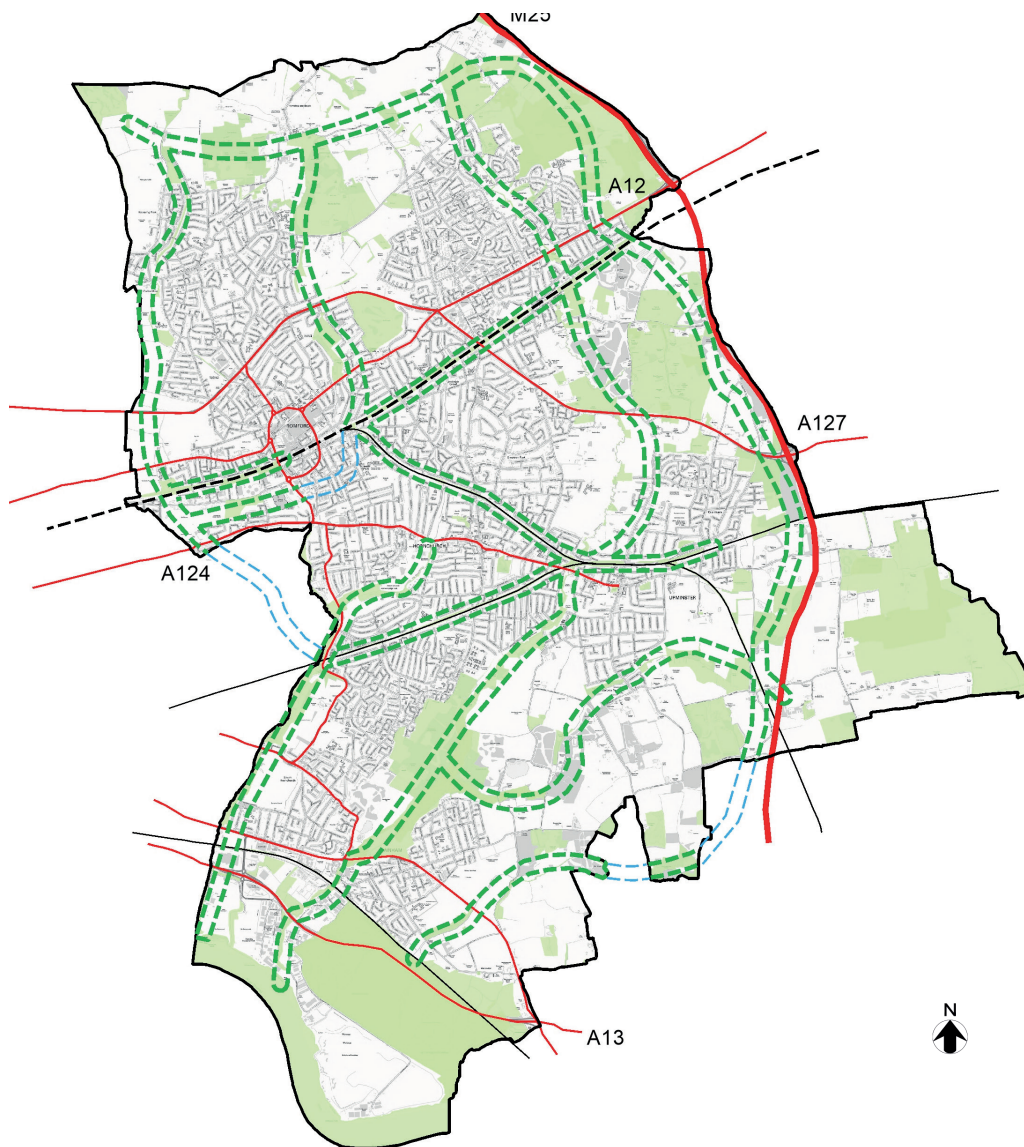
Corridor	Vegetation
All corridors	Rough grassland / low scrub
Corridors running north from the Thames	Open grassland on south facing slopes of river / stream valleys, where possible with exposed gravel
Rivers and streams	Continuity of bankside vegetation, ideally 15m wide
Thames corridor	Continuity of open habitat - foreshore and rough grassland / low scrub - at least 30m wide

12.2.8 Havering is the 6th most wooded borough in London⁽⁸⁾. Trees make a valuable contribution to the quality of life in Havering. Veteran trees and ancient woodland outside designated areas are particularly valuable for biodiversity and their loss should be avoided.

12.2.9 Development must demonstrate that the impact of proposals on protected sites and species has been fully assessed when development has the potential to impact on such sites or species. Appropriate mitigation and/or compensation measures will also need to be identified where necessary. The Council will offer early advice and will require protected species surveys to be carried out where occurrence of protected species is either confirmed or likely, including derelict or vacant land and buildings.


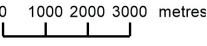

12.2.10 In addition to legally protected species such as bats, great crested newts, badgers, reptiles and water voles, Havering has important populations of other species listed in National, London or Havering Biodiversity Action Plans (BAP). Development is expected to identify appropriate measures to extend favourable conditions for protected species on land and in buildings, e.g. through landscaping or by providing bird or bat boxes. Policy 27 sets out how this can be achieved. Major developments are expected to demonstrate how biodiversity is promoted on site via ecological management plans and strategies.

Map 2 Havering Wildlife Corridors



Wildlife Corridor

- Corridor
- Corridor Link
- Class A Roads
- == Motorway
- Borough Boundary

	Scale: 1:80000 Date: 17 March 2017 
 Havering <small>LONDON BOROUGH</small>	London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343 © Crown copyright and database rights 2017 Ordnance Survey 100024327



12.3 Rivers and river corridors

Policy 31

Rivers and river corridors

Havering's rivers and river corridors fulfil important biodiversity, recreation, placemaking, amenity, freight transport and flood management functions which the Council will seek to optimise.

The Council will seek to enhance the river environment by requiring developments in close proximity to a river to investigate and, where feasible, secure opportunities to restore and enhance rivers and their corridors in line with the Thames River Basin Management Plan (RBMP). This should, wherever possible, include the integration of flood defences into new developments. Where enhancements or restoration are financially viable but not feasible a financial contribution will be sought.

To protect and enhance the biodiversity and amenity value of river corridors while accommodating future adaptations to flood defences, the Council will require development to be set back by 8 metres from main rivers, ordinary watercourses and other flood assets, and 16 metres from tidal rivers or defence structures.

In the Thames Policy Area(as identified on the Proposals Map) the Council will support development which:

- i. Establishes a link with the river, preserves and enhances views to and from the river and creates a high quality built and natural environment;
- ii. Contributes towards the enhancement and extension of a riverside path to enable local communities to enjoy the riverside;
- iii. Facilitates and acts on the recommendations of the Thames Estuary 2100 Plan;
- iv. Contributes to the safeguarding of Halfway Wharf and Phoenix Wharf from redevelopment for other purposes which would prejudice their use for river based freight related purposes.

12.3.1 Havering's rivers and river corridors are important elements of the green infrastructure network, providing multiple benefits for the community, environment and economy. Policy 31 should be read alongside the 'Blue Ribbon Network' policies in the London Plan, which relate to London's strategic network of waterspaces. Further requirements for development regarding flood risk management are contained in Policy 32.

12.3.2 All the rivers in Havering (Beam, Ravensbourne, Rom, Ingrebourne and Southall Sewer and Runningwater Brook) are currently at 'moderate' status under the Water Framework Directive and will need to achieve 'good' ecological status or potential by 2027. There are a wide range of measures that have been identified to improve the waterbodies such as re-naturalisation, de-culverting, re-connecting rivers to their floodplains, in-channel enhancements, creating wetlands and reedbeds, tackling domestic plumbing misconnections, improving fish passage with the removal or notching of weirs and eradicating and managing non-native species.

12.3.3 The Thames River Basin Management Plan sets out measures to improve water quality and the ecological status of water bodies in the borough and the wider catchment. Pollution and poor water quality from urban and agricultural run-off are identified as particular issues for Havering. Key actions identified applicable for Havering include:

- To improve water quality from urban diffuse pollution
- To re-naturalise the River Ravensbourne through Harrow Lodge Park
- To restore the Beam through the Washlands Flood Storage Area
- To investigate methods for improving fish passages through tidal sluices

12.3.4 In addition, the Council has the ambition to enhance the River Rom as part of its development aspirations in the Romford SDA. The Council is engaging with the Environment Agency to explore possible measures. Policy 1 sets out the requirement for developers to facilitate and contribute towards these enhancements.



- 12.3.5** For development in river corridors and areas affected by tidal flood risk developers should work in partnership with the Environment Agency and the Council to obtain advice on necessary improvement measures, integrating improvements to flood defences in the design of development and creating an attractive riverside. There is potential to improve the riverside both when defences are raised and when they are repaired or replaced. Only when it can be demonstrated that on-site improvements are not feasible, will a financial contribution for off-site provision be considered.
- 12.3.6** Developments that cause further deterioration of the watercourse or prevent future improvement measures from taking place will not be permitted. In certain circumstances, it may be necessary for the developer to undertake a Water Framework Directive assessment particularly if there are direct works to a river.
- 12.3.7** Policy 31 sets out the minimum requirements for development to be set back from the top bank of rivers. An appropriate buffer is required to maintain and improve access to existing flood defences, safeguard land for future flood defence raising and landscape, amenity and habitat improvements. A different appropriate distance may be agreed by the Council or the Environment Agency to achieve biodiversity, amenity or flood management objectives.
- 12.3.8** The London Plan requires Thames-side boroughs to define a Thames Policy Area (TPA), to highlight the strategic importance of the River Thames. The boundaries of the TPA in Havering have been identified in consultation with neighbouring boroughs. Development within the TPA provides the opportunity to enhance and expand the existing pedestrian and cycle path that stretches along the Thames.
- 12.3.9** The Thames Estuary 2100 (TE2100) Plan sets out the Environment Agency's recommendations for flood risk management for London and the Thames estuary and includes a range of short, medium and long-term actions. New land will be required for new defences, enlarged defences, new barriers, new areas of habitat creation, and in some cases flood storage. Developments in the Thames area are expected to have regard to these actions and recommendations to assure they remain possible, and where possible contribute to their delivery.
- 12.3.10** Halfway Wharf (formerly Tilda Rice) and Phoenix Wharf are both subject to existing safeguards. In line with London Plan policy on increasing the use of the Blue Ribbon Network for freight transport, the increased use of the borough's wharves will be encouraged.
- 12.3.11** As a tidal river, the Thames is part of the South East Inshore Marine Plan area. The Marine Plan for this area is currently being prepared by the Marine Management Organisation. Until the South East Marine Plan has been adopted, developments affecting the River Thames should take account of the UK Marine Policy Statement.

12.4 Flood management

Policy 32

Flood management

The Council will support development that seeks to avoid flood risk to people and property and manages residual risk by applying the Sequential Test and, if necessary, the Exception Test as set out in the NPPF.

The Council's Strategic Flood Risk Assessment should be used as a starting point regarding local flood risk guidance.

In addition to the requirements set out in the NPPF, the Council will require site-specific flood risk assessments for development on:

- i. Sites where drainage problems have been identified by the Council;
- ii. The Washlands Flood Storage Area (FSA); and
- iii. Sites deemed necessary by the Council as a Lead Local Flood Authority.

The Council will seek to reduce the risk from surface water flooding by requiring development proposals to:



- iv. Reduce surface water runoff by providing sustainable drainage systems (SuDS), unless there are practical reasons for not doing so; and
- v. Ensure that proposals for SuDS apply the London Plan drainage hierarchy achieving greenfield run-off rates, where feasible, and include clear arrangements for ongoing maintenance over the lifetime of the development.

The Council will expect developments to identify reasonable opportunities for flood risk reduction measures and resilient design and construction and not increase the risk of flooding.

The Council will seek financial contributions towards the anticipated costs of flood risk management infrastructure required to protect the proposed development over its lifetime.

- 12.4.1** Havering has a large proportion of London's floodplains. In addition to the areas of the borough at risk of flooding from rivers, other areas may also be at risk from flooding from groundwater, surface water runoff, ordinary watercourses and/or culvert blockage. The Havering Local Flood Risk Management Strategy provides information on all types of flooding in the borough and explains the powers and responsibilities regarding flood risk.
- 12.4.2** The requirements for the Sequential and Exception Tests are set out in the NPPF. The aim of the Sequential Test is to steer development to areas with the lowest probability of flooding. If development cannot be located in zones with lower probability of flooding development will need to apply the Exception Test, demonstrating that wider sustainability benefits outweigh the flood risk and including a site-specific flood risk assessment.
- 12.4.3** Policy 32 has been informed by the recommendations of the Strategic Flood Risk Assessment (2016) (SFRA), which should be used by developers as a starting point regarding flood risk guidance. The SFRA identifies the areas at risk of flooding in the borough and sets out when developers need to submit site-specific flood risk assessments.
- 12.4.4** Apart from the requirements in the NPPF and London Plan, site-specific flood risk assessments will also be required where drainage problems are identified by the Council. This specifically includes development in the Havering Critical Drainage Areas (HCDAs) as identified in the SFRA. Site-specific flood risk assessments are particularly important as these HCDAs have known localised flooding problems which can cause significant damage. No Critical Drainage Areas have been identified in Havering by the Environment Agency. Site-specific flood risk assessments will also be required on other sites with potential flooding issues known by the Council. Early engagement with the Council as the Lead Local Flood Authority is therefore recommended.
- 12.4.5** The Washlands is a Flood Storage Area (FSA) for the River Beam. Due to the significant amount of development being proposed in, and nearby, the Washlands FSA as part of the Rainham and Beam Park Strategic Development Area, developments within the FSA will need to submit a site-specific flood risk assessments. This should specifically demonstrate resilience measures, safe access and egress or places of refuge as well as the potential of increasing flood risk elsewhere.
- 12.4.6** Developers should utilise the Government's Site-Specific Flood Risk Assessment Checklist in preparing site-specific flood risk assessments. The Council will consider the information in the Government's Flood Risk Assessments Checklist ⁽⁹⁾, the PPG and the SFRA in evaluating planning applications and accompanying site-specific flood risk assessments.
- 12.4.7** Sustainable Drainage Systems (SuDS) should be designed appropriately for the local site characteristics. The Council's SuDS Developer Guide (2015) provides detailed guidance on the optimal integration of SuDS in the design of developments. The Havering Local Flood Risk Management Strategy (2015) sets out what runoff rates are expected to be achieved by implementing SuDS.
- 12.4.8** Developers should consult the Council as the Lead Local Flood Authority at an early stage in the design process to create a clear understanding of site-specific design requirements and constraints. Measures to make development resilient to flooding should be included in the development of design proposals, dependent on the likely level of flood risk at a site. This will permit a quick recovery

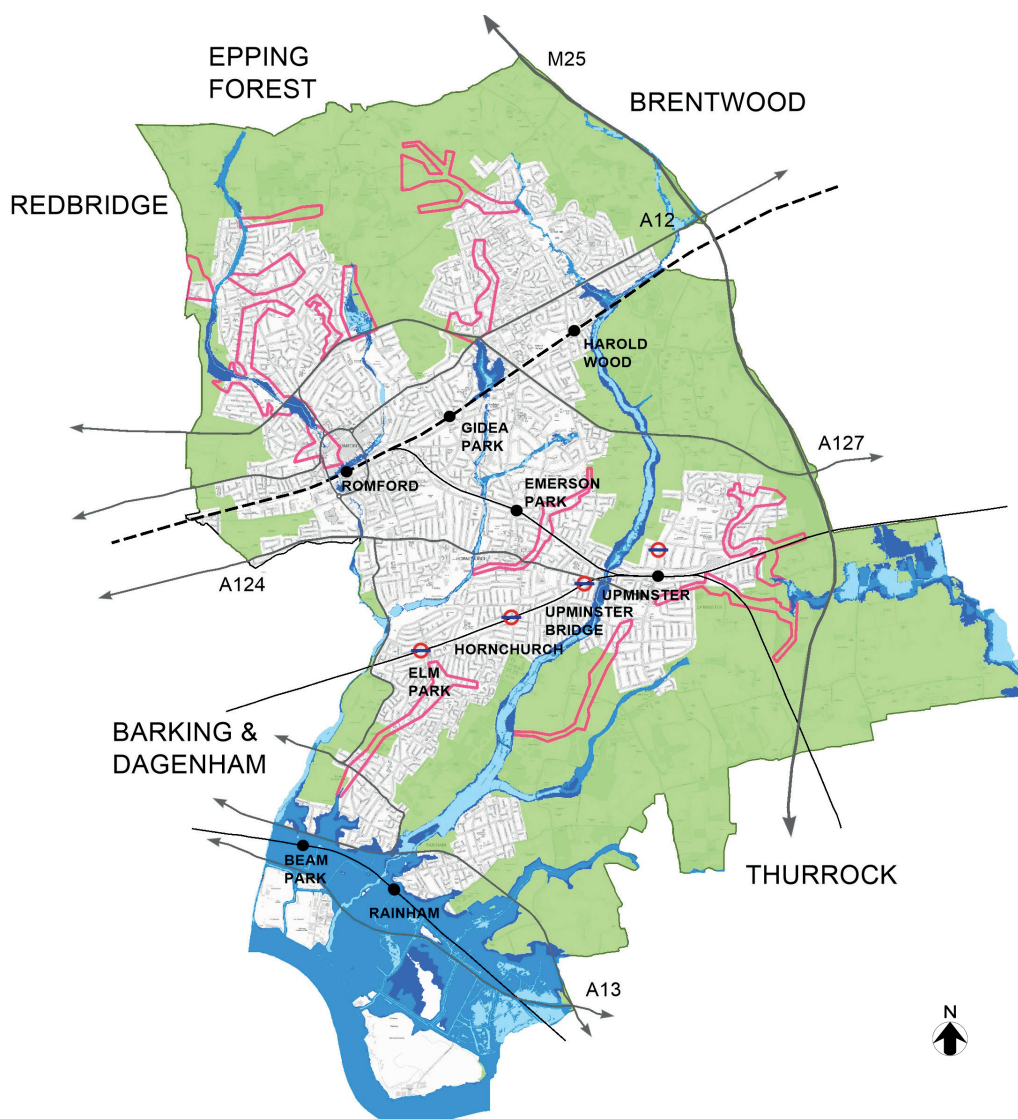
9 <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/site-specific-flood-risk-assessment-checklist/>

post-flooding. The Council has specific guidance available to appropriately consider flood resilient development. Developers are also expected to include proposals for future maintenance and operation, including continued realisation of any non-drainage related benefits.















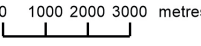



Map 3 Havering Flood Zones and HCDAs



Flood Zones

- | | | | |
|---|--|---|---------------|
|  | Flood Zone 3b |  | Green Belt |
|  | Flood Zone 3a |  | A Roads |
|  | Flood Zone 2 |  | Motorway |
|  | Havering Critical Drainage Areas (HCDAs) |  | National Rail |
| | |  | Crossrail |

  	Scale: 1:85000 Date: 02 May 2017 
 Havering <small>LONDON BOROUGH</small>	London Borough of Havering Town Hall, Main Road Romford, RM1 3BD Tel: 01708 434343 © Crown copyright and database rights 2017 Ordnance Survey 100024327



12.5 Air quality

Policy 33

Air quality

The Council is committed to improve air quality in Havering to improve the health and wellbeing of Havering's residents. The Council will support development which:

- i. Is at least air quality neutral;
- ii. Optimises the use of green infrastructure to reduce pollution concentrations and exposure (see Policy 29);
- iii. Delivers measures to support active travel to reduce emissions (see Policy 23)
- iv. Meets the targets for carbon dioxide reduction in the London Plan (see Policy 36); and
- v. Minimises emissions from construction (see Policy 34).

- 12.5.1** The whole of the borough is identified as an Air Quality Management Area on the basis of Nitrogen Dioxide (NO₂) levels. Although these levels are not breached in all areas of the borough it is acknowledged that activities which cause air pollution affect the wider area. The health effects of air pollution are serious and long-term exposure can affect lung function, breathing and asthma.
- 12.5.2** The Council is committed to improving air quality in the borough to improve the health and wellbeing of Havering's residents and is preparing an Air Quality Action Plan setting out how air quality in the borough can be improved and health benefits can be maximised. This includes the encouraging choices which include of sustainable and active travel, the use of green infrastructure and renewable energy.
- 12.5.3** In line with London Plan policy, development will be expected to be air quality neutral. The minimum benchmarks in the GLA's Sustainable Design & Construction SPG will need to be complied with. Where there is a risk of any negative air quality impacts associated with development proposals, an assessment and, if appropriate, mitigation measures will be required, to ensure that air quality has been adequately considered and any negative impacts are minimised. Developers are encouraged to contact the Council at an early stage in the design process to ensure information regarding the site correct.

12.6 Managing pollution

Policy 34

Managing pollution

The Council will support development proposals that:

- i. Do not unduly impact upon amenity, human health and safety and the natural environment by noise, dust, odour and light pollution, vibration and land contamination;
- ii. Do not pose an unacceptable risk to the quality of the water catchment, groundwater or surface water; and
- iii. Optimise the design, layout and orientation of buildings and the use of green infrastructure to minimise exposure to the above pollutants.

- 12.6.1** The health and safety of residents and visitors to the borough can be affected by pollution of the air, water and land as well as light and noise pollution. The Council seeks to minimise the exposure to pollutants both during construction and over the lifetime of the development to ensure the creation of safe and healthy places to live, visit and work in the borough. This policy should be read in conjunction with Policy 33.



- 12.6.2** The Mayor's SPG on Sustainable Design and Construction provides detailed guidance on how exposure to pollutants could be addressed in the design of schemes, how adverse effects could be appropriately mitigated and sets out when detailed assessments will be required. Additional guidance to minimise adverse impacts during construction are set out in the Mayor's 'The control of dust and emissions during construction and demolition' SPG.
- 12.6.3** A different degree of exposure to pollutants may be acceptable for different types of land uses. In considering development proposals and accompanying detailed assessments, both the individual and cumulative adverse impacts of development will be taken into account. Development should also ensure that human health and the environment is protected during the cleaning up of any pollution or land contamination.
- 12.6.4** External lighting is often required to provide healthy and safe environments, to enhance the appearance of buildings and to extend the use of facilities, such as outdoor sports facilities. However, inappropriate lighting can negatively affect residents' quality of life, significantly change the character of the locality, adversely affect wildlife and use unnecessary amounts of energy. Care should be taken to ensure lighting only illuminates intended areas and does not affect or impact on its surroundings. The Institute of Lighting Engineers Guidance Note ⁽¹⁰⁾ provides additional guidance on the design of light installations.
- 12.6.5** Where there is a potential for land contamination, a staged process of risk assessment will be required to demonstrate that land contamination has been effectively considered and addressed and that the land is suitable for its intended use, in accordance with the Council's Contaminated Land Inspection Strategy. The Environment Agency should be consulted when the proposed development poses a potential risk to controlled waters due to land contamination. The Council's leaflet titled 'Land Contamination and the Planning Process' provides information on what the Council requires in order to assess if a development is suitable for the proposed use on land which is potentially affected by contamination.

12.7 On-site waste management

Policy 35

On-site waste management

The Council will support residential, commercial and mixed use development proposals that:

- i. Provide adequate internal storage space within their premises to enable the occupiers to separate, store and recycle their waste;
- ii. Provide adequate, secure, external or communal storage facilities on site which allow for the separate storage and collection of waste, reusable items, recyclable materials and compostable waste;
- iii. Include on-site waste management, which minimises the need for waste transfer, where it is feasible to do so;
- iv. Allow for convenient and safe access to manage waste, including for older persons or persons with disabilities;
- v. Allow for convenient and safe access for waste collection services;
- vi. Implements high quality design solutions to minimise the adverse visual impact of waste facilities on site;
- vii. Enable waste from mixed-use schemes to be segregated in separate secured areas; and
- viii. Provide innovative solutions to reduce waste at source.

All major development proposals must be accompanied by a Waste Management Plan which demonstrates how the criteria set out above will be achieved.

- 12.7.1** The Council follows the waste hierarchy approach and is committed to firstly minimising the production of waste (waste prevention) and then maximising the re-use and recycling or composting of waste and minimising the use of landfill with disposal seen as the final option.

10 <http://darkskies4ni.co.uk/how-can-i-make-a-difference/10/>



- 12.7.2** Havering adopted the Joint Waste Development Plan (DPD) for East London in 2012 alongside the East London waste authority boroughs of Barking & Dagenham, Newham and Redbridge. The Joint Waste Plan sets out a planning strategy to 2021 for sustainable waste management and has regard to the London Plan's Borough level apportionment of household, commercial and industrial waste, as well as construction excavation and demolition waste. The Joint Waste DPD forms part of Havering's Development Plan alongside the Local Plan. Policy 35 therefore does not seek to deal with the wider issues of strategic waste management and focuses on waste, re-use and recycling facilities within developments.
- 12.7.3** In order to facilitate the sustainable management of waste in the future it is essential that all developments provide adequate facilities for the separation of waste and recyclables and for its satisfactory storage prior to collection. The Council's Waste Management Planning Practice Guidance for Architects and Developers sets out the minimum requirements for the storage and collection of waste and recyclable materials. Consideration should be given to the need for separate communal storage facilities for the re-use and recycling of bulky items.
- 12.7.4** To help residents to actively move towards a culture of re-use and recycling wherever possible, development proposals should provide space (typically in the kitchen area of each property) for residents to be able to separate out waste.
- 12.7.5** All major mixed use, residential, commercial, and industrial development proposals must provide a waste management plan which clearly identifies the type and volume of waste expected, and size location and design of the waste and recycling storage.
- 12.7.6** The provision of adequate storage facilities on site is essential but they can be unsightly and can have adverse impacts on the appearance and quality of development proposals. The location and design of waste facilities should be considered at the earliest stage and as an integral part of the design process to ensure any impacts are minimised and mitigated.
- 12.7.7** Consideration should be given to the provision of on-site waste management in order to facilitate the re-use and recycling of waste generated by the development. On-site waste management can have the added benefit of reducing transport trips.

12.8 Low carbon design, decentralised energy and renewable energy

Policy 36

Low carbon design, decentralised energy and renewable energy

The Council will seek to optimise the energy efficiency of buildings and support low carbon and renewable energy developments including energy efficiency improvements to existing buildings.

The Council requires major development proposals to include a detailed energy assessment to demonstrate how the targets for carbon dioxide emissions reduction set out in the London Plan will be met. The Council will require a cash in lieu contribution to the Council's Carbon Reduction Fund on any shortfall to secure the delivery of carbon dioxide savings elsewhere.

The Council will require major development to prioritise connection to any existing or planned decentralised energy networks and, where feasible, integrate combined heat and power systems on site.

All stand-alone renewable energy developments should be located and designed to minimise any adverse impacts. Applicants are required to address the following issues in their proposals: impacts on landscape, biodiversity, historic environment, residential amenity, aviation activities, air quality, highway safety and fuel/energy security, including their cumulative and visual impacts.

The Council will support proposals for wind turbines, in addition to the above criteria for renewable energy developments, where:

- i. They are located within an 'Area Suitable for Wind Energy Development' as designated on the Proposals Map;
- ii. The proposal has been subject to meaningful pre-application consultation with the affected local community and the application is supported by a consultation statement;



- iii. There is no unacceptable impact on residential amenity in terms of noise, shadow flicker, vibration and visual dominance;
- iv. A noise impact assessment, which considers all relevant National and Local guidance, must be conducted, and identify appropriate noise mitigation measures where required to reduce the impacts on the surrounding occupants; and
- v. It is in compliance with the Ministerial Written Statement (HCWS42) or subsequent national policy.

- 12.8.1** Renewable energy supplies and achieving energy efficiency are crucial to meeting the Council's ambition of reducing carbon emissions, and generating cleaner power locally. Specific requirements relating to minimising carbon dioxide emissions, sustainable design and construction and decentralised energy are set out within the London Plan and will be applied by the Council.
- 12.8.2** The Rainham and Beam Park Strategic Development Area has been identified as a potential opportunity for the deployment of a district heating network. Therefore, development proposals should seek to connect to existing or planned decentralised energy networks for the area.
- 12.8.3** If it is not possible to link to an existing decentralised energy system, the feasibility of combined heat and power (CHP) needs to be considered on a site-wide basis connecting different uses and/or group of buildings or an individual building. Investment in heat and cooling distribution infrastructure should be considered in all developments. CHP systems must be designed to run efficiently and be optimally sized to maximise carbon dioxide savings.
- 12.8.4** A Local Plan Wind Resource study (2016) has been prepared in response to Written Ministerial Statement (HCWS42) and identified a number of potentially suitable locations for wind turbines in the borough. These have been reflected in the Areas Suitable for Wind Energy Development designated on the Proposals Map. The study identifies what areas are suitable for large, medium or small turbines. Smaller turbines would not normally be allowed on sites suitable for larger wind turbines as this could reduce the potential for wind energy production.
- 12.8.5** To demonstrate compliance with the Written Statement (HCWS42) dated (18 June 2015) the proposal should be accompanied by a consultation statement, which sets out how the proposal has been subject to meaningful pre-application consultation with the affected local community. Thereby, following statutory consultation as part of the planning application process, the applicant should be able to demonstrate that the planning impacts identified by affected local communities have been addressed in full.



13 Minerals

13.1 Mineral reserves

Policy 37

Mineral reserves

The Council recognises the strategic need for the supply of aggregates and will safeguard mineral reserves in Havering from other forms of development that would sterilise the resource and/or prejudice future mineral extraction. Minerals Safeguarding Areas are designated on the Proposals Map.

Non-mineral development in safeguarded areas will only be considered where the applicant can demonstrate that:

- i. The development will not sterilise the mineral resource;
- ii. The mineral concerned is no longer of any value or potential value;
- iii. The minerals can be extracted prior to the development taking place and this would not render the site unsuitable for the proposed surface development;
- iv. It is not practicable or economically viable to extract the minerals prior to the development taking place;
- v. The development is required for agriculture, forestry or nature conservation or for open air recreation and would be otherwise acceptable; or
- vi. There is an overriding need for the incompatible development.

13.1.1 London needs a reliable supply of construction material to support continued growth including land-won sand and gravel, crushed rock, marine sand and gravel and recycled and alternative materials. There are relatively small resources of workable land-won sand and gravel in London however resource is known to exist in Havering, Redbridge, Hillingdon and Hounslow. The Council will seek to maintain an appropriate landbank as per the apportionment for the borough set out in the London Plan.

13.1.2 Datasets obtained from the British Geological Survey (BGS) show that the highest quality mineral reserves are located in the south of the borough. The data also revealed the potential for existence of minerals (superficial streams of clay, silt, sand and gravel) in the north-east of the borough. Given the requirements placed upon the borough by the London Plan for a sand and gravel landbank apportionment, these areas will continue to be safeguarded.

13.1.3 The Council seeks to ensure that the known reserve within Havering is not adversely impacted or unduly sterilised by non-mineral bearing development. Applications for non-mineral development coming forward in identified Mineral Safeguarding Areas will be considered on their individual merits with an assessment of need being made in context of the current landbank position and the benefits the development would result in from an economic, social or environmental perspective.

13.2 Mineral extraction

Policy 38

Mineral extraction

The Council will seek to maintain a seven year aggregate landbank, as per the apportionment within the London Plan. In this regard, mineral extraction within Mineral Safeguarding Areas will be supported when proposals in isolation and cumulatively would not unacceptably impact on:

- i. Public health and safety;
- ii. The amenity and quality of life of nearby communities;
- iii. The natural, built and/or historic environment;
- iv. The efficient and effective operation of the road network, including safety and capacity.



Appropriate mitigation measures, to ensure the that criteria i-iv. will be secured as part of any proposed development by planning condition or legal agreement.

A Transport Statement or Transport Assessment will be required with all applications to determine the potential impacts the proposal may have on the road network and ensure reasonable contributions from the developers are received to maintain the roads.

With regards to site operations and restoration, proposals will be expected to be worked in a phased manner with agreed mitigation measures in place to ensure that the local environment and amenity value is maintained or improved throughout the lifetime of the development. Restoration should be undertaken in accordance with an approved scheme and on a progressive basis and seek to:

- v. Reduce the reliance on the use of landfill materials;
- vi. Provide beneficial after-use(s) that secure long lasting community and environmental benefits; and
- vii. Protect the best and most versatile agricultural land.

All restoration proposals will be subject to a five year aftercare period.

Any ancillary development including processing plant necessary to facilitate the development should be essential, positioned on-site and of a design to limit adverse landscape impact it must be removed from the site as soon as no longer required for the purpose for which it was installed.

In the event of a sufficient landbank, the Council will consider applications on their individual merits. Such applications will, however, generally be resisted unless the applicant can demonstrate:

- viii. An overriding justification or benefit for the proposed extraction;
- ix. The scale of the extraction is no more than the minimum essential for the purpose of the proposal; and
- x. The proposal meets criteria i-iv above.

13.2.1 Within the Mineral Safeguarding Areas it is important that mineral-led development is appropriately assessed to ensure that the site can be worked in a sustainable manner to ensure it will not give rise to any significant adverse impacts and the site can be restored to an equivalent quality or an after use of particular community or environmental benefit.

13.2.2 Mineral extraction by its very nature is physically intrusive on the land. Accordingly, mineral extraction can give rise to a number of environmental and amenity impacts. The extraction process itself, for example, can result in changes to geological, hydrological, ecological, archaeological and landscape conditions and the action working/ operations further more can give rise to transport related, health and amenity (noise, air quality and vibration) and visual impacts. The Council, with any application for mineral development, will seek to to ensure full assessment of any potential impact both in the short and long term. Mitigation measures will be expected to be proposed and/ or contributions achieved through appropriate legal agreements to ensure impacts are managed throughout the life of the development. In this regard, the Council are particularly aware of the road infrastructure in the more rural areas of the borough and will closely engage with the Highway Authority to ensure any impact from HGV movements is appropriately addressed.

13.2.3 The Mineral Safeguarding Areas includes areas within close proximity to a number of residential areas and sensitive uses, and whilst being mindful of the need to plan for mineral extraction, the Council is also keen to ensure local communities are not adversely impacted by such development coming forward. The Council is also aware of the potential for cumulative impacts from multiple sites within close proximity of each other, because whilst minerals can only be worked where they are naturally found this can put significant pressure on particular communities and infrastructure.

13.2.4 The Council will seek to ensure that there are no significant adverse impacts arising from proposed mineral development to public health and safety, amenity, quality of life or nearby communities and/ or the environment. Planning conditions will be imposed, where appropriate, to mitigate the adverse impacts of development.



- 13.2.5** Ensuring high quality restoration at the earliest opportunity is considered to be fundamental to the overall acceptability of a mineral-bearing development. The Council, through conditions, legal agreements and active on-site monitoring will seek to ensure the development is undertaken in accordance with the approved details and the suggested restoration is completed on-time, to a good standard and also managed for five years, post completion as part of the aftercare period.
- 13.2.6** Havering has an apportioned landbank and seeks to ensure that a steady and adequate supply of aggregate is provided. The Council will provide information to the Greater London Authority to assist in the production of the annual London-wide Local Aggregate Assessment. This process, which required the Council to gather data from all active sites in the borough will provide an accurate picture of the landbank, allow particular trends within the industry to be identified and enable informed decisions to be made about the need for new sites/ developments going forward. The Council will resist extraction activities where a sufficient landbank exists unless there are specific circumstances that justify the development. Such proposals will be assessed on a case by case basis.

13.3 Secondary aggregates

Policy 39

Secondary aggregates

The Council will require applicants to minimise the quantity of primary aggregate and resources necessary to facilitate a development and the amount of waste generated through:

- i. Appropriate design;
- ii. Good practices; and
- iii. The recycling of construction materials containing minerals.

In respect of the above, maximum possible rates of recovery from construction, demolition and excavation waste will be encouraged through the re-use and recycling of materials on-site.

The Council will support applications for temporary aggregate recycling facilities at development sites and quarries, subject to compliance with the other relevant policies of the Local Plan and the use ceasing and all plant being removed once the development is complete and/or restored.

- 13.3.1** The London Plan sets targets for levels of recycling and reuse of construction, excavation and demolition waste. Whilst the Council's Waste Development Plan seeks to ensure sustainable waste management and elaborates on general considerations with regard to waste proposals, the benefits of a high production level of secondary aggregate is considered important in context of contribution to the land-won mineral landbank.
- 13.3.2** Minerals are a finite resource and to aid continued prosperity in the borough, and London, effective use and high levels of recycling are considered vital. The Council seeks to ensure that developers are considering the resources necessary to facilitate a development and furthermore reusing or recycling any existing resource on-site. Construction management plans and statements on practices proposed for major developments will be required in respect of demonstrating compliance.



14 Delivery and implementation

Overview

- 14.0.1** Growth in homes, jobs and services that will deliver the Council's vision and the objectives and policies of the Local Plan will be welcomed.

Working with partners

- 14.0.2** The Council recognises that much of the development identified in the Local Plan, particularly the investment in new homes and jobs, will be delivered by the private sector. Additionally, Government agencies and bodies such as the Department of Transport, Highways England, TfL, the GLA, Crossrail, Network Rail, and Train operating companies will have a key role to play in delivering the transport improvements which will be necessary for the full delivery of the spatial strategy.
- 14.0.3** The Council recognises that effective partnership working will be crucial to the successful implementation of the Havering Local Plan. The Council is committed to encouraging dialogue between developers and service providers including those provided by the Council itself to ensure effective delivery of the growth and development set out in its Local Plan.

The Council taking the lead

- 14.0.4** The Council is committed to working collaboratively and constructively, and from the outset, with landowners, developers, investors, infrastructure providers, adjoining boroughs, the Mayor of London and other key stakeholders in the private, voluntary and community sectors across the borough to deliver the growth and development that is set out in this Local Plan. The Council will continue to work with all its partners and use all its relevant powers and programmes to ensure that, as far as possible, conditions exist to deliver the strategy in the Havering Local Plan.
- 14.0.5** The Council knows that its role and that of other public bodies as land owners is important through direct investment in the provision of land for new homes and infrastructure. To this end, the Council has established its own housing company and an ambitious estates regeneration programme and is working proactively with other public sector bodies and private developers to bring forward sites in public and private ownership to increase the supply of housing in the borough.
- 14.0.6** As a land owner, the Council will promote and encourage specific development on its land as this will assist in addressing its priorities as well as in securing investor confidence. In appropriate circumstances, the Council may seek to enter into partnership agreement with private investors to encourage specific uses on land in Council ownership or on land adjacent to Council's land.
- 14.0.7** The Council's preferred approach towards land assembly will be through proactive and positive negotiation. Where necessary, appropriate and justified the Council may facilitate development by exercising its Compulsory Purchase Powers to acquire and assembly land in the public interest.
- 14.0.8** Havering has established a private sector focussed Housing Company, Mercury Land Holdings, to bring forward residential homes for market rent and sale. Also Havering's Housing Department is ready to meet the challenge by investing in new Council Housing. Bridge Close, Angel Way, and Waterloo Road estate are the three sites where Havering are seeking HZ financial intervention as the market on its own would be unable to deal with a number of the complex issues to bring these sites forward.
- 14.0.9** As necessary, the Council will prepare appropriate strategies and guidance to set out measures and initiatives involved in the delivery of the Local Plan's programmes and projects.

The Infrastructure Delivery Plan

- 14.0.10** Ensuring that physical, social and community infrastructure needed for development is in place at the optimum time is essential to support the delivery of the vision, objectives and policies of the Local Plan. It is essential that the necessary community and transport infrastructure needed to support local communities and make development work is provided, particularly in those parts of the borough that will experience the most growth in the Plan Period.



- 14.0.11** The Council will maintain its close working with service providers to ensure the timely delivery of new and improved infrastructure needed to support Havering's development.
- 14.0.12** In recognition of the fact that a wide range of stakeholders are involved in infrastructure planning, funding and implementation, the Local Plan is underpinned by a robust Infrastructure Delivery Plan (IDP) which sets out the infrastructure needs to support the level of growth planned for in the Local Plan. The Council will encourage service providers to take this into account in the preparation of their own strategies and business plans. The IDP has also informed the preparation of the Havering Community Infrastructure Levy.
- 14.0.13** The Council will monitor the Infrastructure Delivery Plan and revise it where necessary so that it remains a good fit with the infrastructure requirements and provision of Havering.

Delivering new homes and communities through Havering's Housing Zones

- 14.0.14** The building of a significant number of new homes in the Strategic Development Areas of Romford and Rainham and Beam Park is identified in the Local Plan and will be supported by means of a range of planning and financial measures through the Mayor of London's Housing Zone Programme.
- 14.0.15** Havering is one of only a few London boroughs with two Housing Zones and the Council considers that this will be an important element in its ability to deliver the new homes that the borough needs over the plan period because it provides a high degree of certainty that the new homes will come forward. This is a key component of the Local Plan's approach to housing delivery.
- 14.0.16** The Rainham and Beam Park Housing Zone was established in 2015 followed by the Romford Housing Zone in 2016. The Housing Zone Programmes are funded by a combination of local authority funding, GLA direct and recoverable grant, and external funding. Housing Zone finance will be used predominantly to deliver physical infrastructure in advance or in parallel to developments.
- 14.0.17** The Romford Strategic Development Area and the Rainham and Beam Park Strategic Development Area are anticipated to deliver over 5,000 and 3,000 homes respectively over a ten year period, with the new increased number of economically affluent residents living in well-designed homes in Romford and Rainham and Beam Park centres.

Funding secured from developer contributions

- 14.0.18** Various policies in the Local Plan contain requirements for developers to make financial contributions to make the development acceptable in planning terms. The Council will use Section 106 planning obligations funding (in accordance with paragraphs 203 – 205 of the National Planning Policy Framework) to address or mitigate potential unacceptable impacts associated with developments.
- 14.0.19** In due course, the Havering Community Infrastructure Levy (CIL) will enable the Council to secure funding towards the cost of infrastructure to meet the needs arising from new developments.
- 14.0.20** Funds secured through CIL will be used to deliver key community infrastructure as such as education, health facilities, libraries, community care, community facilities, and transport projects (except certain site specific works).
- 14.0.21** The Council acknowledges however that CIL, on its own, will be insufficient to fund big new capital projects and it will remain necessary for other funding sources and regimes to be explored and considered.

Development Management

- 14.0.22** The Local Plan and the London Plan will be the main basis for decision making and managing development in the borough. The Council will seek to facilitate new development through working proactively and positively with developers to ensure proposals come forward in a timely manner.
- 14.0.23** The Council will, through its pre-application process, seek to ensure that developers are fully aware of the requirements of the Local Plan's expectations and objectives. The Council will seek to ensure that development proposals that accord with the Local Plan will be approved without delay.

14 Delivery and implementation



- 14.0.24** In appropriate circumstances, it is envisaged that the delivery of the Local Plan may provide an opportunity for the Council to develop positive engagement with the local community and prospective developers to establish the desired outcomes for sites and to explore the approach to be adopted on significant matters such as urban design.
- 14.0.25** To reflect a growing priority on securing high quality schemes which will have a beneficial impact in uplifting the perception of Havering within and outside the borough, it is expected that Design Review Panels may be set up and key sites and schemes may be the subject of design / architectural competitions.
- 14.0.26** In parallel, the Council will review how it deals with planning applications and ensure that Members take full account of the strategic objectives behind proposals. It is intended that these several initiatives will help the Council and its partners deliver better places.

Monitoring the Local Plan

- 14.0.27** The Council recognises that it will be very difficult to anticipate all the ways in which change will happen in a borough as dynamic as Havering within a wide Metropolitan London and sub- regional context.
- 14.0.28** The Local Plan took account of the best possible evidence and research information available when it was prepared. Whilst this gives a sound basis for the Plan's overall direction and policies, it is acknowledged that over the Plan Period circumstances may change. In this circumstance, the Council may wish to adjust the Plan's direction or policies.
- 14.0.29** The Council will, therefore, monitor the effectiveness of its Local Plan in delivering its objectives by regularly assessing its performance against a series of identified key indicators. The Council will publish the results of these assessments via its Authority Monitoring Report on an annual basis. The monitoring indicators listed in Table 9 of Annex 8 will be used to monitor the delivery of each local plan policy. The indicators have specifically been selected to address every policy as far as possible.
- 14.0.30** Another key task will be to keep under review the need for other documents to be brought forward to support the Local Plan and to help deliver the Council's priorities which are linked to it. These may come forward as statutory or non-statutory documents and may be topic or area based.
- 14.0.31** The Council at this stage does not wish to be prescriptive about this. In all cases it will consider carefully the need for the item and such factors as the most appropriate means of securing its preparation and delivery and its available resources.



A Annexes

A.1 Related planning policy documents

A.1.1 The Havering Local Plan is accompanied by a number of other planning documents:

- Local Development Scheme – this lists and describes all planning policy documents and the timetable for preparing them;
- Statement of Community Involvement – sets out how we will consult the public in preparing planning policies;
- Supplementary Planning Documents (SPDs) – sets out in more detail how some of the Local Plan's policies will be applied;
- Community Infrastructure Levy (CIL) (in preparation) – a charge on new developments to help fund infrastructure;
- Authority Monitoring Report – published annually and contains information on the implementation of the Local Development Scheme, the progress and effectiveness of the Local Plan, and the extent to which the planning policies set out in the Local Plan documents are being achieved;
- Joint Waste Development Plan for East London 2012 – jointly prepared by Barking and Dagenham, Havering, Newham and Redbridge.

Neighbourhood Development Plans

A.1.2 Neighbourhood Development Plans are a new part of the planning system introduced by the Localism Act 2011. They enable members of a local community to develop planning policies to guide developments for their local area. The Plans are managed and written by members of the community and are not prepared by the Council.

A.1.3 Subject to conforming to national policies, as well as Local Plan policies and gaining support through a referendum of the local area, Neighbourhood Development Plans will be a formal part of the Development Plan for Havering and will be taken into account by the Council when determining planning applications in that area. Neighbourhood Development Plans cannot restrict the level of development set out in this Local Plan but can guide and shape development.

A.1.4 There are currently no Neighbourhood Development Plans in Havering.

A.2 Policy Context

The National Planning Policy Framework 2012

A.2.1 The National Planning Policy Framework set out the Governments Planning policies for England and how these are expected to be applied. The Havering Local Plan is required to be consistent with the framework.

A.2.2 The core principle of the NPPF is a 'presumption in favour of sustainable development', which should be seen as a 'golden thread' running through both plan-making and decision-taking. There are three dimensions to sustainable development: economic, social and environmental and it is the role of the planning system to balance these dimensions.

A.2.3 The NPPF sets out detailed guidance in relation to key planning principles including building a strong economy; ensuring the vitality of town centres; promoting sustainable transport; delivering a wide choice of affordable homes; good design; promoting healthy communities; protecting open space and the built environment; conserving the historic environment; and meeting the challenge of climate change.

A.2.4 The NPPF is supported by Planning Practice Guidance (PPG) which adds further context to the Framework. It is intended that the two documents should be read together.

The London Plan (Consolidated with Alterations Since 2011)

A.2.5 The London Plan 2015 is the Spatial Development Strategy produced by the Mayor of London setting out the integrated social, economic and environmental framework for the future development and growth of the city.



- A.2.6** The Havering Local Plan is required to be in general conformity with the London Plan. The London Plan is also part of the statutory Development Plan for the borough and has to be taken in account in the determination of planning applications.
- A.2.7** The London Plan contains detailed policies which must be considered alongside the Local Plan. The London Plan recognises the unique characteristics of outer London and in appropriate cases it is possible for locally specific policy provisions to be made through Local Plans.
- A.2.8** Specifically in relation to Havering the London Plan:
- Sets a minimum housing target of 11,700 new homes between 2015 – 2025;
 - Identifies London Riverside (including Rainham and Beam Park) as an Opportunity Area (an opportunity area has significant potential for new residential and economic development);
 - Identifies Romford as a metropolitan centre and Hornchurch, Upminster, Collier Row, Harold Hill, Rainham and Elm Park as district centres;
 - Identifies Rainham Employment Area, Harold Hill Industrial Estate and King George Close Estate, Romford as Strategic Industrial Locations (protected for industrial use);
 - Set an annual indicative benchmark of 185 specialist housing units for older people between 2015 - 2025;
 - Identifies Havering as one of four minerals boroughs and sets a land back apportionment.
- A.2.9** Following the election of a new London Mayor in 2016, a review of the London Plan is underway. At this stage it is anticipated that a new London Plan will be adopted in late 2018. The Local Plan can be reviewed in part if the new London Plan has significant implications on the local planning context. At this early stage in the preparation of the London Plan it is not possible to anticipate its significance. The Council will work closely with the Mayor of London to ensure that Havering's priorities and aspirations are reflected in a new Plan.

A.3 Spatial Portrait and Key Issues

- A.3.1** The Spatial Portrait provides a summary of the key characteristics of Havering as it is now and identifies the key issues to be addressed by the Local Plan.

Havering's Location

- A.3.2** Havering is an outer London borough in North East London, situated just 13 miles from the City of London. Havering is also London's third largest borough, extending to approximately 43 square miles and home to an increasingly diverse and vibrant population of more than 249,000 people.
- A.3.3** Located on the London/Essex border, the borough is adjoined by the London Boroughs of Redbridge and Barking and Dagenham to the west, Epping Forest to the north, Bexley to the south beyond the river Thames and by the Essex Districts of Thurrock and Brentwood to the east.

Havering's Places

- A.3.4** Romford is the largest town centre in Havering, a designated metropolitan centre, it is home to an extensive retail offer that serves a wider catchment which extends into several neighbouring boroughs and even into parts of the wider South East region. As one of outer London's major growth and regeneration areas, the area offers exciting development and regeneration opportunities over the next 15 years and will accommodate a significant level of housing and economic growth alongside new and enhanced supporting infrastructure.
- A.3.5** There are smaller but significant retail centres at Hornchurch, Upminster, Rainham, Elm Park, Harold Hill and Collier Row. Hornchurch is the borough's cultural centre, home to the Queens Theatre and Fairkytes Art Centre. Hornchurch and Neighbouring Upminster are the two largest centres outside of Romford.
- A.3.6** A.4.6 Rainham and Beam Park in the south of the borough is a further major growth and regeneration area and provides the opportunity to establish an exciting new residential neighbourhood linked to the delivery of a new railway station on the existing Essex Thameside line at Beam Park.



Havering's Population and Households

- A.3.7** Havering is currently home to a population of over 249,000 and is expected to grow significantly to over 290,000 by 2031.⁽¹¹⁾ The number of households is forecast to grow in the same period, reflecting the trend of households becoming smaller in size. Compared to London as a whole, Havering has a low proportion of one person households and a low proportion of households comprising of married couples with no dependent children. Conversely, Havering has the highest proportion in London of households comprising couples with dependent children. In term of the age composition of the population, Havering has the highest proportion of older people of any London borough⁽¹²⁾. This projected increase in the borough's share of the elderly represents a key issue for the Council. The Local Plan must therefore address the needs of an increasingly ageing population, in particular demands on extra care accommodation, and the need to create accessible environments and homes adapted to the exigencies of life which are equally important for households with very young children.
- A.3.8** Within the same plan period there are forecast increases in the proportion of the very young, with the share of under 4's in the borough currently at 6.1% and rapidly growing⁽¹³⁾. This too represents a key issue for the Council to address, with demand for school places, recreational and leisure facilities, health centres and suitable family accommodation to soon outstrip current provision. The Local Plan therefore must ensure that increasing needs for such social infrastructure are placated.
- A.3.9** There are currently 100,660 households in Havering⁽¹⁴⁾, with the composition of the households changing due in part to changing social trends. The period to 2031 is likely to see an increase in one person households particularly among the elderly, as well as increasing demand for larger family dwellings as the share of married couples with dependent children proliferates. The population/household figures reflect the results of the 2013 London Housing Capacity Study. This estimates that there is potential for 1,170 homes per year to be built in Havering for the ten year period 2015 - 2025. A key issue for the Local Plan to address will therefore be to ensure the right mix of new housing is provided with regard to Havering's changing population composition whilst maintaining and enhancing the borough's residential character. As well as ensuring that the types and sizes of new housing meets forecast demand, the Local Plan needs to address the issue of housing 'affordability'. In 2016, the estimated average gross earned household income was £44,430, whilst the average house price was £394,000, far outstripping average household income by more than 8 times⁽¹⁵⁾. A key issue for the Local Plan will be to ensure an appropriate level and type of affordable housing is provided for those on low and intermediate incomes to help address increased incidences of homelessness, ensure everyone has access to a decent home, whilst having regard to the economics of supply.
- A.3.10** Although 70% of the population in Havering are home owners, which is one of the highest proportions across all London boroughs, the provision of new housing in the borough represents a considerable issue for the Council to resolve. This is in part due to a failure in recent years to meet housing delivery targets and as such, there is now a supply and demand issue to contend with. This has impacted across all facets of the housing market, with affordable family housing (3-4 bed) in particular need. This issue is further compounded by the considerable lack of available and sufficient brownfield land in the borough. With over half of the borough classified as Green Belt, the Council must focus delivery on a finite number of brownfield sites. As a result, the Plan must strike a careful balance, between the provision of new homes, and ensuring land is available for the many other competing land uses.
- A.3.11** With the borough's population set to increase significantly over the lifetime of the plan, the Council must ensure the sufficient delivery of high quality homes to meet the increasing need as well as delivering on affordable housing commitments as set out in the Local Plan.

11 GLA round population projections, 2015 long term trends

12 Havering Demographic and Diversity Profile Jan 2015

13 Havering Demographic and Diversity Profile Jan 2015

14 GLA, 2015

15 Havering JSNA 2016 p6



Education

- A.3.12** Of Havering's 82 state funded schools, 61 are Primary, 18 are Secondary and 3 are Special Schools. There are also six Independent Schools and one Alternative Provision Academy. However, there is a growing need for school places in the borough as the borough's population continues to grow and consequently, ensuring the needs of existing and future residents are met remains a key issue for the Council.
- A.3.13** Further education is provided in Havering through 'Havering College of Further and Higher Education', 'Havering Adult College' and 'Manor Park College', as well as a series of libraries and other centres.
- A.3.14** A key issue for the Local Plan will be to seek to remedy the existing deficiencies in service and facility provision, especially spatial inequalities in the distribution and availability of facilities in different parts of the borough, especially in those areas with poor educational attainment.

Health

- A.3.15** Havering belongs to the Barking, Havering and Redbridge University Hospitals NHS Trust, with Queen's Hospital in Romford the borough's principle Hospital. Queens continues to serve an ever growing catchment and plays an increasingly significant role in the provision of care for Havering residents. One of the main issues affecting quality of life however is access to local doctors and medical services, and this is governed mainly by lengthy GP lists. There are currently 52 GP practises covering a total of 256,731 patients and consequently, this has led to long GP waiting times.
- A.3.16** Havering is a relatively affluent borough, however, there are pockets of deprivation to the north (Gooshays and Heaton wards) and south (South Hornchurch), which has led to the existence of health inequalities in the borough. While life expectancy overall is above national average for people living in Havering, (84.1 years for women, and 79.1 years for men), there remains significant inequality in life expectancy across the borough, impacted by where people live and the circumstances of their upbringing. Currently, the disparity in life expectancy between the most deprived and least deprived in Havering stands at 6.9 years for men, and 3.6 years for women ⁽¹⁶⁾.
- A.3.17** A key issue for the Local Plan therefore will be ensuring that the needs of existing and new households are met, that existing spatial inequalities particularly in healthcare are remedied, and that local deprivation is tackled at source.

Business Growth and Economic Activity

- A.3.18** The key employment sectors in Havering are Human Health and Social Care Work, Retail, Administrative and Support Service Activities, Education and Construction. The overall employment rate in Havering is high, with around 76.5% of working age residents in Havering in employment between January 2015 and December 2015 ⁽¹⁷⁾.
- A.3.19** Havering has a high number of micro and small businesses, with Havering's Employment Land Review (2015) reporting that over 90% of businesses in the borough are micro companies with up to nine employees and a further 7% as small enterprises with between 10 and 49 employees. However, the Council's business survey indicates that the costs of rents and poor availability of suitable affordable premises are the main factors in driving businesses out of the borough and consequently, presents a key issue for the Local Plan to address. As a result, the provision and preservation of affordable and suitable workspaces should be actively encouraged to increase the opportunities for small businesses which are both a catalyst for regeneration and essential to Havering's economic vitality.
- A.3.20** Although employment rates are stable, there is however a lower proportion of Havering residents in high skilled jobs compared to other outer London boroughs, reflected in the average gross income - £44,430 compared to the London average of £51,770. This places Havering within the lowest third of all London boroughs ⁽¹⁸⁾. While Havering has good schools, academic qualifications are low; 35% aged 16 and over have no qualifications in the most deprived areas and 35% have qualifications at Level 1 or 2 (Level 2 is equivalent to a GCSE grade A*-C). ⁽¹⁹⁾ This is further compounded by evidence

16 Public Health England, Borough Health Profile 2016

17 Nomis, 2015

18 Havering JSNA 2016 p6

19 A research study into skills and employment in Havering, Renaisi 2014



to suggest that just 26% of the borough's population are graduates, in stark contrast to the Greater London and National averages of 50% and 37% respectively ⁽²⁰⁾. Resolving the attainment gap is a clearly a key issue for the borough, as a highly skilled workforce attracts enterprise and development, higher wages and consequently, increases in the prosperity of the borough. Improving access to training will help increase employment opportunities for Havering residents, reduce the mismatch between available skills and skills required and help alleviate spatial inequalities in the borough, and is a key issue the Local Plan should seek to promote.

Town Centres

- A.3.21** Havering's town centres are a focus for retailing, services, employment and increasingly a place to live. Romford is Havering's main centre, serving Essex, East London and the Thames Gateway. It has benefited hugely from major new developments and major regeneration works are currently underway. The borough is also served by six district centres, at Upminster, Hornchurch, Elm Park, Collier Row, Rainham and Harold Hill, with Upminster and Hornchurch the largest of the district centres. There is also a diffuse network of local centres which provide day to day shops and services for residents, especially the borough's elderly and those less mobile.
- A.3.22** Retailing is the main function of Havering's town centres and is, by far, the main source of employment in the borough. Whilst the future viability of the town centres will depend on securing the right mix of shops, services, cultural and community facilities and housing, retail will continue to be their *raison d'être*.
- A.3.23** Havering's close proximity to nearby shopping malls like Lakeside, Bluewater and Westfield Stratford does however place its centres in a vulnerable position and consequently, enhancing the vitality and viability of the borough's town centres by planning for future retail growth and increasing their attractiveness by facilitating a diversity of different uses remains a key issue for the Council.

Transport

- A.3.24** Havering has good access to Greater London, Essex, Kent, and the rest of the South East via its strategic transport connections and routes. These include road links such as the M25, A12, A13 and A127 and rail links such as the Great Eastern Mainline railway (GEM), TfL Rail, Essex Thameside line, London Overground, and the London Underground District Line. However, while east-west connections through the existing transport network are good, north-south connectivity is extremely limited. Significantly, improved transport connections between Rainham, and Romford are needed to support the two emerging Housing Zones, but also to improve access to Crossrail and the new station to be built at Beam Park. Resolving the historically poor north-south links across the borough remains a key issue for the Council to resolve, and is currently the subject of talks regarding a key transport intervention scheme to remedy such concerns.
- A.3.25** Population growth over the lifetime of the Plan provides additional transport related issues within the borough, relating specifically to congestion at peak times via its strategic road network and rail services, as well as pollution along key transport interchanges. Consequently, a key issue for the Local Plan will be to aim to minimise the need to travel through the location and design of new development and its relationship to transport links and users. Where travel is necessary, to promote sustainable forms of transport whilst recognising that people will continue to use their cars. This is a major issue in London Riverside where future growth particularly housing and tourism is predicated on significant improvements to public transport.
- A.3.26** Car use and car ownership levels in the borough, the second highest in London presents a further issue for the Plan to contend with. The 2011 census revealed that 77% of households in Havering have access to at least one car and of households with access to 2 or more cars, Havering likewise holds the second highest proportion of any London borough, reflecting its location as an outer London borough. Car use is linked to issues of congestion and air quality and consequently, providing Havering residents with the options to walk, cycle and use public transport that is accessible will be important factors in trying to deliver modal shift in peoples behaviour.



Environment

- A.3.27** Havering is one of London's greenest boroughs, with half its 43 square miles designated as green belt land. Furthermore, Havering has an extensive and varied network of open space and parks including the Thames Chase Community Forest, 93 Sites of Importance for Nature Conservation, 3 Countryside Conservation Areas and seven local nature reserves. Havering also contains several large rivers and 7 wildlife corridors that run through the borough.
- A.3.28** Of Havering's extensive green space offer, 11 of its parks and recreational open spaces hold the prestigious Green Flag status. There are also a series of protected species home to Havering, with a list that includes bats, the brown owl, great crested newts, water voles, badgers, harvest mice, the brown hare, stag beetle and other Biodiversity Action Plan (BAP) species. Evidently the borough's open spaces and waterways support a wealth of wildlife and biodiversity and consequently, a key issue for the Local Plan to address will be ensuring the right balance is struck between continuing protection and expansion of the borough's existing network of green spaces and accommodating investment and development.
- A.3.29** Air quality however remains a further issue, with the borough formally declared an Air Quality Management Area (AQMA) for both Nitrogen Dioxide (NO₂) and Particulate Matter (PM₁₀), with issues arising particularly at key transport interchanges⁽²¹⁾. Consequently, a key issue for the Local Plan will be how best to further improve Havering's air quality and reduce the need to travel by promoting a more sustainable pattern of development and sustainable forms of transport.

Climate Change

- A.3.30** The biggest contributors of carbon emissions in the borough are domestic, industry and commercial uses, however, evidence is beginning to show an overall improvement in the borough's total CO₂ emissions. This may be due in part to a general increase in the amount of renewable energy generated in the borough. Havering currently has the fifth highest number of solar photovoltaic installations on buildings of all London boroughs⁽²²⁾, and this is further supported by three large wind turbines, energy-from-waste facilities and future renewable energy projects in the pipeline.
- A.3.31** A key issue for the Local Plan will therefore be how best to enhance and protect the environment and plan for and minimise the causes of climate change, whilst planning for adaptation and mitigation of its effects through the development process. It would need to focus on reducing the borough's carbon footprint and increasing the share of energy generated through local renewable means and promoting sustainable forms of construction.

Heritage

- A.3.32** Havering has a diverse range of important heritage sites and areas. There are currently 6 Grade I and 15 Grade II* listed buildings located within Havering, as well as 11 designated conservation areas including; Corbets Tey, Cranham, Gidea Park, Havering-atte-Bower, Langtons, North Ockendon, RAF Hornchurch, Rainham, Romford, St Andrews and St Leonards.
- A.3.33** Special townscape or landscape character areas are areas that have a special and unique character which adds to the townscape and landscape quality of Havering, of which Havering currently has two; Emerson Park, which is typified by large and varied dwellings set in spacious, mature, well landscaped grounds, and the Hall Lane Policy Area typified by large detached and semi-detached dwellings set in large gardens with considerable tree and shrub planting. All of the areas have unique characters which add considerable value to the borough's environment.
- A.3.34** There is just one listed garden in Havering - Upminster Court Gardens, 11 sites on the Heritage in Risk register, including 7 grade II and 2 grade II* listed buildings and just 1 scheduled monument which can be found within the Romford conservation area.
- A.3.35** A key issue for the Local Plan will therefore be how best to preserve and enhance the borough's heritage assets without constraining new development and to consider the role they can play in regeneration.

21 London Borough of Havering - Air Quality Action Plan 2017 - 2022

22 DECC, 2014



Waste and Minerals

- A.3.36** Havering is a member of the East London Waste Authority (ELWA) alongside the London Boroughs of Redbridge, Barking and Dagenham and Newham, who share collective responsibility for the disposal of waste produced by each local authority. The ELWA, since its inception in 1986, has strived to implement waste hierarchy principles to recycle and reuse as much waste as possible, limiting the amount sent to landfill which is both costly and environmentally damaging. In 2015/16, 32% of household waste in Havering was either recycled, re-used or composted, and this figure has been increasing steadily year upon year since 2011.
- A.3.37** A key issue now for the borough is to continue building upon recent successes in recycling and re-using of waste materials and continuing to implement measures to reduce waste sent to landfill.
- A.3.38** In terms of minerals, the London Plan identifies Havering as one of four areas with the potential to maintain an aggregate apportionment that can make a significant contribution to the future provision of materials for building. In this regard, Havering is required to plan for a seven year sand and gravel landbank of at least 1.75 million tonnes. The Council has a mineral safeguarding area in respect of this, noting minerals can only be worked where they are naturally found and seeks to protect known resources from undue sterilisation. In recent years, planning permission has been granted for two new quarries in the Rainham and Wennington Area: East Hall Farm which opened in 2016 and Wennington Hall Farm which was granted permission in 2017 but has yet to commence. Factoring the reserve at these two sites, as of the start of May 2017, the landbank in Havering is estimated at 8.7 years with over 2.1 million tonnes of reserve with planning permission.
- A.3.39** A key issue for the Council is to ensure that after such extractive activity has concluded, quality phased restoration is carried out that secures long lasting community and environmental benefits.

A.4 Previous Consultation

Previous consultation

Regulation 18 consultation

- A.4.1** The Council undertook consultation on the priorities for the Local Plan (Regulation 18 consultation) between February and March 2015. A total of 69 responses to the consultation were received. A further 4 responses were received after the consultation window closed.
- A.4.2** The Council has also received 80 representations from landowners and their agents asking the Council to consider removing sites from the Green Belt. A number of these representations were submitted during the formal consultation period. However, the majority of these sites have been submitted to the Council during the Local Plan process but outside of the formal consultation period.

Direction of Travel consultation

- A.4.3** In November 2016 the Council published a Local Plan Direction of Travel (DoT) document as a way of engaging with and keeping stakeholders up to date on the progress of the Local Plan, its timeframe for delivery, as well as the emerging vision, strategic objections and spatial strategy. A total of 20 responses were received.
- A.4.4** The Direction of Travel document does not form part of the statutory plan making process and was not subject to formal consultation. However, it was felt important to provide additional opportunities for further comments to be submitted as part of on-going engagement.
- A.4.5** Further details on previous consultation, including all of the responses received and how they have been addressed by the Council can be found in the Local Plan Consultation Statement.

A.5 Supporting Documents

Duty to Co-operate Statement

- A.5.1** The Local Plan has been prepared in accordance with the 'Duty to Co-operate' that places a legal duty on local authorities and other public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation on strategic matters. The 'Duty' is set



out in Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended by Section 110 of the Localism Act). The Council has prepared a separate statement which sets out how the Duty to Co-operate has been fulfilled for the preparation of the Local Plan.

Sustainability Appraisal

A.5.2 Development Plan Documents must be subject to Sustainability Appraisal (SA) which is an integral part of the plan preparation process. SA involves identifying and evaluating a plan's impacts having regard to social, environmental and economic impacts and helps to ensure that the plan accords with sustainable development principles. Sustainability appraisals incorporate the requirements of the European Directive 2001/42/EC on the 'assessment of effects of certain plans and programmes on the environment' (SEA Directive).

Equalities Impact Assessment

A.5.3 An Equalities Impact Assessment (EIA) was carried out as part of the Local Plan process to assess the likely (or actual) effects of policy on the seven protected characteristics, including age, disability, gender, race, religion, sexual orientation and marital status. The process provided the opportunity to better utilise policy to further promote equality that had otherwise been missed as well as removing or amending negative or adverse impacts where possible. Although a legal requirement, fundamentally, the production of an equalities impact assessment was deemed an effective way of improving policy development and service delivery by ensuring the Council always considered the needs of their communities above all else, identified potential steps to promote equality and does not discriminate.

Health Impact Assessment

A.5.4 A Health Impact Assessment (HIA) was carried out during the preparation of the Local Plan to help ensure that health and wellbeing were fully considered. The HIA assesses the potential effects of the Local Plan policies on the health of Havering's residents and recommends actions to mitigate any negative impacts.

A.6 Town Centres

Table 6 Metropolitan centre

Metropolitan Centre	Type of frontage	Properties/land included
Romford	Primary frontage	South Street, 2-116 (evens), 1-129 (odds) Eastern Road, 2 (evens) Western Road, 1-13 (odds) North Street, 8-56 (evens) 7-9 (odds), 21-23 (odds) High Street, 2-4 (evens), 3, 7-13 (odds) Market Place, 1-19 (odds), 25-49 (odds), 20, 24, 28-42 (evens), 56-78 (evens), 82-96 (evens), Arcade Place, 1 (odds) Exchange Street, 1-2
	Secondary frontage	South Street, 143, 147-159 (odds) 163-183 (odds) High Street, 6-46 (evens), 15-17 (odds), 25-59 (odds) Victoria Road (Station Chambers), 5,6,7,7a Victoria Road (Old Mill Parade), 1,2,3,4,5,6 Victoria Road, 3-17 (odds), 35-41 (odds), 14-64 (evens), 70, 80, 84-86 (evens) Victoria Road (Station Parade), 1,2,3,4,5,6,7,7a,9



Table 7 District centres

District Centre	Type of frontage	Properties/land included
Hornchurch	Primary frontage	High Street, 70-168 (evens), 63-187 (odds); North Street, 4-14 (evens), 1-23 (odds); Station Lane, 4-32 (evens).
	Secondary frontage	High Street, 5a-17 (odds), 23-61 (odds), 189-199 (odds), 44-66 (evens) and 172-212 (evens); North Street, 16-22 (evens); Station Lane, 36-62 (evens), 1-43 (odds); Billets Lane, 1-25 (odds).
Upminster	Primary frontage	Station Road, 1-65 (odds), 2-72 (evens); St. Mary's Lane, 119-149 (odds); Corbets Tey Road, 1-63 (odds); Bell Corner, 1-7 (odds); Station Approach, 2 (evens).
	Secondary frontage	St. Mary's Lane, 151-213 (odds), 160-166 (evens), 172-218 (evens); Corbets Tey Road, 28-52 (evens), 69-127 (odds).
Collier Row	Primary frontage	Collier Row Road, 2-62 (evens), 1-43b (odds); Chase Cross Road, 2-18 (evens); Collier Row Lane, 316-322 (evens); Clockhouse Lane, 1-23 (odds).
	Secondary frontage	Chase Cross Road, 1-11 (odds); Collier Row Lane, 299-315 (odds), 314.
Elm Park	Primary frontage	Station Parade, 1-28b (all nos.); Tadworth Parade, 1-20 (all nos.); Broadway Parade, 7-13 (odds); The Broadway, 14-42 (all nos.); Elm Parade, 1-12 (all nos.); Elm Park Avenue, 13- 26 (all nos.).
	Secondary frontage	Broadway Parade, 1-6 (all nos.).
Harold Hill	Primary frontage	Farnham Road, 2-16 (evens), 44-48 (evens), 3-17 (odds), 65-73 (odds); Hilldene Avenue, 94-120 and 170-198 (evens); Chippenham Road, 65 and 83 (odds).
	Secondary frontage	Chippenham Road, 59-63 and 85-89 (odds); The Arcade, 1-12b (all nos.).
Rainham	Primary frontage	Upminster Road South, 9-53 (odds), 2-26 (evens); Bridge Road, 1 (odds).
	Secondary frontage	Broadway, 12-32 (evens); Upminster Road South, 1-7 (odds).

Table 8 Local centres

Reference	Location	Properties/land included
1	Boxmoor Road, Collier Row	Boxmoor Road, 15-27 (odds) and 37.



Reference	Location	Properties/land included
2	Highfield Link, Collier Row	Highfield Link, 1-7 (odds).
3	Chase Cross Road, Collier Row	Chase Cross Road, 257-263 (odds).
4	Chase Cross Road, Collier Row	Chase Cross Road, 87-93 (odds)
5	Gobions Avenue, Rise Park	Gobions Avenue, 25, 27, 33, 39, 43, 45, 47, 53, 55.
6	Moray Way, Rise Park	Moray Way, 2-16 (evens).
7	Collier Row Road, Collier Row	Collier Row Road, 98-120 (evens).
8	Collier Row Road, Collier Row	Collier Row Road, 164-178 (evens).
9	White Hart Lane, Collier Row	White Hart Lane, 37-59 (odds).
10	Collier Row Lane, Collier Row	Collier Row Lane, 162-174 (evens).
11	Collier Row Lane, Collier Row	Collier Row Lane, 134-142 (evens).
12	Collier Row Lane, Collier Row	Collier Row Lane, 52-62 (evens), 37-55 (odds).
13	Pettits Lane North, Rise Park	Rise Park Parade, Pettits Lane North, 169-179 (odds), 211-223 (odds).
14	Mawney Road North, Collier Row	Mawney Road, 170-178 (evens); Denbar Parade, 1-6 (all nos.); Marlborough Road, 6-8 (evens).
15	North Street, Romford	North Street, 68-78, 88-148 (evens), 95-105, 117-137 (odds).
16	London Road West, Romford	London Road, 257-277.
17	London Road East, Romford	London Road, 53-65 (odds), 30-60 (evens)
18	Carlton Road, Romford	Carlton Road, 2-16 (evens)
19	Brentwood Road, Romford	Brentwood Road, 46-92 (evens); Albert Road, 89-93 (odds); Park Lane, 1, 7, 9 (odds), 2-4 (evens)
20	Park Lane, Romford	Park Lane, 65-93 (odds), 134-140 (evens).
21	Rush Green Road, Rush Green	Rush Green Road, 162-180 (evens), 197-205 (odds) Dagenham Road; 68-96 (evens)
22	Rush Green Road, Romford	Rush Green Road, 138-146 (evens).
23	Roneo Corner, Romford	Hornchurch Road, 307-323 (odds); Roneo Corner, 2-32 (evens).
24	Hornchurch Road, Hornchurch	Hornchurch Road, 134-194 (evens), 202-228 (evens), 121-137 (odds).
25	Lyndhurst Drive, Hornchurch	Lyndhurst Drive, 202-210 (evens).
26	North Street, Hornchurch	North Street, 88-112, 118-124, 128-142 (evens); Billet Lane, 153-163 (odds); The Chequers PH.
27	Butts Green Road, Emerson Park	Butts Green Road, 1-9, 23 (odds); Berther Road, 2 (evens).
28	Butts Green Road, Emerson park	Butts Green Road, 43-79 (odds).



Reference	Location	Properties/land included
29	Hillview Avenue, Heath Park	Hillview Avenue, 136-144 (evens)
30	Brentwood Road, Romford	Brentwood Road, 284-290 (evens), 317-319 (odds).
31	Drill Corner, Squirrels Heath	Heath Park Road, 143-155 (odds), 160-168 (evens); Balgores Lane, 236-238 (evens); Brentwood Road, 364-392 (evens), 395-405 (odds); The Drill PH.
32	Station Road, Gidea Park	Station Road, 84-94 (evens).
33	Balgores Lane, Gidea Park	Balgores Lane, 97-105 (odds), 81-85 (odds), 142-168 (evens) Station Road, 2-8 (evens) Balgores Square, 1-4 (all nos.).
34	Hare Hall Lane, Gidea Park	Hare Hall Lane, 4-9 (all nos.).
35	Main Road, Gidea Park	Main road 168-248 (evens), 73-89 (odds), 91-101 (odds), 107 (odds) and the Unicorn Hotel PH; Balgores Lane 1-9 (odds)
36	Ardleigh Green Road, Squirrels Heath	Ardleigh Green road, 88-122 (evens), 187-207 (odds); Squirrels Heath Lane, 177-179 (odds).
37	Belgrave Avenue, Harold Wood	Belgrave Avenue, 117-127 (odds).
38	Upper Brentwood Road, Gidea Park	Upper Brentwood Road, 622-630 (evens).
39	Masefield Crescent, Harold Hill	Masefield Crescent, 61-67 (odds), 66-72 (evens).
40	Tennyson Road, Harold Hill	Tennyson Road, 39-45 (odds).
41	Grange Road, Harold Hill	Grange Road, 1-7 (odds).
42	Briar Road, Harold Hill	Briar Road, 9-21 (odds).
43	Camborne Avenue, Harold Hill	Camborne Avenue, 1-15 (odds).
44	Whitchurch Road, Harold Hill	Whitchurch Road, 145-167 (odds).
45	Petersfield Avenue, Harold Hill	Petersfield Avenue, 90-132 (evens).
46	Harold Park	The Parade, Colchester Road, 1-8 (all nos.); Colchester Road, 15-21 (odds); Tudor Court, Harold Court Road, 1-5 (all nos.).
47	Station Road, Harold Wood	Station Road, 1-29 (odds), 33-49 (odds) and King Harold PH.
48	Oak Road, Harold Hill	Oak Road, 1-17 (odds).
49	Essex Gardens, Emerson Park	Essex Gardens, 2-8 (evens).
50	Avon Road, Cranham	Avon Road, Cranham, 119-151 (odds).
51	Front Lane, Cranham	Front Lane, 69-81 (odds), 85-103 (odds) and The Plough PH; Willow Parade, Front Lane 1-12 (all nos.); Broadway, Front Lane, 1-2; Moor Lane, 2-12 (evens).



Reference	Location	Properties/land included
52	Lichfield Terrace St. Marys Lane, Cranham	Lichfield Terrace, 41-46 (all nos.).
53	St. Mary's Lane, Upminster	St. Mary's Lane, 302-314.
54	Gaynes Park Road, Upminster	Gaynes Park Road, 49-57 (odds).
55	Upminster Bridge, Upminster	Upminster Bridge, 97-107 (odds), 122-164A (evens).
56	Wingletye Lane, Emerson Park	Wingletye Lane, 65a-81 (odds).
57	Upminster Road, Upminster	Upminster Road, 25-33 (odds).
58	Bevan Way, Hornchurch	Hacton Parade, Bevan Way/Central Drive, 1-8 (all nos.).
59	Station Lane, Hornchurch	Station Lane, 171-213 (odds); 142-144 (evens). Suttons Lane, 1-25 (odds).
60	Abbs Cross Lane, Hornchurch	Abbs Cross Lane, 115-119 (odds).
61	Abbs Cross Lane, Hornchurch	Abbs Cross Lane, 224-228 (evens).
62	Northolt Way, South Hornchurch	Blenheim Court 1-7 (all nos.).
63	Mungo Park Road, South Hornchurch	Mungo Park Road, 105-131 (odds).
64	Elmer Gardens, South Hornchurch	Elmer Gardens 2-8 (evens).
65	South End Road, South Hornchurch	South End Road, 166-174.
66	Ongar Way, South Hornchurch	Writtle Walk, 1-5 (all nos.).
67	Rainham Road, South Hornchurch	Rainham Road, 145-149.
68	Cherry Tree Corner, South Hornchurch	Rainham Road, 70-90 (evens), 109-119 (odds) and Cherry Tree PH; South End Road, 2-12 (evens); Cherry Tree Lane, 205-211 (odds).
69	Cherry Tree Lane, South Hornchurch	Cherry Tree Lane, 183, 183a, 185 (odds)
70	Lowen Road, South Hornchurch	Lowen Road, 145-153 (odds).
71	Southview Parade, New Road, Rainham	Southview Parade, 1-6 (all nos.).
72	Upminster Road South, Rainham	Upminster Road South, 107-119 (odds), 76-84 (evens).
73	Wennington Road, Rainham	Wennington Road, 113-139B (odds).
74	Crown Parade, Upminster Road South	Upminster Road South, 193, 215-223 (odds), 188-200 (evens); Crown Parade, 1-8 (all numbers).
75	Wennington Road, Rainham	Wennington Road, 194-198 (evens)

A.7 Biodiversity and geodiversity sites

A.7.1 This annex provides an overview of the statutory and non-statutory nature conservation sites in the borough. The grid square reference of each site is included. The sites listed are also shown on the Proposals Map.



Sites of Specific Scientific Interest

- Ingrebourne Marshes TQ 538 842
- Inner Thames Marshes TQ 528 804
- Hornchurch Cutting (Geological SSSI) TQ 547 873

Local Nature Reserves

- The Chase (jointly managed with London Wildlife Trust) TQ 512 863
- The Manor TQ 550 930
- Ingrebourne Valley TQ 538 842
- Cranham Brickfields TQ 580 881
- Cranham Marsh TQ 565 854
- Bedfords Park TQ 518 923
- Rainham Marshes TQ 528 804

Sites of Importance for Nature Conservation

Sites of Metropolitan Importance

- M014 Cranham Marsh TQ 565 854
- M031 River Thames and tidal tributaries TQ 167 754
- M039 Rainham Marshes TQ 528 804
- M090 The Chase and Eastbrookend Country Park TQ 512 863
- M108 Ingrebourne Valley TQ 538 842
- M150 Bedfords Park TQ 518 923
- M151 Dagnam Park and Hatters Wood TQ 550 930
- M152 Belhus Woods TQ 568 825
- M153 Havering Country Park TQ 505 928
- North Ockendon Pit TQ 591 844 (former HVBI138)
- Beam Valley South TQ 506 836 (former HvBI17)

Sites of Borough Importance

Grade I sites:

- HvBI01 Mudlands TQ 510 824
- HvBI02 Frank's Wood and Cranham Brickfields TQ 580 881
- HvBI03 Fields south of Cranham Marsh TQ 573 852
- HvBI04 Codham Hall Wood West TQ 582 886
- HvBI05 Hornchurch Country Park TQ 532 842 (inc Southern Grasslands of St George's Hospital)
- HvBI06 Tylers Common TQ 566 905
- HvBI07 Tomkyns East Pastures TQ 571 897
- HvBI08 Upminster Lodge Farm Horse Field TQ 556 891
- HvBI09 Fairplay Farm TQ 601 862
- HvBI10 Warwick Wood TQ 558 830
- HvBI11 Bellvue TQ 528 921
- HvBI12 Foxburrow Wood, Havering-Atte-Bower TQ 526 933
- HvBI13 Spice Pits Wood TQ 539 940
- HvBI14 Long Wood and Sage Wood TQ 544 922
- HvBI15 Romford Golf Course TQ 524 903
- HvBI16 Mid Beam Valley TQ 514 848
- HvBI18 Lower River Beam & Ford Works ditches TQ 499 819
- HvBI19 Hainault Forest Golf Centre TQ 486 929
- HvBI20 Duck Wood TQ 555 923
- HvBI21 Clay Tye Wood TQ 596 868

Grade II sites:

- HvBII01 Bower School Wood TQ 509 920



- HvBII02 South Park Plantation TQ 516 934
- HvBII03 River Rom in North West Havering TQ 496 917
- HvBII04 Bedfords Farm Wood TQ 522 927
- HvBII05 Immanuel School Wood TQ 507 922
- HvBII06 Cranham Hall Shaws and Pasture TQ 577 866
- HvBII07 All Saints Churchyard, Cranham TQ 572 861
- HvBII08 Strawberry Farm Wood TQ 568 889
- HvBII09 Puddle Dock Angling Centre TQ 594 868
- HvBII10 Lodge Farm Spinney TQ 548 846
- HvBII11 Curtis Plantation TQ 540 947
- HvBII12 Bonnetts Wood TQ 551 842
- HvBII13 Foxlands Farm TQ 551 895
- HvBII14 Hall Lane Verge and Montrose Pasture TQ 561 899
- HvBII15 Boxhill Road Wood TQ 528 927
- HvBII16 Home Farm Wildherness TQ 552 938
- HvBII17 The Butchers Paddock TQ 513 937
- HvBII18 Carters Brook and Paines Brook TQ 541 929
- HvBII19 Tylers Hall Pond TQ 566 913
- HvBII20 Jarmains Wood TQ 570 908
- HvBII21 Foxburrow Wood, Upminster TQ 573 902
- HvBII22 Broadfields Farm TQ 583 861
- HvBII23 Upminster Sewage Works Grass Bed TQ 608 865
- HvBII24 Bournwood Fields TQ 557 906
- HvBII25 Hall Farm Moat, Paddock & St Mary Magdelene Churchyard, N.Ockendon TQ 587 847
- HvBII26 Stubbers Outdoor Pursuit Centre TQ 573 844
- HvBII27 Redlands Aggregates Angling Lake TQ 572 832
- HvBII28 Common Watercourse & Williams Lake TQ 544 822
- HvBII29 Moor Hall Farm Shaws TQ 552 812
- HvBII30 The Willows TQ 550 814
- HvBII31 Noak Hill Archery Field TQ 526 915
- HvBII32 Tench Pond Plantation TQ 531 935
- HvBII33 St Thomas's Churchyard, Noak Hill TQ 541 940
- HvBII34 Forge House Paddocks and Fishing Lake TQ 543 936
- HvBII35 Home Farm Broxhill TQ 530 930
- HvBII36 Brett Havering Aggregates East TQ 550 828
- HvBII37 Brett Havering Aggregates West TQ 536 816
- HvBII38 North Ockenden Pit TQ 591 844
- HvBII39 Riverside Sewage Treatment Works TQ 511 821
- HvBII40 Little Chef Pasture TQ 555 889
- HvBII41 Chequers Road Wood TQ 544 939
- HvBII42 Railside Land (divided into 6 sections A-F) TQ 530 894
- HvBII43 Hill View TQ 573 889
- HvBII44 Gerpins Lane Open Space TQ 554 840
- HvBII45 Folkes Lane Woodland TQ 575 896
- HvBII46 Tylers Wood TQ 571 904
- HvBII47 Harold Court Woods TQ 554 915
- HvBII48 Pages Wood TQ 558 898
- HvBII49 Ingrebourne Hill TQ 525 834
- HvBII50 Berwick Glades TQ 541 842

Sites of Local Importance

- HvL01 Raphael Park TQ 518 899
- HvL02 River Rom at King George's Playing Fields TQ 501 897
- HvL03 Wennington Churchyard TQ 539 809
- HvL04 Shoulder of Mutton Wood TQ 551 919
- HvL05 Westlands Rough TQ 495 880



- HvL06 Romford Cemetery TQ 505 876
- HvL07 Harrow Lodge Park TQ 530 866
- HvL08 Clockhouse Gardens TQ 563 865
- HvL09 St Lawrence's Churchyard, Upminster TQ 559 864
- HvL10 Pot Kiln Wood & Sickie Wood TQ 571 886
- HvL11 Langton's Gardens TQ 537 874
- HvL12 Parklands, Corbets Tey TQ 555 849
- HvL13 Rise Park Stream TQ 514 911
- HvL14 Bob's Lane and Ash Lane TQ 522 914
- HvL15 Bower Farm Green Lane TQ 512 939
- HvL16 The Dell TQ 544 868

A.8 Monitoring

A.8.1 Monitoring is a vital tool in ensuring the Local Plan is being implemented as intended. Havering Council produces an Authority Monitoring Report on an annual basis which will report on the progress of the indicators below. The Authority Monitoring Report will be published by the end of December each year and will cover the previous financial year. All indicators in the table will be monitored on this basis unless otherwise stated.

Table 9 Local Plan monitoring framework

Policy	Strategic Objective	Indicators	Source of Data
Successful Places to Live			
Housing Supply	SOi, SOii, SOiv, SOxvi	Net additional dwellings	London Development Database
		Net additional dwellings over the previous five year period or since the start of the relevant Local Plan period, whichever is longer	
		Net additional dwellings in: <ul style="list-style-type: none"> i. Romford Strategic Development Area ii. Rainham Strategic Development Area iii. Each District centre iv. Council Housing Estates 	
		Percentage of dwellings built on previously developed land	
		Number of dwellings lost to other uses (without re-provision)	
		Projected net additional dwellings up to the end of the Local Plan period	
Affordable Housing	SOi, SOiii	Net affordable housing completions (number and as a percentage of net housing completions)	London Development Database
		Net affordable housing completions by tenure type (number and as a percentage of net affordable housing completions)	
Housing Mix	SOi, SOiii	Net completions by housing size and type	London Development Database
Specialist Housing	SOi	Net additional specialist housing completions	London Development Database



Policy	Strategic Objective	Indicators	Source of Data
Successful Places to Live			
Residential Design and Amenity	SOi	Number and proportion of housing completions achieving the Lifetime Homes Standards	London Development Database
		Number and proportion of housing completions that meet Building Regulation Requirement M4(2) and M4(3)	
		Number and proportion of housing completions that meet the National Space Standards	
Houses in Multiple Occupancy	SOi SOiii	Net additional HMO completions	London Development Database
Conversions and Sub-divisions	SOii, SOiii	Net additional completions arising from: i. Conversions of existing non-residential buildings ii. Sub-division of residential developments	London Development Database
Garden and Backland Development	SOii	Net additional housing completions on garden and backland	London Development Database
Gypsy and Traveller Accommodation	SOiii	Net additional gypsy and traveller pitches and travelling showpersons plots	London Development Database
Thriving Communities			
Healthy Communities	SOv	Percentage of major applications submitted with a Health Impact Assessment	LBH
Town Centre Development	SOvi	Position of Havering's town centres in the London strategic town centre network	GLA
		Amount of completed retail floorspace in Havering's metropolitan and district centres	London Development Database
		In Havering's primary and secondary frontages, the number and percentage of: i. Vacancies ii. A1 and A2 units iii. A5 units iv. betting shops v. payday loan shops	LBH
Eating and Drinking	SOvi	Net additional A3 and A4 units and floorspace in Havering's metropolitan and district centres	LBH London Development Database
Culture and creativity	SOvii	Net additional arts, cultural and leisure floorspace in town centres and out of town centres.	LBH London Development Database



Policy	Strategic Objective	Indicators	Source of Data
Successful Places to Live			
Social infrastructure	SOv, SOviii	Net additional floorspace for social infrastructure facilities	London Development Database
		Average size of GP patient lists	LBH
Education and Early Years Provision	SOviii	School places vs demand for school places	LBH
		Net additional floorspace for educational purposes	London Development Database
Open Space, Leisure and Recreation	SOxv	Net loss/gain of public open space, playing fields and leisure floorspace	London Development Database
		Number of open spaces with Green Flag Awards	LBH
Opportunities to Prosper			
Business Growth	SOix, SOx	Amount of designated and non-designated industrial floorspace lost to non-industrial uses	London Development Database
		Net additional office floorspace	London Development Database
		Net additional employment floorspace by type	London Development Database
		Births, deaths, and survival of enterprises	National Statistics
Loss of Industrial Land	SOix	Amount of employment land lost to residential and/or commercial developments	London Development Database
Affordable workspace	SOix, SOx	Number of affordable workspace units delivered	LBH
		Net additional affordable workspace floorspace	LBH
Skills and Training	SOx	Percentage of local labour used in the construction of new developments and end user phase where applicable	LBH
Transport and Digital Connections			
Transport Connections	SOxi, SOxii	Proportion of journeys made by Havering school pupils to school by walking and cycling	LBH
		Car use and car ownership across the borough	LBH
		Number of road accidents (collisions) by age and by Ward	LBH
		Progress on the delivery of key transport infrastructure projects as set out in Policy 23	LBH



Policy	Strategic Objective	Indicators	Source of Data
Successful Places to Live			
Parking provision and design	SOxi	Percentage of completed development schemes meeting the required parking standards	LBH
Digital Connections	SOxi	Percentage of new developments with access to high speed broadband	LBH
High Quality Places			
Urban Design	SOxiv	Number of schemes nominated for and/or awarded a design award	LBH
		Number and proportion of major applications reviewed by a Design Review Panel	LBH
Landscaping	SOxiii, SOxiv	Number of proportion of major applications approved without a detailed landscape scheme	LBH
Heritage Assets	SOxiv	Number of heritage assets on the Heritage at Risk Register	Historic England
		Number of Conservation Areas with up-to date Appraisals and Management Plans	LBH
Green Places			
Green Infrastructure	S0xiv	Progress on the key green infrastructure projects as set out in Policy 29	LBH and external partners
Nature Conservation	SOxv	Changes in areas and populations of biodiversity importance, including: i. Changes in priority habitats and species (by type); and ii. Changes in areas designated for their intrinsic environmental value; including sites of international, national, regional, sub-regional or local significance	LBH Natural England
Rivers and River Corridors	SOxiv, SOxx	Percentage of main rivers of good or fair chemical and biological quality	Environmental Agency
Flood Management	SOxxi	Number of planning permissions granted contrary to the advice of the Environmental Agency	Environmental Agency
		Number and proportion of developments which incorporate Sustainable Drainage Systems (SuDS)	LBH
Air Quality	SOxviii,	Concentrations of two main air pollutants (NO2 & PM10) at monitoring stations	LBH
Pollution	SOxviii, SOxx	Percentage of main rivers of good or fair chemical and biological quality	Environmental Agency
On-site waste management	SOxvii	Percentage of household waste recycled/re-used/composted	LBH



Policy	Strategic Objective	Indicators	Source of Data
Successful Places to Live			
Low Carbon design and renewable energy	SOxix	Number of developments where on-site renewable energy generation is integrated	LBH
		Percentage of energy generation by type from renewable sources	LBH
Minerals			
Mineral Reserves	SOxxii	Loss of mineral safeguarded land to development	LBH
Mineral Extraction	SOxxii	Production (tonnes) of primary land won aggregates	LBH
Secondary Aggregates	SOxxii	Production (tonnes) of secondary/recycled aggregates	LBH
		Use of primary won materials	LBH

A.9 Glossary

A.9.1 This glossary does not repeat any terms that are already defined within the National or Regional Planning Policy. For further information please refer to the glossaries within the London Plan, National Planning Policy Framework and Planning Policy for Traveller Sites.

Table 10

	Definition
Affordable Workspace	A workspace provided where rent and service charges, excluding business support services, are on average at least 20% less than comparable local market rates for the duration of a lease (although it is noted that, for some sectors and locations, much reduced rents may be needed to render them affordable to target occupiers).
Authority Monitoring Report (AMR)	The Localism Act 2011 requires Local Planning Authorities to produce monitoring reports on at least an annual basis. The Report monitors the implementation of the Council's Local Development Scheme. It also assesses the extent to which the policies in Local Plan Documents are being implemented and the effects that they are having.
Biodiversity Action Plan (BAP)	An internationally recognised program addressing threatened species and habitats and is designed to protect and restore biological systems.
Building Research Establishment (BRE)	A private organisation that carries out research, consultancy and testing for the construction and built environment sectors in the UK. Among the BRE's areas of interest are participation in the preparation of national and international standards and building codes, including the UK building regulations.
Character	A term relating particularly to Conservation Areas or Listed Buildings, but also to the appearance of any location in terms of its landscape or the layout of streets and open spaces and the design of its buildings, often giving places their own distinct identity.
Community Use Agreements (CUA)	Are in place to secure community access for 'pay & play' opportunities for the general public and community club use. Community use agreements outline



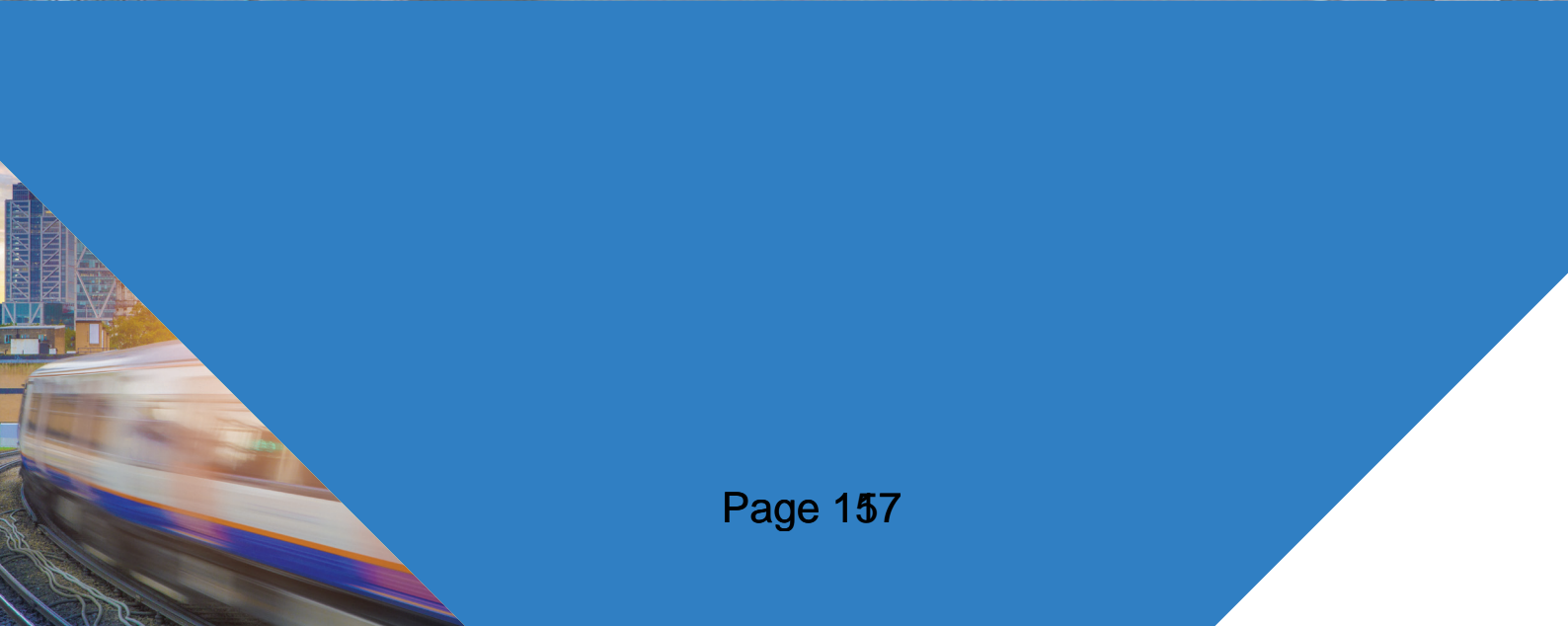
	Definition
	hours of availability, management arrangements, pricing policies and sports development plans.
Conservation Area	An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance, designated under S69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
Contaminated Land	Land that has been polluted or harmed in some way, making it unfit for safe development and usage without first being cleaned up.
Density	A measure of the amount of residential accommodation on any given site. It can be measured by calculating the number of habitable rooms per hectare, or by calculating the number of dwellings per hectare. In either case, the net site area is the appropriate unit of measurement.
Gypsy and Traveller Pitch	A pitch is defined as accommodating a household, and in Havering generally includes a large static trailer, touring caravan, amenity building and parking and turning space.
Gypsy and Traveller Site	A site that can be made up of one or more pitches.
Health Impact Assessment (HIA)	A tool to assess the potential effects of a proposal on the health of a population, and the distribution of those effects within the population.
Housing Zones	Housing Zones are designated by the Mayor of London and will bring accelerated housing development to areas across London with high potential for growth. The building of homes in these areas will be supported by a range of planning and financial measures.
Infrastructure Delivery Plan (IDP)	The Infrastructure Delivery Plan (IDP) identifies the borough's infrastructure requirements including social, physical and green infrastructure. The IDP sets out what is needed, where it is needed and when it is needed.
Killed/Seriously Injured (K.S.I)	The defined severity of the casualty in road traffic accidents on the Strategic Road Network reported by the police where the casualty has sustained either a fatal or serious injury.
Lifetime Homes Standards	Lifetime Homes are ordinary homes designed to incorporate 16 design criteria that can be universally applied to new homes at minimal cost. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life.
London Plan	Spatial Development Strategy prepared by the Greater London Authority (GLA) for the strategic planning of the Greater London Area. Forms part of the Development Plan for Havering.
Major development	For dwellings: where 10 or more are to be constructed (or if number not given, area is more than 0.5 hectares). For all other uses: where the floor space will be 1000 sq metres or more (or the site area is 1 hectare or more). The site area is that directly involved in some aspect of the development. Floor space is defined as the sum of floor area within the building measured externally to the external wall faces at each level. Basement car parks, rooftop plant rooms, caretakers' flats etc. should be included in the floor space figure.
Multi-use game areas (MUGAs)	Hard-surfaced, fenced areas that enable use for a variety of sports including basketball, football, hockey and netball.



	Definition
National Planning Policy Framework (NPPF)	The NPPF sets out the Government's planning policies for England and how these are expected to be applied at local level.
Proposals map	A type of Development Plan Document which illustrates on an Ordnance and Survey map base, individual sites or geographical areas to which adopted planning policies and proposals relate.
Secured by Design	Secured by Design focuses on crime prevention of homes and commercial premises and promotes the use of security standards for a wide range of applications and products.
Strategic Flood Risk Assessment (SFRA)	An assessment of the likelihood of flooding in a particular area so that the location and design of development and mitigation measures can be carefully considered.



Havering
LONDON BOROUGH



This page is intentionally left blank

<u>DIVISION NUMBER:</u>	1	2	3	4	5
The Mayor [Cllr. Linda Van den Hende]	✓	✗	✓	✓	✗
The Deputy Mayor [Cllr. Dilip Patel]	✓	✗	✓	✓	✗
<u>CONSERVATIVE GROUP</u>					
Cllr Roger Ramsey	✓	✗	✓	✓	✗
Cllr Robert Benham	✓	✗	✓	✓	✗
Cllr Ray Best	✓	✗	✓	✓	✗
Cllr Wendy Brice-Thompson	✓	✗	✓	✓	✗
Cllr Joshua Chapman	✓	✗	✓	✓	✗
Cllr John Crowder	✓	✗	✓	✓	✗
Cllr Philippa Crowder	✓	✗	✓	✓	✗
Cllr Meg Davis	✓	✗	✓	✓	✗
Cllr Osman Dervish	✓	✗	✓	✓	✗
Cllr Jason Frost	✓	✗	✓	✗	✗
Cllr Steven Kelly	✓	✗	✓	✓	✗
Cllr Robby Misir	✓	✗	✓	✓	✗
Cllr Garry Pain	✓	✗	✓	✓	✗
Cllr Viddy Persaud	✓	✗	✓	✓	✗
Cllr Carol Smith	✓	✗	✓	✓	✗
Cllr Frederick Thompson	✓	✗	✓	✓	✗
Cllr Linda Trew	A	A	A	A	A
Cllr Melvin Wallace	✓	✗	✓	✓	✗
Cllr Roger Westwood	✓	✗	✓	✓	✗
Cllr Damian White	✓	✗	✓	✓	✗
Cllr Michael White	A	A	A	A	A
<u>RESIDENTS' GROUP</u>					
Cllr Ray Morgon	✗	✓	O	O	O
Cllr June Alexander	✗	✓	O	✗	O
Cllr Nic Dodin	✗	O	O	O	O
Cllr Jody Ganly	✗	✓	O	✗	O
Cllr Barbara Matthews	✗	✓	O	✗	O
Cllr Barry Mugglestone	✗	✓	O	✗	O
Cllr John Mylod	A	A	A	A	A
Cllr Stephanie Nunn	✗	✓	O	✗	O
Cllr Reg Whitney	✗	✓	O	O	O
Cllr Julie Wilkes	A	A	A	A	A
Cllr John Wood	✗	✓	O	O	O
<u>EAST HAVERING RESIDENTS' GROUP</u>					
Cllr Clarence Barrett	✓	✗	✓	✓	✗
Cllr Alex Donald	✓	✗	✓	✓	✗
Cllr Brian Eagling	✓	✗	✓	✓	✗
Cllr Gillian Ford	✓	✗	✓	✓	✗
Cllr Linda Hawthorn	✓	✗	✓	✓	✗
Cllr Ron Ower	A	✗	✓	✓	✗
Cllr Darren Wise	A	A	A	A	A
<u>UK INDEPENDENCE PARTY GROUP</u>					
Cllr Lawrence Webb	✓	O	✗	✗	O
Cllr Ian De Wulverton	✓	O	✗	✗	O
Cllr John Glanville	✓	O	✗	✗	O
Cllr David Johnson	✓	✓	O	✓	✓
Cllr Phil Martin	✓	✓	O	O	✓
Cllr Patricia Rumble	✓	✓	✗	✗	✓
<u>INDEPENDENT LOCAL RESIDENTS' GROUP</u>					
Cllr Jeffrey Tucker	✓	✓	✗	O	✓
Cllr Michael Deon Burton	✓	✓	✗	O	✓
Cllr David Durant	✓	✓	✗	O	✓
Cllr Keith Roberts	✓	✓	✗	O	✓
Cllr Graham Williamson	✗	✓	✗	O	✓
<u>LABOUR GROUP</u>					
Cllr Keith Darvill	✓	✗	✓	✓	O
Cllr Denis O'Flynn	✓	✗	✓	✓	O
<u>TOTALS</u>					
✓ = YES	38	16	29	29	8
✗ = NO	10	29	9	10	27
O = ABSTAIN/NO VOTE	0	4	11	10	14
ID = INTEREST DISCLOSED/NO VOTE	0	0	0	0	0
A = ABSENT FROM MEETING	6	5	5	5	5
	54	54	54	54	54

This page is intentionally left blank



COUNCIL, 13 SEPTEMBER 2017

REPORT OF CABINET

ANNUAL TREASURY MANAGEMENT REPORT 2016/17 AND PROPOSED CHANGE TO THE 2017/18 TREASURY MANAGEMENT STRATEGY STATEMENT

At its meeting on 9 August Cabinet considered a report (attached) on treasury management. Under the Chartered Institute of Public Finance and Accountancy's Treasury Management Code, reports on the performance of the Treasury Management function must be made to full Council at least twice a year. Any recommended changes to the Treasury Management Strategy also require approval by full Council.

The report gives details of the Council's Annual Investment Strategy, New Borrowing and Debt Rescheduling. The report also asks Council to approve changes to the 2017/18 Treasury Management Strategy Statement to enable more flexibility in investment decisions going forward. These are set out in appendix 4 of the report and enable the Authority to invest in unrated, secured corporate bonds and increase the limit on poled fund investments.

The report was agreed by Cabinet at its meeting on 9 August 2017 and Council is therefore **RECOMMENDED**:

To consider this report and approve the proposed changes to the Treasury Management Strategy Statement (TMSS) as set out in appendix 4 of the report.

This page is intentionally left blank



Cabinet

9 August 2017

Subject Heading:

Annual Treasury Management Report 2016/17 and proposed change to the 2017/18 Treasury Management Strategy Statement

Cabinet Member:

Councillor Clarence Barrett

CLT Lead:

Debbie Middleton

Report Author and contact details:

Stephen Wild
Stephen.wild@onesource.co.uk
+44 (0) 2033733881

Policy context:

The code of practice on treasury management 2009 requires a year end report to Full Council on the treasury management. Recommended changes to the Treasury Management Strategy also requires approval by Full Council

Financial summary:

There are no direct financial implications from the report. The changes requested to the Treasury Management Strategy will enable more flexibility in investment decisions going forward. The financial implications of all investment decisions will be considered as part of robust due diligence procedures taken in line with the Strategy and established processes and procedures.

Is this a Key Decision?

No

Is this a Strategic Decision

Yes

When should this matter be reviewed?

N/A

Reviewing OSC:

N/A

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

Communities making Havering	[X]
Places making Havering	[X]
Opportunities making Havering	[X]
Connections making Havering	[X]

SUMMARY

The Chartered Institute of Public Finance and Accountancy's Treasury Management Code (CIPFA's TM Code) requires that Authorities report on the performance of the treasury management function to Full Council at least twice yearly (mid-year and at year end).

The Authority has borrowed and invested substantial sums of money and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates. This report covers treasury activity, its associated monitoring and control of risk.

In 2016/17 there was no new long term borrowing, while external investment income outturn exceeded the budgeted figure by £0.509m was achieved despite the Bank of England bank rate cut in August 2016 from 0.5% to 0.25% and the benchmark LIBOR falling from 0.50% in Q2 to 0.44% at 31/3/17.

RECOMMENDATIONS

That Cabinet:

1. **Note** the final 2016/17 Treasury Position set out in this report.
2. **Note** the treasury and prudential indicators as set out in **Appendix 3** of this report: and
3. **Recommend** to Full Council to consider this report and approve the proposed changes to the 2017/18 Treasury Management Strategy Statement (TMSS) as set out in **Appendix 4**.

REPORT DETAIL

Contents

1. Annual Investment Strategy
2. New Borrowing
3. Debt Rescheduling

4. Compliance with Treasury Indicators
5. Compliance with Prudential Indicators; and
6. Other Treasury Related Matters.

1. Annual Investment Strategy

1.1 The 2016/17 TMSS was approved by the Authority in February 2016 and sets out the investment priorities in order of priority as:

- Security of Capital
- Liquidity; and
- Yield.

1.2 The Authority will aim to achieve the optimum return (yield) on investments commensurate with acceptable levels of security and liquidity.

1.3 The Authority holds significant invested funds, representing income received in advance of expenditure plus balances and reserves held. As a result of investing these cash balances, the Authority is exposed to financial risks and the revenue effect of changing interest rates. A breakdown of deposits held in 2016/17 is shown in appendix 1 while investment performance is shown in table 1 below:

Table 1: Investment performance for 2016/17

Benchmark	Benchmark Return %	Budgeted Rate of Return %	Actual Rate of Return %	Investment interest Earned* (£'m)
Quarter 1	0.58	0.60	0.77	0.237
Quarter 2	0.51	0.60	0.76	0.478
Quarter 3	0.47	0.60	0.69	0.923
Quarter 4	0.44	0.60	0.72	1.469

*interest on external investments.

* Figures changed slightly from Q4 report given outturn figures (subject to audit) have now been established. .

1.4 The UK Bank Rate fell to 0.25% in August 2016 from 0.50% since March 2009, keeping short-term money market rates at historically low levels.

1.5 As illustrated in Table 1, at Q4 the Authority outperformed the benchmark by 0.28% and the budgeted rate of return by 0.12%. The external investment interest earned was £1.469m compared to the budget of £0.960m.

1.6 The Authority had £212.7m of loans (long and short term loans) and £200.9m of investments at year end. This is summarised in Table 2 below and detailed in appendix 2.

Table 2 – Existing Investment & Debt Portfolio Position

	31/03/2017 Actual Portfolio £m	31/03/2017 Average Rate %
Long Term Borrowing:		
PWLB – Fixed Rate	203.234	
PWLB – Variable Rate	-	
Local Authorities	-	
LOBO Loans	7.000	
Other*	1.339	
Total Long Term Borrowing	211.573	3.59
Short Term Borrowing		
Local Authorities	2.250	
Other	0.262	
Total Short Term Borrowing	2.512	0.43
Investments:		
Short-term investments	160.904	
Long-term investments	40.000	
Total Investments	200.904	0.71
Net Borrowing/ Investments	13.181	

*Energy efficiency loan.

2. New borrowing

- 2.1 Affordability and the “cost of carry” remain important influences on the Authority’s borrowing strategy alongside the consideration that, for any borrowing undertaken ahead of need, the proceeds would have to be invested in the money markets at rates of interest significantly lower than the cost of borrowing.
- 2.2 As short-term interest rates are likely to remain below long-term borrowing rates, it is more cost effective in the short-term to use internal resources instead although this will be kept under constant review and will respond to opportunities and changing forecasts as they arise.
- 2.3 In 2016/17, no new long term borrowing was undertaken to fund capital expenditure. Future capital spending plans are regularly reviewed and any additional long term borrowing will only be taken after careful consideration of affordability, revenue impact, direction in travel of interest rates, the

Authority's capital programme requirement and advice from the Treasury Adviser.

- 2.4 During 2017/18 a fundamental review of the Authority's capital investment plans is being undertaken in order to develop a 5 year capital programme from 2018/19 to 2023/24. The programme will be developed to align with the Corporate Plan priorities, optimise the use of external funding streams and ensure that any further borrowing to fund future capital investment plans is affordable over the long term in revenue terms.

3. Debt Rescheduling

- 3.1 The opportunities for debt rescheduling are regularly reviewed by the Authority's treasury adviser in consultation with senior treasury officers, the S151 officer and lead Cabinet Member for Finance.
- 3.2 The PWLB continued to operate a spread of approximately 1% between "premature repayment rate" and "new loan" rates so the premium charge for early repayment of PWLB debt remained relatively expensive for loans in the Authority's portfolio and prevented any debt rescheduling activity in 2016/17.

4. Treasury and Prudential Indicators

- 4.1 Appendix 3 shows treasury activity compared with the Authority's approved Treasury and Prudential Indicators (affordability limits) for 2016/17 as set out in the approved TMSS.

5. Other Treasury related Matters

5.1 Policy on Use of Financial Derivatives

- 5.1.1 The Authority has not entered into any stand alone financial derivatives during the financial year 2016/17.

5.2 Policy on Apportioning Interest to the HRA

- 5.2.1 The Authority has apportioned interest to the HRA at 0.50%. All the risks associated with treasury activities (which are kept to a minimum through the Authority's TMSS) lie with the General Fund rather than the HRA. This rate will be reviewed in 2017/18.

5.3 Investment Training

- 5.3.1 The needs of the Authority's treasury management staff for training in investment management are assessed every year as part of the staff appraisal process, and additionally when the responsibilities of individual members of staff change.

5.3.2 During 2016/17 staff attended training courses, seminars and conferences provided by the Treasury Adviser, CIPFA and other treasury organisations. In addition treasury management staff also attended the London Treasury Officers Forum, a group set up for networking and sharing best practice.

5.4 Investment Advisers

5.4.1 The Authority appointed Arlingclose Limited as treasury management advisers. Throughout the course of the year officers receive on a daily basis specific advice on investment, debt and capital finance issues augmented by a quarterly strategy review meeting with the S151 officer and the lead Member for Finance.

5.5 Security

5.5.1 Security of capital remains the Authority's overriding investment objective and is delivered through the Authority's counterparty policy as set out in its TMSS 2016/17.

5.5.2 Counterparty credit quality was assessed and monitored with reference to credit ratings (using the ratings from all three of the main credit rating agencies Fitch, S&P and Moody's); for financial institutions analysis of funding structure and susceptibility to bail-in, credit default swap prices, financial statements, information on potential government support and reports in the quality financial press. During the financial year none of the banks on the Authority's lending list failed the stress tests conducted by the European Banking Authority in July 2016 and by the Bank of England in November 2016.

5.5.3 The Authority has also made use of secured investments products that provide collateral in the event that the counterparty cannot meet its obligations for repayment as additional security for its deposits.

6.0 Proposed Changes to the 2017/18 TMSS

6.1 Officers and the Treasury Adviser constantly scan the market to identify suitable investment opportunities and with investment rates remaining lower for longer and CPI inflation increasing, the need to do this is ever more important if investment income budget targets are to be met.

6.2 This point was made in the Q4 report to Audit Committee and the proposed changes are requested so that Officers have scope to investigate investments that will provide higher returns than are currently available in the strategy but without compromising the aforementioned investment objectives. Examples of such investments are: asset backed solar bonds and pooled funds.

- 6.3 The Cabinet is being asked to recommend to Full Council to consider the report and approve changes to the 2017/18 TMSS amendments to enable the Authority to invest in unrated, secured corporate bonds and increase the limit on pooled fund investments. These amendments are set out in appendix 4 of this report.

REASONS AND OPTIONS

Reasons for the decision:

The Chartered Institute of Public Finance and Accountancy's Treasury Management Code (CIPFA's TM Code) requires that Authorities report on the performance of the treasury management function to Full Council at year end.

Other options considered:

The other option would be to not report the performance of the treasury function and request approval of the amendments to the 2017/18 Treasury Management Strategy however as this would be in breach of CIPFA's TM Code, this was not considered.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no direct financial implications from this report. The financial implications of future treasury decisions will be considered within the financial governance framework of the TMSS and its established processes and procedures to ensure the investment objectives are achieved.

Legal implications and risks:

The Local Authority has a power to invest in virtue of section 12 Local Government Act 2003 (a) for any purpose relevant to its functions under any enactment, or (b) for the purposes of the prudent management of its financial affairs. The Authority must have regard to relevant guidance which in this case is provided by CIPFA. Otherwise there are no apparent legal implications or risks from this report.

Human Resources implications and risks:

There are no HR implications from this report

Equalities implications and risks:

There are no Equalities implications arising from this report

BACKGROUND PAPERS

None

Appendix 1**Table 1: Breakdown of Deposits**

Institution Type	31st March 2016 Actual £'m	31st March 2017 Actual £'m
UK Banks		
Barclays Bank PLC	13.798	-
Close Brothers Ltd	5.000	-
Goldman Sachs INT"L Bank	10.000	18.000
Lloyds Bank PLC	15.000	24.000
Royal Bank of Scotland	0.545	-
Santander UK PLC	10.037	23.984
Standard Chartered Bank	5.000	-
UK Building Societies		
Coventry Building Society	10.000	5.000
Leeds Building Society	2.000	0
Nationwide Building Society	18.000	13.000
Yorkshire Building Society	5.000	5.000
Local Authorities & Other Public Sector		
Birmingham City Council	5.000	-
Blaenau Gwent County Borough Council	1.000	-
Doncaster Borough Council	5.000	-
Eastleigh Borough Council	5.000	5.000
Highland Council Inverness	-	12.000
Lancashire County Council	15.000	15.000
London Borough of Islington	-	5.000
Newcastle Upon Tyne City Council	5.000	5.000
North Lanarkshire Council	-	5.000
Northumberland County Council	-	15.000
Wiltshire County Council	5.000	
Non UK Banks		
Australia		
Australia & New Zealand Banking Group	-	3.000
Commonwealth Bank of Australia	5.000	10.000
National Australia Bank	5.000	-
Canada		
Bank of Montreal	-	4.000
Toronto-Dominion Bank	13.000	-
Netherlands		
Cooperative Rabobank	8.000	15.000
Sweden		
Svenska Handelsbanken	13.948	-
Singapore		
Development Bank Singapore	5.000	2.000
Overseas-Chinese Banking Corporation	5.000	9.000
United Overseas Bank Limited	7.000	-
Switzerland		
Credit Suisse	5.000	-
Money Market Funds		
HSBC Global Liquidity Fund Class G	-	6.920
TOTAL INVESTMENTS	202.328	200.904

This page is intentionally left blank

Appendix 2

Table 1: Loans and investments made and repaid during the year

	Balance at 01/4/16 £'m	Raised £'m	Repaid £'m	Balance at 31/3/17 £'m	Average Rate %
Loans					
PWLB	203.234	-	-	203.234	3.60
Money Market (LOBO)	7.000	-	-	7.000	3.60
Temporary Borrowing	0.162	57.251	(54.900)	2.512	0.42
TOTAL Loans*	210.396	57.251	(54.900)	212.746	3.56
Investments					
Fixed Deposits	162.000	(353.415)	353.415	162.000	0.75
Money Market Funds	-	(91.850)	84.930	6.920	0.29
Call Accounts	35.355	(319.727)	331.906	23.176	0.43
Covered Bonds	5.000	(3.808)	-	8.808	1.08
TOTAL Investments **	202.355	(768.800)	770.251	200.904	0.71

* Figure excludes £1.339m non treasury energy efficiency loan.

** Balance at 01/4/16 Investment figure includes £0.027m service investment which was repaid in 2016/17.

Appendix 3

Treasury and Prudential Limits

1. Compliance with Treasury Limits

1.1 Liquidity

- 1.1.1 The Authority has adopted a voluntary measure of its exposure to liquidity risk by monitoring the amount of cash available to meet unexpected payments by the next working day and within a rolling three month period, without additional borrowing.
- 1.1.2 During 2016/17 interest rates have relatively flat in the 12 month period and investments were kept on shorter duration in case rates increased. This resulted in the liquidity targets being exceeded as shown in table 1 below.

Table 1: Liquidity activity at 31/03/17

	Target £'m	Actual £'m
Total cash available by the next working day	5.000	6.920
Total cash available within 3 months	30.000	61.000

1.2 Interest Rate Exposures

- 1.2.1 This indicator is set to control the Authority's exposure to interest rate risk. The upper limits on fixed and variable rate interest rate exposures, expressed as the proportion of gross principal borrowed was:

Table 2: Interest rate exposure activity

	2016/17 %
Upper limit on fixed interest rate exposure	100.00
Actual	94.70
Upper limit on variable interest rate exposure	25.00
Actual	5.30

- 1.2.2 Having a larger share of fixed interest rate borrowing provides stability to the Authority's budget strategy by removing the risk of interest payments increasing should interest rates rise.

1.3 Maturity Structure of Borrowing

- 1.3.1 This indicator is set to control the Authority's exposure to refinancing risk. The approved upper and lower limits on the maturity structure of fixed rate borrowing were:

- 1.3.2 This table compared to Q4 report includes amendments made to the loans management system to bring PWLB loans principal to agree with PWLB reported figures to the Authority and the energy loans received from a third party.

Table 3: Loan maturity structure

	Upper %	Lower %	Actual %
Under 12 months	40.00	0	1.20
12 months and within 24 months	40.00	0	0
24 months and within 5 years	60.00	0	1.10
5 years and within 10 years	75.00	0	9.60
10 years and above	100.00	25.00	88.10

- 1.3.3 Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

1.4 Principal Sums Invested for Periods Longer than 364 days

- 1.4.1 The purpose of this indicator is to control the Authority's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the total principal sum invested to final maturities beyond the period end are:

Table 4: Investments for periods longer than 364 days

	31/3/2017 £'m	31/3/2018 £'m	31/3/2019 £'m
Limit on principal invested beyond year end	75	75	75
Actual	40	40	20

- 1.4.2 The £40m invested for greater than 364 days are with other local authorities or secured investments.

2. Compliance with Prudential Indicators

- 2.1.1 The Local Government Act 2003 requires the council to have regard to CIPFA's Prudential Code for Capital Finance in Local Authorities (the Prudential Code) when determining how much money it can afford to borrow. The objectives of the Prudential Code are to ensure, within a clear framework, that the capital investment plans of local authorities are affordable, prudent, sustainable and that treasury management decisions are taken in accordance with good professional practice. To demonstrate that the Authority has fulfilled these objectives, the Prudential Code sets out the following indicators that must be set and monitored each year.

2.1.2 As referred to in section 2 of the report, a fundamental review of the Authority's capital investment plans is being undertaken during 2017/18 to develop a 5 year capital programme from 2018/19 to 2023/24 to align with the Corporate Plan priorities. The programme will be developed to ensure that any future capital investment that is financed by further borrowing is affordable in revenue terms, prudent and sustainable.

2.2 Estimates of Capital Expenditure

2.2.1 The Authority's approved planned capital expenditure and financing are summarised as follows:

Table 5: Capital Expenditure

Capital Expenditure and Financing	2016/17 Revised £'m	2016/17 Actual £'m	2017/18 Estimate £'m	2018/19 Estimate £'m	2019/20 Estimate £'m
General Fund	66.303	68.287	102.069	61.831	53.771
HRA	17.193	19.827	60.570	39.955	33.441
Total Capital Expenditure	83.496	88.114	162.639	101.786	87.218
Capital Receipts	16.358	26.014	26.781	16.230	13.545
Government Grants	33.015	25.032	52.818	25.901	20.532
Reserves	0	0	26.114	7.129	3.035
Revenue	16.823	20.462	24.156	22.526	16.106
Net Financing Requirement	17.300	16.606	32.770	30.000	34.000

2.3 Estimates of Capital Financing Requirement (CFR)

2.3.1 The CFR measures the council's underlying need to borrow for a capital purpose.

Table 6: CFR

CFR	31/03/17 Estimate £'m	31/03/17 Actual £'m	31/03/18 Estimate £'m	31/03/19 Estimate £'m	31/03/20 Estimate £'m
General Fund	76.440	75.909	97.109	115.740	133.377
HRA	174.669	174.669	184.669	194.669	208.669
Total	251.109	250.578	282.403	310.409	342.046
Movement in CFR	16.100	15.406	31.200	28.006	31.637
Net Financing Need per table 5	17.300	16.606	32.770	30.000	34.000
Less MRP	1.200	1.200	1.570	1.994	2.363
Movement in CFR	16.100	15.406	31.200	28.006	31.637

2.3.2 As at 31 March 2017, the Budget Strategy assumes CFR will rise by £91.4m over the next three years as capital expenditure financed by debt outweighs resources put aside for debt repayment. However subject to the aforementioned review this figure may increase as additional programs are added.

2.4 Gross Debt and the CFR

2.4.1 So that medium term debt will only be used for a capital purpose, the council should ensure that external debt does not, except in the short term, exceed the total CFR in the preceding year plus the estimates of any additional CFR requirement for the current and next two financial years. Table 7 illustrates this indicator has been met.

Table 7: Gross debt and the CFR

	31/03/17 Estimate £'m	31/03/17 Actual £'m	31/03/18 Estimate £'m	31/03/19 Estimate £'m	31/03/20 Estimate £'m
Long Term External Debt	211.573	211.573	211.205	210.838	256.470
CFR	251.203	250.578	282.403	310.409	342.046
Internal Borrowing	39.630	39.005	71.198	99.571	85.576

2.4.2 Total debt is expected to remain below the CFR during the forecast period. Whilst there are no commitments to increase long term debt over the next 3 years Once the ongoing review of the 5 year capital programme is completed for 2018/19, it may be necessary to increase long term external debt in 2019/20 when investment balances become depleted and internal borrowing is no longer available. In addition it may be necessary to bring forward external long term borrowing should there be an anticipated change in the future interest rate yield curve.

2.4.3 The actual debt levels are also monitored against the Operational Boundary and Authorised Limit for External Debt, below.

2.5 Operational Boundary for External Debt

2.5.1 The operational boundary is based on the Authority's estimate of most likely, i.e. prudent, but not worst case scenario for external debt.

Table 8: Operational Boundary

Operational Boundary Revised	2016/17 £m
Borrowing	258.700
Other long-term liabilities	2.000
Total	260.700
Actual Long Term Debt	211.573
Headroom	49.127

2.6 Authorised Limit for External Debt

2.6.1 The authorised limit is the affordable borrowing limit determined in compliance with the Local Government Act 2003. It is the maximum amount of debt that the Authority can legally owe. The authorised limit provides headroom over and above the operational boundary for unusual cash movements.

Table 9: Authorised limit

Authorised Limit	2016/17 £m
Borrowing	284.600
Other long-term liabilities	2.000
Total Debt	286.600
Long Term Debt	211.573
Headroom	75.027

2.7 Ratio of Financing Costs to Net Revenue Stream

2.7.1 This ratio is an indicator of affordability and highlights the revenue implications of existing and proposed capital expenditure by identifying the proportion of the revenue budget required to meet financing costs, net of investment income.

Table 10: Ratio of Financing Costs to Net Revenue Stream

Ratio of Financing Costs to Net Revenue Stream	2015/16 Actual %	2016/17 Estimate %	2016/17 Actual %
General Fund	2.54	2.02	2.12
HRA	7.28	5.56	5.26

2.8 Incremental Impact of Capital Investment Decisions

2.8.1 This ratio is an indicator of affordability that shows the impact of capital investment decisions on council tax and housing rent levels. The incremental impact is the difference between the total revenue budget requirement of the current approved capital programme and the revenue budget requirement arising from the new capital programme.

Table 11: Incremental Impact of Capital Investment funded by Borrowing

Incremental Impact of Capital Investment Decisions	2016/17 Estimate £	2016/17 Actual £
General Fund - increase in annual band D Council Tax	7.75	7.52
HRA - increase in average weekly rents	3.46p	3.0p

3. Adoption of the CIPFA Treasury Management Code

3.1 The Authority has adopted the Chartered Institute of Public Finance and Accountancy's Treasury Management in the Public Services: Code of Practice 2011 Edition.

4.0 HRA Limit on Indebtedness

4.1 The Authority's HRA CFR should not exceed the limit imposed by the Department for Communities and Local Government at the time of implementation of self-financing. The Authority complied with this requirement as set out below

Table 12: HRA Limit on Indebtedness

HRA CFR Limit:	£209.003m				
	2016/17 Estimate £'m	2016/17 Actual £'m	2017/18 Estimate £'m	2018/19 Estimate £'m	2019/20 Estimate £'m
HRA CFR	174.669	174.669	184.669	194.669	208.669
Difference	34.334	34.334	24.334	14.334	0.334

Appendix 4

Changes to the 2017/18 Treasury Management Strategy Statement

4.1 In February 2017, the 2017/18 Treasury Management Strategy Statement was approved by Council as required by the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2011 Edition* (the CIPFA Code) and Department for Communities and Local Government (DCLG) issued revised Guidance on Local Authority Investments in March 2010 that requires the Council to approve an investment strategy before the start of each financial year.

4.2 The Treasury Management Strategy Statement fulfils the Council's legal obligation under the Local Government Act 2003 to have regard to both the CIPFA code and DCLG guidance.

4.3 During the period since the February Council approval of the TMSS, officers have been working in consultation with the Cabinet Member for Financial Management on developing options to mitigate the adverse effect on investment income from interest rates remaining lower for longer than planned and increased CPI inflation that is set to rise to circa 3%. An option explored has been to invest in secured unrated corporate bond investments. This will require the Authority to expand the list of instruments it can invest in. Full Council approval is required make this amendment.

4.4 The changes proposed are highlighted in bold below and have been made in consultation with the Authority's external treasury adviser. Any investment in these new instruments will subject to the officers undertaking robust due diligence including specialist advice as required, compliance with the Authority's financial strategy and approval of the S151 officer in consultation with the Cabinet Member for Financial Management.

Table 1: Original Approved Investment Counterparties

Credit Rating	Banks Unsecured*	Banks Secured*	Government	Corporates	Registered Providers
UK Govt	n/a	n/a	Unlimited 50 years	n/a	n/a
AAA	£25m 5 years	£25m 20 years	£25m 50 years	£15m 20 years	£15m 20 years
AA+	£25m 5 years	£25m 10 years	£25m 25 years	£15m 10 years	£15m 10 years
AA	£25m 4 years	£25m 5 years	£25 15 years	£15m 5 years	£15m 10 years
AA-	£25m 3 years	£25m 4 years	£25m 10 years	£15m 4 years	£15m 10 years
A+	£25m 2 years	£25m 3 years	£15m 5 years	£15m 3 years	£15m 5 years
A	£25m 13 months	£25m 2 years	£15m 5 years	£15m 2 years	£15m 5 years
A-	£25m 6 months	£25m 13 months	N/A	£15m 13 months	£15m 5 years
BBB+	£15m 100 days	£15m 6 months	N/A	£10m 6 months	£10m 2 years
BBB or BBB-	£15m next day only	£15m 100 days	N/A	N/A	N/A
None	£1m 6 months	N/A	N/A	£50,000 5 years	£10m 5 years
Pooled funds	£25m per fund				

Table 2: Revised Approved Investment Counterparties

Credit Rating	Banks Unsecured*	Banks Secured*	Government	Corporates	Registered Providers
UK Govt	n/a	n/a	Unlimited 50 years	n/a	n/a
AAA	£25m 5 years	£25m 20 years	£25m 50 years	£15m 20 years	£15m 20 years
AA+	£25m 5 years	£25m 10 years	£25m 25 years	£15m 10 years	£15m 10 years
AA	£25m 4 years	£25m 5 years	£25 15 years	£15m 5 years	£15m 10 years
AA-	£25m 3 years	£25m 4 years	£25m 10 years	£15m 4 years	£15m 10 years
A+	£25m 2 years	£25m 3 years	£15m 5 years	£15m 3 years	£15m 5 years
A	£25m 13 months	£25m 2 years	£15m 5 years	£15m 2 years	£15m 5 years
A-	£25m 6 months	£25m 13 months	N/A	£15m 13 months	£15m 5 years
BBB+	£15m 100 days	£15m 6 months	N/A	£10m 6 months	£10m 2 years
BBB or BBB-	£15m next day only	£15m 100 days	N/A	N/A	N/A
None	£1m 6 months	N/A	N/A	£5m 5 years	£10m 5 years
Pooled funds	£25m per fund These include Bond Funds, Gilt Funds, Equity, Enhanced Cash Funds, Mixed Asset Funds and Money Market Funds				

COUNCIL, 13 SEPTEMBER 2017

REPORT OF GOVERNANCE COMMITTEE

CONSTITUTION UPDATE

At its meeting on 30 August, Governance Committee considered a report (attached) on updates to the Constitution. This covered amendments arising from the changes in the Council's management and departmental structures and functions. Minor variations were also proposed to the arrangement of the Members' Code of Conduct and this requires the approval of full Council.

These variations included a reordering of the requirements of the Code so as to place appropriate weight and focus on Disclosable Pecuniary Interests and to make arrangements for these clearer for Members. It was also proposed to delete paragraph 8 (3) of the Code, the effect of which would be that any personal interests arising from membership or management of bodies specified in the Code are declared at the meeting on the same basis as other interests.

The report was agreed by Governance Committee at its meeting on 30 August 2017 and Council is therefore **RECOMMENDED**:

To agree the proposed changes to the Councillor Code of Conduct as shown in the appendix to the attached report of the Governance Committee.

This page is intentionally left blank

GOVERNANCE COMMITTEE

30th August, 2017

Subject Heading:

Constitution Update

SLT Lead:

Andrew Blake-Herbert

Report Author and contact details:

***Kathryn Robinson, 01708 432242,
Kathryn.robinson@onesource.co.uk***

Policy context:

Council Constitution

Financial summary:

None

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

Communities making Havering
Places making Havering
Opportunities making Havering
Connections making Havering

[x]
[]
[]
[]

SUMMARY

During the course of this municipal year it is proposed that parts of the Council's Constitution be reviewed and updated. This will focus particularly on the scheme of officer delegation and the Codes. Consideration will also be given to whether there are opportunities to make the document more concise and easier to amend where changes occur. This report notifies members of amendments arising from the changes in the management and departmental structures and functions. The report also proposes minor variations to the arrangement of the Members' Code of Conduct to make the requirements clearer, and updates members on proposed steps to be taken by the Monitoring Officer to assist members in understanding their obligations under the Code. Further reports on proposed changes will be presented to this Committee during the course of this year.

RECOMMENDATIONS

That members:

1. Note the updates to the Constitution outlined in this report
2. Agree the proposed changes to the Councillor Code of Conduct be recommended to Council

REPORT DETAIL

Updates to the Constitution

1. During the course of the last nine months there have been various changes to the management structure of the Council and the services and functions carried out by the respective departments. The Senior Leadership Team now comprises the Chief Executive and four Directors, with departments for Neighbourhoods, Children, Adults, and the Chief Operating Officer. Within the Departments the structures have also been revised, for example in the Neighbourhoods Department there are now three Assistant Director Posts to lead in the areas of environment, development and housing. The Constitution records the delegations given to officers to undertake executive and council functions and it has been amended to reflect the new departmental and management structure. The type or level of delegation has not been altered, what has changed are the posts to which those delegations have been given. The Monitoring Officer has been given authority to make those changes both directly by Council and in the powers delegated to the Monitoring Officer in the Constitution. The Monitoring Officer has also made changes where necessary to update references to legislation. The constitutional requirements are that such changes be reported to the Governance Committee.

The Members' Code of Conduct

2. The Localism Act 2011 requires that all Councils have a Councillor Code of Conduct. The content is largely a matter for local determination but the Code must be based on the principles of conduct in public office set out in the Act. The Council has a Code of Conduct which is included in Part 5 of the Council's Constitution. Included within the Code are the obligations on members to record and declare interests. The Localism Act 2011 introduced the need to record Disclosable Pecuniary Interests (DPIs) in addition to such other interests as the Council sought to include in its Code. The Council's

current Code accurately reflects the legal requirements, but would benefit from a re ordering of the requirements so as to place appropriate weight and focus on the DPIs and to make the arrangements clearer for Members.

3. There is also a proposed substantive change to the Code, namely deleting paragraph 8 (3) so that any personal interest arising from membership or management of bodies specified in the Code are declared at the meeting on the same basis as other interests.
4. The proposed changes are shown as track changes in the Code attached as **Appendix 1**. Governance Committee is advised to recommend these changes to Full Council.
5. The remit of this Committee includes responsibility for promoting and maintaining high standards of conduct by the Members and Co-opted Members of the Council. Members' understanding of and compliance with the Code ensures robust Council decision making and enhances public confidence in the workings of the Council.
6. Various steps are being taken by the Monitoring Officer to raise the profile of the requirements of the Members' Code of Conduct. A refresh of Members' declarations of personal interests is underway with a request to Members to update their declaration of interests. This was dispatched to members to coincide with the appointment of members to outside bodies which was the subject of a separate report before the last meeting of this committee; membership of outside bodies will need to be included (or in some cases deleted) from members' declarations of interests.
7. Members will also be provided with an annual update on conduct issues by the Monitoring Officer. This will be produced in the Summer each year and will set out guidance on matters such as bias and predetermination and use of social media and IT. Guidance will also be sent during the year and as when considered appropriate.
8. Over the course of this municipal year there will be a review of the other Codes that form part of the Constitution (for example Member/Officer Relations) and any proposed changes will be brought to this Committee for consideration. It is important that these are reviewed and refreshed from time to time. In view of the forthcoming local elections in 2018 and the possibility of new members, it is an opportune moment to review the Codes and policies relating to councillors so that they are up to date in readiness for the 2018 members' induction programme.

IMPLICATIONS AND RISKS

Financial implications and risks:

None

Legal implications and risks:

The Localism Act 2011 Chapter 7 requires that the Council has a Code of Conduct, and sets out provisions for the recording and declaration of members' Disclosable Pecuniary Interests and any other interests that the Council may determine in its Code be disclosed.

Human Resources implications and risks:

None

Equalities implications and risks:

There are no specific equalities implications arising from this report.

Background Documents

None

MEMBERS' CODE OF CONDUCT

Members or co-opted members of the Council of the London Borough of Havering have a responsibility to represent the community and work constructively with the Council's staff and partner organisations to secure better social, economic and environmental outcomes for all.

Principles of conduct in public office

In accordance with the provisions of the Localism Act 2011, when acting in the capacity of a Member, they are committed to behaving in a manner that is consistent with the following principles to achieve best value for the Borough's residents and to maintain public confidence in the Council.

SELFLESSNESS: Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.

INTEGRITY: Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.

OBJECTIVITY: In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.

ACCOUNTABILITY: Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

OPENNESS: Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

HONESTY: Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

LEADERSHIP: Holders of public office should promote and support these principles by leadership and example.

Personal conduct

Accordingly, Members must act solely in the public interest and:

- Never improperly confer an advantage or a disadvantage or seek financial or other material benefits for family members, friends or close associates
- Never place themselves under a financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties
- Make all decisions on merit alone
- Are accountable to the public for their decisions and must co-operate fully with whatever scrutiny is appropriate to their office
- Be open as possible about their decisions and actions, and those of the Council, be prepared to explain the reasons for those decisions and actions
- Disclose any private interests, pecuniary or non-pecuniary, that relate to their public duties and take steps to resolve any conflicts of interest that arise, including registering and declaring interests in accordance with the Council's agreed procedures
- Ensure that they do not use, nor authorise the use by others of, facilities provided by the Council for any purpose that would be improper, including for party political purposes, and must have regard to any Local Authority Code of Publicity made under the Local Government Act 1986
- Promote and support high standards of conduct when serving in their public post, in particular as characterised by the requirements of this Code, by leadership and by example

As a Member of the Council, each Member will in particular address the statutory principles of the code of conduct by:

- Championing the needs of all residents and putting those interests first.
- Dealing with representations or enquiries from residents, members of local communities and visitors fairly, appropriately and impartially.
- Not allowing other pressures, including their own financial interests or those of others connected to them, to deter them from pursuing constituents' casework, the interests of the Borough or the good governance of the Council in a proper manner.
- Exercising independent judgement and not compromising their position by placing themselves under obligations to outside individuals or

organisations who might seek to influence the way they perform their duties as members/co-opted members of the Council.

- Listening to the interests of all parties, including relevant advice from statutory and other professional officers, taking all relevant information into consideration, remaining objective and making decisions on merit.
- Being accountable for their decisions and co-operating when scrutinised internally and externally, including by local residents.
- Contributing to making the Council's decision-making processes as open and transparent as possible to enable residents to understand the reasoning behind those decisions and to be informed when holding members to account but restricting access to information when the wider public interest or the law requires it
- Behaving in accordance with all the Council's legal obligations, alongside any requirements contained within its policies, protocols and procedures, including on the use of the Council's resources.
- Valuing colleagues and staff and engaging with them in an appropriate manner and one that underpins the mutual respect between Members and staff that is essential to good local government.
- Always treating people with respect, including the organisations and public they engage with and those they work alongside.
- Providing leadership through behaving in accordance with these principles when championing the interests of the community with other organisations as well as within the Council.

Members will be expected to comply with the Council's policies on Equality in Employment, Equality in Service Provision and Harassment and Bullying at Work.

Interests

1 Notification of interests

~~(1) You must, within 28 days of your election or appointment to office (where that is later),~~

~~(a) notify the Monitoring Officer of your disclosable pecuniary interests that are notifiable under the Localism Act 2011 and The Relevant Authorities (Disclosable Pecuniary Interest) Regulations 2012, for inclusion in the register of interests, and~~

- ~~(b) notify the Monitoring Officer in writing of the details of your other personal interests, where they fall within the following descriptions, for inclusion in the register of interests.~~
- ~~(2) You have a personal interest in any business of your authority where either—~~
 - ~~(a) it relates to or is likely to affect—~~
 - ~~(i) any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your authority;~~
 - ~~(ii) any body—~~
 - ~~(aa) exercising functions of a public nature;~~
 - ~~(bb) directed to charitable purposes; or~~
 - ~~(cc) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union), of which you are a member or in a position of general control or management;~~
 - ~~(iii) any easement, servitude, interest or right in or over land which does not carry with it a right for you (alone or jointly with another) to occupy the land or to receive income.~~
- ~~(3) You must, within 28 days of becoming aware of any new interest or change to any interest registered under paragraph (1), or as a disclosable pecuniary interest notify the Monitoring Officer of the details of that new interest or change.~~

2 Disclosure of personal interests

~~(1) Subject to sub-paragraphs (2) to (5), where you have a personal interest described in paragraph 1 above or in paragraph (2) below in any business of your authority, and where you are aware or ought reasonably to be aware of the existence of the personal interest, and you attend a meeting of your authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.~~

~~(2) (A) You have a personal interest in any business of your authority~~

~~(i) where a decision in relation to that business might reasonably be regarded as affecting your well-being or financial position or the well-being or financial position of a *relevant person* to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the electoral division or ward, as the case may be, affected by the decision, or~~

~~(ii) It relates to or is likely to affect any of the interests you have registered as a disclosable pecuniary interest.~~

~~(B) In sub-paragraph (2)(A), a *relevant person* is—~~

~~(i) a member of your family or any person with whom you have a close association; or~~

~~(ii) any person or body who employs or has appointed such persons, any firm in which they are a partner, or any company of which they are directors;~~

~~(iii) any person or body in whom such persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or~~

~~(iv) any body of a type described in paragraph 1(2)(a)(i) or (ii).~~

~~(3) Where you have a personal interest in any business of your authority which relates to or is likely to affect a person described in paragraph 1(2)(a)(i) or 1(2)(a)(ii)(aa), you need only disclose to the meeting the existence and nature of that interest when you address the meeting on that business.~~

~~(4) Where you have a personal interest but, by virtue of paragraph 4, sensitive information relating to it is not registered in your authority's register of members' interests, you must indicate to the meeting that you have a personal interest, but need not disclose the sensitive information to the meeting.~~

~~(5) Where you have a personal interest in any business of your authority and you have made an executive decision in relation to that business, you~~

~~must ensure that any written statement of that decision records the existence and nature of that interest.~~

3 Register of interests

~~Any interests notified to the Monitoring Officer will be included in the register of interests.~~

~~A copy of the register will be available for public inspection and will be published on the authority's website.~~

4 Sensitive interests

~~Where you consider that disclosure of the details an interest could lead to you, or a person connected with you, being subject to violence or intimidation, and the Monitoring Officer agrees, if the interest is entered on the register, copies of the register that are made available for inspection and any published version of the register will exclude details of the interest, but may state that you have an interest, the details of which are withheld.~~

5 Non-participation in case of pecuniary interest

~~(1) Where you have a personal interest in any business of your authority you also have a pecuniary interest in that business where the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest and where that business—~~

- ~~(a) affects your financial position or the financial position of a person or body described in paragraphs 1(2) or 2(2); or~~
- ~~(b) relates to the determining of any approval, consent, licence, permission or registration in relation to you or any person or body described in paragraph.~~

~~(2) Subject to paragraph (3) and (4), where you have a pecuniary interest in any business of your authority—~~

- ~~(a) You may not participate in any discussion of the matter at the meeting.~~
- ~~(b) You may not participate in any vote taken on the matter at the meeting.~~
- ~~(c) If the interest is not registered, you must disclose the interest to the meeting.~~
- ~~(d) If the interest is not registered and is not the subject of a pending notification, you must notify the Monitoring Officer of the interest within 28 days.~~

Note: In addition Standing Order X requires you to leave the room where the meeting is held while any discussion or voting takes place.

- (3) ~~Where you have a pecuniary interest in any business of your authority, you may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise and you leave the room where the meeting is held immediately after making representations, answering questions or giving evidence.~~
- (4) ~~Subject to you disclosing the interest at the meeting, you may attend a meeting and vote on a matter where you have a pecuniary interest that relates to the functions of your authority in respect of—~~
 - (a) ~~housing, where you are a tenant of your authority provided that those functions do not relate particularly to your tenancy or lease;~~
 - (b) ~~school meals or school transport and travelling expenses, where you are a parent or guardian of a child in full time education, or are a parent governor of a school, unless it relates particularly to the school which the child attends;~~
 - (c) ~~statutory sick pay under Part XI of the Social Security Contributions and Benefits Act 1992, where you are in receipt of, or are entitled to the receipt of, such pay;~~
 - (d) ~~an allowance, payment or indemnity given to members;~~
 - (e) ~~any ceremonial honour given to members; and~~
 - (f) ~~setting council tax or a precept under the Local Government Finance Act 1992.~~
- (5) ~~Where, as an executive member, you may discharge a function alone, and you become aware of a pecuniary interest in a matter being dealt with, or to be dealt with by you, you must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter, or seek improperly to influence a decision about the matter.~~

~~6 Interests arising in relation to the Overview and Scrutiny Board or Sub-Committees~~

~~In any business before the Overview and Scrutiny Board or relevant Sub-Committee of your authority (or of a sub-committee of such a committee) where—~~

~~(a) that business relates to a decision made (whether implemented or not) or action taken by the executive or another of your authority's committees, sub-committees, joint committees or joint sub-committees; and~~

~~(b) at the time the decision was made or action was taken, you were a member of the executive, committee, sub-committee, joint committee or joint sub-committee mentioned in paragraph (a) and you were present when that decision was made or action was taken;~~

~~You may only attend a meeting of the Overview and Scrutiny Board or relevant Sub-Committee for the purpose of answering questions or giving evidence relating to the business, and you must leave the room where the meeting is held immediately after making representations, answering questions or giving evidence.~~

¹ Disclosable pecuniary interests

This [note section](#) explains the requirements of the Localism Act 2011 (Ss 29-34) and The Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012, in relation to disclosable pecuniary interests.

These provisions are enforced by criminal sanction. ~~They come into force on 1 July 2012.~~

1. Notification of disclosable pecuniary interests

Within 28 days of becoming a member or co-opted member, you must notify the Monitoring Officer of any 'disclosable pecuniary interests'. You must within 28 days of becoming aware of any new disclosable pecuniary interest or a change to a disclosable pecuniary interest which is not included in the council's Register of Interests notify the Monitoring Officer.

A 'disclosable pecuniary interest' is an interest of yourself or an interest of which you are aware of your partner (which means spouse or civil partner, a person with whom you are living as husband or wife, or a person with whom you are living as if you are civil partners) within the following descriptions:

(In the extracts from the Regulations below, 'M' means you and 'relevant person' means you and your partner, as above)

¹ The provisions concerning DPIs have been moved to the start of the interests section as these are the statutory provisions and have potential criminal consequences and it is important that they are at the front of members minds when considering their interests.

Subject	Prescribed description
<i>Employment, office, trade, profession or vacation</i>	<i>Any employment, office, trade, profession or vocation carried on for profit or gain.</i>
<i>Sponsorship</i>	<p><i>Any payment or provision of any other financial benefit (other than from the relevant authority) made or provided within the relevant period in respect of any expenses incurred by M in carrying out duties as a member, or towards the election expenses of M.</i></p> <p><i>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</i></p>
<i>Contracts</i>	<p><i>Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the relevant authority—</i></p> <p><i>(a) under which goods or services are to be provided or works are to be executed; and</i></p> <p><i>(b) which has not been fully discharged.</i></p>
<i>Land</i>	<i>Any beneficial interest in land which is within the area of the relevant authority.</i>
<i>Licences</i>	<i>Any licence (alone or jointly with others) to occupy land in the area of the relevant authority for a month or longer.</i>
<i>Corporate tenancies</i>	<p><i>Any tenancy where (to M's knowledge)—</i></p> <p><i>(a) the landlord is the relevant authority; and</i></p> <p><i>(b) the tenant is a body in which the relevant person has a beneficial interest.</i></p>
<i>Securities</i>	<p><i>Any beneficial interest in securities of a body where—</i></p> <p><i>(a) that body (to M's knowledge) has a place of business or land in the area of the relevant authority; and</i></p> <p><i>(b) either—</i></p> <p><i>(i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or</i></p> <p><i>(ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.</i></p>

These descriptions on interests are subject to the following definitions;

“the Act” means the Localism Act 2011;

“body in which the relevant person has a beneficial interest” means a firm in which the relevant person is a partner or a body corporate of which the relevant person is a director, or in the securities of which the relevant person has a beneficial interest;

“director” includes a member of the committee of management of an industrial and provident society;

“land” excludes an easement, servitude, interest or right in or over land which does not carry with it a right for the relevant person (alone or jointly with another) to occupy the land or to receive income;

“M” means a member of a relevant authority;

“member” includes a co-opted member;

“relevant authority” means the authority of which M is a member;

“relevant period” means the period of 12 months ending with the day on which M gives a notification for the purposes of section 30(1) or section 31(7), as the case may be, of the Act;

“relevant person” means M or any other person referred to in section 30(3)(b) of the Act;

“securities” means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

2 Register of interests

Any interests notified to the Monitoring Officer will be included in the register of interests.

A copy of the register will be available for public inspection and will be published on the authority’s website.

3 Sensitive interests

Where you consider that disclosure of the details of a disclosable pecuniary interest could lead to you, or a person connected with you, being subject to violence or intimidation, and the Monitoring Officer agrees, if the interest is entered on the register, copies of the register that are made available for inspection and any published version of the register will exclude details of the interest, but may state that you have a disclosable pecuniary interest, the details of which are withheld under Section 32(2).

4 Non participation in case of disclosable pecuniary interest

- A) If you are present at a meeting of the authority, or any committee, sub-committee, joint committee or joint sub-committee of the authority, and you have a disclosable pecuniary interest in any matter to be considered or being considered at the meeting,

1. You may not participate in any discussion of the matter at the meeting.
2. You may not participate in any vote taken on the matter at the meeting.
3. If the interest is not registered, you must disclose the interest to the meeting.
4. If the interest is not registered and is not the subject of a pending notification, you must notify the Monitoring Officer of the interest within 28 days.

~~Note: In addition, Standing Order X requires -y~~ You must leave the room where the meeting is held while any discussion or voting takes place.

- B) Where an executive member may discharge a function alone and becomes aware of a disclosable pecuniary interest in a matter being dealt with or to be dealt with by her/him, the executive member must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter.

5 Dispensations

The authority may grant you a dispensation, but only in limited circumstances, to enable you to participate and vote on a matter in which you have a disclosable pecuniary interest. [Such applications should be made to the Monitoring Officer.](#)

6 Offences

It is a criminal offence to

- Fail to notify the Monitoring Officer of any disclosable pecuniary interest within 28 days of election
- Fail to disclose a disclosable pecuniary interest at a meeting if it is not on the register
- Fail to notify the Monitoring Officer within 28 days of a disclosable pecuniary interest that is not on the register that you have disclosed to a meeting
- Participate in any discussion or vote on a matter in which you have a disclosable pecuniary interest

- As an executive member discharging a function acting alone, and having a disclosable pecuniary interest in such a matter, failing to notify the Monitoring Officer within 28 days of the interest.
- Knowingly or recklessly providing information that is false or misleading in notifying the Monitoring Officer of a disclosable pecuniary interest or in disclosing such interest to a meeting

The criminal penalties available to a court are to impose a fine not exceeding level 5 on the standard scale and disqualification from being a councillor for up to 5 years.

Other types of Interest that must be disclosed and may be registered

Note: the provisions in respect of Discloseable Pecuniary Interests above take precedence over the provisions below about other interests.

7 Personal Interests

- (1) You have a personal interest in any business of your authority where you do not have a disclosable personal interest and ~~either—~~

(a) it relates to or is likely to affect—

- (i) any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your authority;
- (ii) any body—

~~(bb)~~(aa) exercising functions of a public nature;

(bb) directed to charitable purposes; or

(cc) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union), of which you are a member or in a position of general control or management;

- (iii) any easement, servitude, interest or right in or over land which does not carry with it a right for you (alone or jointly with another) to occupy the land or to receive income.

- (23) You must, within 28 days of becoming a member or co-opted member, or becoming aware of any new personal interest or change to any personal interest registered under this paragraph notify the Monitoring Officer of the details of that new interest or change.

8 Disclosure of personal interests

- (1) Subject to sub-paragraphs (2) to (5), where you have a personal interest described in paragraph 7(1) above or as set out in paragraph (2A) below in any business of your authority, and where you are aware or ought

reasonably to be aware of the existence of the personal interest, and you attend a meeting of your authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

(2) (A) You have a personal interest in any business of your authority

(i) where a decision in relation to that business might reasonably be regarded as affecting your well-being or financial position or the well-being or financial position of a *relevant person* to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the electoral division or ward, as the case may be, affected by the decision, or

(B) In sub-paragraph (2)(A), a *relevant person* is—

- (i) a member of your family or any person with whom you have a close association; or
- (ii) any person or body who employs or has appointed such persons, any firm in which they are a partner, or any company of which they are directors;
- (iii) any person or body in whom such persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or
- (iv) any body of a type described in paragraph 47(12)(a)(i) or (ii).

(3) ~~Where you have a personal interest in any business of your authority which if not a disclosable pecuniary interests and relates to or is likely to affect a person described in paragraph 1(2)(a)(i) or 1(2)(a)(ii)(aa), you need only disclose to the meeting the existence and nature of that interest when you address the meeting on that business.~~

(34) Where you have a personal interest but, by virtue of paragraph 43, sensitive information relating to it is not registered in your authority's register of members' interests, you must indicate to the meeting that you have a personal interest, but need not disclose the sensitive information to the meeting.

(45) Where you have a personal interest that is not a disclosable pecuniary interest in any business of your authority and you have made an executive decision in relation to that business, you must ensure that any written statement of that decision records the existence and nature of that interest.

95 Non participation in case of pecuniary interest

(1) Where you have a personal interest in any business of your authority you also have a pecuniary interest in that business where the interest is one

which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest and where that business—

- (a) affects your financial position or the financial position of a person or body described in paragraphs [74\(12\)](#) or [82\(2\)](#) ;or
 - (b) relates to the determining of any approval, consent, licence, permission or registration in relation to you or any person or body described in paragraph.
- (2) Subject to paragraph (3) and (4), where you have a pecuniary interest in any business of your authority—
- (a) You may not participate in any discussion of the matter at the meeting.
 - (b) You may not participate in any vote taken on the matter at the meeting.
 - (c) If the interest is not registered, you must disclose the interest to the meeting.
 - (d) If the interest is not registered and is not the subject of a pending notification, you must notify the Monitoring Officer of the interest within 28 days.

You must leave the room where the meeting is held while any discussion or voting takes place.

- (3) Where you have a pecuniary interest in any business of your authority, and it is not a disclosable pecuniary interest, you may attend a meeting but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise and you leave the room where the meeting is held immediately after making representations, answering questions or giving evidence.
- (4) Subject to you disclosing the interest at the meeting, you may attend a meeting and vote on a matter where you have a pecuniary interest that is not a disclosable pecuniary interest, that relates to the functions of your authority in respect of—
- (a) housing, where you are a tenant of your authority provided that those functions do not relate particularly to your tenancy or lease;
 - (b) school meals or school transport and travelling expenses, where you are a parent or guardian of a child in full time education, or are a parent governor of a school, unless it relates particularly to the school which the child attends;

- (c) statutory sick pay under Part XI of the Social Security Contributions and Benefits Act 1992, where you are in receipt of, or are entitled to the receipt of, such pay;
 - (d) an allowance, payment or indemnity given to members;
 - (e) any ceremonial honour given to members; and
 - (f) setting council tax or a precept under the Local Government Finance Act 1992.
- (5) Where, as an executive member, you may discharge a function alone, and you become aware of a pecuniary interest that is not a disclosable pecuniary interest in a matter being dealt with, or to be dealt with by you, you must notify the Monitoring Officer of the interest and must not take any steps or further steps in the matter, or seek improperly to influence a decision about the matter.

610 Interests arising in relation to the Overview and Scrutiny Board or Sub-Committees

In any business before the Overview and Scrutiny Board or relevant Sub-Committee of your authority (or of a sub-committee of such a committee) where—

- (a) that business relates to a decision made (whether implemented or not) or action taken by the executive or another of your authority's committees, sub-committees, joint committees or joint sub-committees; and

(c)(b) at the time the decision was made or action was taken, you were a member of the executive, committee, sub-committee, joint committee or joint sub-committee mentioned in paragraph (a) and you were present when that decision was made or action was taken,

you may only attend a meeting of the Overview and Scrutiny Board or relevant Sub-Committee for the purpose of answering questions or giving evidence relating to the business, and you must leave the room where the meeting is held immediately after making representations, answering questions or giving evidence.

COUNCIL, 13 SEPTEMBER 2017

REPORT OF GOVERNANCE COMMITTEE

AMENDMENTS TO THE CHIEF OFFICER APPOINTMENT PROCESS

At its meeting on 30 August, Governance Committee considered a report (attached) which set out proposed changes to the Chief Officer appointments process for non-permanent appointments following the recent senior management restructure. It remains that non-permanent appointments must be made by the appointor until the appropriate notification has been advised to Cabinet.

It was also proposed that the terminology used in the Terms of Reference for the Governance Committee relating to the appointments process and the Staff Employment Procedure Rules be simplified and standardised so that job titles such as Director, Assistant Director and Head of Service are replaced with the generic terms of 'Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers terms and conditions of employment'.

The report was agreed by Governance Committee at its meeting on 30 August 2017 and Council is therefore **RECOMMENDED**:

1. **Agree to the proposals set out in paragraphs 7-9 of the report to Governance Committee for non-permanent appointments to senior posts that fall under the JNC for Chief Officers' term and conditions of employment. The proposed changes to the Staff Employment Procedure Rules are shown as track changes in the document attached as Appendix 1.**
2. **Agree to the amendment in terminology used in Part 3, Section 1.2 of the Councils Constitution and the Staff Employment Procedure Rules in Part 4 of the Constitution to replace job titles such as Director, Assistant Director and Head of Service with the generic terms of Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers terms and conditions of employment as shown in track changes in the documents attached as Appendix 1.**

This page is intentionally left blank

GOVERNANCE COMMITTEE

30th August 2017

Subject Heading:

1. Amendments to the Chief Officer Appointments Process to reflect non-permanent appointments.
2. Amendments to the process for making appointments to Chief Officer posts as a consequence of a senior management restructure or realignment
3. Proposed change of terminology

SLT Lead:

Andrew Blake Herbert, Chief Executive and Head of Paid Service

Report Author and contact details:

Caroline Nugent, Director of Human Resources and Organisational Development – oneSource

Policy context:

The Councils Constitution sets out in Part 3: Responsibility for Functions, Section 1.2: Functions delegated to general council committees, that the Appointments Sub-Committee will appoint senior officers i.e. Director, Assistant Director and Head of Service (where reporting directly to the Director). However, there is no reference made regarding where the responsibility lies for senior officer appointments made on a temporary basis (i.e. interim, temporary or fixed term) either to cover a permanent post or for an appointment to a temporary/fixed term post at this level.

Financial summary:

There are no financial implications arising from these proposed changes to procedures. However implementation of them may have financial implications which should be fully assessed prior to any decision being taken.

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

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

SUMMARY

Responsibility for the permanent appointment of senior officers that fall under the JNC for Chief Officers' term and conditions of employment (i.e. Directors, Assistant Directors and Heads of Service) is delegated to the Appointment Sub-Committee under the Councils Constitution – Part 3 – Responsibility for Functions, Section 1.2 – Functions delegated to general council committees.

However, the Constitution is silent on where responsibility lay for non-permanent appointments (i.e. interim, temporary or fixed term) to these posts. Following the recent changes to the reformed intermediaries legislation (known as IR35) it became necessary to cover two key senior posts at very short notice on a fixed term contract basis. Due to the urgency of the situation, the Chief Executive sought the permission of the Appointment Sub-Committee members to make these fixed term appointments (of 12 months) without the need for an Appointment Sub-Committee Panel.

No objections to this proposal were received from members, so the two fixed term appointments (of 12 months) were made to the Head of Communications and Section 151 Officer posts.

It is recognised that there may be occasions in the future where non-permanent appointments to this level of post may be necessary. Therefore, Part 3, Section 1.2 of the Councils Constitution should be amended to clarify the responsibility for non-permanent appointments.

In addition, it is proposed that the process for making appointments to Chief Officer posts as a consequence of a senior management restructure or realignment is reviewed and amended to ensure that it remains fit for purpose.

Finally, it is proposed that the terminology used in Part 3, Section 1.2 of the Council's Constitution is simplified and standardised so that job titles such as Director, Assistant Director and Head of Service are replaced with the generic terms of Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment. This will result in fewer amendments as a result of job title changes in the future.

RECOMMENDATIONS

That Members:

1. Agree to the proposals set out in paragraphs 7-9 of this report for non-permanent appointments to senior posts that fall under the JNC for Chief Officers' term and conditions of employment. The proposed changes to the Staff Employment Procedure Rules are shown as track changes in the document attached as Appendix 1.
2. Agree to the changes proposed set out in paragraphs 12-15 of this report to the process for making appointments to Chief Officer posts as a consequence of a senior management restructure or realignment and that the policy set out in Appendix 2 is amended as appropriate.
3. Agree to the amendment in terminology used in Part 3, Section 1.2 of the Councils Constitution and the Staff Employment Procedure Rules in Part 4 of the Constitution to replace job titles such as Director, Assistant Director and Head of Service with the generic terms of Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers terms and conditions of employment as shown in track changes in the documents attached as Appendix 1.
4. Agree that the constitutional changes in recommendations 1 and 3 above be reported to Council for final agreement and for the authority to be given to the Monitoring Officer to make those changes to the Constitution.

REPORT DETAIL

1. **Amendments to the Chief Officer appointments process to reflect non-permanent appointments**
2. The Council's Constitution sets out in Part 3: Responsibility for Functions, Section 1.2: Functions delegated to general council committees that the Appointments Sub-Committee will appoint senior officers, including Chief Officers and Deputy Chief Officers. The processes are set out in further detail in the Staff Employment Procedure Rules in Part 4 of the Constitution.
3. However, there is no reference made regarding responsibility for non-permanent appointments (i.e. interim, temporary or fixed term) to these senior posts.
4. As a result of the recent changes to the reformed intermediaries legislation (known as IR35) which came into force in the public sector on the 6th April 2017, it became necessary to take urgent action in respect of two key

senior posts – the Head of Communications and the Section 151 Officer posts, both of which were being covered by interim arrangements.

5. In order to comply with the IR35 legislation at short notice and to ensure that both critical posts remained covered, it became necessary to offer fixed term contracts to both of the current interims.
6. No objections to this proposal were received from members, so the two fixed term appointments (of 12 months) were made to the Head of Communications and Section 151 Officer posts.
7. It is recognised that there may be occasions in the future where non-permanent appointments to this level of post may be necessary. Therefore, Part 3, Section 1.2 of the Councils Constitution should be amended to clarify the responsibility for non-permanent appointments
8. It is proposed that the Staff Employment Procedure Rules should be amended to reflect the following:
9. Responsibility for the appointment of Chief Officers on a temporary basis (including 'Acting Up' or 'Secondment' arrangements), covering either a permanent or temporary post for a period of **up to a maximum of 12 months** is delegated to the Head of Paid Service. Any extension to the temporary arrangement beyond the initial 12 month period will require the approval of the Appointment Sub-Committee and in the case of temporary/fixed term employment contracts this will be limited to a further maximum period of 6 months.
10. Responsibility for the appointment of Chief Officers on a temporary basis (including 'Acting Up' or 'Secondment' arrangements), covering either a permanent or temporary post for a period of **more than 12 months** will be a matter for the Appointment Sub-Committee.
- 11. Amendments to the process for making appointments to Chief Officer posts as a consequence of a senior management restructure or realignment.**
12. At the meeting of the Appointments Committee on 20th May 2008, and as a precursor to the Senior Management Realignment in that year, members approved a report on the process for making appointments to Chief Officer posts as a consequence of a senior management realignment (extract from that report attached at Appendix 2).
13. As this process was agreed by members some 9 years ago, it has been reviewed to ensure that it remains fit for purpose and the following amendments are proposed:
14. Voluntary Redundancy – that requests for voluntary redundancy made by Chief Officers are considered and approved by the Head of Paid Service

after consultation with the Director of HR&OD and Director of Legal or their designated officers.

15. Assimilation Process – clarification that in circumstances where assimilation is uncontested (i.e. there are sufficient suitable alternative posts for displaced Chief Officers), decisions relating to the appointment of Chief Officers are delegated to the Head of Paid Service after consultation with the Director of HR&OD or their designated officer. This is because the Council is required to offer a displaced Chief Officer any suitable alternative employment that may be available or which may become available as a consequence of any re-organisation giving rise to the abolition of the chief officers post.
16. Assimilation Process – in circumstances where assimilation is contested (i.e. there are insufficient suitable alternative posts for displaced Chief Officers), the decision relating to whether a one or two stage appointment process is required is delegated to the Head of Paid Service after consultation with the Director of HR&OD or their designated officer. All decisions on final appointments in these circumstances will be made by the Appointment Sub-Committee.
17. Redeployment – in circumstances where the Director of HR&OD (or other designated officer) has formed the view that suitable alternative employment may be available, the decision relating to whether a one or two stage appointment process is required is delegated to the Head of Paid Service after consultation with the Director of HR&OD or their designated officer. All decisions on final appointments in these circumstances will be made by the Appointment Sub-Committee. Appointments in these circumstances will be subject to a 28 day trial period as required in law.

18. Proposed change of terminology

19. It is proposed that the terminology used in the Terms of Reference to this Committee and the Staff Employment Procedure Rules of the Council's Constitution are simplified and standardised so that job titles such as Director, Assistant Director and Head of Service are replaced with the generic terms of 'Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers terms and conditions of employment'. This will result in fewer amendments as a result of any job title changes in the future.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no financial implications or risks arising from these proposed changes to procedures. However it is noted that the implementation of these proposals (i.e.

appointment of senior officers/approval of voluntary redundancies) will have financial implications. The financial implications of individual decisions should be assessed on a case by case and raised through the appropriate channels. Funding should be confirmed prior to any decision being implemented.

Legal implications and risks:

With regards the proposed changes to the process for making appointments to Chief Officer posts as a consequence of a senior management restructure or realignment, the Council must comply with all legal requirements and conditions of service currently in force when considering assimilations and potential redundancies. Failure to do so may lead to an Employment Tribunal complaint as well as significantly increasing the risk that an Employment Tribunal will make an adverse finding against the Council, resulting in additional expenditure.

The Local Authorities (Standing Orders) (England) Regulations 2001 as amended (2015) provide for different appointment and dismissal arrangements in relation to senior officer posts; the Head of Paid Service, Statutory Chief Officers (e.g. Children and Adult services Directors), non Statutory Chief Officers (officers reporting to the Head of Paid Service) Deputy Chief Officers (reporting directly to a Chief Officer) and officers directly accountable to the Council or its Committees. Those arrangements are reflected in the Staff Employment Procedure Rules. The JNC terms and conditions of employment for Chief Officers only applies to this group of officers and accordingly the change to the terminology in the Rules will avoid amendments where job titles of senior staff are changed. It is advised that the proposed amendments in relation to non-permanent appointments of senior officers provide useful clarity on the process to be applied.

Human Resources implications and risks:

The implications for individual employees are set out in the body of this report. The decision has no human resource implications for the wider workforce nor for the Council as a whole.

Equalities implications and risks:

The process adopted for selecting chief officers for appointment or for redundancy must be applied in a consistent and non-discriminatory basis and must be free from any unlawful bias on the grounds of gender, race, disability, age or other protected characteristic or material factor set out in the relevant employment and equalities legislation.

BACKGROUND PAPERS

None

STAFF EMPLOYMENT PROCEDURE RULES

Recruitment and appointment

1. Seeking support for appointment

The Council will disqualify any applicant who directly or indirectly seeks the support of any councillor for any appointment with the Council. This statement shall be included in any recruitment information.

No councillor will seek support for any person for any appointment with the Council.

2. Declarations

The Council shall ask any candidate for appointment as a member of staff to state in writing whether they are related to an existing councillor or member of council staff; or the partner of such persons. No candidate who declares such a relationship will be appointed without the authority of Director of Human Resources and/ or a [Deputy Chief Executive](#) [SLT Director](#).

3. Recruitment

Where the Council proposes to appoint a [Head of Paid Service](#) or [Chief/Deputy Chief Officer](#) and/or officers that fall under the JNC for [Chief Officers term and conditions of employment](#) [Head of Paid Service](#), a [Deputy Chief Executive](#) [Director](#), a [Monitoring Officer](#), a [one Source Director](#) or a [Head of Service](#) and it is not proposed that the appointment be made exclusively from among the existing members of staff, the Council's usual recruitment procedures shall apply.

4. Appointment of Head of Paid Service

The full Council will approve the appointment of the Head of Paid Service following the recommendation of such an appointment by the Appointments Committee. The Appointments Committee must include at least one Cabinet member.

5. **Appointment of Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment** ~~Deputy Chief Executive~~ Chief and Deputy Chief Officers, ~~Chief Finance Officer, Monitoring Officer, Assistant Deputy Directors and Heads of Service~~¹

The Appointments Committee will appoint Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment. ~~Deputy Chief Executive~~ SLT Directors, Chief Finance Officer, Monitoring Officer and Assistant Deputy Directors and Heads of Service, except in the case of interim appointments. The committee must include at least one Cabinet member.

An offer of employment as Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment ~~an SLT Director~~ Deputy Chief Executive, Chief Finance Officer, Monitoring Officer, Assistant / Deputy Directors or a Head of Service (where the post is a Deputy Chief Officer post), other than in the case of an interim acting up arrangement, shall be made only where no well-founded objection from any member of the Cabinet has been received (as set out in rule 154 below).²

66- Non Permanent Appointment of Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment

i) Responsibility for the appointment of such officers on a temporary basis (including 'Acting Up' or 'Secondment' arrangements), covering either a permanent or temporary post for a period of up to a maximum of 12 months is delegated to the Head of Paid Service.

ii) Any extension to the temporary arrangement beyond the initial 12 month period will require the approval of the Appointment Sub-Committee and in the case of temporary and fixed term employment contracts this will be limited to a further maximum period of 6 months.

¹ Under the Regulations relating to staff appointments, appointments to officers below deputy chief officer level may only be appointed to by members if they are political assistants as defined in section 9 of that Local Government and Housing Act 1989.

² These changes clarify the position in respect of interim appointments to reflect existing practice

iii) Responsibility for the appointment of such officers on a temporary basis (including 'Acting Up' or 'Secondment' arrangements), covering either a permanent or temporary post for a period of more than 12 months will be a matter for the Appointment Sub-Committee.

1. Appointment of Director of Public Health

The Council must in accordance with Part 3 of the National Health Service Act 2006 as amended by Section 30 of the Health and Social Care Act 2012, jointly with the Secretary of State, appoint an individual to have responsibility for all local authorities public health functions, including any conferred by regulation. The individual is to be known as an officer of the local authority and is to be known as the Director of Public Health. The appointment of the Director of Public Health shall be made by the Advisory Appointments Committee. Before terminating the appointment of the Director of Public Health the Local Authority must consult the Secretary of State

87. Appointment of oneSource Directors

The Managing Director, Directors, Assistant/Deputy Directors and Heads of Service (where they report directly to a Director) of oneSource shall be appointed pursuant to the provisions of the Inter-Authority Agreement between the London Boroughs of Havering ³ and Newham dated 1 September 2014 and the variation thereto dated 18 June 2015

98. Assistants to political groups

Appointment of an assistant to a political group shall be made in accordance with the wishes of that political group, and in accordance with statutory regulations.

³ Removing the reference to a particular date avoids the need to update the dates mentioned in the provision should any further amendment be made to the agreement.

910. Disciplinary action

No disciplinary action in respect of the Head of Paid Service, the Monitoring Officer or the Chief Finance Officer, except action described in paragraph 1140 below, may be taken other than in accordance with a recommendation in a report made by a Panel of Appointments Sub-Committee under regulation 6 of the Local Authorities (Standing Orders) (England) (Amendment) Regulations 2015.

1140. Suspension

The Head of Paid Service, Monitoring Officer and Chief Finance Officer may be suspended by the Council whilst an investigation takes place into alleged misconduct. That suspension will be on full pay and should last no longer than two months. In exceptional circumstances, the decision to suspend may be made by a Deputy-Chief ExecutiveSLT Director in conjunction with the Director of Human Resources and Organisational-Development Change; this decision must be notified to all councillors as soon as possible.

142. Independent person

No other disciplinary action may be taken in respect of any of the officers referred to in 109 above except in accordance with a recommendation in a report made by a Panel of the Appointments Sub-Committee

Councillors will not be involved in the disciplinary action against any officer below Head of Service level except where:

- (a) such involvement is necessary for any investigation or inquiry into alleged misconduct
- (b) the Council's disciplinary, capability and related procedures, as adopted from time to time may allow a right of appeal to members in respect of disciplinary action.

132. Dismissal

Councillors will not be involved in the dismissal of any officer below Head of Paid Service or Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment Head of Service/Assistant Director level except where:

- (a) such involvement is necessary for any investigation or inquiry into alleged misconduct
- (b) the Council's disciplinary, capability and related procedures as adopted from time to time may allow a right of appeal to members in respect of dismissals.

143. Role of the Cabinet

Where a committee or a sub-committee of the Council is discharging, on behalf of the authority, the function of the appointment or dismissal of Head of Paid Service or Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment the Head of Paid Service, a Deputy Chief Executive/SLT Director, Chief Finance Officer, Monitoring Officer or a Head of Service at least one member of the Cabinet must be a member of that committee or sub-committee.

145. Appointment process

In this paragraph, "appointor" means, in relation to the appointment of a person as a member of staff of the Council, the Council or, where a committee, sub-committee or member of staff is discharging the function of appointment on behalf of the Council, that committee, sub-committee or member of staff, as the case may be.

An offer of an appointment as Head of Paid Service or Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment Head of Paid Service, Deputy Chief Executive/SLT Director, Chief Finance Officer, Monitoring Officer, Director or Assistant/Deputy Director of one Source or Head of Service must not be made by the appointor until the appropriate notification has been advised to Cabinet, in accordance with regulations and objections have been received and considered. Such appointments must be in accordance with the appropriate terms and conditions of employment

156. Dismissal process

In this paragraph, "dismissor" means, in relation to the dismissal of an member of staff of the Council, the Council or, where a committee, sub-committee or another member of staff is discharging the function of dismissal on behalf of the Council, that committee, sub-committee or other member of staff, as the case may be.

Notice of the dismissal of a Head of Paid Service, Chief/Deputy Chief Officer and/or officers that fall under the JNC for Chief Officers term and conditions of employment a Deputy Chief ExecutiveSLT Director, an Assistant Director or a Head of Service (who is a Deputy Chief Officer) or a Chief or Deputy Chief Officer within the oneSource group of services must not be given by the dismissor until the appropriate notification has been advised to Cabinet, in accordance with regulations and objections have been received and considered.

176. Dismissal of Head of Paid Service, Chief Finance Officer and Monitoring Officer

The Head of Paid Service, the Chief Finance Officer and the Monitoring Officer may not be dismissed by the Council unless the procedure set out in the following paragraphs is complied with.

187. Independent Persons

The Council must invite relevant independent persons to be considered for appointment to a Panel, being a committee appointed by the Council under Section 102(a) of the Local Government Act 1972 for the purposes of advising the Council on matters relating to the dismissal of any of the officers referred to in Paragraph 167 above with a view to appointing at least two such persons to the Committee.

A 'relevant independent person' means any independent person appointed by the Council under Section 28(7) of the Localism Act 2011 or where there are fewer than two such persons, such independent persons as have been appointed by another authority or authorities as the Council considers appropriate.

The Council is not required to appoint more than two relevant independent persons to its Panel but may do so if it wishes.

The Council must appoint to its Panel such relevant independent persons who have accepted an invitation issued in accordance with paragraphs above with the following priority order:

- (a) A relevant independent person who has been appointed by the Authority and who is a local government elector;
- (b) Any other relevant independent person who has been appointed by the Authority
- (c) A relevant independent person who has been appointed by another Authority or Authorities.

198 Appointment of Panel

The Council must appoint any Panel at least 20 working days before a meeting of the Council to consider whether or not to approve a proposal to dismiss any of the officers referred to in Paragraph ~~167~~ above.

204 Determination of Proposal to Dismiss

Before the taking of a vote on whether or not to approve a dismissal, the Council must take into account in particular:

- (a) Any advice, views or recommendations of the Panel
- (b) The conclusions of any investigation into the proposed dismissal, and
- (c) Any representations from the officer the subject of the disciplinary action

210 Remuneration of Independent Persons

Any remuneration or fees paid by the Council to an independent person appointed to the Panel must not exceed the level of remuneration, allowances of fees payable to that independent person in respect of that person's role as independent person under the Localism Act 2011

242. Capability process

The process to be followed must be in accordance with the appropriate terms and conditions of employment for that member of staff and the appropriate Council employment policy/procedure

223

Grievance process

The process to be followed for a grievance must be in accordance with the appropriate terms and conditions of employment for that member of staff appropriate Council employment policy/procedure

234

Bullying and Harassment process

The process to be followed for a complaint must be in accordance with the appropriate terms and conditions of employment for that member of staff appropriate Council employment policy/procedure.

Extract from the report to the Appointments Committee on 20th May 2008

SUBJECT: The process for making appointments to Chief Officer posts as a consequence of a senior management realignment

REPORT DETAIL

In implementing changes to the Council's Corporate Management and Leadership Teams it is necessary to determine the process of appointment most appropriate for the appointment of chief officers (which phrase includes deputy chief officers), consistent with the Constitution, the Council's HR policies and the need to proceed in a timely manner.

The conditions of services for members of the Corporate Management and Leadership Teams are governed by the Joint Negotiating Committee for Chief Officers in Local Government. The relevant JNC handbook contains a redundancy procedure which, in the absence of any locally agreed procedure, should be followed in situations where a chief officer may be selected for redundancy. The JNC procedure contains the following four provisions:

- Employing authorities should consult with any chief officer affected at the earliest possible stage;
- A period of not less than 28 days should be allowed for the statutory consultation period;
- The officer should be offered any suitable alternative employment that may be available or which may become available as a consequence of any reorganisation giving rise to the abolition of the chief officer's post; and
- The authority should bear in mind the possible application of discretionary powers of premature retirement, and permissible enhancements of benefits or redundancy payments, and the possibilities of providing an alternative post or of extending the period of notice to assist the chief officer in finding other employment.

The Council's current own Managing Organisational Change and Redundancy procedure, adopted by the Cabinet in April 2005 as a result of the Joint Agreement on Building a Healthy Organisation, specifically excludes chief officers from its scope.

The process which the Committee is asked to adopt in this Report is thus modelled on the JNC procedure, but with due regard for the principles contained in the BHO procedure where these do not conflict with the national provisions. The recommended process is set out below.

1. Voluntary Redundancy

Where possible, the necessary reduction should be achieved through voluntary redundancy. Any chief officer who wishes to be considered for voluntary redundancy should be asked to inform the Head of Human Resources (or such other person whom the Chief Executive may so designate for this purpose) in writing by the relevant date that has been stipulated for this purpose. Such requests must be made on an unconditional basis, i.e. not conditional on the exercise of any permissible enhancements of benefits or redundancy payments. Such requests will be determined by the Appointments Committee whose decision shall be final.

In addition to considering applications from chief officers whose posts have been deleted or otherwise directly affected as a consequence of the reorganisation in question, the Committee may, at its absolute discretion, consider applications from unaffected chief officers where, by so doing, this would create a suitable alternative employment opportunity for an affected chief officer.

2. Assimilation Process

If the relevant chief officers are unsuccessful in their request or, alternatively, did not wish to be considered for voluntary redundancy then they will be required to participate in the assimilation process.

A ring-fence will be drawn around each chief officer post in the new structure. To be eligible for inclusion in a particular ring-fence, it will be necessary to demonstrate that the chief officer concerned is carrying out a discrete but substantial 'function' that has been included in the portfolio of the new function. The Head of Human Resources (or other designated officer) shall adopt a common-sense approach to defining what constitutes a discrete but substantial 'function' having particular regard to nationally-recognised professional status and whether its inclusion in a particular portfolio significantly changes the responsibilities of the existing portfolio holder. Thus, children's social services, business systems, housing, regeneration and street care are all examples of what could constitute a 'function' under this definition.

Role profiles for the roles in the new structure will be drawn up and these will be evaluated independently. The Council currently uses the Hay Job Evaluation methodology for evaluating its chief officer posts and, for so long as it continues to do so, Hay Group will be the designated external evaluator.

Having determined the appropriate ring-fencing arrangements, role profiles for the relevant posts in the new structure will be sent to the chief officers concerned, which they should read and carefully consider any specific requirements that they will need to meet in order to be appointed to any particular post.

All decisions on appointments will be taken by the Appointments Committee.

3. Uncontested Assimilations

Where there is only one candidate for any of the available roles, and s/he satisfies any statutory requirements necessary for appointment, then that candidate should be appointed into the role without any further process. Failure to do so would contravene the Council's policy, adopted by the Cabinet in December 2003, to minimise or avoid redundancies wherever possible and the unsuccessful candidate could issue an Employment Tribunal claim and if that was successful this is likely to result in the Council incurring significant additional costs.

4. Contested Assimilations

Where there is more than one candidate for a particular role, and they satisfy any statutory requirements, then a competitive assimilation exercise will need to be undertaken.

This exercise will have two stages, the first stage will take the form of an assessment centre, managed by an external organisation appointed by the Head of Human Resources (or other designated officer). The outcome will be the production of a confidential, graded report on each candidate for consideration by the Appointments Committee.

The second stage will take the form of an interview with the Appointments Committee, with the Chief Executive, the Head of Human Resources (or other designated officer) and a representative of the organisation managing the assessment centre present in advisory capacities.

The Appointments Committee should select the candidate who best meets the requirements set out for the role, based upon consideration of the assessment centre report and the interview. Again, failure to make any appointment will incur risks similar to those outlined for uncontested appointments.

5. Selection for Redundancy

Any chief officer who has not been appointed to any ring-fenced post will automatically be selected for redundancy. Where the Head of Human Resources (or other designated officer) has formed the view that there are no other posts on the Council's establishment that would constitute a suitable alternative offer of employment then the chief officer concerned will be made redundant and be entitled to receive redundancy payments in accordance with the terms of the Council's policy on redundancy payments. Where the designated officer is not professionally qualified in HR matters then s/he will be responsible for obtaining the appropriate professional advice.

The date upon which any redundancy takes place will be determined taking account of the effective date for the implementation of the new structure in question, any legal and/or contractual requirements relating to matters such as statutory consultation requirements and notice periods. These, and any other steps necessary to implement the Committee's decisions relating to individual chief officers, shall be delegated to the Head of Human Resources (or other designated officer).

The Council may, at its discretion, offer outplacement counselling to a redundant chief officer. Authority to offer outplacement counselling will be delegated to the Head of Human Resources, in consultation with the chief officer's line manager. Outplacement counselling will be provided through an outplacement organisation selected and approved by the Council for this purpose and subject to a limit of £5,000 per chief officer (or such limit that may from time to time be determined following a market testing exercise of outplacement organisations). The chief officer will be offered a choice of two organisations. Budgetary provision will be made by the employing directorate.

6. Redeployment

Where, however, the Head of Human Resources (or other designated officer) has formed the view that suitable alternative employment may be available, the chief officer will be required to participate in a process which mirrors the process described above for contested assimilations.

Where the Appointments Committee is satisfied that the chief officer concerned meets the minimum requirements necessary to perform the alternative role, then s/he will be appointed to that role.

Where alternative roles exist which are not deemed to constitute suitable alternative employment for the chief officer concerned then these may, subject to the agreement of both the Appointments Committee and the chief officer concerned, be designated as an alternative employment opportunity and ring-fenced to the chief officer concerned. If the chief officer does not agree then s/he will be made redundant. The chief officer will be required to participate in the two stage appointment process and, if successful, will be appointed to the post subject to a 28 day trial period. If, following the trial period, either party deems the trial period to be unsuccessful then the chief officer will be declared redundant and be entitled to receive redundancy payments as if the trial period had not existed. Where, following a successful trial period, the chief officer accepts the post then s/he will do so on the terms and conditions that normally pertain to that post and will not be eligible for salary protection.

7. Right of Appeal against Selection for Redundancy

In accordance with the legal requirements in force and the Conditions of Service applicable to staff falling within the scope of the JNC for Chief Officers, a chief officer selected for redundancy has the right of appeal to an Appeals Committee of elected Members. The Appeals Committee should comprise three Members and be drawn from membership of the Governance Committee, excluding those of its Members serving on the Appointments Committee who took the decision under appeal.

The Appeals Committee's decision shall be final and no further avenues of appeal will be open to the chief officer within the Council.

COUNCIL, 13 September 2017

REPORT OF THE CHIEF EXECUTIVE

**SUBJECT: OVERVIEW AND SCRUTINY RULES – EXCEPTION TO THE
CALL-IN (REQUISITION) PROCEDURE**

SUMMARY

Under paragraph 18e of the Overview and Scrutiny Procedure Rules, the Leader of the Council is required to submit reports to Council on decisions taken by himself, Cabinet or individual Cabinet members, or key decision made by a member of staff in the circumstances set out in Rule 18 (exemption to the call-in (requisition) procedure) within the previous 3 months.

This report deals with 1 such decision:

- 1) Authority to waive standing orders to award a works contract directly to Valuegrade for an extension to the 16+ SEN facility of the Avelon Road Centre

RECOMMENDATIONS

That the report be noted.

REPORT DETAIL

- 1 Rule 18 of the Overview and Scrutiny Committee Procedure Rules provides that:

- (a) The call-in procedure shall not apply where a decision being taken by Cabinet or an individual Cabinet member, or a key decision made by a member of staff is urgent. A decision will be urgent if any delay likely to be caused by the call-in process would seriously prejudice the Council's or the public interests. The record of the decision and notice by which it is made shall state whether in the opinion of the decision making person or body, the decision is an urgent one, and therefore not subject to call-in.
- (b) The decision making person or body can only take an urgent decision under (a) above and avoid the call-in procedures after obtaining agreement from the Chairman of the Board that the decision be treated as urgent.

2 **Authority to waive standing orders to award a works contract directly to Valuegrade for an extension to the 16+ SEN facility of the Avelon Road Centre**

- 2.1 On behalf of Cabinet, Andy Skeggs, Head of Technical Services, sought agreement from the Chairman of the Overview & Scrutiny Board to exempt from call-in a non-key decision by the Cabinet Member for Children & Learning to waive standing orders for the award of a works contract directly to Valuegrade for an extension to the 16+ SEN facility of the Avelon Road Centre.
- 2.2 The Chairman of the Overview & Scrutiny Board, Councillor Gillian Ford, gave her agreement to the exemption from call-in for the following reason:
- 2.3 An urgent need had arisen to make provision for additional students aged between 16 and 25 with special educational needs. As such, it was agreed to waive the competitive process in accordance with clause 14.1 of the Contract Procedure Rules and negotiate a contract with Valuegrade to build an extension to expand the existing facility established in September 2016. Any delay to the award of contract could result in the Council being unable to provide places for students that had already been offered places.

Financial Implications and Risks:

While there were financial implications around the decision described in this report, there are none directly associated with this report.

Legal Implications and Risks:

There are no immediate legal implications directly associated with this report.

Human Resource Implications and Risks:

There are none directly associated with this report.

Equalities and Social Inclusion Implications and Risks:

There are none directly associated with this report.

Staff Contact:	Andrew Beesley
Designation	Head of Democratic Services
Telephone No:	01708 432437
Email:	andrew.beesley@onesource.co.uk

Background paper List

None

This page is intentionally left blank



FULL COUNCIL, Wednesday 13 September 2017

MEMBERS' QUESTIONS

Fire Safety Checks on Council Owned Buildings

- 1) To the Leader of the Council
From Councillor Julie Wilkes**

In light of the Grenfell Tower tragedy, would the Leader of the Council confirm that all public buildings that the Council own or are responsible for have been comprehensively checked for fire safety and what, if any, further checks will be carried out?

Tri-Borough Response Times

- 2) To the Leader of the Council
From Councillor Jeffrey Tucker**

Please provide an update regarding Tri-borough response times in comparison to other borough commands within London.

Parking Ticket Machines- Hildene Shopping Area

- 3) To the Cabinet Member for Environment & Community Safety (Councillor Osman Dervish)
From Councillor Keith Darvill**

Will the Lead Member review the labelling/notices displayed on parking ticket machines in Hildene Shops Harold Hill which are often defaced and vandalised?

Emergency Planning

- 4) To the Leader of the Council
From Councillor Barbara Matthews**

In light of the various tragic events that have taken place in both London and Manchester this year, would the Leader of the Council confirm what steps have been taken to review the Council's emergency planning and what contingency plans are in place in the event of a major incident in the borough?

Green, New Zealand Way Rainham

5) To the Cabinet Member for Housing, Councillor Damian White From Councillor Graham Williamson

The “Green” off New Zealand Way, Rainham, is a high value green space. In view of the failure to get planning permission to build on the land or follow due process, will the Administration now consider self-registering the land as an open green space or Village Green within the Local Plan?

Parking Review

6) To the Cabinet Member for Environment and Community Safety (Councillor Osman Dervish) From Councillor Jody Ganly

A comprehensive parking review has been carried out in Havering. Would the Cabinet Member confirm the costs of the survey and the tangible benefits from it?

Upkeep of Open Amenity Space in Private Ownership

7) To the Cabinet Member for Housing, Councillor Damian White From Councillor David Durant

Local councillors receive complaints about the condition of open land not owned by the Council which on occasion due to location has been tidied up by Environmental Services. However as this is not a long term solution what is Council policy regarding contacting owners, often management companies, to ensure they meet their responsibility to tenants and public to maintain their properties and amenity space, and in particular the open amenity space fronting the Capstan Drive Estate, by Rainham Station?

New Homes and the Local Plan

8) To the Cabinet Member for Housing (Councillor Damian White) From Councillor Ray Morgon

The Cabinet Member for Housing sent a letter last month to the Romford Recorder in response to letters in the newspaper alleging that Havering Council plans to build 30,000 new homes. He stated that it is now conclusively established in the draft

Council, 13 September 2017

local plan that this is not the case. Would the Cabinet Member confirm that he still stands by his statement?

Web-casting of Council Meetings

**9) To the Cabinet Member for Housing Development Company & oneSource Management, Councillor Ron Ower
From Councillor Michael Deon Burton**

Due to statutory legislation and to assist with public transparency Council and Cabinet meetings are webcast. This facility should be extended to planning meetings too, which can now be lawfully recorded by members of the public. This could be managed within the existing webcast contract, except there have been problems with the delivery of this contract. Please provide an update regarding these problems and an update on how they are being resolved.

Town Centre CCTV Cameras

**10) To the Cabinet Member for Environment and Community Safety (Councillor Osman Dervish)
From Councillor Stephanie Nunn**

Would the Cabinet Member confirm what checks are made to ensure that all Town Centre CCTV cameras are fully functional and what cost/benefit analysis is carried out to evaluate the effectiveness of cameras?

Parking Enforcement Policy

**11) To the Cabinet Member for Environment and Community Safety (Councillor Osman Dervish)
From Councillor Reg Whitney**

Would the Cabinet Member agree that the Council's parking enforcement focus on easy targets rather than apply Council policy fairly.

Land at Haydock Close

**12) To the Cabinet Member for Housing (Councillor Damian White)
From Councillor Barry Mugglestone**

Planning application number P1388.13 (land at Haydock Close) was approved in 2014 with a condition that a financial contribution of £54,000 be paid towards

Council, 13 September 2017

infrastructure costs associated with the development. Would the Cabinet Member confirm that this contribution was paid and what local infrastructure projects it was spent on?

COUNCIL, 13 September 2017

A MEMBERS SPEAKING ON PLANNING APPLICATIONS

Motion on behalf of the Independent Residents' Group

It is axiomatic that a Havering councillor should be able to speak on a Havering planning application and for two minutes, just like any resident can object, although the Constitution allows 4 minutes for a ward matter. And this has always been the customary practice.

Council wonders why Members are now being told they don't have the right to speak on planning applications outside their own ward and calls on the Governance Committee to consider recommending amendments to the constitution to provide rights for members to speak on matters anywhere in Havering, if they so wish.

Amendment on behalf of the Conservative Group

Amend to read:

This Council notes that DCLG measures the performance of a council as a Local Planning Authority in various ways and that if more than 10 % of decisions on major planning applications are reversed on appeal during a prescribed period a designation may be made the result of which is that applicants may apply directly to the planning inspectorate for planning permission without the council having the power to make a decision or charge planning fees.

It notes further that if planning permission is granted in this way the council will not in future receive the New Homes Bonus relating to these decisions.

It notes further with concern that currently 9.2% of this Council's decisions on majors have been overturned and that if 1 of 2 pending major appeals is lost by the end of December 2017 the 10% threshold will be reached.

This Council therefore requests the Governance Committee to consider its current constitutional arrangements for determining planning applications and in particular major applications in addition to reviewing the right of members other than those on the committee to speak at Regulatory Services committee meetings.

This page is intentionally left blank