



# CABINET

<b>7.30 pm</b>	<b>Wednesday 13 November 2019</b>	<b>Council Chamber - Town Hall</b>
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Members 9: Quorum 3

Councillor Damian White (Leader of the Council), Chairman

**Cabinet Member responsibility:**

Councillor Robert Benham

Cabinet Member for Education, Children & Families

Councillor Osman Dervish

Cabinet Member for Environment

Councillor Joshua Chapman

Cabinet Member for Housing

Councillor Jason Frost

Cabinet Member for Health & Adult Care Services

Councillor Roger Ramsey

Cabinet Member for Finance & Property

Councillor Viddy Persaud

Cabinet Member for Public Protection and Safety

**Andrew Beesley**  
**Head of Democratic Services**

**For information about the meeting please contact:**  
**Luke Phimister 01708 434619**  
**email: [luke.phimister@onesource.co.uk](mailto:luke.phimister@onesource.co.uk)**



**Webcast**

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**Members of the public who do not wish to appear**  
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**which is not in camera range.**

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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.

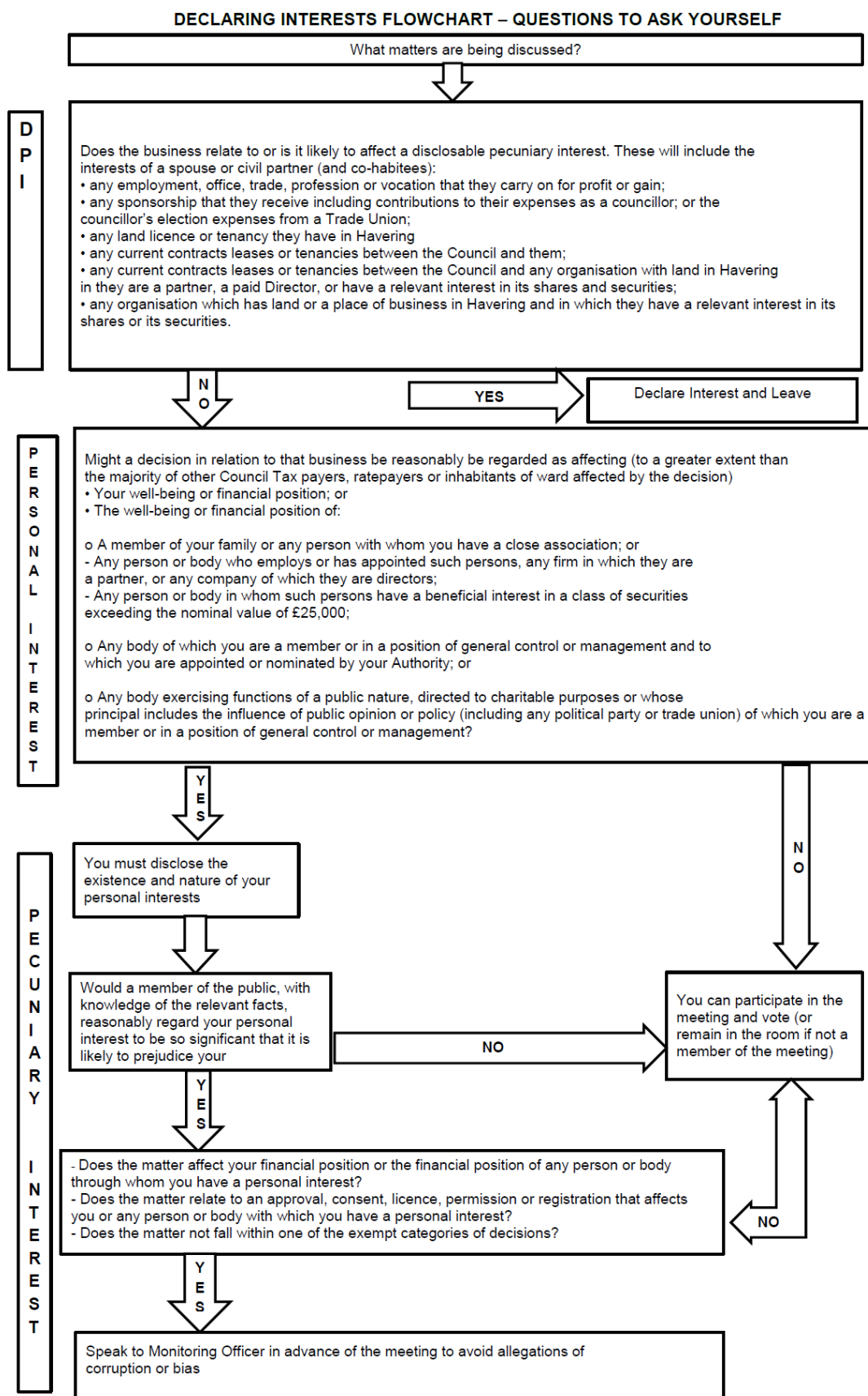
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- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing, so that the report or commentary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

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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 ANNOUNCEMENTS**

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

### **2 APOLOGIES FOR ABSENCE**

(if any) - receive

### **3 DISCLOSURES OF INTEREST**

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

### **4 MINUTES** (Pages 1 - 8)

To approve as a correct record the minutes of the meeting held on 18<sup>th</sup> September 2019, and to authorise the Chairman to sign them.

### **5 APPROVAL TO BRING FORWARD THE NORTH WEST ROMFORD DEVELOPMENT.** (Pages 9 - 42)

Report and appendix attached.

Exempt report not available to press or public.

### **6 MAKING OF THE COMPULSORY PURCHASING ORDER - NW ROMFORD REGENERATION** (Pages 43 - 74)

Report and appendix attached.

Exempt report not available to press or public.

### **7 BEAM PARKWAY - AWARD OF CONTRACT** (Pages 75 - 120)

Report and appendix attached.

### **8 DECISION TO AWARD A CONTRACT FOR THE 0 TO 19 HEALTHY CHILD PROGRAMME** (Pages 121 - 140)

Report and appendices attached.

### **9 HOMELESSNESS AND ROUGH SLEEPING STRATEGY** (Pages 141 - 180)

Report and appendix attached.



**10 PEOPLE STRATEGY** (Pages 181 - 270)

Report and appendices attached.

**11 REVIEW OF PESTICIDES USED IN HAVERING** (Pages 271 - 316)

Report and appendices attached.

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**MINUTES OF A CABINET MEETING**  
**Council Chamber - Town Hall**  
**Wednesday, 18 September 2019**  
**(7.30 - 9.45 pm)**

**Present:**

Councillor Damian White (Leader of the Council), Chairman

Councillor Robert Benham

Councillor Osman Dervish

Councillor Joshua Chapman

Councillor Jason Frost

Councillor Roger Ramsey

**Cabinet Member responsibility:**

Cabinet Member for Education,  
Children & Families

Cabinet Member for Environment

Cabinet Member for Housing

Cabinet Member for Health & Adult  
Care Services

Cabinet Member for Finance &  
Property

Apologies were received for the absence of Councillors Viddy Persaud.

**84 DISCLOSURES OF INTEREST**

There were no declarations of interest.

**85 MINUTES**

The minutes of the Cabinet meeting held on Tuesday 9<sup>th</sup> July, 2019 were agreed and signed by the Chair as an accurate copy of the same.

**86 QUARTER 1 CORPORATE PERFORMANCE REPORT**

Cabinet noted the report which provided an overview of the Council's Performance for each strategic goal. Members noted areas of good performance and areas for improvement.

Cabinet noted that 81% of the performance measures were rated Green, 11% were Amber and 8% were rated Red.

**Cabinet:**

- Considered the performance set out within the report and noted the corrective action that is being taken.

**87 UPDATE REPORTS ON THE 2021 BUDGET AND MEDIUM TERM FINANCIAL STRATEGY (MTFS)**

The report presented to Cabinet updates members on the MTFS between 2020/2021 and 2023/24 that will be developed to deliver the Council's objectives, priorities and vision.

**Cabinet:**

1. **Noted** the financial context.
2. **Agreed** the proposed consultation process and associated timetable as set out in section 1.6.
3. **Will Recommend** to Full Council that additional capital budget is added into the 2019/20 Capital Programme of £4 million to fund the Smart Working Programme, with the revenue costs of the capital funding to be met by the income raised through renting out spare office capacity freed up by the programme.
4. **Will Recommend** to Full Council that £14.7 million is added into the 2019/20 Capital Programme to replenish the capital allocation for new opportunities with capital charges funded from the business cases

**88 APPROVAL FOR CEMETERY EXTENSION PHASES 2 AND 3**

Cabinet members noted that approximately 300 burials are made in Havering Cemeteries each year and this includes both new and existing graves. Members were notified that at the current burial rate, Upminster Cemetery has sufficient space to last until approximately June 2023.

Phase 1 of the project to extend Upminster Cemetery was completed in 2014 and it was planned to extend the Cemetery further. It is recommended that detailed designs for Phases 2 & 3 are created.

**Cabinet:**

1. **Agreed** to proceed with Option 4 as outlined within the report to further develop the site (Phases 2&3) at Upminster to provide sufficient land for burials until approximately 2040.
2. **Agreed**, subject to 1 above, to endorse and recommend the inclusion of an additional budget of £3.1m for the Phase 2 and 3 Cemetery Extension within the proposed capital programme that will be considered in Cabinet in February 2020.

## 89 SMART WORKING PROGRAMME

Cabinet noted the report presented to members that sets out the proposals for a Smart Working programme. The programme seeks to improve the Council's hardware and software to allow for agile working.

### **Cabinet:**

1. **Will recommend** to Council to approve additional capital budget of up to £4.637 million funded from borrowing for the proposed rollout of the Smart Working programme, across the 19/20 and 20/21 financial years, to deliver all elements of the programme, which will support delivery of the Council's digital and efficiency aspirations as set out within the Havering Vision and Corporate Plan and will be funded by invest to save.
2. **Approved** £410k from Business Risk Reserves
3. **Approved** the award of a contract for the supply of laptop equipment and associated peripherals to **XMA Ltd** via the Crown Commercial Services Framework CCS National Aggregated call off (EA16) from RM1054

## 90 SOCIAL VALUE STRATEGY

The report presented to Cabinet details the benefits that can be achieved from the Social Value Strategy. The strategy sets out the Council's commitments to social value and the benefits that can be gained from public procurement for the residents of Havering. The strategy will ensure that consideration is given to the social value of any tender process; it will ensure that contractors, investors and local operators encourage social values and residents are included both socially and digitally.

### **Cabinet:**

1. **Approved** the Havering Council Social Value Strategy, attached at Appendix A of the report
2. **Agreed** that the monitoring of the Strategy and its outcomes be undertaken by the Opportunities Theme Board.

## 91 STATEMENT OF GAMBLING POLICY 2019-2022 CONSULTATION

Members were presented with a revised Statement of Gambling Policy for 2019-2022 as this was required under s349 of the Gambling Act 2005. The report outlines the Policy's objectives which are; prevent gambling from being associated with, a source of or a support of crime and disorder.

**Cabinet:**

- **Authorised** commencement of a consultation on adopting the Statement of Gambling Policy 2019 to 2022.

92 **EXCLUSION OF THE PRESS AND PUBLIC**

93 **UPDATE TO PHASE 4 AND PHASE 5 SCHOOL EXPANSION PROGRAMME**

Cabinet noted that the number of early years, primary, secondary and SEND pupils is forecasted to increase beyond the current Phase 4 expansion. Therefore, the commissioning strategy sets out a plan to implement a Phase 5 of the Council's School Expansion Programme.

Phase 5 proposes for a capital investment of £37.9m to for the expansion of school places that have been identified as being in need of sustained growth over the next 5 years.

**Cabinet:**

1. **Agreed** Phase 5 school expansion programmes should continue to be developed based on the following approach in line with the [decision on the Commissioning Plan for Education Provision 2019-2023](#)
  - i. To have a preference for expanding **existing popular and high-performing schools** and inclusion of nursery provision and Additional Resource Provisions (ARPs) where appropriate and in areas where there are no schools with high surplus capacity.
  - ii. To consider the expansion of existing schools, but only to a maximum size of 4 FE in the primary phase, ensuring at all times that high standards of education are paramount.
  - iii. To consider the delivery of additional primary and secondary places as a result of major regeneration through establishment of new schools.
2. **Agreed** that in respect of all proposals set out below that all relevant statutory processes, including planning, should be followed and where the process is the responsibility of an Academy to provide all necessary support. Where consultation is necessary the proposals below are subject to the outcome of such consultation.
3. **Approved** Capital Budget of £33.500m to fund Phase 5 of the Schools Expansion Programme from 2020/21 to 2023/24 including:
  - 3.1. **Increase in Early Education and Childcare Places including implementation of :**

- i. New 20 place nursery provision at Forest Approach Academy following the outcome of a successful bid for grant of Capital funding from the Department for Education to create new high-quality school-based nursery places, targeted at closing the gap for disadvantaged children.
- ii. A maintained nursery at The R J Mitchell Primary School of 47 places for 2, 3 and 4 year olds from 2021/22
- iii. A 47 place nursery provision on Beam Park School for 2, 3 and 4 year olds from 2021/22
- iv. A 47 place nursery on Bridge Close for 2, 3 and 4 year olds from 2023/24

**3.2. Increase in Primary Places including implementation of:**

3.2.1. Establish one-off bulge classes as an interim measure to increase Primary places in 2020/21

3.2.2. Permanent Primary Places expansion proposals in the following planning areas where there is clear evidence of a sustained need over the next five years subject to planning and consultation where necessary:

i. Elm Park Planning area:

- Expansion of The R J Mitchell Primary School from 2FE to 3FE from 2021/22

ii. Harold Hill Planning area:

- Expansion of Drapers' Pyrgo Priory Primary from 2FE to 3FE for 2022/23
- Expansion of Broadford Primary from 3FE to 4FE for 2023/24 if growth is sustained

iii. Rainham and South Hornchurch Planning area:

- To agree for LBH to enter into a 125 year peppercorn lease with Emmanuel Community Trust for a site on the Beam Park estate following practical completion of the school build and drawing down the freehold interest of the site. The new school on Beam Park is due to open on 1 September 2021.

iv. Romford Planning area

- Agree to seek proposals to establish the Bridge Close School under the Free School presumption process.

v. Upminster and Cranham Planning area

- 1 FE permanent expansion from 2023/24 if growth is sustained.

**3.2.3. Increasing SEND Places**

i. Nursery SEND places

- To approve the implementation of the 20 place nursery provision at Forest Approach Academy for 2, 3 and 4 year old pupils with SEND

ii. Primary SEND places:

- One Additionally Resourced Provision (ARP) for primary children with Communication and Interaction Needs with 12 places in Scotts Primary School for 2020/21.
- One Additionally Resourced Provision (ARP) for primary children with SEMH (Social, Emotional, Mental and Health) needs with 12 places at Suttons Primary School for 2020/21
- An ARP for 12 places (4-11) for pupils with ASD/SEMH on Beam Park School for 2021/22
- An ARP for 18 places – 6 places (2-4) and 12 places (4-11) for pupils with ASD and SEMH for 2023/24 as part of the Bridge Close development

iii. Secondary SEND places:

- Agree to establish two ARPs containing 20 places each in secondary schools to meet the needs of secondary pupils with Communication and Interaction (mainly ASD) and SEMH needs. One to be delivered in 2020/21 and one to be delivered in 2021/22

iv. Special Schools:

- Agree to expand Corbets Tey School from 155 to 170 places for 2021/22
- New special free school (3-16) with 60 places for ASD and SEMH in 2022/23
- Agree for the LA to submit bids for a new special school when the DfE announces another Wave of special (SEND) and alternative provision (AP) free school applications round.

4. **Delegated** the power to take further decisions regarding the implementation of these proposals and the approval of which settings/schools should be expanded including any amendments to the proposals above, such as a decision not to proceed or to expand a different setting/school, in the light of developing circumstances or the results of consultation (subject to the appropriate statutory processes) for Phase 5 of the Expansion Programme to the Lead Member for Children & Learning.

5. **Delegated** to the Director of Asset Management authority to submit planning applications after consultation with planning officers, commission all associated surveys/investigations (including transport assessment, soils survey, environmental check etc.) and commence tender processes as required to support the development of options appraisals to deliver Phase 5 expansions required- noting that tender awards will remain the subject of separate Executive Decision(s).



6. **Delegated** to the Assistant Director of Education authority to select proposers for new schools and make recommendations to the Secretary of State for Education in respect of free school processes.
7. **Approved** virement of £1.526m from Schools Expansion Programme Unallocated Fund

94     **PUBLIC REALM TRANSFORMATION**

The report presented to Cabinet gave details of the Business Case and the Procurement Strategy for the Integrated Public Realm Services Contract. The contract is aimed to improve delivery of services using an integrated approach. The main service delivery models are; outsourcing, in-house and local authority company. These models have been evaluated in detail and detailed risk, benefit and savings analyses have been made and it was concluded that the preferred model is outsourcing.

**Cabinet:**

1. **Reviewed and approved** exempt Appendix 1: Business Case for the Public Realm Transformation and future delivery of Public Realm services to meet Council priorities and the optimum delivery option(s) which includes:
  - The case for change and the considerations for the various options assessed.
  - The chosen service delivery model for the future delivery of the Public Realm services to meet the Council's priorities.
  - The commercial case for the procurement process.
  - The governance, risks and control framework for the Public Realm Transformation Programme to ensure successful delivery.
2. In consideration of the Procurement Strategy, to approve the commencement of the procurement for the Public Realm Provision which includes:
  - The choice of procurement procedure that will be implemented to procure a new Integrated Public Realm Services Contract.
  - The initial contract length of 8 years with the option for the Council to extend for up to a further 8 years (extension could range from one to eight years, subject to relevant decisions at the time).
  - The evaluation criteria for the award of the new Contract based on a 50% Price / 50% Quality split.
  - The indicative procurement timetable.

95     **MERCURY LAND HOLDINGS ANNUAL BUSINESS PLAN**

Cabinet noted that Mercury Land Holdings was set up in 2015 and was created to support the provision of the housing supplying in Havering. When the original Year 1 Business Plan was agreed it was on the condition that

there would be annual reviews and changes to the business plan would be put before Cabinet. The financial model had its key inputs reviewed and they are costs, rental values, cost of finance, expected sales revenue, land values and other expected costs.

**Cabinet:**

1. **Approved** the Mercury Land Holdings Limited Business Plan 2020/21 (Contained with the Appendices to Exempt Agenda)
2. **Agreed** to delegate authority to the Leader of the Council, after consultation with the s151 Officer, the Director of Regeneration Programme Delivery and the Director of Legal and Governance, to approve the detailed business cases, related viability assessments and funding requirement for the individual schemes noted within the Business Plan as they may be presented during the business plan period in order to enable them to proceed.
3. **Agreed** in principle to provide additional gross investment of £92.6m capital funding to MLH up to a maximum of £228 million (effective from 2020/21) in respect of projects contained in Exempt Agenda through a combination of equity investment and state aid compliant loans subject to detailed approved business cases made under delegated authority in recommendation 2 above.
4. **Agreed** to delegate authority to the S151 Officer to agree, after consultation with the Director of Legal and Governance, the completion of all relevant agreements and appointments of relevant professionals relating to the provision of debt finance by the Council to MLH.
5. **Agreed** to delegate to the S151 Officer, following consultation with the Director of Asset Management, and the Director of Legal and Governance, the authority to determine the principles and processes by which any assets shall be disposed of and the terms of disposal to MLH.

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**Chairman**

## CABINET

## PUBLIC AGENDA REPORT

**Subject Heading:**

**North West Romford Development Partnership**

**Cabinet Member:**

Cllr Damian White, Leader of the Council.

**SLT Lead:**

Neil Stubbings, Director of Regeneration

**Report Author and contact details:**

Kevin Hazlewood, Assistant Director of Regeneration (acting)

**Policy context:**

**Submitted Havering Local Plan 2018 [or Havering Local plan 2017]**

**Romford Development Framework 2015**

**Local Development Framework 2012**

**Financial summary:**

The North West Romford Development Partnership (NWRDP) may require the need to use the Council's Compulsory Purchase Order powers to acquire land interests. This will involve use of the Council's Medium Term Financial Strategy and in particular the capital programme to fund land acquisitions and CPO costs. There is a potential allocation from the GLA of funding of £13,000,000 to support the proposed scheme.

**Is this a Key Decision?**

Yes

**When should this matter be reviewed?**

Autumn 2020

**Reviewing OSC:**

Towns and Communities OSC

**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 purpose of this report is to obtain Cabinet approval to take further actions in relation to the proposed development of North West Romford Development Proposal (NWRDP), in particular the locality associated with the stalled sites in Angel Way. The development area, which is described in this report, has the potential to make a significant contribution to the Council's ambitions for Romford as set out in the Local Plan submitted for examination in 2018. In addition, this proposal will bring forward a significant place making opportunity and complement the long term strategy for a sustainable metropolitan centre.

A national market leading developer has come forward seeking support to advance a scheme within the area shown in the Red Line Plan (see Appendix 1) The strategy proposed by the developer comprises a master planning exercise for the site, recognising the complex and multiple ownerships involved. They are seeking to secure the land through private treaty negotiations but due to the multiple land ownerships, Council intervention may be necessary to enable the acquisition of land, rights and interests which cannot be acquired by private treaty. In order to maintain confidentiality, and therefore not prejudice the interest of the Council and developer whilst developing commercial terms (as described), the identity of the developer is not given in this report.

This report outlines the necessary interventions and other steps that may be required in support of the development. These will be the subject of further reports presented to Cabinet to seek further approvals necessary for the development.

A separate report is being considered by members on the November 2019 agenda requesting approvals in relation to a potential CPO. Decisions made under this report may therefore be picked up and dealt with further under that report so that all cabinet approvals are fully aligned.

## RECOMMENDATIONS

That Cabinet:

1. **Endorse** the vision as set out in section 2 of this report to bring forward the North West Romford Development Proposal (NWRDP) as a residential led comprehensive development.
2. **Approve** the Council entering into consultation with land owners, stakeholders and other third parties to identify the detail of the development area and design principles that will underpin the objectives upon which the scheme will be brought forward.

3. **Approve** the Council entering into direct negotiations with land owners and holders of third party interests located within the area proposed for development, subject to future budget decisions being made by full Council through the Council's Budget and Capital Programme process.
4. **Approve**, subject to agreement of budget provisions via the Budget and Capital Programme process, the Director of Regeneration, after consultation with the Leader of the Council and Deputy Director Legal and Governance, being authorised:
  - a. To enter into and complete private treaty arrangements to enable the acquisition of land, interest and rights within (or directly related to) the Red Line Plan area (as attached to this report at Appendix 1);
  - b. To appoint surveyors, barristers and any other professionals required to promote land acquisition and to facilitate the vacant possession of interests located within the Red Line Plan;
  - c. To settle the final form and content associated documentation required to bring forward the scheme to include indicative;
    - Red Line Plan;
    - Draft Schedule Freehold and Leasehold Interests;
    - Draft Statement of Reasons
    - Draft Equalities Impact Assessment
    - Consultation Report
    - Viability report
  - d. To take such actions so as to facilitate the acquisition of properties and proprietary interests within the Red Line Plan by agreement, such actions to include the relocation of businesses, residents, and statutory undertakers apparatus or of Communication Code Operators, together with any other interests;
  - e. To take all reasonable necessary steps to identify land which cannot be acquired by negotiation and appoint the relevant advisors in order to assess the use of CPO powers; and
  - f. To negotiate and finalise suitable arrangement to finance and deliver the Council's vision for the North West Romford Development Proposal (NWRDP) with the experienced developer who has approached the Council and expressed its intention to bring forward the development (based on the outline terms described in Appendix 2, but as may be further developed or revised, and subject to further necessary approvals prior to signing).
  - g. To review, as proposals develop, other opportunities that may become apparent should adjoining owners identify redevelopment aspirations

and bring further reports back to Cabinet to seek further approvals as required.

<b>REPORT DETAIL</b>
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## **1.0 Background**

- 1.1 The proposed development area, as shown in the Red Line Plan, is within the Romford Strategic Development Area as set out in the Submitted Local Plan. The existing buildings within the proposed development area provide a mixture of residential and commercial accommodation, with some community use, but are of variable quality with some in a very poor condition. Being in an area of low footfall, the utilisation of commercial properties is low with empty and hard to let properties at ground floor creating a negative impression of the town centre. As well as residential, commercial and community buildings, the development area also comprises a brownfield site, a part-built and stalled construction, a vacant plot and two secondary car parks.
- 1.2 The area is therefore totally inconsistent with the ambition set out in the Submitted Local Plan for Romford to provide high quality, contemporary urban living, integrated with a diverse and vibrant day-time and evening retail, leisure and cultural offer, modern commercial development and new employment opportunities. The Local Plan also commits to achieving a step change in the quality of environment and buildings. To further complement this a master plan for Romford is in development to support and direct on aspirations associated with quality public realm, softening of landscaping with new green space and transport links associated with and around the Ring Road.
- 1.3 The proposed development would bring in the region of 1326 new homes, of which 35% will be affordable homes, thus make a significant contribution to the Local Plan requirement of at least 4,770 new high quality homes in the Romford Strategic Development Area over a ten year period and over 5,300 by 2031. The development would also contain a new commercial and retail offer providing an increase in employment, new community and other facilities, new public realm and access for pedestrians into the town centre, and a restoration of the River Rom which is currently hidden from view in a culvert.
- 1.4 The commercial and legal structure by which the development is to be undertaken and a recommendation made in future reports to Cabinet to authorise going into contract. This will further describe the commercial arrangements to be made with the developer and confirm that these are satisfactory and lawful.

## **2.0 The proposed approach**

- 2.1 The NWRDP provides an opportunity to transform an area within or adjacent to the Romford Strategic Development Area and the GLA Housing Zone. The Romford Strategic Development Area is one of Outer London's major growth and regeneration areas. The Submitted Local Plan sets a vision for Romford, and is further being driven by the emerging Romford Master Plan seeking to deliver a new offer for Romford. In addition, 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 its economic, social, and environmental well-being.
- 2.2 Within the Romford Strategic Development Area there are sites which may be brought forward for development by landowners and developers without the need for direct Council intervention. The NWRDP focuses on addressing the key issue of the stalled development and vacant site which detracts from the overall impression of Romford. However, it is recognised, as proposals develop, other opportunities may become apparent, particularly if adjoining owners have redevelopment aspirations. These will be considered should they complement and enhance the proposals. It is acknowledged that further master planning of a wider area could encapsulate these and review of public assets should be considered in parallel. These will be considered on an individual basis should they arise.
- 2.3 With such a significant level of investment required and the large scale of development proposed, it is apparent the Council alone would not have the resources or capacity to deliver the NWRDP. An experienced national developer has approached the Council and explained its intention to assemble the site and bring forward a development scheme. As a major developer, well placed to undertake the delivery of a scheme of this nature and scale, they have a strong team of in-house professionals dealing with development, finance, site assembly, project management, and construction procurement. As such, they will either themselves or by appointment of consultants and professionals, undertake pre-development work, including in relation to design, planning, community engagement, site assembly, construction and facilities management. It is intended the developer undertakes this work at risk and at its own cost, but subject to the Council's commitment to make land available for development (whether in current ownership or acquired). However, there is a requirement for intervention funding to facilitate the scheme, principally in respect of land assembly costs. Also there are Council land assets involved which will need to be transferred to the developer as part of the various development phases. Detailed financial considerations are outlined in the Exempt Agenda part of this report.
- 2.4 The land requirement for the NWRDP will involve land owned by the Council, as well as land to be acquired by private treaty or potential CPO.



The Council currently owns circa 30% of the land identified (by area) in the red line plan in Appendix 1. These holdings consist of the social housing accommodation, retail units and multi-story car park in Angel Way and the car park at Como Street. The remainder of the red line site is in private ownership with the sites occupied by the stalled Regency Homes development, the former Decathlon site (owned by the same party as Regency Homes) and the building occupied by the British Heart Foundation. The current valuation to acquire these holdings is £27.040 million. The Council has obtained external legal advice concerning the form of agreement to be entered into by the developer and the Council for land assembly and land transfers. This advice is detailed in the Exempt Agenda report.

- 2.5 In pursuance of recommendation 4, further work will be undertaken to establish the necessary land and proprietary interests to be acquired within the area shown on the Red Line Plan, so as to promote and enable comprehensive high quality development. This will include identifying the sites and interests to be acquired and their current planning status.
- 2.6 In addition, a draft Statement of Reasons, intended to demonstrate that there is a compelling case in the public interest to make a CPO is being developed, having regard to CPO guidance and the statutory grounds for justifying use of CPO powers by the Council. Furthermore, the Council has reviewed the land assembly requirement and will be embarking on a strategy to secure key strategic sites.
- 2.7 The additional activity undertaken by the developer will encompass further preliminary appraisal work, based on assumptions including the cost of land assembly, development costs and sales revenues. Work to date, which has been subject to close evaluation, shows that the development of land within the Red Line Plan is capable of achieving a positive return in accordance with the developer's financial strategy. The scheme viability will be reported on as part of any subsequent report recommending use of CPO powers, as well as the necessary consideration of alternative development options. The current forecast is outlined in more detail in the "financial implications and risks" section of this report.

### **3.0 Future reports**

- 3.1 If Cabinet approves the recommendations within this report then further reports will be brought to Cabinet in future as the scheme structure develops. These will detail progress made and, as necessary and appropriate, justify and recommend use of CPO powers, as well as making recommendations in relation to the further arrangements to be made with the developer (relating to furthering any negotiations and/or approval of the relationship, including specific points relating to land assembly and development, and the Council's recovery of CPO costs).

### **4.0 Consultation and relocation**

- 4.1 There was a comprehensive consultation programme during the preparation of the Local Development Framework 2012 and the Local Plan approved by Council in July 2017 and submitted to the inspector in March 2018 (the Submitted Local Plan). Those consultation processes were not targeted at any specific area. Letters were sent to certain leaseholders of the Council owned residential and commercial properties in June 2016 informing them of a report to Cabinet in 2016 which identified Angel Way as a scheme to be supported by GLA Housing Zone funding; in the event that scheme did not proceed. It should be noted that dialogue with a key stakeholder associated with the stalled site and vacant plot in North Street/Angel Way, proposed to form part of the scheme, has taken place. The purpose of this consultation and dialogue being to secure these holdings by private treaty where possible.
- 4.2 In accordance with MHCLG guidance, Council policy and best practice, the Council will address any business and resident relocations arising from the land assembly and the proposed NWRDP. Further reports will detail the steps being taken, and to be taken, in this regard. The recommendations in this report will enable consultation to occur with the wider community as to any redevelopment proposals.

## **REASONS AND OPTIONS**

### **5.0 Reasons for the decision**

- 5.1 The recommendations in this report enable ongoing work to inform further reports, including the utilisation of the Council's CPO powers, to promote the delivery of the Submitted Local Plan objectives, enabling the assembly of sites to catalyse and commence a comprehensive mixed-use development. In addition, this report enables ongoing discussion with the developer referred to, on a "subject to contract" basis.

#### **Other options considered**

- 5.2 To undertake the scheme without a developer;

Rejected – the financial and human resources required to bring forward the development are significant such that it is highly likely that a scheme would not be brought forward within the timescales necessary to meet Local Plan requirements.

- 5.3 To do nothing;

Rejected – the 'do-nothing' option has been rejected as the Council has made a commitment to maximising the affordable housing delivered in the

Borough. The additional units will provide long-term affordable housing solutions for Havering residents and allow the Council to create better places for communities to thrive.

5.4 Seek a developer by way of competitive process

Rejected – a competitive process would more than likely entail an 18 month delay plus higher transactional costs. The developer who has approached the Council is a credible and recognised party and a competitive process would be unlikely to result in a materially better outcome.

<b>IMPLICATIONS AND RISKS</b>
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6.0 The key risks are referred to in subsequent sections of this report. However it should be noted that:

- 6.1 This report anticipates further reports being brought forward to recommend use of CPO powers addressing the associated implications and risks. It will detail the need to appoint experienced professional advisors (and Counsel), to deal with valuations and the setting of appropriate budgets.
- 6.2 Further reports will describe arrangements to be made for recovery of CPO costs by way of a CPO Indemnity Agreement; and
- 6.3 In relation to the appointment of the developer to undertake the North Street Development Proposal, the Exempt Agenda part of this report at Appendix 2, details the intended contractual arrangements and how these are to be compliant with statutory and other legal requirements, including procurement law where relevant. Legal risks are identified, together with the means by which those risks are to be mitigated.

**Financial implications and risks:**

- 6.4 These are contained within the Exempt Agenda part of this report.

**Legal implications and risks:**

- 6.1 The Council has statutory powers to bring forward developments by reliance on its powers under the general power of competence provided for in Section 1 of the Localism Act 2011, as well as its powers to dispose of land under Section 123 of the Local Government Act 1972 and Section 233 of the Town and Country Planning Act 1990. The Council also has associated powers and duties to provide housing (as a housing authority), and which the scheme will support. These powers support the recommendation (4 (f)) to negotiate and finalise suitable arrangement to finance and deliver the

Council's vision for the North West Romford Development Proposal (NWRDP) with the experienced developer.

- 6.2 Any further steps taken in anticipation of any authorised CPO would need to meet the requirements of the "Guidance on the Compulsory Purchase Process and the Critchel Down Rules" ("Guidance"). That Guidance represents the principle matters, which the Council, should it seek to acquire the site by use of CPO powers, will need to be in a position to demonstrate in evidence both when making and when seeking confirmation of a compulsory purchase order. A report will need to come back to Cabinet for consideration and legal advice obtained. That report will address the risks in seeking to make a CPO, including the risk of objection and legal challenge, such risks being mitigated by ensuring that further professional advice is obtained on all aspects of CPO (including observance of the required statutory processes involved).
- 6.3 There are additional legal implications and risks that are commercially sensitive and are therefore contained within the Exempt Agenda part of this report.

## **7.0 Human Resources implications and risks**

- 7.1 The development project will require continued involvement of officers from the Regeneration team and other Council services. The resourcing of this work will be addressed in the subsequent report to Cabinet and in the Regeneration Director's restructure proposals when these are developed.

## **8.0 Equalities Implications**

- 8.1 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:
- i. the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
  - ii. the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
  - iii. foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

- 8.2 The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.
- 8.3 In respect of the North West Romford Development, a full Equalities Impact Assessment will be prepared as part of the requirements set out in recommendation 4 c) of this report. That will include an action plan to mitigate any negative equalities impact for businesses and residents who might be affected by the proposals.
- 8.4 In deciding under any subsequent report whether to make CPO(s), the Council should be satisfied that there is sufficient justification for interfering with human rights of those with an interest in the land affected, including in light of the Human Rights Act 1998.
- 8.5 **Public Health Implications**  
Developments associated with the NWRDP will be subject to the Local Plan (once fully adopted) policy of conducting a Health Impact Assessment for all major development applications. This will highlight the positive health and wellbeing impacts that are likely to be gained from the development and make clear what mitigation will be put in place for any identified short term negative impacts, particularly during construction phase. The overall improvements likely to be generated in terms of homes, public realm and commercial development and employment opportunities will all contribute towards the determinants of positive health and wellbeing.

<b>BACKGROUND PAPERS</b>
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None

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

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**Date: 09 August 2019**

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## CABINET

## PUBLIC AGENDA REPORT

**Subject Heading:**

**North West Romford Development – Making of the CPO(s).**

**Cabinet Member:**

Cllr Damian White, Leader of the Council.  
Cabinet Member

**SLT Lead:**

Neil Stubbings, Director of Regeneration

**Report Author and contact details:**

Kevin Hazlewood, Assistant Director of Regeneration (acting)

**Policy context:**

**Submitted Havering Local Plan 2018  
Romford Development Framework 2015  
Local Development Framework 2012**

**Financial summary:**

The North West Romford Development Partnership is being considered by Cabinet on November 2019. This includes the principle of using the Council's Compulsory Purchase Order powers to acquire land interests. On February 2018 Cabinet agreed to use the Council's Medium Term Financial Strategy and in particular the capital programme to fund land acquisitions and CPO costs. There is an allocation from the GLA of funding of £13,000,000 to support the proposed scheme.

**Is this a Key Decision?**

**Yes**

**When should this matter be reviewed?**

**Autumn 2020**

**Reviewing OSC:**

**Towns and Communities OSC**

**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 purpose of this report is to enable the land acquisitions required to facilitate and deliver the North West Romford Development Proposal. The report is seeking authority to begin detailed and comprehensive preparations to use the Council's powers of CPO pursuant to statutory powers to bring forward developments by reliance on its abilities under the general power of competence provided for in Section 1 of the Localism Act 2011, as well as its powers to dispose of land under Section 123 of the Local Government Act 1972 and Section 233 of the Town and Country Planning Act 1990.

A separate report is being considered by members on the November 2019 agenda requesting the Cabinet considers progressing the comprehensive redevelopment of North West Romford as identified in Appendix 1 of this report. The development of an overall delivery strategy will be the subject of further Cabinet decisions.

The area in question, as identified by the red line plan in Appendix 1, includes a site which has been stalled for approximately 10 years. The Council has been attempting, via private treaty, to acquire the site (and other interests in the red line boundary) in order to fulfil the vision within the submitted Local Plan and the emerging Master Plan for Romford. To date, this has been without success. A national market leading developer has come forward seeking support to advance a scheme within the area shown in the Red Line Plan (see Appendix 1), as separately reported to Cabinet. In order to maintain confidentiality, and therefore not prejudice the interest of the Council and developer whilst developing commercial terms, the identity of the developer is not given in this report. To deliver the North West Romford Development Proposal, the Council and developer would be responsible for the land acquisition process, supported by CPO powers, to enable the acquisition of the land interests required for the development and associated infrastructure which cannot be acquired by private treaty. It is also expected that CPO costs would be indemnified via an indemnity agreement.

This report is seeking Cabinet approval for undertaking the preliminary consultations, design, planning, and other work necessary to facilitate the making of one or more compulsory purchase orders and the use of related powers in respect of the land, interests, and rights needed to obtain vacant possession for the delivery of the regeneration of the North West Romford Development Proposal, where it has not been possible to acquire the land (including interest and rights) by agreement. The scheme, shown on the indicative CPO Red Line Plan at Appendix 1, being the provision of new build housing and provision of commercial space.

A separate report is being considered by members on the November 2019 agenda requesting approvals in relation to further actions in relation to the proposed

development of North West Romford Development Proposal. Decisions made under that report may therefore be picked up and dealt with further under this report so that all cabinet approvals are fully aligned.

<b>RECOMMENDATIONS</b>
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That Cabinet:

1. **Approve** in principle support for use of compulsory purchase powers and therefore to the Council preparing over the next six months for the making Compulsory Purchase Order(s) (CPO(s)) pursuant to the statutory powers contained in section 226(1)(a) of the Town and Country Planning Act 1990 (as amended), and section 13 of the Local Government (Misc. Provisions) Act 1976 and all other necessary action to acquire all property and other proprietary interests on and adjacent to the land, including where appropriate new rights, located within the outline on the indicative CPO Red Line Plan at Appendix 1, for the purpose of securing the regeneration of the North West Romford Development Proposal in accordance with existing submitted and emerging planning policy.
2. **Approve** that by no later than the period outlined in recommendation one a separate report be prepared to update Cabinet on either
  - a) the ongoing preparations for making of a CPO(s) and further timescales involved; or
  - b) recommendations for the making of a CPO in support of the delivery of the proposed development.
3. **Approve** that the Director of Regeneration, after consultation with the Leader of the Council and Deputy Director Legal and Governance be authorised to take all steps necessary to enable a compulsory purchase order (or orders) to be made, including but not limited to;
  - a) Appointing surveyors, barristers and any other professionals required to prepare for and subsequently promote the CPO(s) and to facilitate the vacant possession of interests which are located within the CPO Red Line Plan;
  - b) Settling the final form and content of the proposed CPO(s) and associated documentation for approval, to include the;
    - CPO Red Line Plan;
    - Compulsory Purchase Order;
    - Schedule Freehold and Leasehold Interests
    - Statement of Reasons

- Equalities Impact Assessment
  - Consultation Report
- c) Taking such actions as necessary to facilitate the North West Romford Development Proposal by acquiring properties and proprietary interests by agreement, such actions to include; the relocation of businesses, residents and statutory undertakers apparatus or Communication Code Operators; and any other interests and setting out the terms for the withdrawal of potential or actual objections to the CPO(s); the entry onto the Land and other land for the purpose of carrying out surveys pursuant to section 15 of the Local Government (Miscellaneous Provisions) Act 1976 ;
- d) Amend the number of properties and leasehold acquisitions with the CPO Red Line Plan at Appendix 1, should such amendment be required to deliver the overall North West Romford Development Proposal;
- e) Issue notices under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 and/or section 5A of the Acquisition of Land Act 1981; and
- f) Consider alternatives to the use of compulsory purchase powers.
4. **Note** that before a compulsory purchase order is made a further detailed report will be drafted seeking authority for the making of an Order (or Orders) and that such a report will need to address a number of issues including:
- (a) That the compulsory acquisition is necessary to facilitate the carrying out of development, redevelopment or improvement on, or in relation to, the land being acquired;
  - (b) That the Scheme complies with planning policy and the submitted Local Plan;
  - (c) That there is a compelling case in the public interest for the land to be acquired which outweighs the interference with the human rights of those with an interest in the land affected;
  - (d) That the Scheme will contribute to the promotion or improvement of the economic and/or social and/or environmental well-being of the local area;
  - (e) That the Scheme is viable and that there is a reasonable prospect that the Scheme can be implemented within a reasonable timescale;
  - (f) That agreements have been entered into with a private sector partner that provides for the delivery of the Scheme and indemnifies the

Council in respect of its costs of making the order, seeking its confirmation and compensation payments to affected owners, lessees, occupiers and any other potential claimants;

- (g) That there are no physical or legal impediments to the Scheme proceeding;
- (h) That all reasonable steps have been taken to acquire land and rights over land needed to deliver the Scheme by negotiation and voluntary agreement;
- (i) That alternatives to the use of compulsory purchase powers have been considered;
- (j) That the compulsory acquisition would not infringe the Council's equality duty.

<b>REPORT DETAIL</b>
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## **1.0 BACKGROUND**

- 1.1 The North West Romford Development provides an opportunity to transform an area within or adjacent to the Romford Strategic Development Area and the GLA Housing Zone. The Romford Strategic Development Area is one of Outer London's major growth and regeneration areas. The proposed development area, which this site falls within, is part the Romford Strategic Development Area as set out in the Submitted Local Plan. The existing buildings within the proposed development area provide mostly residential and commercial, with some community use, but are of variable quality with some in a very poor condition. Being in an area of low footfall, the utilisation of commercial properties is low with empty and hard to let properties at ground floor creating a negative impression of the town centre. As well as residential, commercial and community buildings, the development area also comprises a brownfield site, a part-built and stalled construction, and two secondary car parks.
- 1.2 The area is therefore totally inconsistent with the ambition set out in the Submitted Local Plan for Romford to provide high quality, contemporary urban living, integrated with a diverse and vibrant day-time and evening retail, leisure and cultural offer, modern commercial development and new employment opportunities. The Local Plan also commits to achieving a step change in the quality of environment and buildings. In addition, 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 its economic, social, and environmental well-being.

- 1.3 The submitted Local Plan and Romford Strategic Development Area sets out the Council's investment priorities in the area and guides and shapes the quality of the development that will be coming forward. It sets out a clear vision supported by key design and development principles that will ensure a coherent approach to any development activity. These documents seek to avoid piecemeal development with its lack of integration, poor design, build quality and lack of infrastructure provision.
- 1.4 The North West Romford Development proposal is being considered by Cabinet in November 2019 along with the principle of using the Council's CPO powers to acquire land interests and ensure comprehensive development is delivered.
- 1.5 The Cabinet will also be considering a recommendation to progress the entering into of a legal agreement with a developer, noting that the land acquisition process will be implemented by the developer and, in principle, is to be supported by the making of a CPO by the Council to enable the acquisition of the land interests that cannot be acquired by private treaty.
- 1.6 A CPO Indemnity Agreement (CPOIA) will be in place with the developer. As a party to the CPOIA the Council will use its CPO powers to support the land assembly by a CPO in relation to proposed area in order to secure the acquisition of third party interests in the sites and address the relocation or removal of the apparatus of any Statutory Undertakers or Communication Code Operators on the basis that the Council is fully indemnified by the developer against any CPO costs.
- 1.7 In order to authorise the making and implementation of the CPO(s), section 226(1) (a) of the Town and Country Planning Act 1990 requires that the Council must be satisfied that the use of the compulsory powers will facilitate the development, redevelopment or improvement of land, and that it is likely to contribute towards the promotion or improvement of the economic, social and environmental well-being of the area. Further, the Council must be satisfied that there is a compelling case in the public interest for making and promoting the CPO(s), that the use of the powers is proportionate, and that the public benefits associated with the proposed regeneration will clearly outweigh the interference with the rights of those affected. These matters will be explained and considered in detail in the draft Statement of Reasons to be submitted with a subsequent report (but attention is drawn to section 3 of this Report).

## **2.0 Progress**



- 2.1 Preparatory steps have been undertaken in connection with (if necessary) the use of the Councils CPO powers, relating to private treaty negotiations and the land referencing exercise required to identify all parties with an interest in the land to be acquired. Browne Jacobson LLP has been appointed to provide specialist advice and support to the Council in respect of the application of CPO legislation.
- 2.2 Ardent were appointed as the Council's property advisors and they have compiled property cost estimates, including the site in question, together with valuations, compensation and disturbance costs where appropriate including exhaustive land referencing.
- 2.3 The Council has been actively negotiating with the owner of a significant part of the site in question and despite numerous attempts and best efforts the parties have been unable to reach agreement.
- 2.4 The Council, working with a developer delivering the North West Romford Development Proposal, must have attempted to engage with landowners via the undertaking of site visits, and holding meetings to explain the acquisition. The Council have established a dialogue with the owner of the land referenced in paragraph 2.3 in an attempt to bring the development forward. Wider consultations with stakeholders and landowners of the development have yet to be held.
- 2.5 There are 107 freehold interests identified relating to the Order Land in question as identified in the Land Referencing exercise for the North West Romford Development Proposal.
- 2.6 To support the acquisition process and if necessary the making of the CPO(s), the proposed developer, once terms are finalised, will engage architects to formulate and submit outline residential-led planning applications for the whole of the development area.
- 2.7 A CPO Indemnity Agreement will be in place, under which the developer will provide an indemnity for the Council's CPO costs including the costs of promoting the CPO and the compensation payable to third parties whose land and interests are acquired pursuant to the CPO. If other developers are appointed, similar indemnity agreements will be entered into with them.
- 2.8 There is an in principle allocation of £13,000,000 from the GLA of funding. This is provided to the Council to support the delivery of the scheme and is being administered by the Council.

### **3.0 Benefits of the Scheme**

- 3.1 The purpose of the Scheme is the delivery of housing in the development area which will contribute significantly to achieving the Local Plan housing targets, as well as achieving the other deliverables and benefits described in this report.

- 3.2 The site proposed is located to the north west of Romford and characterised by a stalled development which does not enable the change in land use and transformation as envisaged in regional or local planning policy, or facilitate the vision of the Council to create a vibrant new residential community in the area.
- 3.3 The Scheme will involve the acquisition of land and proprietary interests within the area shown in Appendix 1 considered as necessary to facilitate change of land uses in the area in order to promote and enable comprehensive high quality housing development where existing landowners fail to bring forward high quality schemes that meet the Local Plan and Development Framework design and investment criteria and deliver substantial amounts of housing including affordable housing. The Scheme will in turn act as the catalyst for further investment and development activity in Romford and the wider Borough, improving the long term economic growth and visual amenity of the area and facilitating the creation of a sustainable new residential neighbourhood which will transform the profile and perception of the area.
- 3.4 The area represents a significant large-scale strategic residential development opportunity in London. The Council's intervention through this land acquisition intervention aims to act as a catalyst and encourage the bringing forward of comprehensive development within the area in order to bring about the transformational change and to achieve the identified development outputs and objectives of the Local Plan and Development Framework
- 3.5 The Statement of Reasons will detail the rationale and justification for the Scheme, including how the Scheme's development will contribute to the achievement of the Council's regeneration and planning objectives, and result in substantial public benefits being realised, both within the land included in the Scheme and in the wider area. It will be essential that, in due course, members review the draft Statement of Reasons before reaching a decision.
- 3.6 The draft Statement of Reasons must demonstrate that there is a potential for the construct of a compelling case in the public interest to make the proposed CPO(s). Development of the land which may be the subject of CPO(s) will itself contribute very significantly to the economic, social and environmental well-being of the area and will also be an important facilitator for the regeneration of the whole of the area. A CPO made under the provisions of s.226 (1) (a) of the Town and Country Planning Act 1990 represents the most appropriate mechanism to acquire the land given that the scheme is intended to secure regeneration of the North West Romford Area to ensure the delivery of new market and affordable homes but also wider infrastructure including open space, highway improvements and public realm enhancements.

- 3.7 The Guidance on Compulsory Purchase Powers and the Crichel Down Rules, published 29 October 2015 and last updated 28 February 2018 advise that in deciding whether or not to confirm a CPO, the Secretary of State can be expected to consider factors including the following:
- whether the purpose for which the land is being acquired fits in with the adopted planning framework for the area, including, any non-statutory planning guidance where this has been consulted upon and is intended in due course to be incorporated into the development plan;
  - The extent to which the proposed purpose of acquisition will contribute to the achievement of the promotion or improvement of the economic, social or environmental wellbeing of the area;
  - The potential financial viability of the scheme for which the land is being acquired; and
  - Whether the purpose for which the acquiring authority is proposing to acquire the land could be achieved by any other means.
- 3.8 As to the first criterion (the planning framework for the area) the opportunity and need to regenerate this area have been consistently recognised by the Council and Strategic Partners over the past years and is recognised as a strategic location by the GLA.
- 3.9 The Development Framework now forms part of the evidence base for the Havering Local Plan, agreed by Cabinet and Council for statutory consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Havering Local Plan was submitted to the Secretary of State for examination on 27 March 2018 and examination commenced in early October 2018. The inspector is due to decide their opinion in September 2019.
- 3.10 As to the second factor (contributing to well-being), as explained above, the use of CPO powers, if approved in due course, to facilitate the regeneration and delivery of new homes (including affordable homes) on the land shown on the CPO Red Line Plan at Appendix 1 will contribute towards the Council's promotion of the following:

**Economic well-being of the area**

- New jobs will be created during the construction phase of the housing developments and there will also be opportunities for the local supply chain to benefit.
- The new housing will bring new residents to the Borough which will result in additional consumer spend in the local economy enabling local businesses to grow and create new job opportunities.
- Enabling the implementation of the infrastructure improvements, inclusive of public amenity.

**Social well-being of the area**

- New affordable homes will be provided for the local community and workforce, especially lower wage earners.
- The provision on new quality well designed homes with good daylight levels, good ventilation and the provision of high quality public realm will have positive health and well-being impacts for residents.
- Additional Council Tax revenue will be realised by the Council enabling increased spend on local services.
- There will be construction training and apprenticeship opportunities for local people as well as wider Social Value interventions.
- Achievement of the wider regeneration objectives including amenity and infrastructure improvements.

### **Environmental well-being of the area**

- The redevelopment of the land will improve the visual amenity of the area replacing the poor quality stalled site with high quality new housing developments.
  - The new housing will be constructed to high-energy efficiency standards resulting in reductions in energy consumption and carbon emissions.
- 3.11 As to the third factor (viability), this is outlined in the “financial implications and risks” section as set out in the Exempt Agenda part of this report.
- 3.12 As to the fourth factor (other means of achieving the Council’s purpose in acquiring the land), the purposes for which the land is to be acquired could not be achieved by any alternative means or by development in other locations. This is given further consideration in section 4 below.
- 3.13 There has been contact and discussions with key owners regarding the acquisition of their interests. This is considered a key element of the proposal and negotiations will continue to take place to try and secure land by private treaty.
- 3.14 Negotiations with owners thus far have delivered no acquisitions.
- 3.15 If the CPO is not made, then the only way of acquiring the land and interests needed to deliver the development scheme would be by agreement. Whilst it is recognised that implementation of a CPO is a matter of last resort discussions to date have made it apparent that, unless the CPO is made and confirmed, it is unlikely the Council or developer would be able to assemble the land and interests needed to bring forward a comprehensive housing development on the identified site.

## **4.0 Alternative Options**

- 4.1 If one or more CPOs is not made, then the only way of acquiring the land and interests needed to deliver the overall development scheme would be by agreement. Following initial discussions, officers consider that securing

all of the required interests by negotiation is unlikely to be achieved, but this will be further reported on in due course.

- 4.2 Careful consideration will be given to the extent of the land and rights to be included in any CPO and whether it is necessary to include all of these interests. At present, all of the land shown on the Red Line Plan is considered by officers as likely to be necessary to ensure that the Scheme can be delivered.

## **5.0 Implementation**

- 5.1 Cabinet approval will be sought for the making of one or more CPOs if it continues to be apparent that the required land and proprietary interests cannot be secured by agreement. Where more than one CPO is being recommended, the subsequent report will explain and justify that approach (addressing for example, the likely phasing and timing of development, and whether being undertaken by one or more developers). That report will detail the implementation steps to be taken once a CPO (or CPOs) is made.

## **6.0 Consultation**

- 6.1 The land identified within the CPO red line has been the subject of exhaustive negotiations with the primary land owner. Despite the best endeavours of officers and the developer this has not concluded in a successful outcome. A detailed audit trail of discussions is in place.
- 6.2 It is recognised that wider and more formal consultation with land owners, those holding other interests, occupiers and the wider locality associated with the development area, will need to be commenced. The evidence of consultation is pivotal in bringing forward a CPO and as such are recognised preparations will be required to achieve this.
- 6.3 Consultation with affected parties is essential to good practice. In terms of administrative law this has a specific meaning, and if done should be proportionate, fair and inclusive. Sufficient time and information should be afforded to allow consultees to comment meaningfully on the matter in hand and the responses taken conscientiously into account by the decision maker.
- 6.4 It is Council policy that Equality and Health Impact Assessments (EqHIAs) are carried out when appropriate and in sufficient time to enable informed decision-making. One is being completed in respect of this matter. The purpose is to ensure a systematic approach and evidence that due regard is paid to any adverse impact on affected parties with protected characteristics. The assessment will also look at matters pertaining to health and socio-economics respectively.

## **7.0 Compulsory Purchase Order Indemnity Agreement**

- 7.1 A continuing risk is the costs incurred by the Council relating to the compulsory purchase process (including compensation payments and claims arising from purchase or blight notices and relevant expenses). These costs will be met by the developer in accordance with a CPO Indemnity Agreement to be entered into with the developer (and as will be further confirmed in a subsequent report).
- 7.2 The Council and North West Romford developer will have to prepare for governance procedures to be in place to monitor costs against the agreed estimate that will be continually under review in order mitigate this risk.
- 7.3 The proposals are being developed on the basis that the costs associated with any CPO activity will be on the basis of a “back-to back” transaction with the development partner.

## **REASONS AND OPTIONS**

### **8.0 Reasons for the decision**

- 8.1 Utilisation of the Council’s CPO powers supports the delivery of the Councils regeneration objectives, enabling the assembly of sites to catalyse and kick start comprehensive residential development.

### **8.2 Other options considered:**

1. Not implementing CPO powers – **Rejected**. Without making use of its CPO powers, the Council will be unlikely to be unable to acquire all of the land necessary to promote comprehensive residential development. Without the intervention of CPO(s), the existing stalled site would remain in place and infrastructure would not be improved.
2. If the CPO(s) is not made, then the only way of acquiring all of the land and interests needed to deliver the initial phases of housing development would be by agreement. It is clear however that unless a CPO is made and confirmed, it is unlikely that the land and interests needed for the housing development within a reasonable timescale and for a reasonable purchase price will be secured. The consequences of this would be that housing delivery would be delayed including the provision of much needed housing.

## **IMPLICATIONS AND RISKS**

### **9.0 The key risks can be summarised as follows:**

- 9.1 The affected party failing to be identified in the CPO(s) – a specialist land referencing firm, Ardent, have been appointed to undertake the land referencing exercise to mitigate against this risk.
- 9.2 The preparation of CPO(s) and related documents is a technical and complex area, carrying a risk of challenge. However, the Council has retained experienced professional advisors and the documents will need to be reviewed by leading counsel.
- 9.3 There is a risk the land owner or owners will seek sums in excess of the estimates for the costs of land acquisition. This risk will be mitigated through the receipt of professional valuation advice.
- 9.4 Further to all statutory procedures and reasonable endeavours being undertaken to undertake meaningful engagement with occupiers and landowners then there remains a limited risk that the Secretary of State confirmation may be refused. In the event that the CPO(s) were refused the full affordable housing will not be able to be delivered and the benefits of regeneration sought for the North West Romford area will be unlikely to be realised.

## **10.0 Financial Implications and risks**

- 10.1 These are detailed in the Exempt Agenda part of this report.

## **11.0 Legal implications and risks**

- 11.1 Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended by the Planning and Compulsory Purchase Act 2004), provides that a local authority shall, on being authorised to do so by the Secretary of State, have the power to acquire compulsorily any land in their area if they are “*satisfied that the acquisition will facilitate the carrying out of development, re-development or improvement and is necessary to the achieve proper planning on or in relation to the land ...*”.
- 11.2 The power set out in s.226(1)(a) is subject to the limitation set out in s.226(1A) which provides that the exercise of the power under that subsection must not be exercised unless the authority thinks that the development, redevelopment, etc. “*is likely to contribute to the achievement of one or more of the following objects:*
  - (a) *the promotion or improvement of the economic well-being of their area;*
  - (b) *the promotion or improvement of the social well-being of their area;*
  - (c) *the promotion or improvement of the environmental well-being of their area.*”
- 11.3 With regard to the objects set out subsection (1A), the primary intended purpose of the Scheme is to secure development to enable the delivery of

homes, particularly the delivery of affordable homes. As such the subject scheme, would, as a matter of principle, be capable of fulfilling all three of the specified objects, and in particular the “promotion or improvement of social well-being”.

- 11.4 The Government’s advice on the use of compulsory purchase powers generally, and the use specifically of the power set out in s.226(1)(a) of the Town and Country Planning Act 1990 is set out in its “Guidance on the Compulsory Purchase Process and the Crichel Down Rules” (“the Guidance”). The Guidance represents the principle matters, which the Council, should it seek to acquire the site by use of CPO powers, will need to be in a position to demonstrate in evidence both when making and when seeking confirmation of that order.
- 11.5 In summary, the Council must be able to demonstrate, in addition to the legal requirements referred to above arising from the statutory enabling power:
- (a) that the development sought to be achieved on that land is in accordance with an up to date development plan or, a non-statutory planning framework adopted following public consultation;
  - (b) that the scheme will further social, economic and/or environmental well-being;
  - (c) that there are no reliable alternative means to deliver the scheme in the time period required; this requirement in practice will include demonstrating engagement with the landowners and occupiers to being forward the required form of development;
  - (d) that the acquisition of the land can be funded and the scheme can viably and physically be delivered with no impediments.

These matters have been addressed above, but will be further confirmed in a subsequent report seeking approval to the making of a CPO.

- 11.6 The overarching principle is that the local authority in seeking to exercise powers of compulsory acquisition is able to demonstrate a compelling case in the public interest for the exercise of those powers. Evidence is also required to demonstrate that there is no impediment to enable the delivery of the development the proposed acquisition is intended to facilitate. These matters will be further addressed in a subsequent report seeking approval to the making of a CPO (or CPOs) but, in summary,
- (a) It is anticipated that a planning applications will be been made for the development. There are no obvious reasons which are likely to impede the grant of the consent;
  - (b) Financial and physical resources are likely to be available to acquire the land and to deliver that scheme;
  - (c) The context of acquisition sought to be made being that the development proposed, is grounded in a “clear strategic framework” and “planning framework”, being the submitted Local Plan and Development



- Framework, to which the development of the land proposed and for which acquisition is required will facilitate;
- (d) Negotiations have been undertaken with landowners;
  - (e) The regeneration of North West Romford is a key deliverable for the Council as set out in the Submitted Local Plan. The scheme seeks to avoid development in a piecemeal fashion and of a scale that can make meaningful contributions towards social infrastructure;
  - (f) Through delivery of the scheme the housing stock will be significantly improved with an increased supply of housing located in the administrative area of the borough; and
  - (g) Construction phases of the development will include training and employment opportunities for residents within the borough and contribute to social infrastructure.
- 11.7 Consideration will be given to the provisions of the Human Rights Act 1998 including Article 8 (respect for private life and family life and home) and Article 1 of the First Protocol (right to peaceful enjoyment of possessions) as will be set out in the Statement of Reasons (and addressed further below). A decision to make Compulsory Purchase Orders must strike a fair balance between public interest in the regeneration of the land and interference with private rights. Bearing in mind the provisions for compensation to be payable and the compelling case in the public interest for the acquisition of the interest, it is considered that the interference with private property rights is proportionate and strikes a fair balance between the public interest and the interests of landowners and occupiers in compliance with Article 1 of the First Protocol.
- 11.8 By way of conclusion, s.226(1)(a) of the Town and Country Planning Act 1990 represents a basis which would, in principle, be available to the Council to acquire land and interests in support of the North West Romford Development Proposal. The Council will need to be satisfied that the statutory tests and policy tests set out in the Guidance for the making and confirmation of CPO(s) pursuant to that statutory power are met, including in that all occupier negotiations have been undertaken or there is a clear plan to undertake such discussions in a meaningful way prior to a request for confirmation. If the statutory grounds are made out then the factors described in this report are considered to form a rational basis upon which the requested decisions could be made.
- 11.9 The main risks in pursuing a CPO will be further identified and explained in a subsequent report (including the mitigation of those risks). The legal risks entail risk of a contested CPO, judicial review of the Council's decisions, and the Council's exposure where the commercial arrangements made with a developer (or developers) of the scheme do not adequately protect the Council. These risks can be mitigated by ensuring that further professional advice is obtained on all aspects of the CPO (including observance of the required statutory processes involved), as well as via the terms of legal agreements made, including the CPO indemnity agreement(s).

## **12.0 Human Resources implications and risks**

- 12.1 The Regeneration Directorate will be required to dedicate resources to the programme management and delivery of the land assembly and compulsory purchase work stream. Additional time limited support may be required as the land assembly, CPO(s) and business relocation strategy work streams advance. Where this has been anticipated external funding for resources has been built into the overall project cost plan.
- 12.2 Delivering the land acquisition will at times require the input and resources of a number of Council services particularly, Housing, Planning, Highways, Legal and Property Services.

## **13.0 Equalities Implications and risks**

- 13.1 The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to
- (i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
  - (ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
  - (iii) Foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants. In deciding whether to make CPO(s), the Council should be satisfied that there is sufficient justification for interfering with human rights of those with an interest in the land affected. In this respect the Human Rights Act 1998 incorporates certain provisions of the European Convention on Human Rights, namely:

- (a) Article 1 of the First Protocol – the right of everyone to peaceful enjoyment of possessions. No one can be deprived of possessions except in the public interest and subject to the relevant national and international laws.
- (b) Article 8 – private and family life, home and correspondence. No public authority can interfere with these rights except if it is in

accordance with the law and is necessary in the interests of national security, public safety or the economic well-being of a country.

- (c) Article 14 – the right to enjoy rights and freedoms in the Convention free from discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, or national or social origin.
- 13.2 In the case of each of these articles, the Council should be conscious of the need to strike a balance between the rights of the individual and the interests of the public.
- 13.3 The Council may decide that, in the light of the significant public benefit, which would arise from the proposed development, the use of compulsory purchase powers is necessary and proportionate taking into account the availability of compensation. In particular, the Council may consider that the CPO(s) would not constitute any unlawful interference with individual property rights. The CPO(s) process provides the opportunity for representations to be made and the holding of a public inquiry in the case of objections by affected parties.
- 13.4 The Council is committed to improving the quality of life and wider participation for all in the economic, educational, cultural, and social and community life of the Borough. The Scheme will provide a much-needed mix of housing. The new mixed tenure housing will improve the community cohesion in the area, as will be public realm enhancements proposed. It will provide increased choice and opportunity for Havering residents in a highly accessible and sustainable location. This supports the overall aim of the Council's Equalities Policy and the Council's duties under the Equality Act 2010.
- 13.5 At present the land within the CPO Red Line area does not reflect a mixed and balanced community, and no scheme has been delivered that is policy compliant. The Scheme proposals seek to address this imbalance through the delivery of a range of residential tenures across the site e.g. private housing, a new range of intermediate housing, and wider range of unit sizes across all tenures and 10% of all residential units meeting Wheelchair Standards.
- 13.6 The public sector equality duty under section 149 of the Equality Act 2010 ("PSED") requires the Council to have due regard to: (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; and (ii) the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. 'Protected characteristics' are: gender, race and disability, sexual orientation, age, religion or belief, pregnancy and maternity and gender reassignment.

- 13.7 The landowners located within the CPO red line area will be affected by implementation of the Compulsory Purchase Orders. The Council and developer are and will continue to endeavour to reduce this effect by extensive discussion. Consultation has and will continue to be undertaken.
- 13.8 An Equalities Impact Assessment (EqIA) in support of the CPO will need to be prepared for the Council by external Consultants to be appointed. This will need to be finalised and any recommendations implemented prior to the CPO Order being made.

<b>BACKGROUND PAPERS</b>
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**None**

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

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**Havering**  
BOROUGH COUNCIL

**London Borough of Havering**  
**Town Hall, Main Road**  
**Romford, RM1 3BD**  
**Tel: 01708 434343**

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## CABINET

**Subject Heading:**

Beam Parkway – Award of Contract

**Cabinet Member:**

Councillor Osman Dervish

**SLT Lead:**

Neil Stubbings  
Director of Regeneration Programme  
Delivery

**Report Author and contact details:**

Lauren Gee, Regeneration Officer,  
Economic Development. X1784

[lauren.gee@havering.gov.uk](mailto:lauren.gee@havering.gov.uk)

**Policy context:**

Mayors Transport Plan  
Mayor's London 2020 Vision  
London Riverside Opportunity Area  
Framework – Site Specific Allocation  
SSA11 (2008)  
Rainham and Beam Park Housing Zone  
submission  
Rainham and Beam Park Housing Zone  
Overarching Borough Agreement (2015)  
Rainham and Beam Park Planning  
Framework  
Havering Local Plan Proposed Submission  
Havering's Vision – Making a Greater  
London (2017)  
London Borough of Havering Local  
Implementation Plan 2018

**Financial summary:**

The contract value is estimated at  
£12.659m and is fully funded by TfL's LiP  
and Major Schemes Programme and GLA  
Housing Zone grant.

**Is this a Key Decision?**

yes

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

(c) Significant effect on two or more Wards

**When should this matter be reviewed?**

**Reviewing OSC:**

Towns and Communities

**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]

<b>SUMMARY</b>
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This report seeks Cabinet's approval to award the contract for design and construction of the A1306 Beam Parkway project, following an Official Journal of the European Union (OJEU) two-stage restricted tender process. The contract type is specified as NEC4 Engineering and Construction Contract (ECC) Option A.

Following Cabinet approval on the 24<sup>th</sup> September 2014 the Rainham and Beam Park Housing Zone bid was submitted to the Greater London Authority (GLA). The submission was successful and Havering's status as a Housing Zone Borough was announced on the 25<sup>th</sup> June 2015. The Overarching Borough Agreement was entered into on 4<sup>th</sup> November 2015, with Cabinet approval. The Executive Decision to accept the funding provided via the GLA Borough Intervention Agreement was signed on 31<sup>st</sup> January 2018.

The transformation of the A1306 underpins the comprehensive Housing Zone vision, with the current multi-carriageway road being remodelled into a 'boulevard'. This programme will create an entirely new road, providing new high quality green space, public amenities, and accessible pedestrian and cycle links which connect the new Beam Park centre with the surrounding area.

In 2015, the Council commissioned Steer (formerly Steer Davies Gleave) to produce a business case identifying objectives, key components, estimated costs and a delivery programme for the project, in order to fulfil the requirements of Transport for London's (TfL) Major Schemes Step 1. This was approved in 2016, and the Step 2 process began, including collation of all baseline information, traffic modelling, a detailed cost estimate, risk assessment, performance indicators, stakeholder consultation and design review, and a business case which brings all

of these together. The Council was granted Step 2 approval in 2018, following two design reviews and two value engineering workshops to ensure that the design is as robust as possible and meetings all industry standards; and the Healthy Streets Performance Board.

The Supplier Questionnaire (SQ) which began the first stage of the tender process for the construction work was published on 27<sup>th</sup> June 2019. Following a 30 day response period, review and moderation, 6 contractors were invited to continue to the second stage. The Invitation to Tender (ITT) was published on 15<sup>th</sup> August 2019, with a six week response period ending on 26<sup>th</sup> September 2019 at noon.

The contract will be an NEC4 ECC Option A - a design and build contract with a fixed price for a fixed scope of works - with a break clause to allow the Council to decide whether to proceed with construction once the design phase has been completed and final costs identified, to avoid cost overruns.

This report follows a Checkpoint 1 approval and non-key executive decision seeking authority to begin the procurement process, and Checkpoint 2 approval to award the construction contract to the preferred contractor. It summarises the available funding, the tendering and evaluation process, the contract award proposal, and the Council's proposed method of contract management.

## **RECOMMENDATIONS**

That Cabinet:

**Approve** the award of the Beam Parkway ECC to Jackson Civil Engineering Limited.

**Delegate** to the Director of Regeneration Service Delivery, after consultation with the Leader, the authority to sign the contract.

## **REPORT DETAIL**

### **1.0 BACKGROUND**

- 1.1 In 2014 the Mayor's Housing Strategy introduced the idea of Housing Zones as a new way to speed up the number of homes being built in areas of London with high development potential, the GLA launched the Housing Zone Prospectus. The Council submitted a bid on the 24<sup>th</sup> September 2014, including a commitment to enabling the delivery of a new residential community in Rainham and Beam Park. This bid was successful and Havering was confirmed as a Housing Zone Borough on the 25<sup>th</sup> June 2015.

- 1.2 The vision for Havering's Rainham and Beam Park Housing Zone was set out in the initial proposal, including the target to transform the A1306 into a 'boulevard'.
- 1.3 Housing Zones focus on place-shaping and creating a high quality environment for new residents, and ensuring well designed public space and infrastructure is in place to coherently bring together each individual new development is an important part of this. Funding was agreed with the GLA for £4.510m to enable the transformation of the A1306, referred to as 'Beam Parkway', in order to unlock housing development in the surrounding area. This funding is made up of recoverable and non-recoverable grant, with £1.250m of recoverable grant repayable via s.106 contributions following completion of the project.
- 1.4 In September 2015, a successful application was made to TfL's Major Schemes programme to fund the remainder of the Beam Parkway carriageway transformation project.
- 1.5 The Beam Parkway transformation programme offers significant opportunities for residents and the local area:

**Enhanced accessibility** – changes to the A1306 carriageway will offer a more pleasant driving experience for motor vehicles. New pathways and cycle lanes will deliver improved links between Rainham Village and the new Beam Park centre, in addition to enhancing the North/South connectivity of the area.

**History** – Beam Parkway has an interesting and unique heritage which will be reflected in the landscaping, design and public art to increase social capacity and create a shared experience for the existing and incoming communities.

**Holistic frontage** – the Beam Parkway programme provides a unique opportunity to bring together the various different new developments along new road and provide them with a consistent, connective frontage.

**Housing Zone** – construction of Beam Parkway will direct and attract new investment and spending on development, infrastructure and environment as part of the wider Housing Zone, giving the area a pleasant residential feel.

**Natural environment** – the site has good access to the natural environment along the River Beam and River Ingrebourne and can extend the All London Green Grid. New parkland and natural space will encourage biodiversity, with a carefully chosen palette of native species which complement the surrounding area and the introduction of swales which provide a source of natural drainage whilst also encouraging new species and wildlife to flourish.

**Public Health** – provision of new amenity space, and improvements to air quality and accessibility should result in an improvement in public health outcomes in the local area.

**Public transport** – Beam Parkway will provide links between the new station at Beam Park and other local focal points, in addition to providing opportunities for new bus links.

**Size** The 2km stretch of carriageway is significant and offers an opportunity for interpretation of the neighbourhood which reflects the needs of users and the local community.

## **1.6 Challenges.**

**Flood risk** – some sites are on low-lying land and are vulnerable to fluvial and tidal flooding. The inclusion of swales within the scheme addresses this challenge, providing a natural solution for areas of marshy land which will also help provide drainage for the surrounding areas.

**Cost** – whilst the detailed design has provided a basis for ascertaining scheme cost, this will not be fully determined until the end of the technical design phase, which requires contractor involvement.

**Perception** – the A1306 is seen as an alternative route to the A13 when traffic incidents occur, and a key stakeholder concern was that vehicle capacity will be compromised with the reduction in carriageway width. The design has taken into account traffic modelling and available relevant data to ensure that capacity is maintained and the traffic will flow effectively. The preferred contractor will support this with their input into the detailed technical design prior to start on site.

**Existing uses** – this road is over engineered and dominant and low quality uses fronting onto the street create a poor impression of the wider area. This will be addressed by the development of the Housing Zone, but it will be important to ensure consistency between the frontages of new development and the new Beam Parkway. Phasing of development and likely impact on the new carriageway and landscaping will also need to be considered.

## **2.0 Beam Parkway Design Programme**

- 2.1 The Rainham and Beam Park Masterplan and Planning Framework was in development since March 2015 and was adopted as non-statutory planning policy by Cabinet in 2016. It also forms part of the evidence base of the forthcoming Local Plan. The principles within the framework were widely consulted upon with local residents, businesses and other stakeholders including the GLA, LB Barking and Dagenham, TfL and private sector development interests.

- 2.2 The Masterplan and Planning Framework document sets out the Council's investment priorities in the area and demonstrates a clear vision supported by key design and development principles, including the transformation of the A1306 into a residential scale road to assist with facilitating housing development.
- 2.3 Design work for the A1306 Beam Parkway as part of TfL's Major Schemes Step 2 process project began in 2016, with the development of a detailed design informed by the business case composed during Step 1. Step 2 includes collation of all baseline information, traffic modelling, a detailed cost estimate, risk assessment, performance indicators, stakeholder consultation and design review, and a business case which brings all of these together. The conclusion of the Step 2 process will occur once the final construction costs are confirmed by the preferred contractor, following contractor involvement with the technical design.
- 2.4 Following business case approval by TfL, the scheme will progress to Step 3 – delivery of works. This is expected to commence in Q1 2020/21.
- 2.5 The detailed design comprises the following:
- Creation of 2km of green infrastructure, to specifically tie together the Ingrebourne and Beam River valleys
  - De-trunking of the A1306, creating a remodelled carriageway with residential feel
  - Remodelled major junctions, establishing effective North/South linkages
  - A bi-directional cycleway on the south side of New Road
  - A river crossing at Rainham Creekside, linking Rainham Village to the new housing development and highlighting the heritage of the area.
  - A series of parks, each with individual features and planting carefully designed to provide high quality opportunities for interaction and activity
  - Public art features at stated points along the route
  - Carefully phased integration with associated housing development works
  - Facilitation of a pleasant and accessible route to the new Beam Park station

### **3.0 Consultation**

- 3.1 The design of Beam Parkway has been prepared through a collaborative process with regular involvement from local Members, stakeholders, residents and neighbouring LB Barking and Dagenham, the GLA and TfL. Contributions made at these engagement events has helped to shape the design, and the contract and tender type.
- 3.2 An intensive two phase consultation exercise was undertaken over March and April 2015 and September to November 2015 to raise awareness of the

Housing Zone and gauge the support of local residents and stakeholders to the principles in the Housing Zone, including the development of Beam Parkway. The consultation process included a combination of:

- Member group briefings and meetings with local Ward Councillors and presentations to the Rainham, Wennington and South Hornchurch Working Group.
- Meetings with stakeholders
- Advertising the consultation process through an article in Living in Havering magazine and a brochure about the development, including a questionnaire, to all residents living in the vicinity of the masterplan area
- Creating a dedicated website with information about the proposals with the ability to raise questions and provide comments on the proposals.

3.3 Two Stakeholder Engagement Events for the overall Housing Zone, including Beam Parkway, took place on the 17<sup>th</sup> March and 6<sup>th</sup> October 2014 to gather views and ideas to feed into the vision and objectives for the masterplan, followed by resident drop in sessions at Rainham Library and Mardyke Community Centre in March and April 2015. Various stakeholders, who included key elected members, staff from the office of Jon Cruddas MP for Dagenham and Rainham, representatives from local businesses and community organisations, GLA, TfL and landholders took part in these hands-on masterplanning events.

3.4 Additional Stakeholder Engagement Events dedicated to Beam Parkway took place throughout June and July 2018 for specific stakeholder groups, in addition to general public events on 3<sup>rd</sup> July 2018 at the Mardyke Community Centre, and the 5<sup>th</sup> and 7<sup>th</sup> July 2018 at South Hornchurch Library. Consultation boards were set up in the library throughout the online consultation period, which ended on the 22<sup>nd</sup> July 2018.

3.5 Responses to the consultation were supportive overall, with residents and businesses welcoming plans for the transformation of the A1306.

3.6 Throughout the consultation process the approach of the project team has been to respond positively to consultation responses from local residents and other consultees and, where practicable, use these insights to inform and amend the proposals as they are reflected in the final design of the Beam Parkway scheme.

#### **4.1 Planning Context**

4.2 The Havering Core Strategy and Development Control Policies Development Plan Document was adopted in 2008 and sets out Local Planning policy. It identifies London Riverside as one of Havering's key development areas.

- 4.3 Havering Council are currently producing a new Local Plan which, will set out both strategic and development management policies for Havering covering the period up to 2031/32.
- 4.4 The emerging Havering Local Plan (2016-31) and supporting documents were submitted to the Secretary of State for the Ministry of Housing, Communities and Local Government for independent examination on 27<sup>th</sup> March 2018. Examination took place between 9-18<sup>th</sup> October 2018. Following queries from the Inspector, a reconvened examination took place on 29-30<sup>th</sup> May 2019. The Plan is anticipated to be in place by early 2020.
- 4.5 The Local Plan sets out the vision for Beam Parkway in section 2.2.5, stating that:  
“Rainham and Beam Park 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 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”.
- 4.6 Havering Local Plan Section 6 – Strategic Development Areas, Policy 2 further defines the requirements for Beam Parkway:  
“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”.
- 4.7 **The London Plan**
- 4.8 The current London Plan sets out the Mayor’s spatial development strategy, illustrating the overall strategic plan for London by setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years. On 10<sup>th</sup> March 2015, the Mayor adopted the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan and form part of the development plan for Greater London.
- 4.9 The London Plan has been updated to incorporate FALP. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013; and the Housing Standards and Parking Standards Minor Alterations, both published in March 2016.  
Policy 2.18 refers to increasing the network of green infrastructure and recognises the multitude of benefits which can be gained by ensuring good quality green infrastructure in London.  
“The Mayor will work with all relevant strategic partners to protect, promote, expand and manage the extent and quality of, and access to, London’s



network of green infrastructure. This multifunctional network will secure benefits including, but not limited to, biodiversity; natural and historic landscapes; culture; building a sense of place; the economy; sport; recreation; local food production; mitigating and adapting to climate change; water management; and the social benefits that promote individual and community health and well-being.”

#### **4.10 London Riverside Opportunity Area Planning Framework**

4.11 In order to successfully regenerate London Riverside, the London Riverside Opportunity Area Planning Framework (LROAPF) seeks to provide clarity on the long-term land use aspirations for the area, so that its role and function in accommodating London’s growth are clear to potential developers and landowners. The LROAPF was adopted and became planning policy in November 2015.

4.12 The Beam Park / Rainham masterplan area is contained within the LROAPF. The London Plan sets out the strategic policy direction for the London Riverside Opportunity Area.

4.13 The LROAPF recognises that at Rainham along the A1306 corridor there is potential to deliver increased connectivity between open spaces, through the introduction of a multi-functional green space network and landscape structure which will sit at the heart of regeneration in the area.

### **5.0 Key programme responsibilities.**

5.1 Key responsibilities of the appointed contractor will be as follows:

- Traffic control, including restricted hours of working
- Site clearance
- Provision of and alteration to highway drainage (including provision of new planted swales)
- Provision of new areas for pedestrian refuge, and footways
- Carriageway resurfacing works
- Reconstruction and construction of areas of hard landscaping
- Provision of a new extensive landscaping and planting scheme
- Installation of new kerbs, channels, edging etc. as required by these works
- Provision of and alteration to traffic signal infrastructure including associated electrical works
- Provision of and alteration to street lighting including associated electrical work
- Works arising from road safety audits pertinent to these works; and
- All ancillary works to the above, including provision of and alteration to existing and new utility services

## **6.0 Technical Studies**

6.1 A number of technical studies have been undertaken to inform the design of Beam Parkway, added to other available data to give a complete picture of how the A1306 currently operates, and should operate in the future. These include:

- Air quality monitoring at four locations along the road
- Arboricultural survey
- Attitudinal survey
- Automatic traffic counters
- A13 traffic flow data
- Bus data
- CCTV data
- Crime analysis
- Degrees of saturation and saturation flows
- Demographics
- Ecological survey
- Google speed data
- Journey time surveys
- Manual classified traffic counts
- Noise (day and night time monitoring)
- Pedestrian and cyclist surveys
- Road safety collision data analysis
- Site visits
- Topographic survey of entire scheme area
- Traffic signal data
- Travel behaviour analysis (based upon 3 years of London Travel Demand Survey data)
- Underground utility survey of entire scheme area

6.2 The appointed contractor will bear the risk of all circumstances and contingencies which may influence or affect the works, having fully disseminated the information above in addition to inspection and examination of the site and its surroundings.

## **7.0 Procurement Process**

7.1 A number of procurement options were considered for Beam Parkway. As the works value for Beam Parkway is in excess of the EU procurement threshold, a full OJEU process is required. Five main OJEU compliant options are available, dependent on timescale and client requirements:

- Open
- Restricted
- Competitive dialogue
- Competitive negotiation with OJEU advert
- Negotiation without OJEU advert

7.2 The restricted route is a two-stage process where any contractor may submit a Pre-Qualification Questionnaire (PQQ). These include enough information for the Council to shortlist a number of contractors with the corporate knowledge, skills and experience and organisational capability to deliver the project. The second stage allows contractors to submit a price and scheme specific method statements, including details of staff to be used on the project. In view of the level of detail available at the time of going out to tender, it was recommended that the restricted process was adopted. The full reasoning behind this is set out in the Procurement Strategy for Beam Parkway. Use of a two-stage restricted process was approved at Checkpoint 1 Panel on the 29<sup>th</sup> January 2018.

7.3 Following drafting and collation of all required documentation, a Prior Information Notice (PIN) advertising the intention of future planned procurement for Beam Parkway was published on 25<sup>th</sup> September 2018.

7.4 The two stage tender process was scheduled to run for 14 weeks, beginning with the issue of the SQ on 27<sup>th</sup> June 2019 and followed by the issue of the ITT for contractors successful at SQ stage on 15<sup>th</sup> August 2019. Management of the tender process has been undertaken via the CapitalESourcing procurement portal. The procurement timeline was as follows:

<b>Stage</b>	<b>Date / Time</b>
PIN Notice issued	25 Sep 18
OJEU Notice issued	27 Jun 19
SQ issued	27 Jun 19
Meet the buyer event 1	3 Jul 19
Meet the buyer event 2	17 Jul 19
SQ response deadline	31 Jul 19 - 12pm
Stage 1 evaluation and moderation	31 Jul – 9 Aug 19
ITT issued	15 Aug 19
ITT response deadline	3 Oct 19 – 12pm
Stage 2 evaluation	3 - 8 Oct 19
Clarification interviews (if required)	9 Oct 19
Moderation	11 Oct 19
Theme Board, Opportunities	21 Oct 19
Checkpoint 2	23 Oct 19
Leaders Briefing	28 Oct 19
Cabinet	13 Nov 19
Letters Issued	21 Nov 19
Standstill period (10 days, required for above threshold contracts)	21 Nov – 1 Dec 19
Contract Award	2 Dec 19

- 7.5 Two 'Meet the Buyer' events were held during the SQ period, on the 3<sup>rd</sup> and 17<sup>th</sup> July 2019. These events were designed to allow contractors to view the site, receive a briefing on the planned works, and go through the proposed contract. Four contractors attended the first event, and seven attended the second.

<b>REASONS AND OPTIONS</b>
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**8.0 Reasons for the decision:**

8.1 It is recommended that Members approve the award of the Beam Parkway ECC to Contractor I.

**8.2 The tender process**

8.3 The SQ was published on 27<sup>th</sup> June 2019 on CapitalESourcing, the Council's designated procurement portal. The deadline for clarification questions was 12 noon 24<sup>th</sup> July 2019. The deadline for submission of tenders was 12 noon on 31<sup>st</sup> July 2019.

8.4 The following tender responses were received at SQ stage:

Contractor	Response	Reason
Contractor A	Declined	No reason given
Contractor B	Declined	Unable to respond at this time
Contractor C	Declined	No reason given
Contractor D	Submitted	
Contractor E	Submitted	
Contractor F	Submitted	
Contractor G	Declined	No reason given
Contractor H	Declined	No reason given
Contractor I	Submitted	
Contractor J	Submitted	
Contractor K	Declined	Due to current workload in tender team
Contractor L	Declined	Contract is too construction focussed for area of business
Contractor M	Declined	Cannot meet financial criteria
Contractor N	Submitted	
Contractor O	Declined	Project value too large

8.5 Full SQ submissions were received from 6 contractors in total, and were evaluated on the basis of quality and portfolio from case studies.

The tender evaluation panel members at SQ stage were:

LB Havering, Projects and Programmes Manager  
Steer, Associate  
Norman Rourke Pryme, Director  
Norman Rourke Pryme, Project Manager  
LB Havering, Graduate Trainee Accountant

Following evaluation by panel members, a moderation exercise was undertaken by the Procurement team to identify any issues or discrepancies with the evaluations.

All 6 contractors scored above 50 (out of 100).

All 6 contractors were invited to continue to the second stage of the tender process.

- 8.6 The ITT was published on 15<sup>th</sup> August 2019. The deadline for clarification questions was 26<sup>th</sup> September. The deadline for submission of tenders was 3<sup>rd</sup> October 2019 at noon.

Full ITT submissions were received from 3 contractors, and were evaluated using a ratio of 60% quality and 40% price.

The tender evaluation panel members at ITT stage were:

LB Havering, Projects and Programmes Manager  
Steer, Associate  
Norman Rourke Pryme, Director  
Norman Rourke Pryme, Project Manager

- 8.7 Following receipt of tender responses from the 3 contractors, an initial evaluation was carried out and tender clarifications were sent to each supplier for response.

The Public Contracts Regulations 2015 dictate that tender evaluation must be conducted in accordance with the process stated within the tender documents. The Council cannot evaluate anything that is not contained within the tender documents; and a tender is compliant if it satisfies all the conditions and specifications in the tender documents without substantially departing from, or attaching caveats to, the conditions or specifications.

Contractor N submitted a tender response that was not compliant and was therefore subsequently disqualified.

The scores of the remaining two suppliers: Contractor F and Contractor I following evaluation and moderation were as set out below:

	<b>Contractor F</b>	<b>Contractor I</b>
Commercial score	37.17%	40.00%
Quality score	44.00%	52.00%
Overall score	81.17%	92.00%

- 8.8 Subsequent to moderation by the Strategic Procurement Unit to check for any discrepancies, based upon the above scoring a decision was made to recommend award of the contract to Contractor I.
- 8.9 The proposed contract is a New Engineering Contract (NEC) type 4 ECC Option A. This is a formalised contract created by the Institution of Civil Engineers, specifically for civil engineering and construction projects. It defines the responsibilities and duties of the client and the contractor in the Works Information, set out in two key parts – the Contract Data part 1 (data provided by the Employer) and Contract Data part 2 (data provided by the Contractor). The NEC4 contract was introduced in 2017 to replace the previous NEC3 suite of contracts and as such is still fairly new to the industry.

- 8.10 NEC4 has a suite of contracts which can be tailored to meet project requirements. For Beam Parkway, the ECC Option A has been chosen. This is a design and construction based, priced contract with an activity schedule which will most effectively allow the Council to retain control of funding and timescales.

**9.0 Other options considered:**

- 9.1 **Delay contract award until the Beam Parkway programme is fully designed, without early contractor involvement** - due to the complex nature of the work, which involves landscaping and public art in addition to traditional carriageway works; and the tight timescale for completion, contractor input the design is significant as it will aid the speed of the work and assist in providing a bespoke design which can be effectively implemented. Not involving a contractor in the design is likely to cause programme delays once the on-site phase begins, and may also lead to additional unanticipated costs.
- 9.2 **Appoint a contractor using an approved framework** - TfL have two relevant frameworks available to the Council:
- London Highways Alliance Contract (LoHAC)
  - TfL Major Projects Framework.

The LoHAC framework is an area-based contract with three contractors each covering approximately one-third of London and based around highways maintenance and schemes up to around £5m. It is understood that the Council would be required to use the area contractor covering the Havering Area. There is no option for further competition, and rates are based on the tendered LoHAC rates. Both the scope of work for Beam Parkway and the value of the contract are out of keeping with the LoHAC framework, and the lack of competition is a concern.

The TfL Major Projects framework has three large multi-disciplinary contractors who compete for work under a mini competition. The contract is based around large scale complex civil engineering works such as major junction schemes, station upgrades and bridges/tunnelling work, typically with a value of £10m upwards. Beam Parkway is therefore a good fit in terms of value, but not in terms of scope, where experience of landscaping, traffic management and liaison with developers is required. As there are only three contractors on the framework and one available contractor under LoHAC, and the Beam Parkway scope is not a good fit to either option, it was recommended that the Council do not use either of these frameworks.

Other construction frameworks are available within London, but there are no others that are suited to projects of this scale or scope of works. It was therefore recommended that the Council secures a contractor using an OJEU procurement process.

<b>IMPLICATIONS AND RISKS</b>
-------------------------------

**10.0 Financial implications and risks:**

- 10.1 Havering propose to deliver a comprehensive transformation programme for Beam Parkway, which will deliver an attractive urban street with enhanced public realm, environmental improvements, cycle and pedestrian routes at an estimated cost of £12.659m
- 10.2 This Cabinet Report seeks authority to appoint the preferred contractor to carry out required construction works to deliver the A1306 Beam Parkway Linear Park scheme, at an estimated cost of £12.659m. This cost has been produced as part of the tender process, taking into consideration the detailed design produced as part of Step 2, and the bill of rates proposed by the contractor.
- 10.3 All costings were assessed as part of the Step 1 TfL Major Schemes proposal, and were further assessed prior to the conclusion of Step 2. Further refinement will take place as part of the design stage of the contract.

Spend and funding have been identified as follows:



	2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m	2022/23 £m	2023/24 £m	2027/28 £m	TOTAL £m
<b>Expenditure</b>									
Design Cost	0.498	0.599	0.075						1.172
Implementation Cost			0.619	5.589	2.408				8.615
Implementation contingency (25%)			0.206	1.863	0.803				2.872
	0.498	0.599	0.694	5.589	2.408	0.000	0.000	0.000	<b>12.659</b>
<b>Funding</b>									
TFL Major Scheme Funding	0.498	0.599	0.750	3.096	2.906				7.849
TfL Lip			0.150	0.150					0.300
GLA Grant				3.039	0.221				3.260
GLA Recoverable Grant				1.167	0.083	-0.550	-0.300	-0.400	0.000
s.106 Dovers Corner						0.500			0.500
s.106 Beam Park						0.557			0.557
s.106 other						0.374			0.374
	0.498	0.599	0.900	7.452	3.210	0.881	-0.300	-0.400	<b>12.840</b>
any surplus funding will be used for related works	0.000	0.000	0.206	1.863	0.803	0.881	-0.300	-0.400	<b>0.181</b>

10.4 The specified contract is NEC4 ECC Option A. This is a design and build contract, with a break clause between the design element and the build element to allow the Council to end the contract following the design stage should the resulting project design be too costly, or issues with funding sources arise.

10.5 The following conditions apply to these funding sources:

The GLA grant funding has been agreed in the Housing Zone Overarching Borough Agreement that was approved by Cabinet on the 4<sup>th</sup> November 2015. The Executive Decision to accept the funding provided via the GLA Borough Intervention Agreement was signed on 31<sup>st</sup> January 2018.

£1.250m of the total £4.510m funding available is recoverable grant, which must be repaid by:

<b>Agreed intervention milestone</b>	<b>Milestone date</b>
repayment of £550,000	31 March 2023
repayment of £300,000	31 March 2024
repayment of £400,000	31 March 2028

The intention is that the recoverable grant (bridging grant) of £1.250m will be funded through future s106 receipts. All developments on the A1306 are subject to a contribution towards the Linear Park. This is policy in the Rainham and Beam Park Planning Framework 2016. The project will be delivered in phases that will enable up to five individual S106s to be utilised for each phase.

Current s.106 identified is as follows:

P0922.15	£0.500m	Dovers Corner
P1242.17	£0.577m	Beam Park, Countryside
P0251.17	£78,176	89-101 New Road
P0726.17	£33,473	149-153 New Road
P0782.17	£35,093	21 New Road
P1058.17	£79,255	195-205 New Road
P1239.17	£65,866	143 New Road
P1241.17	£82,063	35-43 New Road

The Local Implementation Plans (LIP) funding identified for the related projects are on the condition that expenditure is incurred by the end of each financial year.

This project will be closely monitored to ensure that all funding sources are maximised, and any surplus funding will be directed to other relevant priority schemes and reported as appropriate.

All spend is capital in nature, as the Beam Parkway scheme will create a new carriageway and boulevard which will be an asset for Havering.

#### **10.6 Risk**

There is a risk of exposure to overspend if

- a) the annual TfL business plan does not have sufficient funding in future years (£6.002m) or b) the s106 receipts do not materialise (1.250m)

10.7 Having a robust and adopted Planning Framework with clearly defined infrastructure requirements apportioned to development sites will significantly strengthen the Council's position when negotiating with developers to achieve appropriate levels of S106 contributions.

10.8 Where S106 contributions are expected/required for a specific purpose, the Community Infrastructure Levy (CIL) documentation should clearly state that these items are not covered by the CIL, and consideration needs to be given to such matters in the production of CIL documentation as its implementation is progressed.

#### **11.0 Legal implications and risks:**

- 11.1 This report seeks Cabinet approval to award the “Beam Parkway Major Scheme” contract (the “Works”). The relevant background is as set out within the body of this report and the appendices to it.
- 11.2 The Council is a local authority and a best value authority with duties and powers to make arrangements to secure continuous improvement in the way it exercises its functions, pursuant to Part I of the Local Government Act 1999. The Council has a general power under section 1 of the Localism Act 2011 to do anything that individuals generally may do including the matters set out in this report.
- 11.3 The Council is also a Highway Authority under Section 1(3) of the Highways Act 1980, with a duty, under Section 41 of the same Act, to maintain the safety and usability of roads that are kept at public expense.
- 11.4 Under paragraph 2.1(p) (General Functions of Cabinet) of Part 3 [Responsibility for Functions] of the Constitution the full Cabinet may, by delegation of the Leader of the Council, exercise an Executive function including the award all contracts above a total contract value of £10,000,000.
- 11.5 The value of the Works is above the EU threshold for works contracts, therefore compliance with Part 2 of the Public Contracts Regulations 2015 (PCRs) is required. Officers have adopted the Official Journal of the European Union (OJEU) restricted procurement route, including publication of a Prior Information Notice (PIN) as a call for competition; and have satisfied themselves that the procurement process is in accordance with the PCRs.
- 11.6 Tender submissions have been assessed against a 40% cost and 60% quality rating. This departure from the Council’s predetermined best price-quality ratio was approved through the Checkpoint 1 process, on 29 January 2018.
- 11.7 This decision is subject to the standstill period under the PCRs. The Works contract will be concluded on the NEC4 ECC Option A standard terms and conditions (as amended); in consultation with Legal Services. Following award, publication of a Contract Award Notice should be placed in the OJEU.

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

- 12.1 There are no direct human resource implications and risks to the Council or its workforce associated with a decision to award the contract to the preferred supplier. The workload associated with delivering the project can be met with existing in house resources.

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

- 13.1 This procurement has been carried out in accordance with the Council's Contract Procedure Rules. The preferred bidder will be expected to comply with the Council's policies in regard to equality and diversity, in relation to both service delivery and employment practice.
- 13.2 Primary and secondary research, technical studies and equality analysis demonstrate that the proposed Beam Parkway infrastructure project will have a very positive long-term impact on local residents and commuters across all protected characteristics. The preferred bidder will be contractually committed to ensuring that any temporary negative impacts caused by the construction of the scheme are mitigated so far as possible, and positively and proactively dealt with through use of a clear works phasing programme, traffic management proposal, and an Employment and Skills Strategy which will be submitted during the ITT stage of the tender process.
- 13.3 Currently, the community living in the large and relatively deprived area between Dagenham Dock and Rainham experience a deficiency in amenity and social infrastructure, with an environment that appears defensive rather than inclusive. Accessible public transport is lacking, meaning that access to job opportunities is significantly reduced, causing increased social and economic inclusion in the area. The preferred bidder will be required to commit to providing access to training via apprenticeships, work placements through their supply chain, and links with suitable colleges and facilitators in order to create and maintain local jobs. In conjunction with the improved accessibility created through the construction of Beam Parkway, local people will acquire improved access to employment and leisure opportunities, which will act as a shared focus for the new Beam Park neighbourhood, reducing the current divisive nature of the A1306 carriageway.
- 13.4 It is therefore envisaged that the proposed works contract will assist in reducing social and economic exclusion, delivering increasingly positive health outcomes and contributing to the regeneration of the wider London Riverside Opportunity Area.
- 13.5 Following analysis of the design, and extensive stakeholder consultation, an equality analysis has been carried out to ensure the construction of Beam Parkway complies with the required Health and Safety standards, accessibility and inclusive design requirements, and meets resident, visitor and commuter needs.
- 13.6 Accessibility and inclusivity will be assessed at every stage of the construction programme process and sub-projects will be subject to separate equality analysis, where required. The preferred bidder will be required to make every effort to minimise any potential temporary disruptions for local residents with protected characteristics.

**BACKGROUND PAPERS**

Appendix 1 - Beam Parkway Procurement Strategy

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# 1 Introduction

## **Scheme Background**

- 1.1 This report details procurement options for a major scheme to modify the A1306 in the London Borough of Havering between the western borough boundary with Barking and Dagenham at the Beam River, and Dovers Corner roundabout north of Rainham, some 2.2km to the east.
- 1.2 The Council proposes to remove one carriageway of the A1306; convert the other carriageway to two-way running; and redevelop the redundant carriageway as a linear park in support of the recently designated housing zone through which the A1306 runs.
- 1.3 To achieve this, a contractor is required with experience in highway construction, hard and soft landscaping, development of public art and construction of minor structures.

## **History**

- 1.4 The A1306 New Road has existed for over 100 years, and was designated as the A13 London to Southend road when roads were first classified in the 1920s. As that route became busier, New Road was improved, becoming dualled, with subways to assist pedestrians. South Hornchurch grew up to the north, but the area immediately south of New Road to the London, Tilbury and Southend railway has developed as a large industrial area, much of which grew up in support of the Ford plant in neighbouring Dagenham.
- 1.5 As the A13 became busier, a new A13 bypass was built to the south, and New Road was downgraded to become the A1306. Works were carried out over ten years ago to remove one carriageway east of Cherry Tree Lane; fill in the subways; add bus lanes and provide new lighting and repave the central reservation.
- 1.6 Meanwhile, much of the industry closed, and sites have become vacant. In support of its designation as a housing zone, LB Havering has concluded that the road remains oversized for its future use, and much of it can function as a two-lane single carriageway road. This creates the opportunity to develop the linear park to support the development of the housing zone.
- 1.7 The Council has secured Major Scheme Funding from TfL to deliver the project, which comprises new pedestrian and cycle facilities, landscaping, Sustainable Drainage in the form of swales, as well as other park features.
- 1.8 The scheme is currently progressing through Step 2, having received Step 1 authorisation in 2016.
- 1.9 The scheme will be required to present a full business case and detailed design, having passed through two design reviews and two value engineering assessments, prior to receiving

authorisation to proceed to Step 3. This will ensure the design is robust, deliverable, and meets industry standards.

## Funding Arrangements

- 1.10 Funding has been secured from Transport for London and from the GLA Housing Zone funding as well as through Havering's LIP settlement. The current agreed funding profile for the scheme is as shown in Table 1.1 below.

**Table 1.1: Agreed Funding Profile**

Funding source	Funding required by funding source by financial year (£k)						Total
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	
GLA Housing Zone grant	0	0	0	3,039	221	0	3,260
GLA Housing Zone recoverable grant	0	0	0	1,167	83	0	1,250
TfL Major Scheme funding	498	599	750	3,096	2,906	0	7,849
Havering LIP allocation / borough resources	0	0	0	0	455	50	505
	<b>498</b>	<b>599</b>	<b>750</b>	<b>7,302</b>	<b>3,666</b>	<b>50</b>	<b>12,865</b>

- 1.11 To achieve the spend profile it is necessary for a contractor to be on site by July 2019, and the procurement strategy needs to reflect this.

## 2 Procurement Objectives

### Client Aims and Objectives

- 2.1 The Council is seeking to deliver a transformative scheme for the A1306 which will create Beam Parkway' - a new boulevard including road, footpaths, cycleway, connective green infrastructure, public art, and leisure and amenity space - in place of the existing carriageway. This scheme will underpin the wider Housing Zone development, integrating the incoming and existing communities and providing accessible transport routes and public space.
- 2.2 Consultation with local stakeholders, businesses and residents has been ongoing since 2015.
- 2.3 To facilitate the construction of Beam Parkway, the Council wishes to commission an experienced principal contractor to deliver the work, responsible for sub-contracts where necessary to provide a coherent multidisciplinary team.
- 2.4 The appointed contractor will have overall responsibility for the construction programme management, which will involve project managing a range of multifaceted tasks and objectives.
- 2.5 The contractor will be required to:
  - 1. Review proposed scheme design and feasibility work already undertaken, in order to validate information included and confirm viability and deliverability.
  - 2. Develop a cash flow model for the programme which is suitable and can be used to inform the base case.
  - 3. Develop a viable approach for construction delivery, taking into account timescales and proposals for surrounding housing development, including a realistic phasing programme.
  - 4. Prepare a schedule of construction prioritisation, including options for prioritising different areas of development which can be adjusted according to housing delivery starts on site.
  - 5. Support project/programme communications, enabling and maintain open channels of communication throughout the project lifetime which consistently reflect key messages.
  - 6. Carry out project reporting across a range of formats, ensuring regular and relevant updates and briefings for all team members and stakeholders, internally and externally.
  - 7. Undertake risk management, identifying, assessing and mitigating project risks to ensure the programme is delivered on time and within budget.
  - 8. Establish a project cost plan, including an assessment of additional funding options which may be available.
  - 9. Identify and commission any additional surveys required to inform completion of the project.

- 2.6 In order to fulfil these requirements, the appointed contractor will need to have experience in other relevant large scale, multi-disciplinary transformation projects – including a comprehensive directory of sub-contractors they are able to work with.
- 2.7 Bidders may therefore need to pre-qualify, in order to assess their technical and professional capability.

### Assessment of Objectives

- 2.8 Key Drivers for the project have been identified and graded in accordance with the client's priorities in accordance with the method previously used on the Romford Market House project.
- 2.9 The method aims to grade in order of importance how selected procurement methods compare to the client's own priorities. Each element is scored from 1 (low priority) to 9 (high priority).
- 2.10 The elements are listed in Table 2.1 below, together with the client's priority score.

**Table 2.1: Client Priority Score**

Element	Description	Client Score	Comments
Time	Is early completion desirable	5	No – provided spend profile is achieved. Some advantage in later completion because of housing zone development speed.
Cost	Is a firm price required prior to commitment of any construction works	7	Prior to commencement of construction – very important. Prior to letting Early Contractor Involvement – less so.
Flexibility	How likely is it that the client will need to make significant variations	4	Possible with regard to interface with housing zone, within known parameters.
Complexity	Is the scheme highly specialised or technologically advanced	4	Broad range of technical skills required, including landscaping, but most construction techniques will be familiar to an experienced highway and public realm contractor.
Quality	How important is build quality	9	Very important – good workmanship is essential.
Programme	Is completion on time required	9	Yes, to meet spend commitments.
Budget	Is completion within a budget required?	9	Yes, within spend profile.
Responsibility	Is a single point of responsibility required across the whole contract?	7	Yes, but note that TfL traffic signals will appoint their own contractor for their element of the works.
Risk	Is the transfer of appropriate risk required	9	Yes.

- 2.11 The client score can be summarised in a radar chart as shown below in Figure 2.1.

Figure 2.1: Client Score Radar Chart



2.12 Different procurement routes can be assessed against these criteria to find a best fit process that closely resembles the client’s aspirations.

## 3 Procurement Options

### High Level Options

- 3.1 Procurement options have been considered taking into account the size of the project (up to £13.5M) and the scope of works, which includes carriageway and other paving, hard and soft landscaping including specialist planting and swales.

#### Existing Frameworks

- 3.2 Transport for London have two frameworks available to LB Havering:
- London Highways Alliance Contract (LoHAC)
  - TfL Major Projects Framework.
- 3.3 The LoHAC framework is an area-based contract with three contractors each covering approximately one-third of London. It is understood that Havering would be required to use the area contractor covering the Havering Area. There is no competition, and rates are based on the tendered LoHAC rates.
- 3.4 The LoHAC contract is based around highways maintenance and schemes up to around £5,000,000. Both the scope of work for Beam Parkway and the value of the contract are out of keeping with the LoHAC contract, and the lack of competition is a concern.
- 3.5 The Major Projects framework has three large multi-disciplinary contractors who compete for work under a mini competition. The contract is based around large scale complex civil engineering works such as major junction schemes, station upgrades and bridges/tunnelling work, typically from £10M upwards. Beam Parkway is therefore a good fit in terms of value, but not in terms of scope, where experience of landscaping, traffic management and liaison with developers is much more appropriate.
- 3.6 As there are only three contractors on the framework and one available contractor under LoHAC, and the Beam Parkway scope is not a good fit to either form of contract, it is recommended that LB Havering do not use either of these frameworks.
- 3.7 We have considered other construction frameworks are available within London, but there are no others that are suited to projects of this scale or scope of works. It is therefore recommended that LB Havering secures a contractor under a bespoke procurement process.

### OJEU Procurement Options

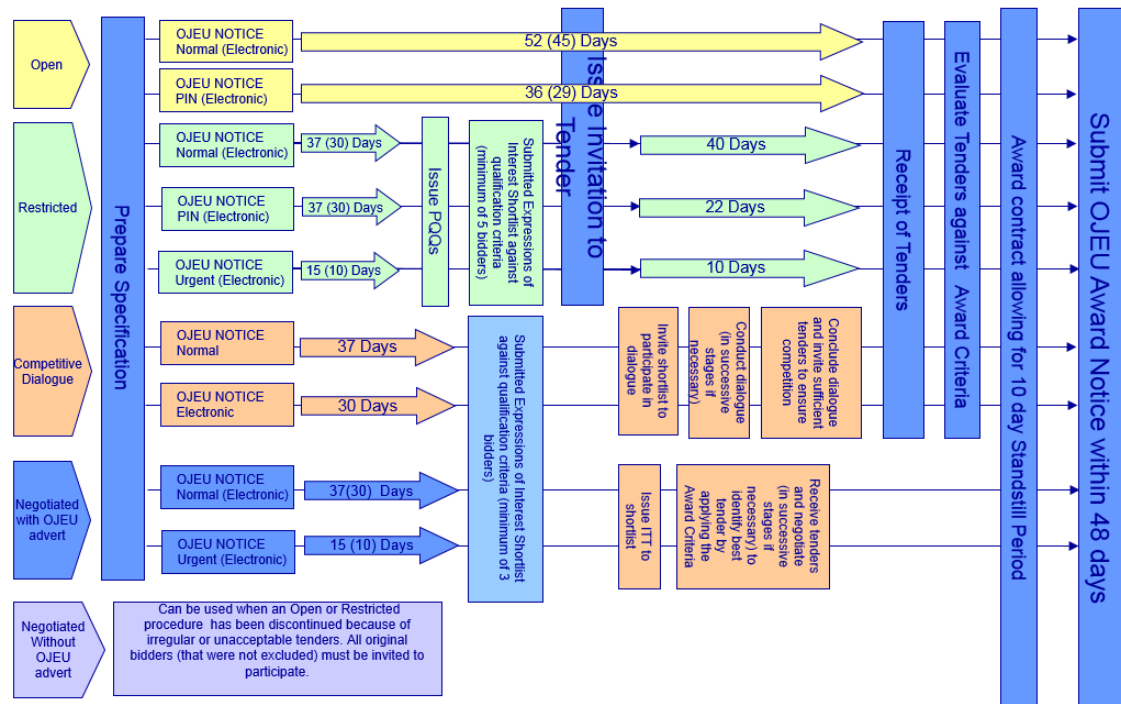
- 3.8 As the works value for Beam Parkway is in excess of the EU Procurement threshold, a full OJEU process is required. There are a number of options which depend on timescale and client requirements. These are outlined in Figure 3.1 below. These processes are independent of the decision regarding contractual arrangements.



### 3.9 There are five main types:

- Open
- Restricted
- Competitive Dialogue
- Competitive negotiation with OJEU Advert
- Negotiated without OJEU Advert

Figure 3.1: Outline of OJEU Process.



3.10 Choice of route depends on the amount of information available to the contractor at the time of bidding. In the case of Beam Parkway, the design team will be able to deliver a robust set of Employers' Requirements which will define a comprehensive project scope – in simple terms the team will know what they want to build. The team values contractor input into the design process to ensure that the project can be built efficiently and maximum value can be achieved. Therefore, while the project could be designed to full detailed specification, it is considered that there is an advantage in engaging a contractor to take part in the design process. This is developed further under contractual arrangements.

3.11 The following table summarises the advantages and disadvantages of each option.

Table 3.1: Comparison of OJEU routes

OJEU Process	Advantages	Disadvantages	Outcome
Open – A single stage tender open to all EU eligible contractors	Any contractor can bid so potential for a large field to include some good contractors.	There may be a large number of unsuitable tenders to evaluate. May be difficult to get the best contractors to tender as they will consider their likelihood of winning to be too low	The best tender submission may not be able to demonstrate sufficient knowledge, skills and experience or corporate organisation to deliver the project.

<p>Restricted - A two-stage process where any contractor may submit a Pre-Qualification Questionnaire (PQQ). These include enough information for the client to shortlist a number of contractors with the corporate knowledge, skills and experience and organisational capability to deliver the project.</p> <p>Second stage allows tenderers to submit a price and scheme specific method statements including details of staff to be used on the project.</p>	<p>Enables contractors with right corporate skills to be shortlisted so that there are only a small number of tender submissions to be evaluated.</p> <p>Good contractors are likely to bid as if they make it to the second stage, their chances of success are reasonable.</p>	<p>Requires a fully defined project scope.</p>	<p>The successful contractor will have demonstrated good corporate ability through the PQQ stage and good project capability through the ITT stage – a good fit if the project scope is well defined.</p>
<p>Competitive Dialogue – a two stage process where the first stage generates a short list of contractors (PQQ) and the second stage comprises one or more competitive dialogue processes to refine scope. Once scope is confirmed, formal tenders are invited</p>	<p>Suitable for a less-well defined project scope where the contractor will need to work to develop the design brief.</p>	<p>Likely to involve three contractors going through the competitive dialogue process, requiring significant work with no guarantee of success.</p> <p>Time consuming</p>	<p>The successful contractor will have demonstrated good corporate ability through the PQQ stage and good project capability through the ITT stage – likely to be a better fit than the restricted procedure if the project scope is less well defined.</p>
<p>Competitive with Negotiation with OJEU Advert – a two stage process where the first stage generates a short list of contractors (PQQ) and the second stage comprises a tender process, following which the Employer negotiates to identify the best tender.</p>	<p>Requires a reasonably well-defined scope but allows for negotiation to obtain the best tender</p>	<p>No significant advantage over Competitive Dialogue or Restricted.</p> <p>Time consuming</p>	<p>The successful contractor will have demonstrated good corporate ability through the PQQ stage and good project capability through the ITT stage, but is time consuming and doesn't offer any significant advantages to Beam Parkway over the Restricted procedure.</p>
<p>Negotiated without OJEU Advert</p>	<p>Can be used when one of the other processes has been discontinued. All tenderers remaining in the original process must be invited to participate.</p>		<p>Can only be used if one of the other options has failed – not a first choice option.</p>

- 3.12 The Innovation route is used when a project requires specific detailed research and development to generate an output. It is not relevant for this project as there is a defined scheme.
- 3.13 In all cases, it is essential that very clear award criteria are agreed prior to embarking on the formal process.
- 3.14 At the time the project is tendered, a complete set of Employers' Requirements will have been generated. This will include details of all main features developed to the point where the layout of the park and how it functions are fully defined. There will be scope for the

contractor to input into the design process to ensure that the project is buildable, and there is an opportunity to refine the design to ensure that the project remains within budget.

- 3.15 In view of the level of detail available at the time of tender, it is therefore recommended that the Restricted Process is adopted.

### **Tender Criteria**

- 3.16 Havering's standard procurement rules require a 30:70 quality:price split when assessing tenders. This ratio is suitable for routine work where there are no bespoke features and consequently, project risks are similar to those experienced on most contracts.
- 3.17 In the case of Beam Parkway, the client's objective is to create a high quality public realm in support of the Rainham Housing Zone, where a high quality of workmanship is required using a mix of materials. The contract includes significant amounts of landscaping, as well as development of swales, and requires a contractor with a broader range of experience than a traditional roadworks contractor.
- 3.18 There is also a need to proactively engage with the community before and during construction, and regardless of the route chosen, it is essential that the selected contractor is able to participate fully in this process.
- 3.19 The successful contractor must be able to demonstrate that they have the organisational capability to deliver the work, as well as the right people with knowledge skills and experience to work on the project.
- 3.20 At the pre-qualification stage, there is no confirmed project timescale, and as such, while the contractor may include an organogram to demonstrate typical staffing arrangements, there is no guarantee that specific personnel demonstrated will be available to deliver the project. Therefore, contractors must be asked to propose their project team at ITT stage.
- 3.21 Similarly, at pre-qualification, the contractor may be able to give a high-level approach to the project, but they won't be able to provide a detailed approach until full contract details are available at ITT stage. Areas such as interfaces between the scheme and housing developments, traffic management throughout the build programme, and proactive stakeholder engagement will be undefined at pre-qualification but sit within the scope for the ITT.
- 3.22 At pre-qualification, the tenderers can provide evidence of their organisational capability to deliver the project; that is they have track record in similar projects and have a range of staff with the right skills. However, it is not until full works information is provided at ITT stage, with a confirmed contract period, that a contractor can provide a comprehensive approach to the project delivered by a named team with appropriate knowledge, skills and experience.
- 3.23 Therefore, it is recommended that the quality:price ratio is set to 60:40 to address the fact that the pre-qualification process cannot fully assess the contractors' detailed approach and team for undertaking specific project requirements for a high quality scheme.

## Form of Contract

- 3.24 The selected OJEU Procurement route can be used with any standard form of contract. Suitable options for this kind of work include the **traditional** route where the contractor prices to build the employer's design, and **design and build** options where the contractor prices to design and build the employer's design in line with the employer's requirements. These options are outlined below:

### Traditional Lump Sum

- 3.25 A traditional lump sum contract places design responsibility and risk with the Employer, and programme / financial risk mapped in accordance with the contract.
- 3.26 The Employer will provide:
- Full design package with drawings and specification (Works Information)
  - Site Information Pack
  - Some items can be contractor designed, but this is usually limited to bespoke elements of the works.
- 3.27 The contractor will provide a lump sum tender to undertake the works as defined in the Works information.

#### *Advantages*

- Employer retains full control of the detailed design;
- Good level of cost certainty provided there are no variations – that the design is well co-ordinated, comprehensive and risks are understood and managed.
- Good level of programme certainty provided there are no variations – that the design is well co-ordinated, comprehensive and risks are understood and managed.
- Contractor takes risks on quantities for defined works.
- Usually provides a competitive price;
- Good mechanism for agreeing compensation events and programme extensions for variations;
- Short tender period as no (minimal) contractor design);
- Main contractor provides main point of contact for construction phase; and
- Familiar procurement process where risks are well understood.

#### *Disadvantages*

- Employer takes all cost and programme risk on the quality of the design information, including scope gaps, which tends to attract significant post-contract variations;
- Full design very difficult to achieve as unforeseen risks occur;
- Client retains significant risk;
- Opportunities for use of Early Contractor Involvement prior to finalising price is limited.
- Several points of contact for the scheme as design and construction duties are separate (no single point of contact).

### **Traditional Remeasurable**

- 3.28 A traditional remeasurable contract using a bill of quantities has been considered and discounted because in addition to all the risks surrounding the traditional lump sum contract, the Employer also carries the risk for quantities.

### **One Stage Design and Build**

- 3.29 A single stage design and build contract requires a detailed set of Employer's Requirements to be drawn up, including designs and specifications in sufficient detail to enable the Employer to get the end product required, at the level of quality required.
- 3.30 Following shortlisting of contractors through a PQQ process, the tenderers submit their fixed price based upon designing and building works that comply with the Employer's Requirements.
- 3.31 The contractor is then appointed to design and build the scheme.
- 3.32 The Employer will provide:
- Comprehensive set of Employer's Requirements with sufficient drawings and specifications to define the project scope (Works Information)
  - Site Information Pack
- 3.33 The contractor will provide a lump sum tender to design and build the works as defined in the Works information.

#### *Advantages*

- Cost certainty as contractor prices to design, build and accept project risks in accordance with the contract documents;
- Programme certainty;
- Low cost and programme risk to Employer;
- Allows for transfer of design risk including scope gaps;
- Good cost control;
- Single point responsibility for design and build;
- Commonly used form of contract.

#### *Disadvantages*

- Opportunities for full use of Early Contractor Involvement prior to finalising price is limited;
- Longer tender period;
- Longer evaluation period prior to award;
- Employer's Requirements need to be very well defined to ensure required quality, programme and cost certainty;
- Post contract change will require allowance for design and risk as well as the build cost;
- Risk transfer to contractor will be paid for as part of the tender sum.

### **Two Stage Design and Build**

- 3.34 A two-stage design and build contract also requires a detailed set of Employer's Requirements to be drawn up, including designs and specifications in sufficient detail to enable the Employer to get the end product required, at the level of quality required.
- 3.35 Following shortlisting of contractors through a PQQ process, the tenderers submit their fixed price to complete the design, and an indicative price for the works, based upon designing and building works that comply with the Employer's Requirements.
- 3.36 The contractor is then appointed to design the scheme. This is reviewed by contractor and Employer to ensure that the works comply and that the project remains deliverable within budget and programme. Project scope is therefore refined giving excellent price and programme certainty.
- 3.37 The contractor is then appointed to build the scheme, though there is the opportunity to break the agreement at this stage (Break Clause) should there be financial or programme issues that cannot be resolved.
- 3.38 The Employer will provide:
- Comprehensive set of Employer's Requirements with sufficient drawings and specifications to define the project scope (Works Information)
  - Site Information Pack
- 3.39 The contractor will provide a lump sum tender to design the works as defined in the Works information, and an indicative price to build.

#### *Advantages*

- Formalised Early Contractor Involvement in design process;
- Cost certainty at start of construction as contractor prices to build his own design and accept project risks in accordance with the contract documents;
- Programme certainty;
- Low cost and programme risk to Employer;
- Allows for transfer of design risk including scope gaps;
- Good cost control;
- Single point responsibility for design and build.

#### *Disadvantages*

- Longer tender period;
- Longer evaluation period prior to award;
- Employer's Requirements need to be very well defined to ensure required quality, programme and cost certainty;
- Employer time required to work with contractor to refine scope and price is significant;
- Post contract change will require allowance for design and risk as well as the build cost;
- Risk transfer to contractor will be paid for as part of the tender sum.

## Procurement Scoring

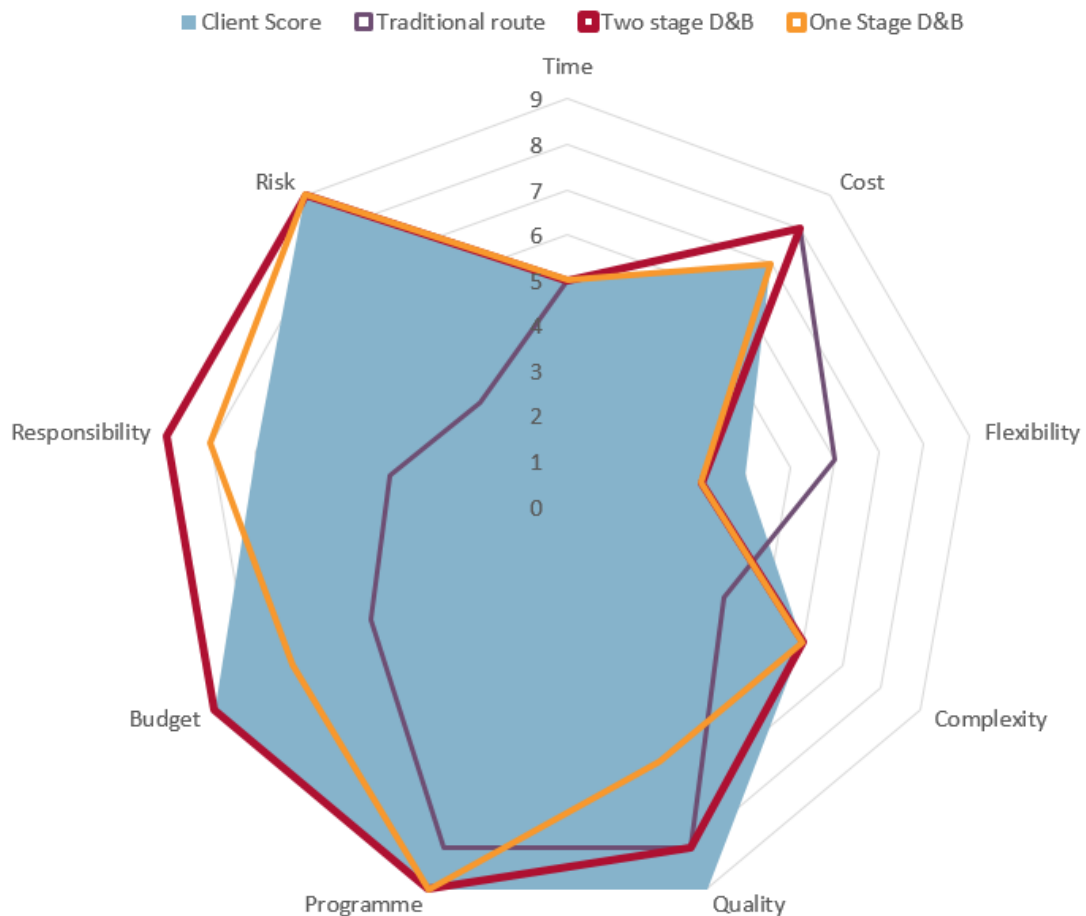
- 3.40 The three options have been scored against the client requirements as shown in Table 3.2 below. (The traditional remeasurement option has not been scored as it carries more financial risk to the Employer than the traditional lump sum route):

**Table 3.2: Procurement Option Scoring**

Element	Description	Comments	Client Score	Trad. route	Variance	Two stage D&B	Variance	One Stage D&B	Variance
Time	Is early completion desirable	No – provided spend profile is achieved. Some advantage in later completion because of housing zone development speed.	5	5	0	5	0	5	0
Cost	Is a firm price required prior to commitment of any construction works	Prior to commencement of construction – very important. Prior to letting Early Contractor Involvement – less so.	7	8	1	8	1	7	0
Flexibility	How likely is it that the client will need to make significant variations	Possible with regard to interface with housing zone, within known parameters.	4	6	3	3	-1	3	-1
Complexity	Is the scheme highly specialised or technologically advanced	Broad range of technical skills required, including landscaping, but most construction techniques will be familiar to an experienced highway and public realm contractor.	6	4	-2	6	0	6	0
Quality	How important is build quality	Very important – good workmanship is essential.	9	8	-1	8	-1	6	-3
Programme	Is completion on time required	Yes, to meet spend commitments.	9	8	-1	9	0	9	0
Budget	Is completion within a budget required?	Yes, within spend profile.	9	5	-4	9	0	7	-2
Responsibility	Is a single point of responsibility required across the whole contract?	Yes, but note that TfL traffic signals will appoint their own contractor for their element of the works.	7	4	-3	9	2	8	1
Risk	Is the transfer of appropriate risk required	Yes.	9	3	-6	9	0	9	0
Totals			65	51	-14	66	1	60	-5

3.41 The scoring is illustrated on the radar chart in Figure 3.2 below.

**Figure 3.2: Procurement Option Scoring Chart**



3.42 It can be seen that the two-stage design and build option offers the best fit to the Client's objectives, with the traditional route being the poorest fit.

## Contract Conditions

3.43 There are a number of families of contract available for these routes that may be appropriate for Beam Parkway. These include:

- JCT Contract – suitable for building projects. Also occasionally used for highways and public realm, but not designed for this use. Design and Build or Traditional versions are available.
- New Engineering Contract 4<sup>th</sup> Edition (NEC4). The most recent edition of the widely used and understood NEC3 suite of contracts with options including design and build and traditional approaches. It is suitable for highways and public realm work. An updated version (NEC4) is now available and it may be appropriate to opt for this instead of NEC3.

3.44 The ICE Conditions of Contract are no longer published.

3.45 Of these, the NEC contracts provide a wide range of options and are well understood. The JCT contracts could also be used, but the NEC offers more benefits than the others, and is



therefore recommended. The contract can be modified by use of Z clauses, but it is recommended this is done with caution.

- 3.46 It is advised that the client team undergoes specific contract training regarding the use of the NEC4 contract prior to agreeing who should undertake the key contractual role of Project Manager and Supervisor.

## Conclusion

- 3.47 The traditional option is not a good fit for the client's requirements and is rejected.
- 3.48 The framework option is rejected because of the limited choice of contractor and tie in to specific rates for certain elements, with no tendered rate for bespoke elements.
- 3.49 The best fit option is the two-stage design and build, which allows effective Early Contractor Involvement to inform the design process, and allows the design to be developed within the project budget and programme constraints. It also offers good opportunities to transfer appropriate risk to the contractor.
- 3.50 It exceeds the requirement for responsibility by creating a single point of responsibility for design and construction, scoring higher than the single stage Design and Build Option because the early contractor involvement allows more time for the contractor to take ownership of the project.
- 3.51 The quality:price ratio should be set to 70:30 as the PQQ process can only assess the corporate capability of the company to deliver a scheme. At this stage, no contractor can commit their staff to a project for which they may not even pre-qualify, and therefore the tender stage assessment needs to consider in detail how the tenderers will approach the project, and who will be responsible for delivering the work.

## 4 Recommendation

- 4.1 It is recommended that the project is procured through a two-stage NEC4 Design and Build route, with a fully defined set of Employer's Requirements to ensure quality and scope is achieved.
- 4.2 This option offers good programme and cost certainty, and allows for the transfer of appropriate risk to the contractor.
- 4.3 The tender process should be assessed on the basis of a quality:price ratio of 60:40.



## CONTROL INFORMATION

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<b>SDG project/proposal number</b>	<b>Client contract/project number</b>
22839903	
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<b>Other contributors</b>	<b>Distribution</b>
	<i>Client:</i> <i>SDG:</i>
<b>Version control/issue number</b>	<b>Date</b>
0.1 - Draft	20 December 2017
0.2 - Final Draft	26 January 2018
1.0 – Final	29 January 2018





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## CABINET

**Subject Heading:**

Decision to Award Contract for the 0-19 Healthy Child Programme

**Cabinet Member:**

Councillor Jason Frost, Cabinet Member for Health and Adult Care Services

**SLT Lead:**

Mark Ansell, Director of Public Health

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**Policy context:**

Supports priorities in the 'Communities' section of Havering's Corporate Plan:

- Giving children the best start in life and helping them to achieve in school
- Havering residents are healthy and active

**Financial summary:**

The current contract value of the Public Health grant funded 0-19 HCP is £2.595m. It is recommended to increase this by the following amounts:

**2020/21:** £289k (annual contract value £2.884m)

**2021/22:** £578k (annual contract value £3.173m)

**2022/23 – 2024/25:** £867k (annual contract value £3.462m)

Total contract value for five years (plus two year extension): £23,367,000

**Is this a Key Decision?**

Yes:

- (a) Expenditure or saving (including anticipated income) of £500,000 or more
- (c) Significant effect on two or more Wards

**When should this matter be reviewed?**

Year 4 of the 5-year contract.

**Reviewing OSC:**

Health Overview and Scrutiny Sub  
Committee

Children's Overview and Scrutiny Sub  
Committee

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

Communities making Havering	<input checked="" type="checkbox"/>
Places making Havering	<input type="checkbox"/>
Opportunities making Havering	<input type="checkbox"/>
Connections making Havering	<input type="checkbox"/>

<b>SUMMARY</b>
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- 1.1** A procurement for the provision of the Healthy Child Programme 0-19 (HCP), which incorporates health visiting (HV) and school nursing (SN) services, launched in May 2019 to award a new contract to commence on 1st April 2020.
- 1.2** This Cabinet Report seeks approval to award a five year contract (plus a two year extension option) for the provision of HV and SN services from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025.
- 1.3** Furthermore, this report seeks approval to award additional funding of £289k in year one of the contract, an additional £578k in year two of the contract and £867k for the remaining term of the contract.
- 1.4** The HCP is evidence based and, if delivered in full, contributes significantly to a large number of local priorities including maternal mental health, childhood obesity and school readiness.
- 1.5** The total value of the current HV and SN contracts is £2.595 million per annum. For HV, this equates to £114 per head of Havering's 0-5 population, significantly below the nationally recommended minimum investment of £160 per head. As a result, significant parts of the programme, including mandated elements, are not delivered.
- 1.6** Increasing funding for HV by £867k per year by Year 3 of the contract will bring Havering to the minimum level necessary to deliver the HCP in full for children aged under five.



**1.7** Increasing funding for HV by £867k will also bring the following benefits:

- Value for money; although only increasing the budget for HV to the national minimum, the Provider has committed to achieve higher coverage of the mandated HV checks than the national and London average
- An enhanced offer for 0-5s and their families, which is integrated with the council's Early Help and Early Years offer
- Increased early identification of vulnerability in 0-5s and their families and opportunity for health visitors (HVs) to provide more intensive intervention for those most at need, and deliver a more accessible universal offer for all families in Havering
- Improved outcomes for children and families in specific priority areas for Havering; school readiness, childhood obesity, maternal mental health

**RECOMMENDATIONS**

Cabinet is recommended to agree;

**2.1.** The approval of the award of a Healthy Child Programme (HCP) contract to North East London Foundation Trust (NELFT), for the reasons set out within the body of the report. The contract sum to be £23,797,000, for a period of five (5) years plus up to a further two (2) year extension period following a Best Value Review (within the meaning of Part 1 of the Local Government Act 1999) of the HCP service contract, with a start date of 1<sup>st</sup> April 2020.

**2.2.** To approve investment of an additional:

- £289k for year one of the contract
- £578k for year two of the contract
- £867k per annum for the remaining term of the contract

The full uplift will increase the annual value of the contract to £3.462m and thus fund the service at the minimum level necessary to deliver the HCP in full for children aged under 5.

**REPORT DETAIL**

## **Background**

- 3.1.** The HCP is based on the best available evidence and, when implemented in full, improves a wide range of outcomes for children and reduces the need for more intensive, higher cost interventions later in life. It is a universal service led by Health Visitors (HVs) for families with children aged 0-5 years and School Nurses (SNs) for children aged 5-19 years, delivered in collaboration with other agencies including GPs, Early Help service, Early Years providers, schools and education services, benefiting all children and families. A well-resourced service plays a key role in the identification of, and response to, needs of individual children and families, as well as assessing needs of the population as a whole, to inform planning and delivery by partner agencies.
- 3.2.** The first 5 years of life have a major and lifelong impact on almost every aspect of physical and mental health.<sup>1</sup> Inequalities in health and life chances in general are evident at a very early age and become larger and more intractable with increasing age. The HCP 0-5 is the only universal service provided to children of pre-school age and as such offers key opportunities to assess the home situation; relationships between family members, parenting skills and development needs of the individual child. This early contact informs the support offered to the family by the HV team and shapes the offer to the family from other health, education and social care professionals. The five 0-5 health reviews are a mandated function of local authorities.
- 3.3.** As children reach school age, they transition into care of the SN service. The five 5-19 health reviews are not mandated, however, locally, the SN service delivers the National Child Measurement Programme (NCMP) which is. A recent review of the SN service highlighted work around healthcare plans and training, and safeguarding as key demands on staff time. The role of the SN service remains central in linking schools to wider health and wellbeing services and in enhancing the value of Havering's Healthy Schools London programme and the planned introduction of statutory Health Education in September 2020.

## **Funding of the HCP in Havering**

- 3.4.** Currently, in Havering, despite improvements and efficiencies made since the HV service transferred from NHS to local authority responsibility in October 2015,<sup>2</sup> there are significant deficits in HCP delivery: -
- Only three of the five mandated 0-5 years health reviews are offered universally – the remaining two are offered to a small number of high risk families
  - One 5-19 health review is carried out on starting school, but reviews are not provided on transition from primary to secondary school, during teenage years or on transition to adulthood.

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<sup>1</sup> Fair Society, Healthy Lives – The Marmot Review 2010

<sup>2</sup> Introduction of ASQ-3 for the 2 ½ year check; limited pilot of combined 2 ½ year check with early years settings; weaning sessions developed and delivered with children's centre staff.

- The offers of the lower tiers of the four levels of service are very limited.
- 3.5.** Notwithstanding the fact that the current HV contract is the single most costly health improvement contract held by Havering, there is overwhelming evidence that the service is underfunded both relative to spending elsewhere and in comparison with statements of professional best practice.
- The minimum funding recommendation established at the point the commissioning responsibility transferred to local authorities in 2015 was £160 per child aged under 5. Funding in Havering has been low historically and has subsequently fallen below £114 per head as a result of population growth.
  - Councils are required to report how they have spent the ring-fenced Public Health Grant (PHG) against a framework set by PHE. Within this, average spend nationally in 2016/17 on ‘mandated 0-5 services’, which more or less corresponds to HV services, was £213 (21.4% of total PHG) per child aged under 5. In Havering it was £125 (19% of total PHG).
  - Low spend translates into a small team and high caseloads. The recommended ratio is 1 HV to 250<sup>3</sup> or 300<sup>4</sup> children aged under 5. In Havering caseloads are currently 628 children per HV and, in the absence of increased investment, will increase still further to 678 per HV by 2024/25.
  - Lack of service capacity and partial delivery of the five mandated checks was highlighted in our recent SEND inspection as an area of concern that needs to be addressed. Remedial action is part of the SEND action plan.
- 3.6.** Reducing HV caseloads to recommended levels would require an additional investment of circa £1.4m per annum, and increase in current staffing complement from 28 to 58 HVs, both currently considered unachievable. Other areas have made greater use of skill mix to arrive at more cost effective HV *led* rather than HV *delivered* models of care, funded at or around £160 per child aged under 5. Adopting a similar model in Havering will require additional funding of £867k based on 2020 ONS population projections.
- 3.7.** Given the stronger evidence base for intervention in the early years, and the limitations presented by the current financial climate, any additional investment should be directed towards HV provision. Increasing capacity at the 0-5 stage will help to alleviate pressures on SN and other services further downstream.

## **Procurement Process and Methods**

- 3.8.** The procurement sought a provider that could demonstrate willingness and capability to: -
- Make use of technology to maximise reach and accessibility to residents
  - Adjust existing skill mix to maximise capacity whilst preserving professional oversight

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<sup>3</sup> The Protection of Children in England: A Progress Report – The Lord Laming, p.57

<sup>4</sup> Institute of Health Visiting (2018) Position Statement: Health Visiting and the NHS in the next 10 years.

- Work with children's centres, early years settings and the wider voluntary sector to maximise the overall benefit to local children and their families
- Play a full role in locality services for CYP; taking the lead on assessing the health and social care needs of the population served.
- Address the following local priorities :-
  - Parental attachment / perinatal mental health
  - Breastfeeding, weaning and the prevention of childhood obesity
  - Full participation in childhood immunisation and screening programmes
  - Management of minor illness and accidents and appropriate use of health care services
  - School readiness
  - Asthma care in schools
  - Mental wellbeing of children and staff working with them
  - Safeguarding vulnerable adolescents

**3.9.** The procurement followed the EU procurement route of competitive procedure with negotiation

**3.10.** The procurement was subject to and adhered to the Council's Contract Procedure Rules. The procurement followed a formal tender process in accordance with the Public Contracts Regulations 2015, which require compliance with principles of non-discrimination, equal treatment and transparency. Following these regulations, the Council published the required Contract Notice in May 2019. The current provider and providers that contacted us in response to a Prior Information Notice in February 2019 were invited to engage in market warming in March 2019 and were informed of the opportunity when the procurement went live in May. Suppliers were invited using CapitalESourcing, the Council's E-Procurement system.

**3.11.** One contractor (NELFT – the incumbent provider) completed and submitted their tender documents by the closing date of 26th June 2019.

**3.12.** Feedback has been sought from contractors who expressed interest but did not submit a tender. Suppliers stated that the financial envelope including potential additional funding was not sufficient for them to take on the service from the incumbent provider with the costs associated with transferring staff. Market engagement was carried out through two separate Prior Information Notices, and a market engagement event. Providers who had expressed interest were given notice of the timescales for the Procurement, were notified when the opportunity went live, and had six weeks to respond to the ITT. As thorough market engagement was carried out, suppliers had sufficient time to submit a tender, and suppliers have informed us that the opportunity was not financially viable for them, it was decided not to retender as we would not expect to receive any additional bids.

- 3.13.** An evaluation panel was formed to review and score the submitted tender documents. The panel was made up of Commissioning, Public Health, Early Help, Education and Procurement colleagues.
- 3.14.** All evaluations focused on examining how the proposal will deliver a quality service (technical) and the cost of the service (commercial). Cost was evaluated at 70% of the total score. The quality factors were weighted according to their importance with 30% percent of the total score assigned to quality. It was stipulated that the Council would only consider proposals which received a minimum score of 60% in the quality section (technical envelope). This ensured that whilst the Council receives good value for money, the quality of the service is also of a high standard.
- 3.15.** The negotiated process followed allowed the evaluation panel to negotiate with the contractor on one part of their initial tender submission; the proposed service delivery for additional funding. This process enabled officers to shape the future service and ensure that the Council will get value for money for additional monies invested.
- 3.16.** A full-day negotiation meeting took place, in which the evaluation panel ensured that commissioner and provider visions for the service and additional funding were aligned, and that commissioners were satisfied that value for money would be achieved through awarding additional funding. The resulting agreed breakdown of staffing, projected coverage of mandated health reviews for children aged 0-5, dedicated time allocated to champion roles and additional service delivery for each level of investment are summarised in Appendix 1.
- 3.17.** The following is an outline of the additional service delivery that was negotiated for the maximum additional funding of £867k per annum:
- 15 additional staff members with a range of skills on a range of pay bands
  - 95% coverage of all mandated 0-5 health reviews (see current and projected coverage in Appendix 1)
  - Delivery of integrated programmes of support with Early Help re. school readiness, healthy lifestyles and parenting skills
  - Extended hours of service delivery to provide better support to working families
  - Recruitment of Champion HVs in six key areas of child development. (See section 5.5 for further information).
  - Improved tracking and follow up of families who don't engage with health reviews, or who have needs identified at early health reviews
  - Ability to maintain a high level of service delivery for a 0-5s population which is projected to grow significantly within the duration of the contract

**3.18.** Following negotiations, the contractor submitted a final tender, which was evaluated by the evaluation panel. This tender met the requirements for a quality score of at least 60% to be considered for the award of the contract.

**3.19.** TUPE applied to the tender. Detailed TUPE information was provided by the incumbent provider and included in the Invitation to Tender. As the recommendation is to award to the incumbent provider, staff will not need to be transferred.

## **REASONS AND OPTIONS**

### **4. Options**

The following options were considered and rejected:

#### **4.1. Do Nothing**

This was not deemed as a viable option as the current contract expires on March 31<sup>st</sup> 2020 and doing nothing would result in LBH not having a contract in place for delivery of HV and SN services, and thus not delivering the mandated health and development reviews or NCMP.

#### **4.2. Extend the current contract**

The contract has already been extended within the terms stipulated within the current contract, and so this approach would contravene the Council's Contracts Procedure Rules.

The following option is recommended:

#### **4.3. Award a contract to NELFT with an increased contract value**

As outlined in Appendix 1, options were considered to fund the HCP at the following levels:

- £3.462m (an increase of £867k on the existing contract)
- £3.173m (an increase of £578k on the existing contract)
- £2.884m (an increase of £289k on the existing contract)
- £2.595m (the same level of funding as the existing contract)

Our strong recommendation is to fund the service at:

- £2.884m for year one of the contract (2020/21)
- £3.173m for year two of the contract (2021/22)
- £3.462m for the remaining term of the contract (2022/23-2024/25 plus optional two year extension)

## **5. Reasons for the decision**

- 5.1.** An additional investment of £867K is the minimum required to deliver the HCP in full – the first time this has been achieved in Havering. HVs are in short supply; hence staging the additional funding reflects a realistic trajectory for recruitment and / or training of new staff. It also supports the Council's MTFS.
- 5.2.** Opting for any of the lower values for the full term of the contract will decrease staffing and coverage of the mandated reviews, thus decreasing the likelihood of identifying families in need of additional support and missing opportunities to intervene early to prevent escalation of needs. It will also decrease capacity so that there are fewer, or no, champions, thus missing opportunities to build service delivery capacity with partners across the wider system. Ultimately, this will not result in the improved outcomes for families that can be achieved through an adequately funded HCP.
- 5.3.** Families have reported that they do not get enough time with their HV to get the level of support they need. Families and HVs identified the following as areas where families and children need more support:
- Maternal mental health
  - Breastfeeding and starting solids
  - Speech and language
  - School readiness

Increasing investment will increase capacity within the HV service and allow HVs to invest the time needed to provide the level of support required by families, to identify issues and to put in place multiagency response.

- 5.4.** Awarding a total contract value of £3.462m for year three of the contract will bring spend per head for the Havering 0-5 population up to £160 - the minimum investment expected. The increased levels of staffing, skill mix arrangements, digital innovations and introduction of an out-of-hours offer will enable the provider to deliver a full HCP, fully integrated with the wider system. It will ensure all mandated health reviews are offered universally, with a target take-up (coverage) of at least 95% for all five contact points. Building capacity at these early stages is true primary prevention – stopping problems before they start, and minimising escalation and the need for more costly intervention at later stages.
- 5.5.** A spend of £3.462m per annum (an increased spend of £867k) will provide the following benefits:

### **Additional capacity delivered through skill mix recruitment**

An additional 15 members of staff will be recruited to deliver the 0-5 HCP in full. As demonstrated in Appendix 1, these members of staff will not all be HVs, will have

different levels of skill and qualification, and therefore be set on different pay bands. Using a skill mix approach will ensure that the service is delivering value for money; staff on lower pay bands can deliver aspects of the HCP under the leadership of more highly qualified and higher paid HVs who work with more complex families, and deliver the aspects of the programme which require more experience and specific skills.

Additional funding will also allow for staff to be skilled up; a number of SNs and HVs will be dual trained, which means they will be able to deliver both roles. This allows for continuity of service delivery if either service needs additional capacity, and provides better support to children who are transitioning between the HV and SN services.

### **At least 95% coverage of all mandated 0-5 health reviews**

This demonstrates very good value for money for the Council; delivery of health reviews to this level would mean that for the minimum recommended funding for 0-5s Havering were achieving higher coverage than both the London and England average as demonstrated in the table below.

Table 2: Coverage of Health Reviews

	<b>New birth visit</b>	<b>6 - 8 week review</b>	<b>12 month review</b>	<b>2.5 year review</b>
England*	98.1%	85.9%	84.4%	78.0%
London*	98.2%	74.7%	75.6%	68.6%
Havering (with full additional funding)	98%	95%	95%	95%

\*Figures from Q4 2018/19

Increasing coverage of the 0-5 health reviews will ensure that developmental difficulties, vulnerability and areas in which families need additional support are identified early. With the increased HV capacity which will be made available through additional funding, HVs will be able to provide a more comprehensive offer to those families where need is identified.

### **Recruitment of Champion HVs in six key areas of child development**

Integration at an operational level will be led by HVs allocated champion roles in six key areas relating to child development (parenthood and the early weeks; maternal mental health; breastfeeding; healthy weight; minor illnesses and accidents; healthy 2 year olds and getting ready for school)<sup>5</sup>. Champions will have a reduced caseload, freeing up protected time to dedicate to service development and delivery. They will be responsible for ensuring the multiagency workforce has up to date information on latest policy and best practice in their champion area,

<sup>5</sup> PHE (2018) [Best start in life and beyond: Improving public health outcomes for children, young people and families](#)



and lead on building links and improving integration with the Early Help Service, Early Years settings, schools, GPs and specialist services.

Practical examples of how these Champions will improve outcomes for children and families in Havering are as follows:

#### *School readiness*

A School Readiness group is being trialled in one setting currently. HVs are working with partners including Early Help, Early Years, Speech and Language Therapy (SALT) and CAMHS to create referral pathways, identify key topics and deliver multiagency interventions. These include oral hygiene, sleep and behaviour, immunisations, accident prevention and communication. Dedicated school readiness capacity within the HV team will ensure the pilot is evaluated and improvements made where indicated, and that a wider rollout of groups across the three localities is made possible. Increasing the provision of support for children at risk of not being school ready will ensure that more children are ready to learn when they start school, and thus improve educational outcomes for these children.

#### *Maternal Mental Health*

At present, the majority of new mums in Havering meet their HV 10-14 days after giving birth, but don't have another formal contact until their baby is 12 months. A key part of the 6-8 week check is to assess maternal mood, so increased coverage of this contact presents an opportunity to identify low mood, anxiety and depression and provide appropriate signposting to Butterflies sessions in Children's Centres and referral to the Perinatal Parent Infant Mental Health Service. A nominated HV currently supports this work, but is limited by their high caseload. Formalising a champion role will offer protected time to dedicate to improving the perinatal mental health pathway for parents, ensuring the right support is provided at the right time.

The Champion will:

- Share expertise and knowledge of specialist interventions with partners and HCP delivery staff including referring and signposting women at the earliest opportunity to the most appropriate service.
- Increase access to perinatal peer support groups and support women to set up their own groups in order to provide early support and intervention promoting specialists working closely together from the midwifery services and the HV team.
- Participate in the delivery of multi-agency perinatal mental health training to raise awareness amongst practitioners from all organisations who are involved in the care of women during the perinatal period, with the skills and knowledge to recognise, detect and treat perinatal mental health problems.

#### *Breastfeeding Peer Supporter training*

Havering's Infant Feeding Steering Group has identified a need to train additional breastfeeding peer supporters. The Breastfeeding Champion HV will develop training and mentoring in partnership with voluntary sector and maternity colleagues, increasing capacity for community delivery and ensuring sustainability of support in an area of need that has a naturally high turnover of volunteers. For mums in Havering, this will mean support is available more frequently and in more locations across the borough. In the early weeks post-birth, timely support to breastfeed is key. For example, having to travel from Harold Hill to Hornchurch to a support group because there isn't a closer session is a known barrier to mums. Increasing capacity to deliver more groups will help to remove this barrier, thus increasing likelihood of continuing breastfeeding and the benefits this brings for mother and child. Benefits for mothers include reduction in the risk of developing certain types of cancer, cardiovascular disease and obesity. Benefits for children include reduced risk of infections, reduced risk of childhood and adult obesity, and reduced risk of cardiovascular disease in adulthood.

### **Delivery of integrated programmes of support with partner agencies**

Increased capacity within the HV service will also allow for increased delivery of integrated programmes of parental support with partner agencies. Practical examples of this are as follows:

#### *Starting Solid Foods workshops*

Co-development and delivery has already been tested and rolled out successfully with the introduction of these sessions across the borough. Instead of multiple HVs spending time answering individual queries, HVs and Early Years Practitioners now co-deliver workshops that accommodate multiple families at one time. Workshops are run in children's centres, in conjunction with child health clinics and infant feeding cafés, enabling effective signposting, providing expert advice in a planned, efficient way, and bringing families together to encourage peer support and facilitate self-help. For a parent in Havering, this presents a clear offer of support provided at key stages of development – breastfeeding support in the first few weeks after birth and beyond, practical guidance on introducing solid foods when babies reach 6 months, and support for family mealtimes and activities through the HENRY programme from 6 months onwards. These additional contacts also provide a welcome opportunity to cover other issues, such as mental health or parenting – whether for mums to ask questions or for HVs to increase awareness of support available.

#### *Multiagency support for language delay*

HVs will partner with the pre-school Speech and Language Therapy (SALT) team, under 5 inclusion team and Early Years providers to develop a programme for parent interaction, providing tools for parents to support language delay. Children who are showing a delay of less than 12 months, and therefore not meeting SALT thresholds, will be identified by early years settings and through the HV 2 ½ year check. Interventions will be delivered by HV and Early Years colleagues with

support from the pre-school SALT team. Partners will combine intelligence about the child and family, and tailor interventions to meet specific needs of families identified for each programme. HVs will link speech and language therapists with a setting, so that support is provided in the place where children are and feel most comfortable. This will only be possible if capacity is increased by additional funding.

Parents will receive consistent advice and support whichever health or education professional they come into contact with. This increases their confidence in the support available to them and, as a result, increases their willingness to engage. Taking support to places we know families already are shifts the emphasis away from families being hard to reach, towards services being easy to reach for families

## **IMPLICATIONS AND RISKS**

### **6. Financial implications and risks**

The current contract for the Healthy Child Programme (HCP) has an annual value of £2,595,000. The service is currently funded from the Public Health Grant as reflected in the following table:

<b>Contract</b>	<b>Funded from:</b>		<b>PH Grant allocation £m</b>
	<b>Cost Centre</b>	<b>Public Health Outcome</b>	
School Nursing	A48017	Children 5-19 PH Programmes (HCP)	
		- Block Contract Element	0.340
		- Outcomes Based Element (Earned Income)	0.190
	A48006	Healthy Child Programme	0.060
Health Visiting	A48019	Children's 0-5 PH Programmes	2.005
<b>Annual Contract Value</b>			<b>2.595</b>

The annual contract value for the new HCP contract will be profiled as follows:

	<b>Total Contract Value £</b>
2020/21	2,884,000
2021/22	3,173,000
2022/23	3,462,000
2023/24	3,462,000
2024/25	3,462,000
<b>Total for 5 year contract</b>	<b>16,443,000</b>
2025/26	3,462,000
2026/27	3,462,000
<b>Total for 5 year contract (plus 2 year extension)</b>	<b>23,367,000</b>

The Public Health Grant has been subject to small cuts each year, reducing the amount received to less than the cost of services charged against it. Despite prudent management of the Public Health Grant, the existing MTFS makes provision for a recurrent contribution of £707K per annum from 2021/22 onwards, to offset recurrent grant reductions.

As described above, the proposed model of HCP will be very cost effective and represents excellent value for money. Nonetheless, additional investment in this contract is necessary. It is proposed that this will be phased in over 3 years to reflect the need to recruit and / or train scarce health visitors and to better suit the financial circumstances of the Council. As a result the MTFS would need to contribute an additional £867K; this funding will be required from 2022/23 as additional costs will be covered from the Public Health Reserve prior to this.

Appendix 2 – Public Health Grant Income and Commitments 2019-20 to 2026/27, details the commitments against the Public Health Grant and the funding available over the next 7 years.

Note: In appendix 2, the PHG is shown as a constant £10.646m per annum. This is the grant figure received in 2019/20. Central Government has announced that the PHG in 2020/21 will benefit from a real terms increase, but the precise value of this is unknown. It is anticipated that the 2020-21 increase will cover the anticipated £87k deficit highlighted for the 2020-21 financial year.

The figures also show that by the end of 2026-27 there will be an increase to the overall reserve figure, this is unlikely to materialise as other Public Health expenditure is likely to increase in line with inflation and through demand over the period.

From 2021/22 there is uncertainty regarding the future of the grant, however alternative funding arrangements are expected to be in place. As part of the local authority's Medium Term Financial Strategy (MTFS), and in anticipation of the expected changes, the council has undertaken financial modelling of the service's commitments against available funding over the period, and has determined that there is minimum risk to both the authority and the service in continuing to fulfil its obligations within available resources, including the ability to draw on existing Public Health Reserves should the need arise.

## **7. Legal implications and risks**

1. The Council has a general duty under the Health and Social Care Act 2012 to be responsible for improving the health of the population of the borough. The Council also has a duty under section 3(2) of the Childcare Act 2006 to secure that early childhood services in its area are provided in an integrated way.
2. This report is seeking the Cabinet's approval of the award a Healthy Child Programme ("HCP") contract to North East London Foundation Trust (NELFT), for the reasons set out within the body of the report. The contract sum to be £23,797,000, for a period of five (5) years plus up to a further two (2) year extension period following a Best Value Review (within the meaning of Part 1 of the Local Government Act 1999) of the HCP service contract, with a start date of 1<sup>st</sup> April 2020.
3. Cabinet will be aware of the Public Sector Equality Duty (PSED) set out in section 149 of the Equality Act 2010. At each stage, in exercising its function (and in its decision making processes) the Council must have due regard to the need to:
  - a) eliminate discrimination, harassment, victimisation or other prohibited conduct;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and those who do not share it;
  - c) foster good relations between person who share a relevant protected characteristic and those who do not share it.

The relevant protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation

4. Procurement of this contract has to show equality in the treatment of bidders, transparency, as well as fairness in order to be compliant with the principles of the PCR and the Council's Contract Rules. The proposed timetable, advertising media and evaluation criteria noted in the procurement strategy are indications of a compliant exercise.

5. The Legal and Governance officers are available to provide ongoing legal advice, and to assist the client department in finalising any terms and conditions of the proposed draft contract.

## **8. Human Resources implications and risks**

The services identified in this report are provided by an external supplier so there is no direct impact on Council employees. TUPE does apply to this tender, but as the recommendation is to award the contract to the incumbent, staff will not need to be transferred.

## **9. Equalities implications and risks**

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) the need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

There are not anticipated to be any negative impacts arising from this proposal to current and future users of this service. The service is universal and open access, delivered in all wards of the borough, and provided to all residents aged 19 and under and their families.

<b>BACKGROUND PAPERS</b>
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There are no background papers attached to this report.

## Appendix 1: Additional Service Delivery for Additional Investment in the HCP

Contract Value (increase from current)	Staffing	Projected coverage of checks	Champion roles	Additional offer
<b>£3.462m</b> (£867k)	1 FTE Band 8B Operational Lead 9 FTE Band 7 Practitioners 25.8 FTE Band 6 Practitioners 12 FTE Band 5 Practitioners 13 FTE Band 4 Practitioners/ Support Workers 11 FTE Band 3 Support Workers	95% antenatal 98% NBV 95% 6-8 wk 95% 1 year 95% 2.5 years	1 x minor illnesses (0.05 FTE) 1 x children with additional needs (0.05 FTE) 1 x asthma lead (0.05 FTE) 1 x transition lead (0.05 FTE) 1 x CONI lead (0.05 FTE) 1 x smoking cessation lead (0.05 FTE) <i>Plus all champions shown for £289K &amp; £578K</i>	- Further develop out of hours offer (and extend SPA opening dependent on evaluation of core hours offer) <i>Plus all additional offer for £289k &amp; £578k</i>
<b>£3.173m</b> (£578k)	1 FTE Band 8B Operational Lead 9 FTE Band 7 Practitioners 23 FTE Band 6 Practitioners 9 FTE Band 5 Practitioners 15 FTE Band 4 Practitioners/ Support Workers 10 FTE Band 3 Support Workers	85% antenatal 98% NBV 85% 6-8 wk 85% 1 year 85% 2.5 years	1 x perinatal MH (0.2 FTE) 1 x speech and language (0.2 FTE) 1 x healthy weight (0.2 FTE) <i>Plus all champions shown for £289k</i>	- Tracking and engagement of families who don't participate in 1 / 2.5 yr checks - Training of staff and co-delivery of Incredible Years Parenting with EH - Extended appointment hours (8am-6pm) <i>Plus all additional offer for £289k</i>
<b>£2.884m</b> (£289k)	1 FTE Band 8B Operational Lead 9 FTE Band 7 Practitioners 21 FTE Band 6 Practitioners 10 FTE Band 5 Practitioners 11 FTE Band 4 Practitioners/ Support Workers 10 FTE Band 3 Support Workers	60% antenatal 98% NBV 75% 6-8 wk 85% 1 year 85% 2.5 years	1 x infant feeding (0.2 FTE) 1 x school readiness (0.2 FTE)	- Additional 3 dual trained HV/SNs - HENRY – take on contract, fund licences and toolkits, provide coordinator role <i>Plus all core offer</i>
<b>£2.595m</b> (£0)	1 FTE Band 8B Operational Lead 9 FTE Band 7 Practitioners 18 FTE Band 6 Practitioners 9 FTE Band 5 Practitioners 11 FTE Band 4 Practitioners/ Support Workers 9 FTE Band 3 Support Workers	45% antenatal 98% NBV 45% 6-8 wk 85% 1 year 85% 2.5 years		- 9 dual trained HVs/SNs - HENRY – maintain trained bank of staff to co-deliver with Early Years Practitioners

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## Appendix 2: Public Health Grant Income and Commitments 2019-20 to 2026-27

		2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27
Public Health Grant Income		10.646	10.646	10.646	10.646	10.646	10.646	10.646	10.646
Additional funding requested for HCP Contract		-	-	-	0.867	0.867	0.867	0.867	0.867
MTFS Growth for recurrent cuts to PH Grant		-	-	0.707	0.707	0.707	0.707	0.707	0.707
<b>Total Funds Available</b>		<b>10.646</b>	<b>10.646</b>	<b>11.353</b>	<b>12.220</b>	<b>12.220</b>	<b>12.220</b>	<b>12.220</b>	<b>12.220</b>
Expenditure (Forecast)		10.860	11.110	11.110	11.110	11.110	11.110	11.110	11.110
Additional HCP contract costs		-	0.289	0.578	0.867	0.867	0.867	0.867	0.867
<b>Total Anticipated Expenditure</b>		<b>10.860</b>	<b>11.399</b>	<b>11.688</b>	<b>11.977</b>	<b>11.977</b>	<b>11.977</b>	<b>11.977</b>	<b>11.977</b>
(Shortfall)/Surplus		-0.214	-0.753	-0.335	0.243	0.243	0.243	0.243	0.243
Reserve Balance	1.215	1.001	0.248	-0.087	0.156	0.399	0.642	0.885	1.128

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## CABINET

### Subject Heading:

### *Homelessness & Rough Sleeping Strategy*

To consider and approve the draft Homelessness & Rough Sleeping Strategy in principle so that formal consultation with residents, members, internal and external stakeholders can commence

### Cabinet Member:

Councillor Joshua Chapman

### SLT Lead:

Patrick Odling-Smee, Director of Housing

### Report Author and contact details:

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01708 434606

### Policy context:

*Homelessness Reduction Act 2017*

### Financial summary:

*The Homelessness and Rough Sleeping Strategy action plan does contain cost implications. This report identifies how these costs will be managed.*

### Is this a Key Decision?

*Yes, significant effect on two or more Wards*

### When should this matter be reviewed?

*March 2020*

### Reviewing OSC:

*Towns and Communities*

## 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]

[X]

[]

[]

## **1. SUMMARY**

- 1.1. The report sets out the Council's draft Homelessness and Rough Sleeping Strategy for the next 4 years, that will be consulted upon for the next twelve weeks. It builds on progress made and highlights some of the key actions that are proposed be taken by the Council and its partners to help prevent and address homelessness.
- 1.2. The Council's Homelessness and Rough Sleeping Strategy is a sub-strategy within the Council's over-arching Housing Strategy and, following the consultation, will replace the existing one with an up-to-date, collaborative and sector-led approach to homelessness within our borough.
- 1.3. This report is being presented to Cabinet because producing a Homelessness and Rough Sleeping Strategy is a statutory requirement for local authorities, reiterated in guidance provided by the Ministry of Housing, Communities and Local Government (MHCLG) following the Homelessness Reduction Act 2017.
- 1.4. The draft strategy includes a number of key priorities which are supported by a range of actions and recognises the importance of partnership working, including across council departments, statutory and voluntary agencies.
- 1.5. In their national Rough Sleeping Strategy, the Government are committed to ensuring that all local authorities have an up to date homelessness and rough sleeping strategy, submitted to MHCLG and available on line by winter 2019. MHCLG will consider our strategy to be submitted once it is available on-line.
- 1.6. The draft Homelessness and Rough Sleeping Strategy is being presented to Cabinet to seek a steer on whether there are other issues that should be included before formal consultation is carried out. Following approval, the Council will carry out a formal consultation with key stakeholders, members of the public, and partners over a 12-week period from November 2019 – February 2020. Responses from the consultation will be used to inform and shape the final Homelessness and Rough Sleeping Strategy and its future priorities. Cabinet approval will be sought in March 2020 on the proposed final strategy before it is adopted.

## **2. RECOMMENDATIONS**

Cabinet is asked to:

- **Approve** the draft Homelessness and Rough Sleeping Strategy and ask officers to commence the formal consultation process with members of the public, key stakeholders and partners.
- **Note** that the outcome of the consultation will inform and shape the final Strategy and its future priorities before final approval is sought from Cabinet.

### **3. REPORT DETAIL**

- 3.1.** This report presents Havering's draft Homelessness and Rough Sleeping Strategy showing how the Council and its partners will continue to work to prevent homelessness for those at risk and provide support when homelessness occurs. The Council has chosen to integrate the Rough Sleeping Strategy with the homelessness strategy into one document as the two areas are closely related.
- 3.2.** The proposed strategy is aligned with the vision and objectives set out in Havering's Corporate Plan 2019/20 and Havering's draft Joint Health & Wellbeing Strategy 2019/23. It relies on the Council using its collective resources and expertise to prevent and address homelessness in the borough.
- 3.3.** This vision is underpinned by the following four key priorities which have corresponding actions:
- Managing homelessness demand through effective pathways - we want to stop people from becoming homeless and reduce the use of temporary accommodation.
  - Supporting our vulnerable residents - we will support those experiencing the crisis of homelessness, helping them to recover and regain their independence
  - Ending rough sleeping by 2022 – we will halve rough sleeping by 2021 and eradicate it by 2022.
  - Increasing the supply of affordable housing and reducing the use and cost of temporary accommodation – we will continue to invest in developing genuinely affordable housing in the borough and work with private landlords to improve access to affordable and good quality accommodation
- 3.4.** These priorities were informed by a review of homelessness in the borough that identified a number of key issues as summarised in the paragraphs below.
- 3.5.** The number of households in temporary accommodation has steadily increased since 2013/14 due to changes in the local housing market and a lack of affordable accommodation at or below Local Housing Allowance (LHA) rates. There was a reduction in 2018/19 which was largely driven by changes since the introduction of the Homelessness Reduction Act 2017 that strengthened prevention activities and the provision of comprehensive housing options services to local residents.
- 3.6.** The most frequent reasons for homelessness are eviction by family, loss of private rented accommodation, and domestic abuse. The Council has invested in preventative services that seek to support people to remain in their existing home including:
- 3.6.1. employing Community Outreach Housing Solutions Officers who offer mediation and conciliation for families in their home environment;
  - 3.6.2. services to support those who have experienced domestic violence like the Independent Domestic Violence Advocates (IDVAs);
  - 3.6.3. Havering Women's Aid refuge provision to reduce the risk to victims; and
  - 3.6.4. the Council is also supporting households to access alternative private rented accommodation with financial assistance where required.
- 3.7.** Our early intervention model is increasingly geared to helping people help themselves by identifying and resolving the root causes of their problems before they

become critical. The Council is committed to continuing to prevent families from becoming homeless and, where this is not possible, support them to relieve their homelessness situation.

- 3.8.** There is a very high demand for social housing in Havering. The Council has approximately 2,000 households waiting for Council homes with approximately 400 homes to let each year. The demand is highest in absolute terms for 1, 2 and 3 bedroom homes. Housing market pressures and the continuing unaffordability of housing in the borough will result in an ongoing increase in demand for support services to prevent homelessness.
- 3.9.** Using the levers at the Council's disposal, we are seeking to address the issues surrounding the supply of both affordable housing and available properties within the private rented sector. The Council's ambitious regeneration programme will provide a significant number of new, much needed homes across the borough, over the next 10 years. However, in the short term, the transitioning of existing tenants from properties earmarked for regeneration will create some permanent supply challenges but also opportunities for homeless households to be housed, albeit temporarily, in the resulting empty properties.
- 3.10.** At the same time, it is recognised that the private rented sector has a role to play in addressing the supply and demand imbalance. However, regulating the sector ensures that private rented properties offer residents a choice of safe, quality and well-managed accommodation. The key priorities are to reduce anti-social behaviour from rental properties which is caused by poor management, and improve housing standards. The Council acknowledges that the majority of landlords operate their businesses professionally and that the private rented sector can provide high quality housing options for local people.
- 3.11.** The introduction of selective licensing in Romford Town and Brooklands wards and the extension of the additional licensing scheme by including the remaining six wards currently not covered; Cranham, Upminster, St Andrews, Emerson Park, Hacton and Hylands, will allow the Council to focus action against landlords who ignore their responsibilities whilst providing a light-touch approach for compliant landlords.
- 3.12.** The action the Council and its partners have taken to date has delivered significant reductions in the numbers of rough sleepers in the borough. We recognise that, despite having low rough sleeping numbers in comparison to most London boroughs, the Council still needs to develop a more proactive response to tackling this issue, especially within Romford Town Centre. The agencies already work closely together to support vulnerable people however we need to improve this because new rough sleepers continue to present, as do others arriving in Havering from neighbouring boroughs. There are also a number of entrenched rough sleepers who are hard to reach due to the complexity of their issues, in particular drug and alcohol abuse and mental health problems. We have clear and genuine aspirations to halve rough sleeping numbers in Havering by 2021 and eliminate rough sleeping in the borough by 2022, ahead of national targets.
- 3.13.** Housing and homelessness are recognised as determinants of public health and critical to increasing the life expectancy of people living in Havering. The homelessness review highlights the additional support needs from a number of vulnerable groups and the draft strategy links with the Health and Wellbeing Board's

objectives to improve health and social care outcomes through integrated services, especially for those suffering from mental health and substance misuse.

**3.14.** Building on the successful joint working between housing, mental health support agencies and substance misuse agencies, the draft Strategy proposes to develop activities already underway, led by the Council's various partners who support homeless households, while also seeking to be more ambitious in key areas to improve further outcomes over the coming years.

**3.15.** We recognise that dealing with homelessness is complex and numbers can be unpredictable, so we are not complacent. We need to keep our plans under review to respond to variations in demand or increases in the level of rough sleeping in future. The Council therefore will view this strategy as a "live" document, which will be subject to regular review to make sure Havering effectively responds to and addresses issues of homelessness.

#### **4. Proposed timetable for adoption of the Strategy**

The proposed strategy, if approved, is planned to be ready for implementation from March 2020. The approach and timeline is set out below:

<b>Action</b>	<b>Date</b>
Cabinet decision to consult on the draft Strategy	13 <sup>th</sup> November 2019
Consultation period (12 weeks)	November 2019 – February (5 <sup>th</sup> ) 2020
Consultation analysis/updated strategy	February 2020
Cabinet decision to adopt the Strategy	11 <sup>th</sup> March 2020

#### **5. Consultation**

**5.1.** The consultation process will run for 12 weeks. This is in line with the Council's Consultation Policy on the basis that this is a major strategy and has significant impact.

**5.2.** The Council will engage with:

- Residents including rough sleepers, those living in temporary accommodation and those on the Council's housing register
- Members of Havering Council, MP's, Senior Managers of the Council
- Statutory partners
- Members of the Homelessness Forum
- Third sector and voluntary sector partners
- Private landlords
- Other council departments
- Housing providers
- Metropolitan Police
- Barking and Dagenham, Havering and Redbridge Clinical commissioning group
- Members of the Tenant Participation Panel
- Other relevant forums and interested parties

**5.3.** The methods of engagement that will be used will include:

- An online survey available on the Council's website for all using a summarised version of the strategy with a notification in 'At the Heart' and 'Living' magazines

for all residents. Summerised versions of the strategy will be produced in accessible formats for hard to reach groups.

- Round table discussions with organisations/forum members
- Team and one to one discussions
- Email briefings to staff, members and other stakeholders
- Rough sleeper engagement at the drop-in service at Salvation Army and Hope4Havering Night Shelter.
- Social media

**5.4.** The outcome of the consultation will shape the final strategy and inform the Equality and Health Impact Assessment that will accompany the final version of the Homelessness and Rough Sleeping Strategy.

## **6. Governance and delivery of the Strategy**

The Homelessness and Rough Sleeping Strategy is a critical strategy for the Council as it affects the delivery of a range of statutory services to Havering residents. This means that the oversight and responsibility for the delivery of the strategy will sit with a recognised body that spans housing, care services and health. It is proposed that the Health and Wellbeing Board and Havering Council's Housing Services department are currently best placed to fulfil this role.

However, in the longer term, this may need to be reviewed as MHCLG are currently (as at July 2019) consulting on proposals that could result in the establishment of Homelessness Reduction Boards. Depending on the outcome of the consultation, it is possible that the governance arrangements for the strategy will need to change to align with new requirements.

## **7. REASONS AND OPTIONS**

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

#### **7.1. Reasons for the decision:**

Once the proposed draft strategy is approved, then officers can commence the formal consultation process. This will enable the Council to comply with its statutory duty to consult with residents and stakeholders in the development of a Homelessness and Rough Sleeping Strategy, as well as make positive progress towards developing a fit for purpose strategy for adoption.

#### **7.2. Other options considered:**

"Do nothing" would put the Council at risk of legal challenge and breach statutory requirements for not developing and adopting a Homelessness and Rough Sleeping Strategy. This is because without a strategy in place, decisions taken relying on the strategy could be open to challenge.



## **8. IMPLICATIONS AND RISKS**

### **8.1. Financial implications and risks:**

The action plan, which is in Section 9 of The Homelessness and Rough Sleeping Strategy, does contain cost implications, but the majority of these can be managed within existing Housing Demand budgets or by making use of existing grants. The Regeneration and Supported Housing Programme actions are being led by other services within the Council and the associated costs will be addressed by them. The exception to this is the re-modelling of the hostels which will be subject to a separate Executive Decision once the new model has been agreed and the costs and the funding sources have been identified.

### **8.2. Legal implications and risks:**

- (i) Section 2 of the Homelessness Act 2002 ("HA 2002") requires local housing authorities to review homelessness in their district and to formulate and publish a strategy based on the results of the review. It is accordingly a statutory requirement for the Council to have a published homelessness strategy and a failure to do so would present a risk of legal challenge to the Council.
- (ii) Section 1(4) HA 2002 requires a new strategy every 4 years. The proposed strategy is for 4 years, and subject to annual review, so is compliant with this requirement.
- (iii) Chapter 7 Housing Act 1996 ("HA 1996") contains a local authority's statutory homelessness obligations. Sections 1(5) and 1(6) of HA 2002 require housing and social services authorities to take the homelessness strategy into account when exercising their functions.
- (iv) Section 214A Housing Act 1996 (as amended by Homelessness Reduction Act 2017) ("HA 1996") provides that the Secretary of State may from time to time issue codes of practice relating to homelessness or the prevention of homelessness. In accordance with section 182(1) of the HA 1996 Act, local housing authorities and social services authority are obligated to have regard for the Secretary of State for the Ministry of Housing, Communities and Local Government's Homelessness Code of Guidance in exercising their functions relating to homelessness and the prevention of homelessness. Failure to have regard to the Code would again potentially give rise to legal challenge to the Strategy.
- (v) The Homelessness Reduction Act 2017 came into effect from 3 April 2018 and requires that local housing authorities must take reasonable steps to either maintain or secure accommodation for eligible applicants threatened with homelessness.
- (vi) Following the Homelessness Reduction Act 2017, a new Code of Guidance was issued by the Secretary of State to include the prevention duties as required by the HRA 2017.
- (vii) Chapter 2 of the Code of Guidance relates to homelessness strategies and reviews.
- (viii) Clause 2.4 of the Guidance states that the homelessness strategy should take account of the additional duties introduced through HRA 2017. The proposed strategy does so by including prevention as Priority 1 of the action plan.

- (ix) The Code references Health and Social Care Act 2012 that requires a local authority to take such steps as it considers appropriate for improving the health of people in the area, including those who are homeless or at risk of homelessness. The Code focuses on having a multifaceted approach to homelessness and threatened homelessness with involvement of relevant departments and partner agencies.
- (x) Paragraph 2.10 of the Code states that housing authorities “must” consult public or local authorities, voluntary organisations or other persons as they consider appropriate before adopting or modifying a homelessness strategy. Paragraph 5.2 of this report sets out those people, departments and organisations who will be consulted and encompasses a wide range of consultees in compliance with the requirement under the Code.

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

There are no Human Resource implications arising from the decision to consult with residents and all affected stakeholders on the draft strategy as these will be delivered through existing resources.

### **8.4. Equalities and Health implications and risks:**

The outcome of the consultation will inform the Equality and Health Impact Assessment which will accompany the final version of the Homelessness and Rough Sleeping Strategy. Where necessary, the Service will set out an action plan to mitigate any adverse impacts identified.

<b>BACKGROUND PAPERS</b>
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None

# **Homelessness and Rough Sleeping Strategy**

**2019 – 2023**

**Draft for Consultation**

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## Foreword

Having a place to call home is one of the most basic human necessities and we are doing everything we can to make that possible for all of our residents.

To address current and future challenges, we have drafted a new homelessness and rough sleeping strategy, which champions early intervention and increased support for mental health and wellbeing.

With our statutory and voluntary partners, we have made great progress in helping people out of homelessness and into accommodation, but there is more to do. We have clear and genuine aspirations to eliminate rough sleeping in Havering by 2022. The council cannot do this alone. It must work with its partners and those with experience of rough sleeping to drive change and align agendas and resources across our statutory, voluntary and community sectors. We will provide strategic leadership to undertake this cross-sector challenge so that our partnership is committed to the principles identified in this strategy. This approach will enable us to achieve our ambition of eliminating rough sleeping on our streets.

Addressing homelessness is particularly challenging due to a lack of good quality, affordable housing in the private rented sector and a very limited stock of social rented homes. In a bid to address this, we are undertaking one of the most ambitious council home building programmes in London, which will double our existing social housing stock, creating affordable homes for local people.

The council's revised homelessness and rough sleeping strategy provides a great opportunity to develop further an effective and collaborative approach to tackling homelessness within Havering. The strategy signals a move towards a culture where homelessness is everyone's responsibility so that all residents have a safe, stable place to live, now and in the future.

I am pleased to be sharing this draft strategy for public consultation and welcome the valuable insights and views of the community and our partners.

With best wishes,

Councillor Joshua Chapman  
Cabinet Member for Housing, Havering Council.

## 1. Introduction

Homelessness in Havering has significantly increased in recent years and the Council has had to change and evolve to address these new demand pressures. Within the context of increasing local demand and restricted housing supply, the Council has a duty to balance the needs of the homeless with other residents on the Council's housing register looking for affordable alternative homes.

In April 2018, the [Homelessness Reduction Act 2017](#) came into effect, placing new duties and responsibilities on local authorities in relation to how homeless people are supported. The objective is for local authorities to reduce homelessness by early intervention and prevention.

In August 2018, the Ministry of Housing, Communities and Local Government (MHCLG), published its Rough Sleeping Strategy that required local authorities to adopt a more proactive approach to dealing with those on the streets. Rough sleeping remains one of the most challenging aspects of homelessness.

The Council commissioned independent reviews of its services that in turn have helped to inform this Homelessness and Rough Sleeping Strategy. The reviews that were carried out in 2016, 2017 and 2018 by the Chartered Institute of Housing (CIH) and iMPower led to a number of changes in service delivery as well as preparation for the implementation of the Homelessness Reduction Act 2017.

At the heart of these reviews has been a drive to embed the prevention activities that we know works well, whilst developing proposals to provide personalised support to individuals and increase the supply of affordable accommodation to further address the social, human and financial costs of homelessness in the borough.

The strategy includes a proactive approach to alleviating rough sleeping. While the recorded numbers of street sleepers are low in Havering compared to neighbouring boroughs, we want more to be done to identify hidden street homelessness and provide an appropriate pathway into safe, secure accommodation for those sleeping on the streets, even if intermittently. We recognise the need to strengthen our work with rough sleepers in the borough and work in collaboration with other Council departments/external agencies who are part of the Havering Homelessness Forum, to engage with rough sleepers and support them to move into settled homes. The strategy is consistent with other statutory, regional and local plans to ensure that all relevant departments and agencies are committed to supporting its delivery.

The strategy is supported by an action plan that sets out what we will do to deliver our aims, approach and priorities. The action plan will be regularly monitored, reviewed and updated to ensure delivery of the strategy.

## **2. Aims, approach and priorities**

### **2.1 Our aims**

To find innovative and practical ways to resolve and prevent homelessness (including rough sleeping) and reduce the health, mental health and wellbeing impacts on those living in temporary accommodation, through the provision of accessible services to those who need assistance in Havering.

### **2.2 Our approach**

We will maximise the housing opportunities and advice available to all housing applicants, including those threatened with homelessness, regardless of priority need. Our prevention service is available face to face or by telephone and advice is available on [our website](#) so that people can self-serve. This means that a tailored service is available to customers, which gives them the appropriate information and access to services that will help to prevent them becoming homeless.

However, there is an acknowledgement that with limited resources, we must focus prevention and support on those most at risk of homelessness, to ensure that we meet our legal duties as a local authority. This means that the extent of the help will vary, depending on the level of need and the ability of the individual to self-help.

We aim to intervene early and rapidly to prevent homelessness because of the adverse effects it has on people's lives, including their health and wellbeing. We also recognise that people with poor health and wellbeing are more likely to become homeless.

We will focus on keeping people in their existing accommodation, wherever it is practical and appropriate to do so, often by negotiating with landlords on tenant's behalf, mediation and conciliation for families in their home environment where relationships are breaking down and assisting people into alternative accommodation.

We will maintain existing, and set up new referral pathways with public bodies identified in the Homelessness Reduction Act for specific client groups, for example survivors of domestic violence and those discharged from hospital, which will include suitable accommodation and support.

To prevent more people from becoming homeless, we will act in a proactive and integrated way with our statutory and voluntary sector partners to ensure our services are complementary, efficient and effective in adding value to improving people's lives and opportunity.

We will aim to support residents to access and maintain stable accommodation by working closely with other statutory and non-statutory agencies to provide joined up housing, employment, skills training and education services. In pursuing this approach, we aim to increase individuals' resilience to changes in their circumstances, thereby preventing potential homelessness for those who may be struggling to manage their tenancies.

We will target available funds to projects that meet the Council's strategic objectives, provide value for money and monitor their outcomes by maximising and targeting funding through Discretionary Housing Payments (DHP) and the Homelessness Frontline Prevention Fund to prevent households falling into debt and becoming homeless.

It is of importance to many households threatened with homelessness to remain in the area they have been living in, for example to access employment, support services or childcare. Therefore, we aim to increase our access to good quality, affordable temporary accommodation, which is located in, or as near to, the borough as possible, so that households can maintain access to their support network.

The Council will develop affordable, quality housing in order to reduce reliance on temporary accommodation and give people more permanent long-term homes.

Given that the demand for genuinely affordable housing outstrips the supply of affordable and suitable accommodation available to us as a local authority, we will also manage the expectations of potential applicants so they are provided with a realistic picture of their housing options, while helping them to explore all avenues available to them.

In order to enact significant change within our community, this strategy focuses on four key priorities which are summarised below. Our key priorities are in keeping with the increased emphasis on early intervention and prevention in the Homelessness Reduction Act (2017), and the focus on providing support to enable people to live independently, as set out in the Council's Corporate Plan.

### 3 Summary of the key priorities



Managing homelessness demand through effective pathways



Supporting vulnerable residents



Ending rough sleeping by 2022



Increasing the supply of affordable housing and reducing the use and cost of temporary accommodation

## 4. Background

### 4.1 The Homelessness Reduction Act 2017

The Homelessness Reduction Act came into force in April 2018. Key measures in the Act include:

- **An extension of the period where someone is ‘threatened with homelessness’ from 28 to 56 days.**
- **A new duty to prevent homelessness for all eligible applicants**, regardless of priority need.
- **A new duty to relieve homelessness for all eligible homeless applicants**, regardless of priority need.
- **A new ‘duty to refer’** - public services will need to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless.

The Act has prompted a comprehensive review of how homelessness prevention services are delivered.

## 5. Strategic Context

### 5.1. National context

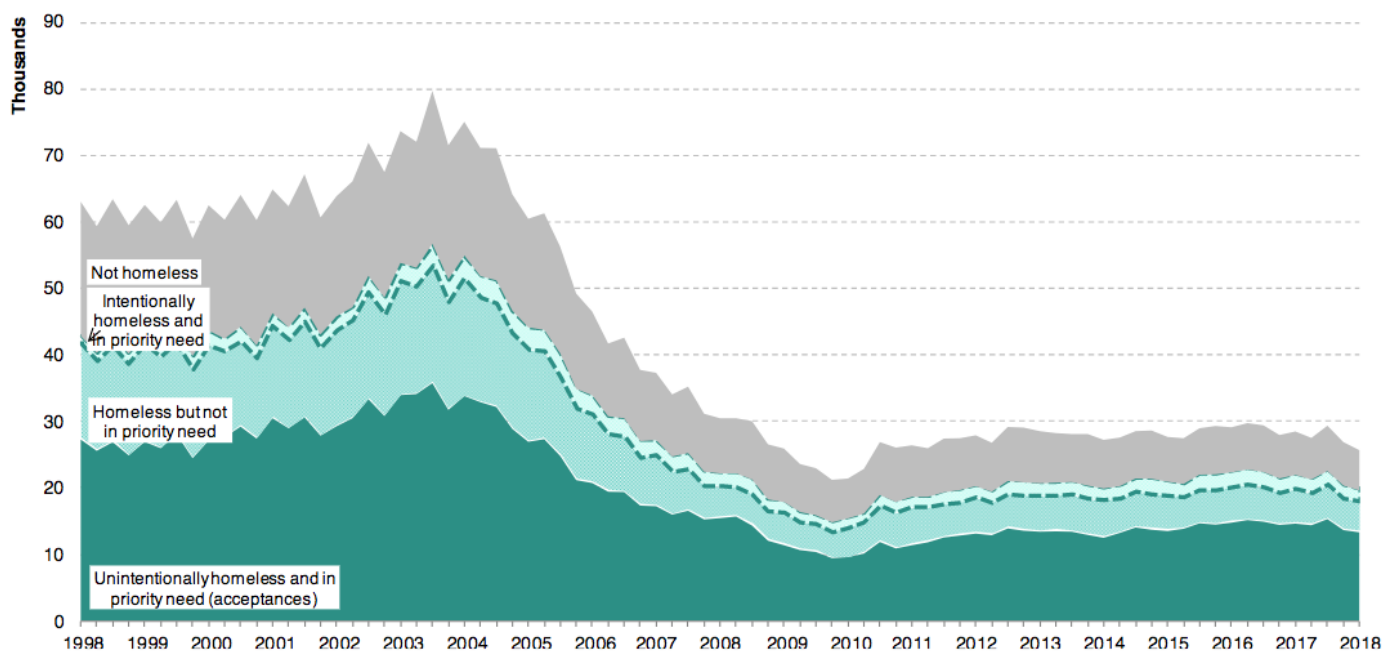
#### 5.1.1. Increase in homelessness

In their report ‘Far from alone’<sup>1</sup>, published in November 2017, Shelter calculated the number of people recorded as being homeless in England, as at Quarter 2 2017, to be around 270,000. This figure represents around 0.5% of the total population (55,268,067). This is the highest recorded figure for homelessness for 10 years.



Shelter also produced a briefing ‘Shelter research – In work, but out of a home’<sup>2</sup>. Its analysis shows that in 2017, 55% of families living in temporary accommodation were working. This represents over 33,000 families who were holding down a job despite having nowhere stable to live.

The challenge of preventing homelessness is nationwide, with particular issues seen in all major cities especially in London. Whilst homelessness has declined nationally from a peak in 2003/4, the numbers of households in temporary accommodation have slowly increased since 2011.



Source: MHLCG Statutory homelessness prevention and relief Q1 2018

### 5.1.2. Causes of homelessness 2009-2017

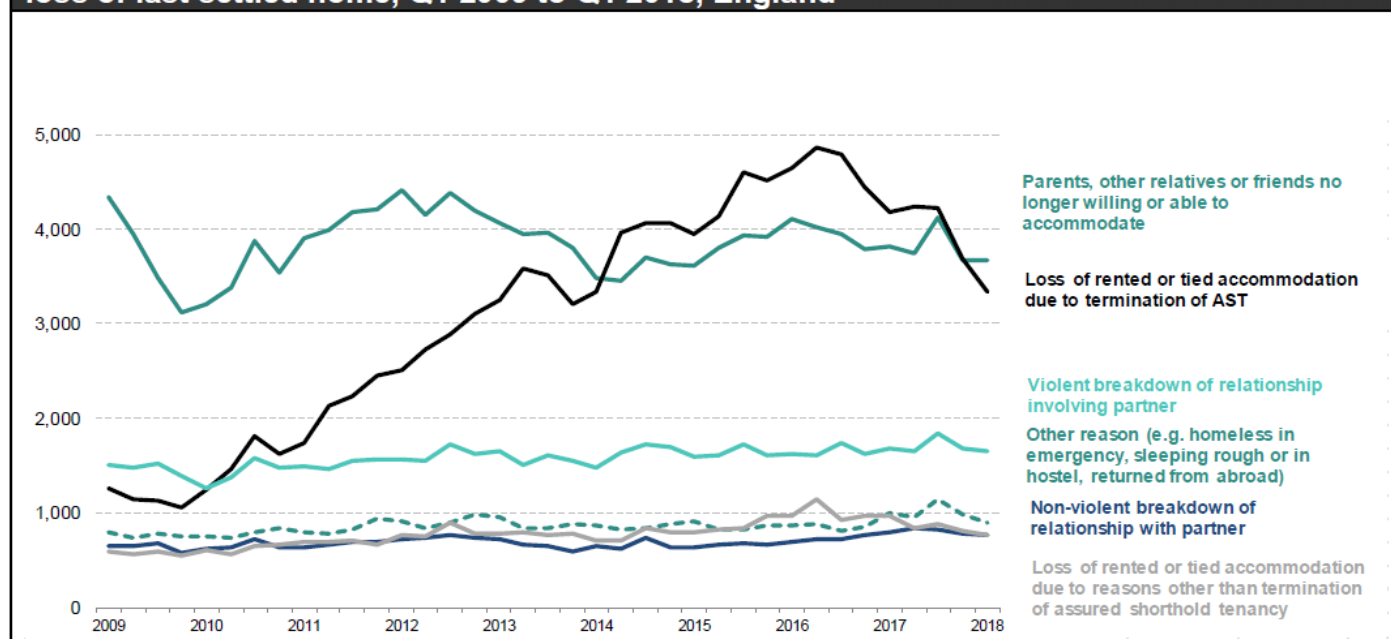
The ending of private sector tenancies (AST) has become the main cause of homelessness over the last eight years, rising from a low of 1,060 in 2009 to 3,360 in Q1 2018. This is because private sector rents have increased by three times more than the country’s median full-time, weekly earnings. In London, private sector rents increased by 27% - eight times more than median earnings, as tenancies have become less affordable.

In March 2018, the main causes of homelessness were parents, relatives or friends no longer willing or able to accommodate (28%), and loss of rented or tied accommodation due to termination of an assured shorthold tenancy (25%).

<sup>1</sup> Shelter: ‘Far from alone’ homelessness in Britain in 2017’

<sup>2</sup> Shelter research – ‘In work, but out of a home’ 2018

**Chart 4<sup>4</sup>: Households accepted by local authorities as owed a main duty by reason for loss of last settled home, Q1 2009 to Q1 2018, England**



Source: MHCLG Homelessness Data Bulletin

On 31 March 2018, the total number of households in temporary accommodation in England was 80,720. This was 5% higher than a year earlier and up 68% on the low of 48,010 on 31 December 2010. In London, the number of households in temporary accommodation at 31 March 2018 was 55,440, 69% of the total figure for England.

## 5.2. Regional and sub-regional context

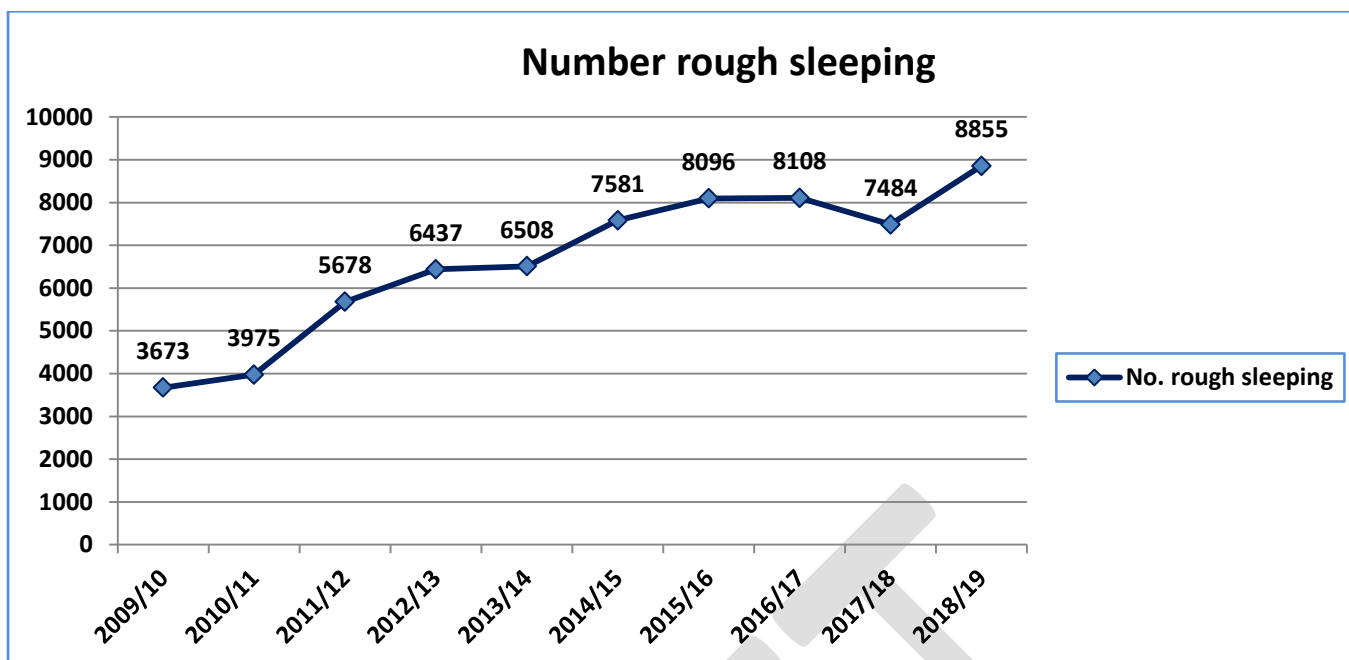
### 5.2.1. Homelessness and rough sleeping

In line with the national picture, homelessness in London has doubled since 2010.

CHAIN (Combined Homelessness and Information Network) is a multi-agency database commissioned and funded by the Greater London Authority (GLA). The database records information on rough sleepers across all 32 London boroughs as well as the City of London<sup>3</sup>.

Across the last ten years, the number of people recorded rough sleeping in London on CHAIN has risen year on year, with the exception of 2017/18. Following last year's break in the upward trend, 2018/19 has shown a return to the earlier pattern.

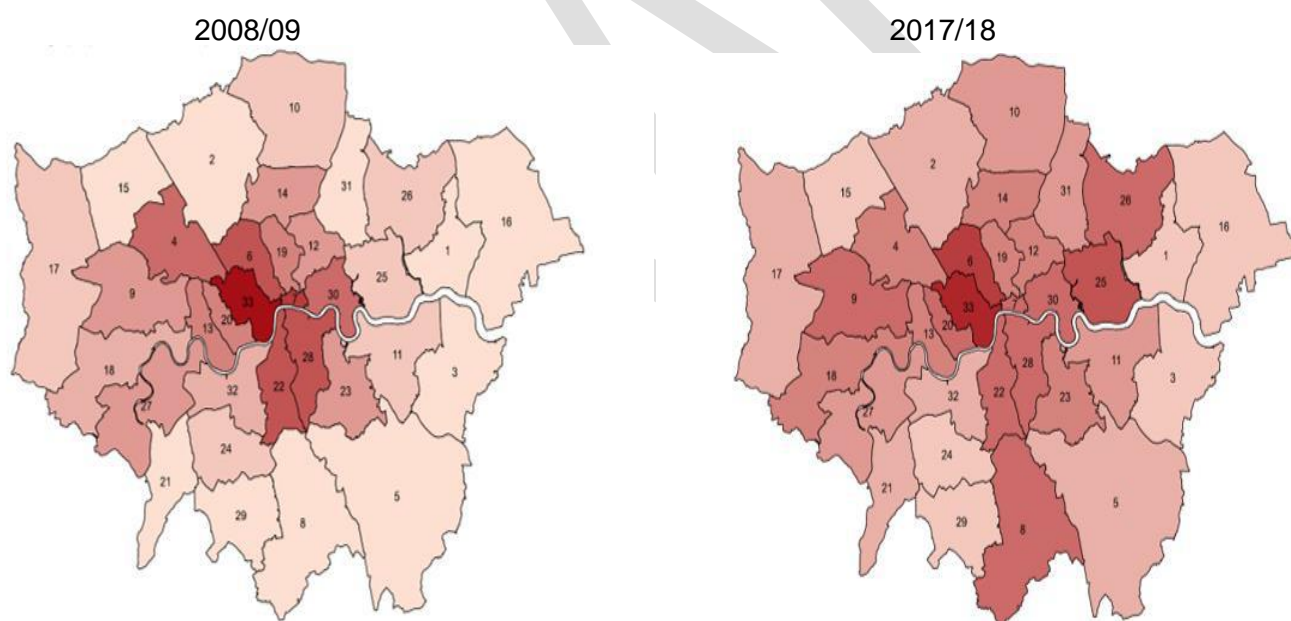
<sup>3</sup> Annual CHAIN bulletin Greater London 2018/19



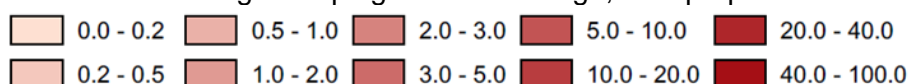
Source: GLA CHAIN Bulletin

Analysis by GLA highlighted that the very large increase in rough sleeping since 2008 meant that boroughs with previously very low levels of rough sleeping now have significant numbers of people on their streets. Increases were particularly concentrated in outer-London (see maps below).

#### Distribution of London's rough sleepers across London boroughs



Number seen rough sleeping in each borough, as a proportion of the London total



Source: GLA Rough Sleeping Action Plan, June 2018

#### 5.2.2. Collaborative work with the East London Housing Partnership (ELHP)

Havering is a member of the East London Housing Partnership that is an alliance between the eight East London local authorities and registered social landlords which work collaboratively to address housing need at a sub-regional level.

The ELHP covers an area of considerable diversity of housing need and density, community make-up, income levels and socio-economic needs.



The East London Housing Partnership launched its sub-regional Homelessness and Lettings Strategy and Action plan in January 2015 after extensive consultation with partners from across the sector. The strategy sets out how the Partnership will work collaboratively to foster innovation and share good practice in lettings and in preventing and mitigating homelessness.

<http://newsite.elhp.org.uk/homelessness/homelessness-and-lettings-strategy/>

As a collective, the partnership represents East London's interest at a London and national level. There are currently two projects which the ELHP is funded to deliver on behalf of the sub-region:

#### **(a) Private Rented Sector Access Project**

The sub-region partnership has secured grant funding (PRS Access Fund) of £432,081 from the MHCLG to deliver a homelessness prevention and relief project across the sub-region.

This funding will be used to: bring together the existing New Routes and New Leaf projects into a single entity (the PRS Access Project); and increase staffing capacity to prevent homelessness for single people and couples living in the private rented sector whilst procuring affordable private rented sector accommodation for them.

#### **(b) East London Women's Project (ELWP)**

The sub-region partnership has secured grant funding of £597,000 from the MHCLG to continue delivering the East London Women's Project (a supported accommodation project in London Borough of Newham for women across East London with complex needs who have experienced domestic abuse).

With this funding the ELWP provides:

- 24-hour staff for survivors with higher support needs
- 15 bed spaces for women to move out of the refuge
- A funded bed space for survivors without recourse to public funds
- A floating support to self-defining female LGBT domestic abuse survivors in East London.

We will continue to contribute to this partnership to enable us to respond holistically to the challenges of homelessness, and to take advantage of the funding opportunities across the sub-region.

## **5.3. Local context**

### **5.3.1. Key facts about Havering<sup>4</sup>**

- The London Borough of Havering is home to 256,039 residents. It has the oldest population in London with an average age of 40 years and higher proportions of elderly residents aged 65 plus than anywhere in the country.
- The average house price has risen over the monitoring period, climbing to a record £369,313 as of March 2018, compared with highs of £357,491 over the previous year.
- There are a total of 105,798 residential properties in Havering, 29% (30,125) of which are private rented sector; 54% are owner occupied and 17% socially rented.

<sup>4</sup> LBH Authority monitoring report 2018



- The borough is ranked 102 out of 152 upper tier local authorities in England for deprivation (with 1 being most and 152 being least deprived). However, pockets of severe deprivation continue to exist, with one small area within Gooshays ward falling into the 10% of most deprived area in the country.
- The rate of homeless households in temporary accommodation awaiting a settled home is 7.2 per 1,000 households. This is significantly lower than London at 15.1 per 1,000 households but significantly higher than England 3.4 per 1,000 household.

### 5.3.2. Havering's vision and Corporate Plan 2019/20

The Homelessness and Rough Sleeping Strategy's priorities are aligned with the Council's vision which is to make Havering an even better borough that is **Cleaner, Safer, Prouder Together**. As a result, the Corporate Plan reflects our desire to work as teams across the council and beyond to make the borough an even better place to live, work and do business.

The plan focuses on four fundamentals which are all linked around economic growth, investment in infrastructure, improving our neighbourhoods and helping people achieve under the following themes:

#### Communities

**Helping young and old fulfil their potential through high-achieving schools and by supporting people to live safe, healthy and independent lives.**

- Healthy and active
- Best start to life
- Achievement at school
- Families and communities look after themselves and each other
- Supporting our most vulnerable

#### Places

**Making sure that our neighbourhoods are great places to live by investing in them and keeping them clean, green and safe with access to quality parks and leisure facilities.**

- Keeping Havering clean and safe
- Quality Housing
- Delivering excellent leisure facilities
- Award winning parks

#### Opportunities

**Helping people get on in life by creating jobs and skills opportunities and building genuinely affordable homes.**

- Helping our businesses grow
- Helping people succeed in life
- Genuinely affordable quality homes
- Delivering value for money

#### Connections

**Making it easier for people to get around and get online by investing in road, transport links, faster internet and free Wi-Fi in town centres.**

- Smart Havering
- Improving Havering's roads and pavements
- Making it easier to get around

**We've got a plan, we need your help to deliver**

**Cleaner, Safer, Prouder Together**

Communities	Places
<p><b>A helping hand</b></p> <ul style="list-style-type: none"> <li>✓ More school places</li> <li>✓ New Free School for children with Special Educational Needs</li> <li>✓ Helping people to look after themselves and others</li> </ul>	<p><b>A great place to live</b></p> <ul style="list-style-type: none"> <li>✓ Increasing the frequency of street cleaning in residential streets</li> <li>✓ Even more awards for our parks</li> <li>✓ More genuinely affordable quality homes</li> </ul>
Opportunities	Connections
<p><b>Making life better</b></p> <ul style="list-style-type: none"> <li>✓ Continue to deliver £3bn of investment to:</li> <li>✓ Create jobs and skills opportunities</li> <li>✓ Help businesses grow</li> <li>✓ Providing the best possible services at the lowest cost</li> </ul>	<p><b>Making life easier</b></p> <ul style="list-style-type: none"> <li>✓ £40m to improve roads, pavements and fix potholes over the next four years</li> <li>✓ Exploring north-south public transport route</li> <li>✓ Digitally-enabled services</li> </ul>

go to [www.havering.gov.uk/vision](http://www.havering.gov.uk/vision) to see the full plan

**Havering**

### 5.3.3. Havering's relevant strategies and policies

The Homelessness and Rough Sleeping Strategy aligns with a number of partnership strategies and local policies including:

#### **(a) Havering's Joint Health and Wellbeing Strategy (JHWS)**

Havering's Health and Wellbeing current strategy 2015-2019 is being refreshed and the updated draft strategy 2019/23 is out for consultation.

The draft strategy sets out how partners will work together to improve the health and wellbeing of local people and improve the quality of, and access to, local healthcare services. It is informed by the [Joint Strategic Needs Assessment \(JSNA\)](#) and provides the overarching direction for the commissioning of health and social care services in Havering.

Poor housing is a key determinant of health of children, young people and adults and the link between poor housing conditions and poor health is addressed in the JHWS. Therefore, the draft strategy has a number of priority actions for housing including:

- Helping people to keep their homes so they don't become homeless. Also help people who are rough sleeping or need to stay in temporary accommodation to stay as well as possible.
- Making sure that health, housing and social care services work together for people of all ages.

Public Health and Housing teams will continue to work closely together on approaches to tackle homelessness.

Link to the strategy: <https://www.havering.gov.uk/draftwellbeingstrategy>.

#### **Havering's Violence against Women and Girls (VAWG) Strategy 2019-2022**

It sets out our partnership approach and redoubles our commitment to intervene as early as possible to support survivors, children and their families to stay safe, report crimes and rebuild their lives.

The strategy includes actions specific to housing including:

- Offering safe and secure housing options for families affected by violence
- Considering potential options to prevent perpetrators from returning to their victim's address.

Link to the strategy: <http://democracy.havering.gov.uk/mgAi.aspx?ID=19736>.

#### **(b) Havering's Housing Allocations Scheme**

The housing register is an indicator of demand for affordable housing in the borough. Allocation of social housing is based on the criteria set out in the Scheme. As of September 2019, there are approximately 2,000 households on Havering's housing register ("waiting list") and in 2018/19 we let 435 council/registered social landlord properties, which equates to around 22% of the households on the housing register. Link to the policy: <https://www.havering.gov.uk/hhapolicy>

#### **(c) Havering's Homeless Placement Policy**

It sets out the Council's approach for responding to homelessness in the borough in relation to procurement and placements (allocation) of temporary and settled accommodation. Link to the policy: <https://www.havering.gov.uk/homlessplacementpolicy>

#### **(e) Havering's Private Housing Health Assistance Policy (Disabled Facilities Grant)**

We will assist people in need of support to maintain independence in the home, reduce the need for support from Housing, Social and Health care services, and help prevent unnecessary and avoidable deterioration in their conditions. Link to the policy: <https://www.havering.gov.uk/pphapolicy>

## **6. Challenges**

**Havering offers a wide range of homelessness services. Alongside the Council, service providers participate actively in a range of forums dedicated to sharing information and good practice between them. Our partnerships provide insight, experience and skills from a wide range of organisations.**

However, the borough still faces a number of significant challenges. There is no 'quick fix' to resolving many of these broader social and economic challenges, but identifying them and understanding their

impact will be crucial to the delivery of this revised strategy and the future delivery of our services. Among the key challenges are:

### **6.1. Financial challenges**

Rising costs of housing and the rising cost of living have had a direct impact on low incomes families. The changes to the benefits system, Universal Credit and the Benefit Cap have left many families in Havering less able to afford housing in the borough which can result in homelessness.

An increasing number of private landlords are reluctant to enter into new assured shorthold tenancy arrangements with tenants in receipt of benefits. Renting on a nightly basis or taking on working private tenants offers more financially advantageous alternatives.

Single under 35 year private renters are only entitled to the shared accommodation rate for local housing allowance. This means that they receive housing benefit at the rate for a single room in a shared house, even if they are living on their own. The lower rate has meant that, nationally, two thirds of landlords are unwilling to let to single claimants under 35, as they perceive them as being difficult to manage and a financial risk<sup>6</sup>.



### **6.2. Demographic and population changes**

Between 2002 and 2016 Havering experienced an increase in population of 12.3%. Although the borough has the oldest population in London, between 2011 and 2016 it experienced the largest net inflow of children across London and it is projected that the largest increases in population will occur in children (0-17 years) and older age groups (65+) up to 2032. Consequently, meeting the housing and social needs of the borough's increasingly diverse population remains a significant challenge, particularly the need for family accommodation<sup>7</sup>.

There is also an outwards population migration in London, with Havering seen as one of the most enjoyable and affordable boroughs in London. The Cross Rail proposals in particular have increased Havering's appeal to private sector renters, who are moving to Havering from inner London and surrounding boroughs. Such changes will increase the accommodation challenges, which is likely to add to future homelessness pressures in Havering.

### **6.3. Council housing stock**

Like many local authorities, our social housing stock has steadily reduced over the years. Development within the borough has slowed down, with housing stock calculated to have grown by just 6.1% over the last 10 years, a rate insufficient to meet current and projected housing demand.

<sup>6</sup> <https://research.rla.org.uk/wp-content/uploads/SHU-Access-to-homes-for-under35s.pdf>

<sup>7</sup> This is Havering (September 2018)

The amount of council housing has reduced over the past 30 years however; Havering Council's ambitious regeneration plans will provide a significant number of homes across the borough over the next 10 years, which will alleviate supply pressure.

#### 6.4. Housing register

Havering faces significant demand on its housing stock. At March 2018 there were just under 2,000 households on the housing register looking for affordable housing to rent. The largest need groups on the register are overcrowded households and those who are homeless. There have been approximately 400 social lets in each of the last two years.

#### **Housing register by bedroom size required – September 2019**

<b>Bedrooms required</b>	<b>ER</b>	<b>CCR1</b>	<b>CCR2</b>	<b>H</b>	<b>RP</b>	<b>Total</b>	<b>%</b>
<b>1</b>	122	45	76	206	45	<b>494</b>	<b>25.1%</b>
<b>2</b>	37	150	62	384	99	<b>732</b>	<b>37.4%</b>
<b>3</b>	34	165	72	291	79	<b>641</b>	<b>32.6%</b>
<b>4</b>	13	10	23	39	9	<b>94</b>	<b>4.8%</b>
<b>5</b>	0	1	0	3	0	<b>4</b>	<b>0.2%</b>
<b>Total</b>	<b>206</b>	<b>371</b>	<b>233</b>	<b>923</b>	<b>232</b>	<b>1965</b>	<b>100%</b>

#### 6.5. Homelessness budget pressure

There is a significant cost in dealing with homelessness. Across the country it is estimated the cost is over £1billion per year. The National Audit Office (NAO) published a report on Homelessness in September 2017 in which it observed that of the £1.1bn spent by English local authorities in 2015-16, £845 million was spent on temporary accommodation.

Temporary accommodation costs have traditionally been met through subsidy from central government via the housing benefit system. The housing benefit support contained two elements: an LHA element directed towards payment of the rent, and a 'housing management' element which was intended to support local authorities' management of that TA tenancy. The Government removed the Temporary Accommodation Management Fee (TAMF) element from April 2017 and replaced it with the Flexible Homelessness Support Grant. Havering's grant allocation was £1.4M in 2017/18; £1.6M in 2018/19 and £1.5M in 2019/20.

In 2017/18, Havering incurred a gross expenditure of over £14m on provision of temporary accommodation, with a net cost to the Council of £2m and in 2018/19, a gross cost of over £12m with a net cost to the Council of £1.5m. Whilst the Flexible Homelessness Support Grant meets some of the cost of temporary accommodation, the shortfall is met from the Council's general budget.

The Council has also been provided New Burdens Funding in relation to the Homelessness Reduction Act. In 2017, we were allocated £232,196; in 2018 we were allocated £212,692; and a further £201,187 in 2019 to meet additional staffing requirements.

It is uncertain whether Councils will continue to receive these grants, making it more complex to forecast the impact our long-term position.

Discretionary Housing Payments (DHPs) can be made by the Council to people experiencing financial difficulty, with housing costs who qualify for Housing Benefit or the housing costs element of Universal Credit. This is an extremely useful mechanism for homelessness prevention. In 2018/19, Havering spent £627,113 of the £628,692 allocation. In 2019/20, the Government allocation has reduced to £566,060.

## 7. **Summary findings from the homelessness review**



In addition to the wider social and economic challenges that have contributed to the increase in homelessness and rough sleeping in recent years, there are also a range of more immediate factors that can lead to homelessness, such as relationship or family breakdown.

In Havering, we have been closely monitoring the trends in homelessness and rough sleeping. This has enabled us to target services and submit a series of successful bids for funding homelessness prevention activities. In developing this new Homelessness and Rough Sleeping Strategy, a comprehensive review of homelessness in the borough was undertaken.

Among the issues raised in the review were:

## **7.1. Affordability**

Around 29% (30,125) of residential properties in Havering are in the private rented sector and around 5,965<sup>8</sup> (20%) of the households currently claim housing benefit. This underscores that the significant majority of the private rented sector is unaffordable to low-income households.

Local Housing Allowance is calculated for every local area based on local rents. For Havering, those areas are Outer North East London and South West Essex. The maximum amount of support a household can claim will depend on where they live, the number of bedrooms they need, and their income.

### **2017-2018**

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
Average monthly rent (median)*	£875	£1,100	£1,350	£1,650
Average Local Housing Allowance (Outer NE London)**	676	837	1,053	1,359
Gap that households need to find each month	<b>£199</b>	<b>£263</b>	<b>£297</b>	<b>£291</b>

### **2018-2019**

	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>
Average monthly rent (median)***	£875	£1,100	£1,350	£1,650
Average Local Housing Allowance (Outer NE London)**	£696	£862	£1,085	£1,400
-Gap that households need to find each month	<b>£179</b>	<b>£238</b>	<b>£265</b>	<b>£250</b>

\*: Govuk - Private rental market summary statistics 2017-18

\*\* : Govuk - Local Housing Allowance (LHA) rates

\*\*\*: Govuk - Private rental market summary statistics 2018-19

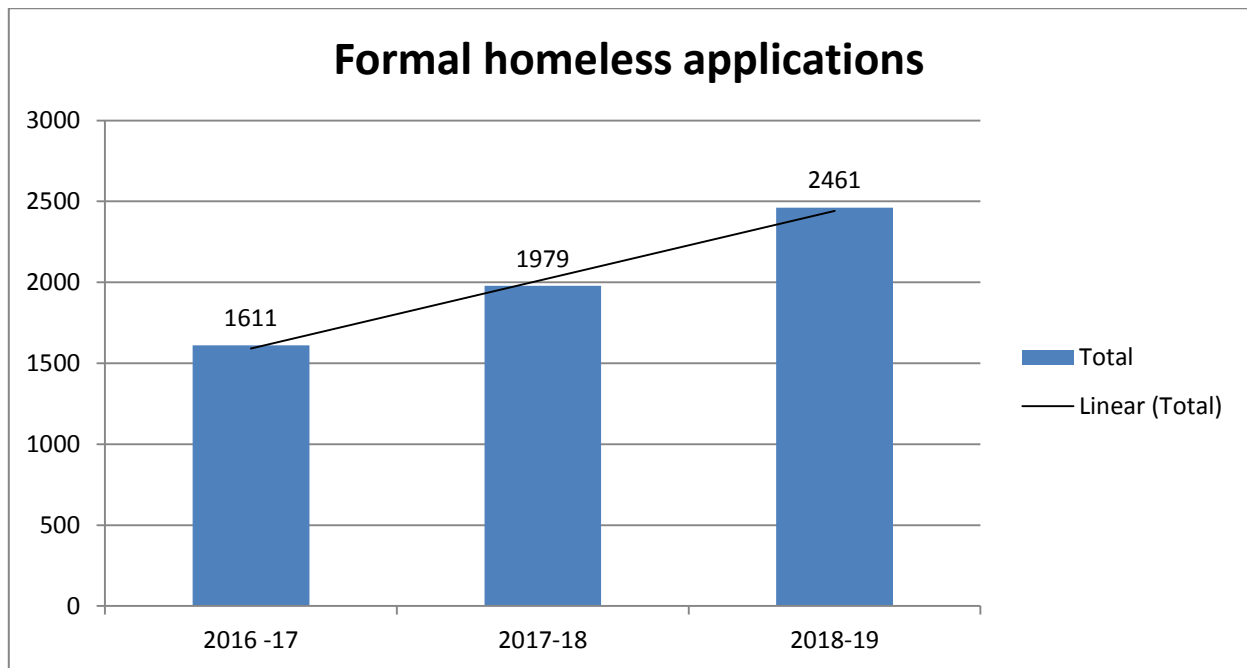
<sup>8</sup> Havering Revenue & Benefit data (Aug 2019)

## **7.2. Homelessness demand management and temporary accommodation pathway**

### **7.2.1. Homelessness demand management**

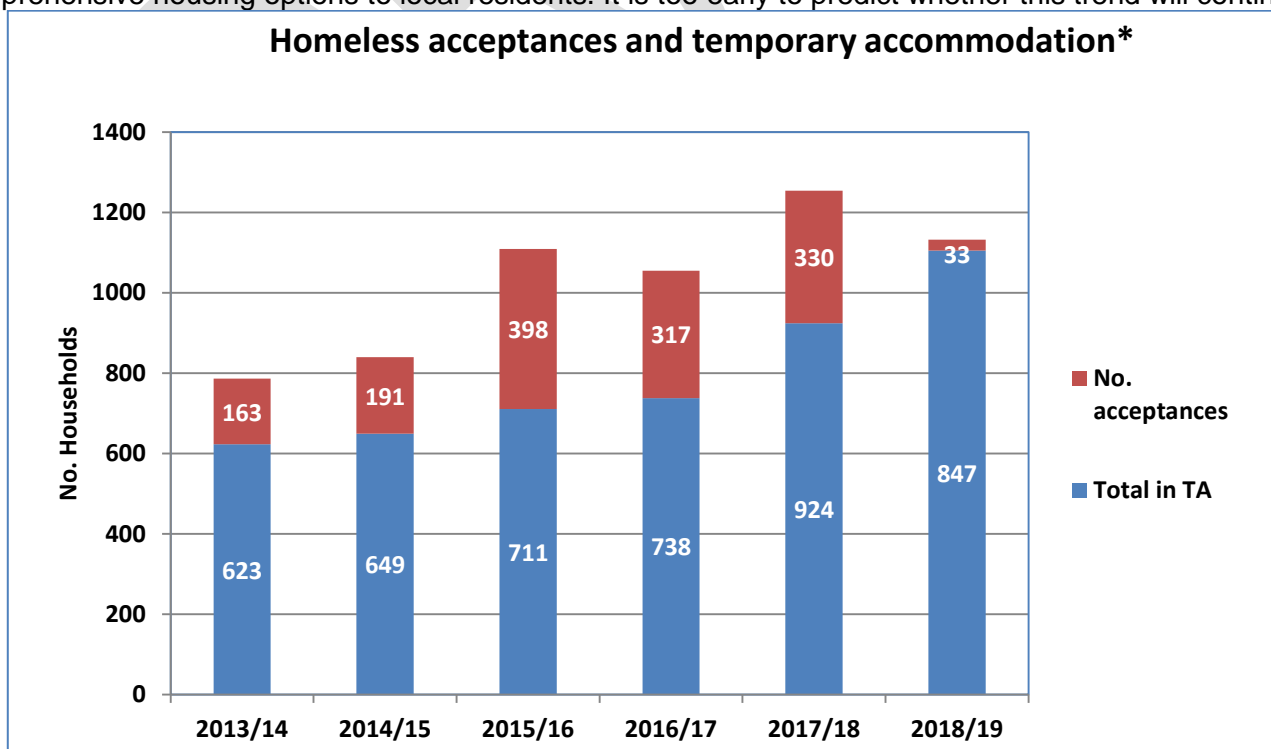
The most efficient way to reduce numbers in temporary accommodation is through homeless prevention. If individuals don't become homeless, or accept alternative housing solutions before becoming homeless, then they do not require temporary accommodation.

Formal homeless applications to the Council's Housing Solutions Service has increased year on year by 23% in 2017-18 and by another 24% in 2018-19. It should be noted that although the level of statutory homeless in Havering is rising, it is still lower than in the East London sub-region boroughs.



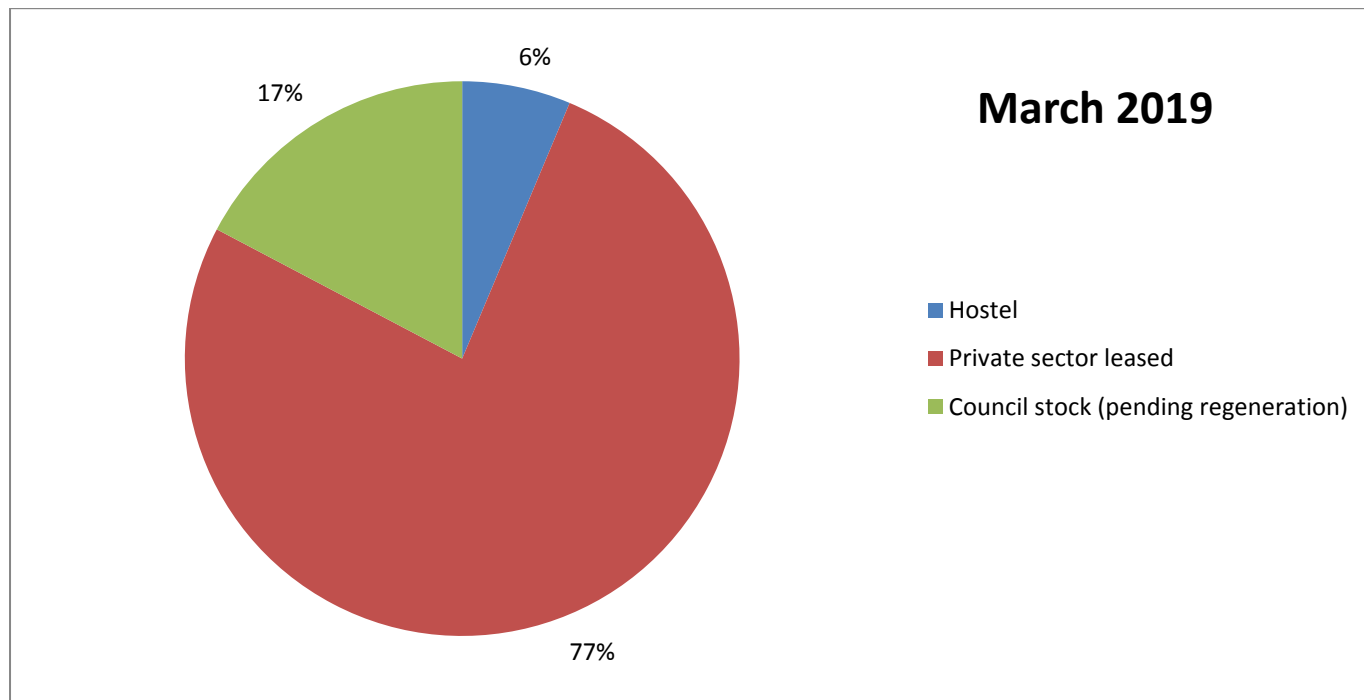
Measures to manage demand in Havering have been very successful; homelessness preventions have increased significantly and greater emphasis is being placed on conciliation, crisis intervention, and on assisting people into alternative accommodation. Incentives are available to landlords to provide private rented accommodation and over 600 households have been assisted through the rent deposit scheme over the past two years. Flexibility is encouraged and recommendations are delegated to empower Housing Officers to identify solutions and prevent homelessness through creative remedies. There has been an increased use of this fund and discretionary housing payments to enable more people to remain in their existing accommodation.

Despite this commitment to early intervention and prevention, measures to minimise the need for temporary accommodation, the number of households in temporary accommodation has been increasing. However, a steep fall in acceptances was seen in 2018/19 (as shown in the graph below) which was largely driven by the Homelessness Reduction Act which strengthened prevention activities and the provision of comprehensive housing options to local residents. It is too early to predict whether this trend will continue.



\* Statutory homeless returns to MHCLG (Excludes 'no duty' households in PSL)

The Council uses a mix of temporary accommodation to fulfil its statutory duty. At the end of March 2019, there were 847 statutory homeless households residing in temporary accommodation. 77% of the households were housed in self-contained rented properties leased from the private sector; 17% were in Council stock used as short-life accommodation pending regeneration re-development; and 6% were in directly managed Council hostel accommodation. Havering Housing Services ended the use of Bed & Breakfast accommodation in 2016.



### 7.2.2. Temporary accommodation pathway

The supply and use of temporary accommodation is a critical factor in responding to demand where it has not been possible to prevent homelessness, in particular homeless households who approach the council with acute housing need. This will often mean providing either short-term or longer-term temporary accommodation.

#### (a) Short term accommodation - Council hostels

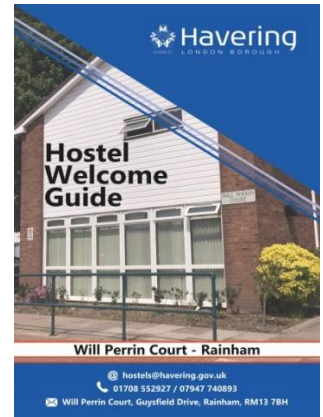
Currently, homelessness applicants are placed into first stage hostel accommodation before being moved on to second stage temporary accommodation. The stay in hostel accommodation allows for a comprehensive assessment of the household circumstances so that the Council can confirm whether it has a statutory duty under the legislation.

There are currently two hostels in Havering in convenient locations to maintain links with the community and remain close to support networks and schools. There are a total of 83 units, most are single studio style rooms and some have second rooms.

The provision is mixed with single adults and families sharing the same hostel accommodation:

- Will Perrin Court in South Hornchurch is the largest hostel with 46 self-contained family rooms plus an emergency room.
- Abercrombie House in Harold Hill has 37 rooms plus an emergency room. 15 of these rooms are single rooms and have single person occupancy. The remainder are family rooms; the accommodation is a mix of self-contained and shared facilities.

As at October 2019, there are 73 households living in our hostel accommodation.



Following a review by the Chartered Institute of Housing (CiH) it was recommended that a re-evaluation of the roles and responsibilities of staffing arrangements be carried out to ensure the service responded effectively to the needs of the residents and to implement support plans to improve the support available. As a result, changes were implemented in 2016 and Hostel Support officers were recruited with specialist support backgrounds covering domestic violence, drug and alcohol abuse, probation, child support and Housing. The officers were recruited to a non-shift working arrangement with on-site security covering the Hostels from 4pm - 10am. Support plans and risk assessments were implemented for all hostel residents, with Social Care and partner agencies contributing to the delivery of the support plans. This resulted in a range of programmes of activities for adults and children in addition to working with families and single people in transitioning them into more stable and permanent housing.

In addition, investment was made in the hostel buildings with space arrangement alterations, refurbishment of security and access arrangements, refurbishment of basic facilities, and general cleaning and redecoration. This investment allowed for a more effective delivery of support services and improved the overall condition of these hostels.

Notwithstanding the improvements made it is recognised that the quality of the accommodation and the lack of space available is not ideal.

Therefore, a review into a redevelopment and/or remodelling of the hostels is being undertaken in order to:

- Improve the standard of hostel accommodation
- Provide suitable accommodation for both single adults and families
- Enable enhanced support arrangements including 'wrap-around' support of multiple agencies

### **(b) Longer-term accommodation – Private Sector Leased properties (PSL) and Council Stock Short-life properties.**

If a homeless duty is confirmed, the household is then ideally moved into second stage, longer-term leased or non-secure accommodation while they wait to secure settled accommodation through the Council's waiting list for social housing or through suitable and affordable private sector rented accommodation.

Longer-term temporary accommodation comprise of:

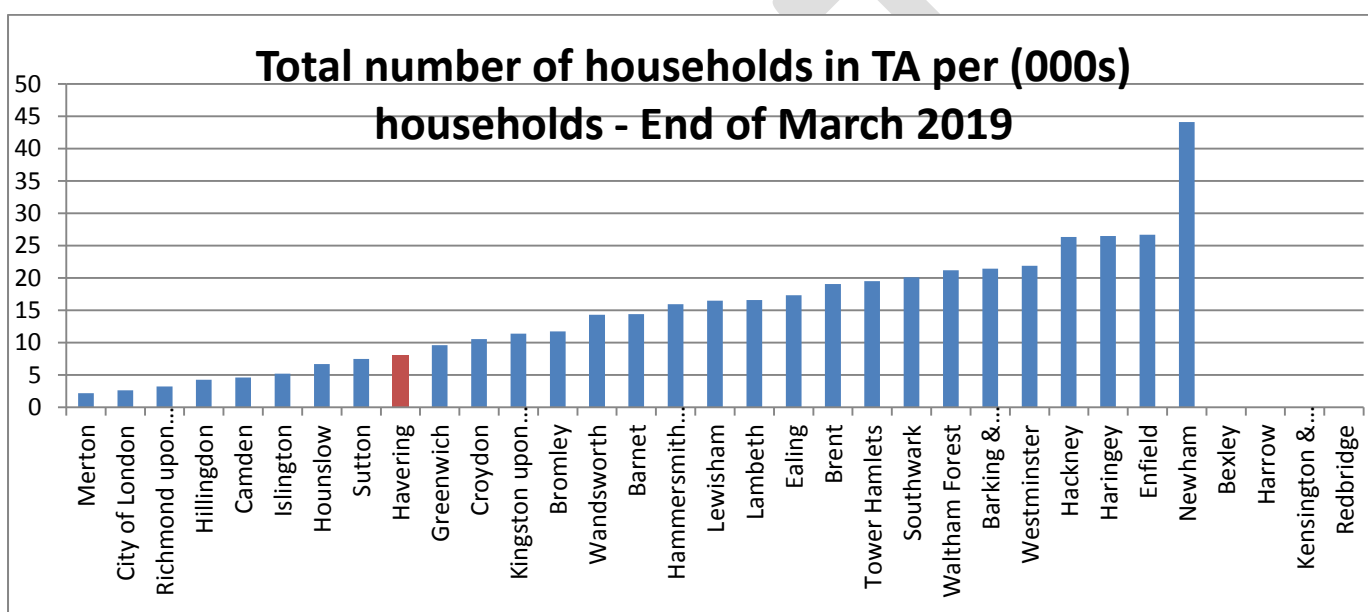
- Private Sector Leasing (PSL) which is a scheme whereby the Council leases properties from private sector landlords for a number of years. It is the Council's major source of temporary accommodation. Over recent years, it has become increasingly difficult to secure a sufficient supply of private leased accommodation due to changes in the private sector housing market which has led to landlords expecting increased rental payments and renting their properties directly to the private rented market rather than to the Council.
- Council short-life properties – they are units which become vacant as residents are moved to enable the 12 Estate Regeneration Programme to take place. The vacant units are available for the next 5-6 years before they are demolished and re-developed and are therefore used as temporary accommodation to fill the supply gap.

### (c) Length of stay

The shortage of second stage longer-term accommodation means people are staying in hostel accommodation longer after a homelessness decision has been made. While the supply of longer-term temporary accommodation is diminishing, settled private rented accommodation is becoming more financially challenging for many households.

The Council's ambitions for estate regeneration (while eventually increasing the overall housing stock in the borough and long-term housing solutions for residents) will in the short term bring some pressures on council housing stock as re-housing requirements are met. Families in second stage longer-term temporary accommodation may therefore, wait longer to be re-housed as there may be fewer permanent homes available.

For context, it should be noted that there are currently relatively fewer homeless households living in temporary accommodation in Havering in comparison to other East London boroughs as shown in the graph below.



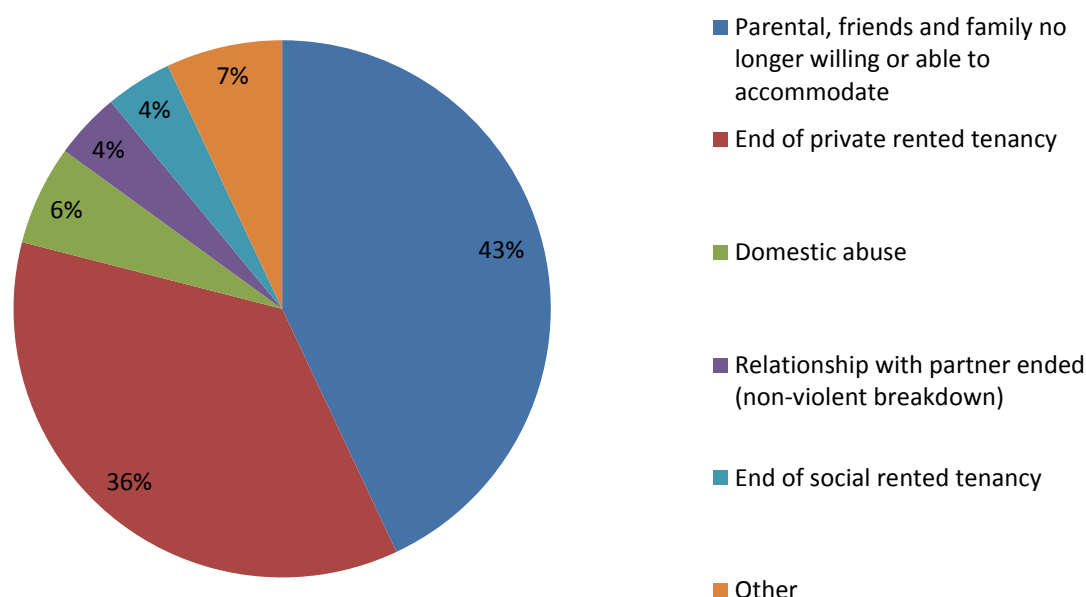
In general, the cumulative impact of the factors outlined above, coupled with local housing market conditions, may impair the ability of the Council and its partners to continue to meet the increasing demand for homelessness. In these circumstances the Council will seek to widen the available pool of affordable temporary and settled supply.

### **7.3. Main causes of homelessness in Havering**

The most common factor leading to statutory homelessness over the past five years has been parents or other relatives not willing to accommodate their family/children. This is closely followed by the loss of a private rented tenancy, often from eviction by a private landlord.

Identifying the main causes of homelessness enables us to design early intervention services to reduce the risk of people becoming homeless.

## Reasons for homelessness in Havering in 2018/19



### (a) Parental, family or friends no longer willing or able to accommodate

The Council's services reach out to families at risk of homelessness:

- The Early Help service provide help to families, targeting those who are most vulnerable or with multiple needs from our most vulnerable groups (such as low income, minority ethnic communities, single parents, sick/disabled parents). The service empowers and supports children, young people and families to find solutions so they are equipped to cope in independent housing without statutory support. The support offered includes parenting skills, behaviour management, and help to sort out practical challenges like debt, rent arrears, housing problems and pathways to employment. This helps sustain family cohesion and enables children and families to remain safely in their communities, improve their outcomes and prospects, while reducing the need for more specialist support.
- Housing Solutions Community Outreach staff carry out home visits to mediate where family relationships are strained or provide practical housing advice and information to help resolve risk of homelessness with families.
- Peabody Havering Service provide families with help and advice including: benefit advice and claims; finding employment and training opportunities; resolving housing problems; getting support for mental health, drug & alcohol difficulties; financial and budgeting support, advice and support for carers; and health & wellbeing.
- NELFT Mental Health Services support people with mental health issues like depression and anxiety.
- Westminster Drug Project (WDP) support people with drug and alcohol issues; (drugs and alcohol and mental health issues have a long lasting effect which makes homelessness much more difficult to address, making early intervention very important).

### (b) End of assured shorthold tenancies from the private rented sector

The end of assured shorthold tenancies is the second highest cause of homelessness in Havering. However, in Q1-Q2 2019/20, there is an early indication that landlords ending private rented tenancies is becoming the main cause of homelessness in Havering, overtaking family eviction, which is consistent with most part of England.



The private rented sector (PRS) makes up 29% of all homes in Havering. The disparity between typical market rents and local housing allowance (LHA) means that often private landlords are less inclined to let to tenants claiming benefits as they have access to alternative tenants willing to pay higher rents. This can result in landlords terminating tenancies of tenants in receipt of Housing Benefits. The length of tenancies in the private rented sector, which typically are for 12 months, also adds to the uncertainty of renting in the sector.

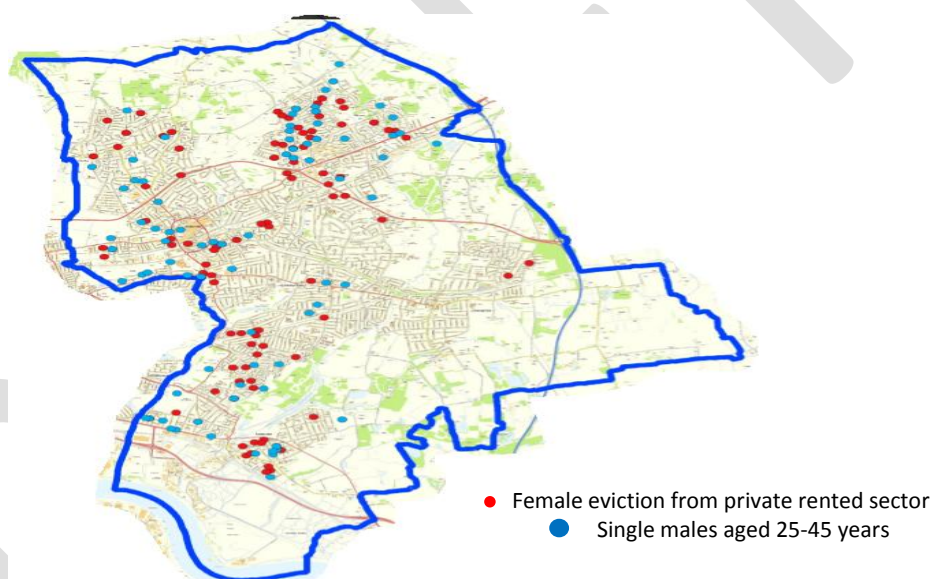
That said, the private rented sector plays a vital role in meeting housing need through supply. To that end, we will continue to work with private landlords to offer housing solutions and will offer support through advice, assistance and education with support from the London Landlord Accreditation Scheme.

This joint work with landlords will be supported by the Council's Environmental Health team in order to raise standards of private rented accommodation through licensing and other enforcement methods.

#### **7.4. Homelessness by geographical areas**

There are four key geographical areas where demand is originating from, based on analysed data. They are<sup>9</sup>:

- Gooshays
- South Hornchurch
- Romford Town
- Heaton



The highest concentration of private rented sector properties are located in Romford Town and Brooklands wards. In addition, these wards have the greatest levels of child poverty and overcrowding – both being strong indicators of homelessness.

Any prevention work and prototyping to test new ways of working will have maximum impact if it is tailored towards specific areas. An approach targeted on these key wards, tailored to particular issues, needs and characteristics could yield better results than a blanket borough-wide approach.

<sup>9</sup> Havering 2016/17 Homelessness approach data

## 7.5. Ending rough sleeping

We remain highly committed to ending rough sleeping within Havering and also working with support agencies across the southeast to ensure our efforts are successful. As a result of our commitment, the Council created a Housing Rough Sleeper Co-ordinator post, which represents a step-change in how the Council, key stakeholders and organisations can work to address the needs of rough sleepers.



### (a) Assessing the level of rough sleeping in Havering

The Council use a number of measures to inform our understanding of the level of rough sleeping in Havering.

Havering Council participates in the Government's annual rough sleeper count every year, targeting known hotspots around the borough. In 2018, only two rough sleepers were counted on the night, which is a significant reduction from the 22 encountered during the 2017 count<sup>10</sup>.

#### Annual counts

Estimated	Counted	Estimated	Estimated	Counted	Counted
2013	2014	2015	2016	2017	2018
2	8	10	24	22	2

This reduction shows that the Council's proactive approach in working with key partners to tackle rough sleeping is having a positive effect. However, we recognise that the count is only a snapshot on a single given night. Therefore, in addition to the official annual count, a bi-monthly count based on local intelligence gathered from local police teams in all 18 wards throughout the borough is carried out (targeted at known rough sleeping hotspot areas).

#### Bi-monthly counts

Sept 2018	Jan 2019	Mar 2019	May 2019	July 2019	Sept 2019
12	4	9	6	10	17*

\* 5 of the individuals were from Barking & Dagenham following the closure of their Night Shelter. They returned to Barking & Dagenham on 7<sup>th</sup> October 2019 following the re-opening of the shelter.

Through this evidence base, we know that 75% of the rough sleepers are new to Havering and the majority are UK nationals. We have also built an historic 'profile' of the characteristics that would typically make up a Havering-based rough sleeper. They are most likely to:

- be a single, white male, aged between 26 and 55 years old;
- have a mental health/substance misuse issue or other complex support need;

<sup>10</sup> MHCLG rough sleeper count 2013-2018



- c) have become homeless as a result of traumatic changes in personal circumstances - relatives or friends unexpectedly no longer being able or willing to provide them with accommodation, financial issues or relationship breakdowns; and
- d) confine themselves to a 'patch' (fixed location) that has usually been used by other local rough sleepers.

Data from the Combined Homelessness and Information network multi-agency database (CHAIN) is also used<sup>11</sup>.

**CHAIN data**

2015/16	2016/17	2017/18	2018/19
20	31	27	32

The data from CHAIN shows that, despite Havering having the second lowest number of people sleeping rough in London, there has been a 60% increase since 2015/16.

Analysis from the different measures indicates that there are approximately 10 rough sleepers in the borough being supported to move off the streets at any one time.

### **(b) Severe Weather Emergency Provision**

The Council is responsible for ensuring the safety of people sleeping rough during a period of extreme cold weather when the temperature drops to zero or below for one night or more.

In addition, Havering Council operates the Severe Weather Emergency provision in the event of extreme hot weather to protect rough sleepers. This was initiated during the intensive heat of summer 2018 in which rough sleepers were provided with emergency accommodation within the Council's owned and managed hostels and given water.

### **(c) Current Initiatives and Programmes**

The Council received £284,500 over two years to 2020 from the Government Rough Sleeper Initiative. We are working with local partners to achieve a reduction in rough sleeping, and several organisations are funded from this grant:

- The Council recruited a Rough Sleeping Co-ordinator and a Rough Sleeping Navigator to lead and co-ordinate all rough sleeping work as well as support those with complex needs to engage with services.
- Peabody Havering recruited a Rough Sleeping Floating support worker.
- The Council has granted Hope4Havering planning permission to open a Night Shelter with 20 bed spaces which increases capacity to house known Havering rough sleepers.
- The Council and Hope4Havering secured self-contained private rented accommodation as Move-On from emergency provision.
- The Salvation Army hosts a number of statutory and voluntary agencies who work together to provide a twice weekly drop-in service for rough sleepers.
- Havering Clinical Commissioning Group has approved a primary care outreach service to be provided from the Salvation Army premises. This is an extended health check conducted by a GP, complimented by a community health nurse to provide health care and reduce pressures on ambulance services and A&E.
- Stronger partnership through the Havering Homelessness Forum which brings together about 25 public and voluntary sector organisations.

### **(c) Tailoring support for rough sleepers**

Havering is increasingly seeing rough sleepers with multiple complex needs. A high percentage of known rough sleepers in the borough in 2018-19 were identified as having at least 2-3 additional needs.

- 79% Mental Health
- 79% Drug and Alcohol
- 72% Offending Behaviour
- 32% Physical Health

<sup>11</sup> Annual CHAIN bulletin Greater London 2018/19

We recognise that every rough sleeper is an individual with different needs and aspirations and supporting them off the streets can be challenging.

Some rough sleepers with both mental health and substance abuse resist moving to a shelter or settled accommodation, perhaps due to past experiences or due to addictions.

Better collaboration with Mental Health, and Drug and Alcohol Service needs further development in order to address this gap in service provision. This is a key priority to arise from this strategy.

#### **(d) Tackling anti-social street activity associated with rough sleeping**

The Havering Community Safety Partnership Strategic Assessment 2017 found that the most concentrated crime and anti-social behaviour (ASB) hotspot is Romford Town Centre. Romford Town ward is the largest contributor to total notifiable crime in Havering. When looking at ASB (rowdy and inconsiderate behaviour category) Romford town centre is disproportionately affected with incidents linked to homeless individuals and substance misuse related ASB featuring highly.

A multi-agency task and targeting group was established in response to complaints being made by the Business Community in Romford Town Centre about the number of beggars and street drinkers. It is led by Community Safety and the group work with internal and external partners to identify rough sleeper, and beggars in Romford Town Centre with the aim of addressing their complex needs, supporting identified homeless individuals into housing and where appropriate taking enforcement action, notably around street drinking.

The Task and Targeting group meet on a monthly basis and takes a multi-agency approach to tackling anti-social street activity. Members include Salvation Army, Immigration, Police Neighbourhoods Teams, Police Safer Transport Team, Housing, Peabody Trust, Department of Work and Pensions, Westminster Drugs Project, and Hope for Havering.

Havering being a green borough has several rural areas which can lend itself to encampments. The Council quickly identifies encampments in order to target support and enforcement resources to clear them.

Over the life of this strategy, we will enhance existing partnerships and forge new relationships with our partners and ensure that our collective efforts to tackle rough sleeping are effectively aligned.

### **7.6. People with additional support needs**

In 2019, Havering commissioned a specialist to look at homelessness and the impact on people with additional support needs.

The review identified the following:

- People with learning disabilities who will require specialist housing over the next five years are around 50; together with an additional requirement for a further 35 units of mainstream housing.
- Care leavers require a further 45 places of shared accommodation and 43 one-bed dwellings in the first year followed by 20 per annum thereafter.
- There are also an increasing number of care leavers (currently 9) who would probably need supported housing on an indefinite basis, due to the complexity of their needs.

In addition, information held by the Havering Housing Solutions Team show that in the period from April 2018 to March 2019, 610 households (30% of those who are statutorily homeless) had support needs.

Support need	National picture	Havering
History of mental health	12,700 (26%)	166 (27%)
Physical ill health & disability	8,190 (17%)	180 (29%)
Domestic abuse	5,500 (11%)	79 (13%)
Alcohol & drug dependency	5,600 (11%)	22 (4%)
Offending behaviour	4,320 (9%)	12 (2%)
Other	12,490 (26%)	151 (25%)
<b>Total</b>	<b>48,800</b>	<b>610 (30% of those assessed)</b>

An operational review into the support need of households in the Council's temporary accommodation carried out in May 2019 showed that around 27% of the residents had significant support needs.

#### **7.6.1. Mitigating the risk of homelessness amongst the identified vulnerable groups – service provision**

The Council and its partners provide a number of services to support vulnerable groups in the borough which is set out below. However, the review has also highlighted a number of gaps in service provision which will be taken into account for future service delivery and action plans.

##### **(a) History of mental health**

- ✓ Havering Community Recovery Team provides specialist mental health services for adults aged 18 to 65 with serious and/or enduring mental health problems. This includes multidisciplinary assessments to identify needs with each client/carer, community interventions and a range of community-based services formulated in a care plan and delivered through the Care Programme approach process.
- ✓ NELFT also provides an extensive range of integrated community and mental health services.

##### **(b) Alcohol and drugs dependency**

- ✓ Westminster Drug Project (WDP) provides help for drug and alcohol problems. They offer a range of tailored programmes to help service users recover from drug and/or alcohol problems.
- ✓ From their service on Romford High Street, they offer: information, advice, support and assessment; one-to-one key working; needle exchange and harm reduction services; specialist services for alcohol and cocaine users; a group work programme; and access to detox and rehabilitation facilities.

##### **(c) Dual diagnosis – lack of services for people with complex needs**

Existing services are designed to deal with one problem at a time and to support people with single, severe conditions. The review has identified that, for a number of people, this is a service barrier experienced by chronically homeless people with severe mental health and substance abuse problems. There are currently minimal services available to support people with dual diagnosis of substance misuse and mental health. This may be having an impact on those seeking help, as the support services are facilitated by separate organisations.

The Department of Health's Refocusing the Care Programme Approach identifies people with coexisting severe mental illness and substance misuse as one of the groups in need of an enhanced Care Programme Approach. That is because they are not being identified consistently and services are sometimes failing to provide the support they need. The policy highlights the need for a whole systems approach to their care, involving a range of services and organisations working together

A more collaborative integrated care delivery service across Mental Health and Drug/Alcohol Services should be developed in order to provide a holistic person centred care and support package.

#### **(d) Victims / Survivors of Domestic Abuse**

- Multi-Agency Risk Assessment conference (MARAC) is a regular local meeting held by agencies to discuss and agree how to help victims at high risk of serious harm to ensure the longer term safety of the victim and their children.
- Refuge provision: - Havering Women's Aid is commissioned to provide refuge space and floating support to women fleeing violence. The refuge provides space for 23 women and their children.
- Domestic abuse advocacy project: - Havering Women's Aid also provides advocacy support to victims of domestic abuse including floating support, group support and 1-2-1 counselling. Victims can contact the service directly to receive advice and support Monday to Friday. This service is funded to March 2021.
- Men only service: - MENDAS is an organisation based in Havering that offer floating support and 1-2-1 counselling to male victims of domestic abuse. This service is funded to March 2021.
- Independent Domestic Violence Advocate (IDVA) service: - The Mayor's Office for Policing and Crime (MOPAC) fund 3 IDVA in Havering. They are co-located in Romford Police Station, Queens Hospital (Maternity and A&E) and Children's Services to provide ongoing support to high risk victims of domestic abuse. This service is currently being recommissioned by MOPAC and will be aligned to the Tri-Borough BCU going forward.
- Solace Women's Aid:- Funded through the London Councils grant scheme, Solace Women's Aid provide support groups and counselling through Havering's Children's Centres
- The Council's Housing Department in partnership with Registered Providers and other agencies is seeking to obtain the Domestic Abuse Housing Alliance's (DAHA) accreditation which requires a set of service standards for domestic abuse services to be met. By undertaking accreditation, we are sharing the Government's mission to improve the housing sector's response to domestic abuse.

#### **(e) Care leavers**

- The Council has a joint working protocol between Housing and Children Services (Leaving Care Service) to support care leavers over 18 years, and capable of independent living, to move into social housing.
- The Care Leaver service currently supports approximately 173 young people in a range of accommodation including Council and Housing Association properties, privately rented accommodation, foster placements and other settings.
- NELFT has a children service for care leavers and support these individuals

#### **(f) Vulnerable adults – including physical ill-health and disability**

- For adults who do not qualify for formal support under the Care Act there are a number of other schemes available, such as the L&Q 'Living' sites for people with learning disabilities which is based in Harold Hill.
- **Supporting independence** - The Council supports people to live independently who would otherwise need to move home. People in private sector housing can pay for aids and adaptations through disabled facilities grants (DFG) and older and disabled people can apply for grants for repairs to their homes to bring them up to standard.
- **Physical disability** - The Council also maintains an adapted housing waiting list so that aids and adaptations are carried out to homes of Council tenants with disabilities. At the time that this strategy was written, there were 6 people on the list; down from 20 in the previous year.
- **Supported accommodation** - The Council has a significant range of accommodation currently available for those who are eligible under the relevant Care legislation; including Residential and Nursing Care places for adults with a relevant assessment of need. Significant numbers of vulnerable people are helped in this way. As at March 2019, the Council was supporting 726 people in this accommodation. Where this intensity of support is not required, the Council may also provide Supported Housing or visiting support at a person's home. At the time that this Strategy was written, 157 people were assisted into supported housing and a further 991 people were provided with a domiciliary care service.
- **Supported Housing programme** - The Council is currently in the process of expanding the range of accommodation for people with Learning Disabilities through the addition of 12 supported housing places and a range of mixed accommodation services. The remainder required will be purchased from the private provider market.

- ✓ **Tenancy Sustainment Service** - to ensure that Council tenants are able to maintain their tenancies. For example, during December months, the service contacts over 400 council tenants aged 50 and over who were living alone to offer support.

## 8. Progress in delivering the 2014-17 Homelessness Strategy

**Improved prevention outcome was a key objective in the 2014-17 Homelessness Strategy. The Council and its partners worked hard to coordinate activity and focus combined energies on preventing homelessness and improvising services for homeless people.**

- An increased focus on homelessness prevention, including a greater focus on mediation within family settings by Housing Solutions Outreach Officers to prevent relationship breakdown, increased use of Discretionary Housing Payments (DHPs) to top up rental shortfall whilst longer-term sustainable solutions is found for those at risk of homelessness; and the establishment of a new advice and support service 'Here to Help' provided by Peabody Housing Association (formerly Family Mosaic) for young people and families facing eviction.
- The acquisition of good quality, affordable private rented housing for young, single homeless people. The properties were leased from private landlords for a period of time providing shared accommodation for single people and managed by the Council.
- The establishment of a successful Rough Sleeper partnership that has brought together a wide range of statutory, voluntary and faith based organisations.
- The development of new 'Find Your Own (FYO) scheme to financially help households to access suitable private rented accommodation by contributing towards their deposit and first month's rent.
- The development and implementation of the Homeless Placements policy to set out the Council's approach for responding to homelessness in the borough in relation to procurement and placement (allocation) of temporary and settled accommodation.
- The development of the Housing Options outreach programme which contributed to ending the use of Bed & Breakfast accommodation in Housing Services.
- Significant investment was made in the Council's hostel buildings with space arrangement alterations, refurbishment of security and access arrangements, refurbishment of basic facilities, and general cleaning and redecoration. This investment resulted in a more effective delivery of services and improved the overall condition of the hostel accommodation.

## 9. Strategic Priorities 2019-23 and action plan

We have completed a review of homelessness in Havering in order to understand future needs and the resources available to the Council and its partners to address homelessness. This has helped in developing the strategic priorities.

This four-year strategy covers the period 2019-2023 and looks at strengthening the already high level of partnership working across Havering and how we can continue to make significant improvements across homelessness services.

In order to bring about significant change within our communities, this Homelessness and Rough Sleeping Strategy focuses on four key priorities. A delivery plan against each key priority is included which will be revised following consultation with the community, and our voluntary and public sector partners to ensure that the priorities are delivered.

### Priority 1 – Managing homelessness demand through effective pathways

#### Why this action?

Given the challenges we face around increasing homelessness, it is critical that we continue to put homeless prevention at the heart of everything we do. Keeping families in their homes brings financial and social benefits

We will find new ways of both understanding and addressing the factors that can lead to homelessness - such as family/relationship breakdown, the ending of private tenancies, and discharge from other institutions. We will also develop a greater understanding of the impact of wider social issues such as poverty and disadvantage, unemployment, poor health and well-being, and lack of access to affordable, decent homes.

It is essential that we continue to encourage flexible and imaginative cost effective solutions for all households. Proactive spend to save is a key way to enable households to sustain appropriate living arrangements. We will consider and develop further ways to use homelessness prevention funding to seek to provide solutions to impending homeless households as part of our secondary and tertiary prevention responses.

We also plan to take a more innovative approach to providing housing and homelessness advice in the borough. Using the findings identified from the review, and in partnership with relevant organisations, we intend to re-establish a programme of outreach homelessness prevention work to target 'high-risk' homeless groups. This would use targeted information based on the demographic profile of the local population and the structure of the housing market.

The Council will develop and maintain a sustainable balanced portfolio of affordable, quality temporary accommodation that meets the current and projected homelessness needs. Quality, location, support to residents and value for money will remain key factors during procurement and in the operation of any schemes. We will ensure that the financial cost of provision of temporary accommodation is balanced against the need to procure properties of a suitable quality

#### 9.1. We will achieve this by:

<b>Ensuring that information is easily accessible</b>	<ul style="list-style-type: none"><li>• Redesign Havering's online homelessness webpage.</li><li>• Publicise, promote the council's prevention services more effectively in an accessible format, and encourage residents to make contact early and before a crisis.</li></ul>
<b>Increasing the number of cases where homelessness is successfully prevented</b>	<ul style="list-style-type: none"><li>• Re-establish the housing advice outreach programme targeted at homelessness hotspot wards including Gooshays, Heaton, Romford Town, South Hornchurch and Brooklands.</li><li>• Increase capacity by accessing upstream homelessness prevention services offered through the East London Housing Partnership's Private Rented Sector Access Project.</li></ul>



<b>Increasing the Council's understanding of homelessness and how it affects particular groups and develop targeted actions</b>	<ul style="list-style-type: none"> <li>• Review the impact of the Homeless Reduction Act and take targeted action to address identified barriers.</li> </ul>
	<ul style="list-style-type: none"> <li>• Review the impact of Universal Credit on homelessness and implement initiatives to address identified barriers.</li> </ul>
<b>Working with private landlords</b>	<ul style="list-style-type: none"> <li>• Develop Private Accommodation supply schemes to diversify the supply of temporary and settled accommodation to meet homelessness demand, reduce length of stay in short term hostel accommodation and continue to implement the outcomes of the private sector leased (PSL) review.</li> </ul>
	<ul style="list-style-type: none"> <li>• Work with private sector landlords and owners to bring empty homes back into use.</li> </ul>
	<ul style="list-style-type: none"> <li>• Formalise arrangements and hold regular Landlord Forum, to encourage more landlords to make affordable accommodation available to households in receipt of benefits.</li> </ul>

## Priority 2 – Supporting vulnerable residents

### Why this action?

The Homelessness review has highlighted the link between homelessness and health; and has illustrated the significant health inequalities experienced by homeless people, especially those with complex needs and those sleeping rough.

Whilst some aspects of poor health are attributable to being homeless, some health problems can also play a part in becoming homeless and then prevent people from moving on from the streets or temporary housing into more stable accommodation.

Access to appropriate and timely drug, alcohol and mental health treatments can play a vital role in moving people away from homelessness and into long term recovery. Some people find it difficult to access and engage with mainstream health services, particularly primary care services (GPs) and as a result health problems may be left untreated. When homeless people do access health services, it can often be in an unplanned way and at the point of crisis e.g. through accident and emergency departments.

Problems can also arise on discharge from hospital, particularly for those who do not have accommodation to return to or those that may find their existing accommodation is now inappropriate or unsafe for them. This can have a negative effect on ongoing health care and lead to readmission to hospital.

We will support and empower people to make positive decisions about their lives. This is important for everyone, but particularly so for people with additional care and support needs or vulnerabilities. We want to help these people to stay living independently in their own home, wherever possible. In some cases, this will mean helping people to get practical support services coming to help them at home; adapt to their home, or move to another general need home that helps them better manage their needs. This could include moving to somewhere with accessible facilities or where safeguarding concerns can be better addressed.

By working in partnership with key statutory and voluntary agencies, we will strive to better understand individual experiences of homelessness and use this knowledge to reshape our services.

### 9.2. We will achieve this by:

<b>Building on skills and strengths to develop residents' resilience and self-sufficiency in the long term</b>	<ul style="list-style-type: none"> <li>• Develop and implement the Sanctuary scheme to enable victims of domestic violence to remain in their homes as outlined in the Council's Private Housing Health Assistance Policy.</li> </ul>
	<ul style="list-style-type: none"> <li>• Continue to provide skills and employment opportunities, through the Council's 'Havering Works' project and other Jobs brokerage services in the borough.</li> </ul>
	<ul style="list-style-type: none"> <li>• Continue to commission independent domestic, sexual and</li> </ul>

	gender-based violence advocates (IDVAs) to support and help victims.
	<ul style="list-style-type: none"> <li>• Work with schools, health services and other public services to set out the realities of homelessness.</li> </ul>
<b>Supporting recovery and independence</b>	<ul style="list-style-type: none"> <li>• Develop a more collaborative integrated care service to support people with dual mental health and substance abuse issues.</li> <li>• Improve access to East London Women's accommodation based service for female survivors of abuse who have multiple support needs.</li> </ul>
<b>Working with strategic partners</b>	<ul style="list-style-type: none"> <li>• Build on and improve existing processes to ensure an effective 'duty to refer' from all relevant public sector bodies as set out in the Homelessness Reduction Act 2017</li> <li>• Obtain the Domestic Abuse Housing Alliance's (DAHA) accreditation for domestic abuse services.</li> </ul>

## Priority 3 – Ending rough sleeping by 2022

### Why this action?

Homelessness across the UK is a growing concern with people sleeping rough remaining one of the most vulnerable groups in society. Havering's multi-agency approach to rough sleeping has seen a significant reduction in the number of rough sleepers (with the second lowest number of people sleeping rough in London based on data from CHAIN).

However, new rough sleepers continue to seek help, as well as others arriving in the borough from other parts of London and the UK. There are also a number of entrenched rough sleepers who are hard to reach due to the complexity of need that they have. In addition, we have identified that Romford Town Centre is disproportionately affected with anti-social street incidents linked to homeless individuals.

**The new National Rough Sleeper Strategy 2018<sup>12</sup>** identifies addressing rough sleeping as a top government priority and reaffirms the target to halve rough sleeping by 2022 and eradicate it by 2027. Havering's key objective is to reduce rough sleeping by half, to 16 individuals or fewer by 2021 and to eliminate it entirely by 2022 ahead of central government's target.

The following principles will underpin the strategy's delivery:

- Knowing that there is a long-term, sustainable option for anyone sleeping rough
- Innovation: Creative responses and making the most of existing resources
- Strategic local leadership: Accountability and cross-borough working
- Partnership working: Everyone having an important role.

### 9.3. We will achieve this by:

<b>Ending rough sleeping</b>	<b>Early intervention and prevention</b> To address the issues that lead to rough sleeping and provide timely support for those at risk to prevent them from rough sleeping.
	<b>Rapid intervention</b> To intervene rapidly when prevention has been ineffective and homelessness is unavoidable by providing accommodation and support.
	<b>Recovery and community integration</b> To support those found a home in rebuilding their lives.
	<b>Support and enforcement action</b> To support identified homeless individuals into housing and where appropriate take enforcement action, notably around street drinking.
	<b>Provision of information and alternative ways to give</b> To provide a steer to our local communities in how they respond to people who are sleeping rough by providing sufficient and accessible information, support and guidance around how we collectively and individually support vulnerable people.



## Priority 4 - Increasing the supply of affordable housing and reducing the use and cost of temporary accommodation

### Why this action?

Using the levers at the Council's disposal, we are seeking to address the lack of affordable housing and a market-driven private rented sector.

There is high demand for social housing in Havering but limited affordable supply. The Council has approximately 2000 households waiting for social housing. The demand is highest in absolute terms for 1, 2 and 3 bedroom homes but the demand for 4 bed homes is proportionally more challenging. Demand for genuinely affordable housing outstrips supply both in the social housing and private rented sectors.

12 [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/733421/Rough-Sleeping-Strategy\\_WEB.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733421/Rough-Sleeping-Strategy_WEB.pdf)

The Council's regeneration programme will provide a significant number of new homes across the borough over the next 10 years. However, in the short term, the moving of existing tenants from properties earmarked for regeneration will create some permanent supply challenges but also opportunities for homeless households to be housed, albeit temporarily, in the resulting empty properties. In the longer term, the programme will provide additional supply.

Through the Council's Housing Allocations Scheme, we will continue to meet the Council's priorities for allocating the limited social rented stock, whilst increasing awareness that for most people, the route out of homelessness will be into a suitable and affordable private rented sector tenancy.

Regulating the private rented sector ensures that residents have access to safe, quality and well managed accommodation. The Council acknowledges that the majority of landlords operate their businesses professionally and that the private rented sector provides housing options for local people. Nonetheless, as the number of rental properties continues to grow in Havering, the Council remains concerned about:

- levels of anti-social behaviour (ASB) and overcrowding
- some rented properties that fail to meet satisfactory levels of property management and standards.

The introduction of selective and an additional licensing scheme would allow the Council to focus action against landlords who ignore their responsibilities whilst providing light touch regulation for compliant landlords.

### 9.4. We will achieve this by:

<b>Building, planning and enabling</b>	<ul style="list-style-type: none"><li>• Deliver the ambitious house building programme to provide additional new homes over the next 10 years as part of the regeneration programme.</li></ul>
	<ul style="list-style-type: none"><li>• Re-develop and/or re-model the Council's hostels to improve the quality of the accommodation, provide suitable accommodation for single adults and families and enhance support arrangements.</li></ul>
	<ul style="list-style-type: none"><li>• Deliver the Supported Housing programme to provide a range of mixed accommodation and/or purchase some from the private provider market to meet identified need – Adult Social Care will be leading on this.</li></ul>
	<ul style="list-style-type: none"><li>• Review and implement changes (if necessary) within the Housing Allocations Policy to ensure that current resources are used most effectively to reduce homelessness and provide adequate housing to those in need.</li></ul>
<b>Improving the private rented sector standards</b>	<ul style="list-style-type: none"><li>• Implement <b>selective licensing</b> – by introducing licensing of properties rented to a single family or household or two unrelated people in Romford Town and Brooklands wards.</li></ul>

- |  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>Implement the <b>additional licensing</b> Scheme for Housing of Multiple Occupation (HMO) by including the remaining 6 wards currently not covered; Cranham, Upminster, St Andrews, Emerson Park, Hacton and Hylands.</li> </ul> |
|--|---|

## 10. Governance and delivery of the Strategy

The Homelessness and Rough Sleeping Strategy is a critical strategy for the Council as it affects the delivery of a range of statutory services to Havering residents. We need to ensure that together with our partners we have the skills and structures in place for the delivery of the strategy's priorities, and to deliver the innovative agenda that will be required to tackle homelessness over the next four years.

This means that the oversight and responsibility for the delivery of the Strategy will sit with a recognised body that spans housing, care services and health. It is proposed that the Health and Wellbeing Board and Havering Council's Housing Services department is currently best placed to fulfil this role.

However, in the longer term, this may need to be reviewed as MHCLG are currently (July 2019) consulting on proposals that could result in the establishment of Homelessness Reduction Boards. Depending on the outcome of the consultation, it is possible that the governance arrangements for the strategy will need to change to align with new requirements.

This strategy is for a four-year period, but it will need to be responsive to change. It will, therefore, be monitored and reviewed annually to ensure all actions and strategic aims remain relevant to the law, prevailing conditions and best practice in the homelessness and housing advice sector.

The action plan will be refreshed annually to take into account emerging trends, or developments in legislation or working practices.

## CABINET

**Subject Heading:**

People Strategy

**Cabinet Member:**

Councillor Damian White

**SLT Lead:**

Jane West

**Report Author and contact details:**

Jennifer Burt 01708 434 889

Jennifer.burt@haverling.gov.uk

**Policy context:**

The proposed adoption of the People Strategy and activities required to assist its success are intended to support and develop a workforce that can meet the current and future needs of our residents. This strategy sets out the approach to working together to ensure that everyone has the right tools to deliver the Councils priorities and ambitious plans for a better Havering.

**Financial summary:**

The proposals in this report require a one-off investment of £794,400, to be spent over 24 months, and an ongoing annual investment of £169,000.

In return for this investment, the council will benefit from a revenue saving of an estimated £1,000,000 and a range of non-financial benefits including increased productivity, attraction of greater talent into the council, reduced turnover, and reduced spend on agency workers.

The staffing savings will be enabled by the delivery of the people strategy and released through the council's ongoing programme of service reviews.

**Is this a Key Decision?**

Yes

(a) Expenditure or saving (including

anticipated income) of £500,000 or more

**When should this matter be reviewed?** November 2019

**Reviewing OSC:** Overview and Scrutiny Board

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

Communities making	
Havering	<input type="checkbox"/>
Places making	
Havering	<input type="checkbox"/>
Opportunities making	
Havering	<input checked="" type="checkbox"/>
Connections making	
Havering	<input type="checkbox"/>

<b>SUMMARY</b>
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This paper sets out proposals for a Council wide People Strategy which puts our communities at the heart of the council's plans for its workforce and the skills we need to become a modernised, effective and productive Council, ready and able to deliver the challenges facing our Borough. The People Strategy is the third piece of the strategic vision for Havering, People, Place and Digital. The right people in the right place with the right tools to carry out their job to the best of their ability. The vision for Place and Digital was presented to Cabinet in September in the Smart Working Report, describing the importance of environment on the workforce and the flexible style of working, that meets the requirement of the role and not a time-bound and office based culture, enabling a reduction of desks and therefore inhabited estate.

The People Strategy sets out ambitious proposals for transformational change across human resources, organisational development and the wider workforce, building on the Council's refreshed vision, values and behaviours to drive a positive, confident and productive workplace, with a culture of enabling innovation and excellence.

The strategy provides a roadmap to help everyone understand how the workforce will be developed, equipped and enabled. It focuses on four key areas to move the council to a better position to deliver services to its residents: Resourcing; Performance & Development; Leadership and Culture; Values & Ways of Working. The strategy is designed to create conditions where Havering becomes an

‘employer of choice’ - able to attract the best talent to the Borough and develop or retain the skills needed in hard to fill posts.

## **RECOMMENDATIONS**

1. Cabinet is asked to approve additional revenue budget of £544,400, to run the overarching People & Organisation Transformation Programme for two years, on the assumption of an ‘invest to save’ approach. Investment will provide the People Strategy and eight projects that are the building blocks to the success of the People Strategy: Values and Behaviours; Organisational Preparedness; Havering Together with Staff; Leadership; Apprenticeship Framework; Workforce Planning; Talent & Succession - and Reward & Recognition.
2. Cabinet is asked to approve an ongoing investment of £169,000 per annum to enable the creation of a new OneSource Talent Hub, which will draw on the Apprenticeship Levy to bring new talent into the council and upskill existing employees, noting that this is the maximum investment required.
3. Cabinet is asked to approve £250,000 Revenue Budget to provide targeted assessment of the current resource; a comprehensive programme of leadership and senior management development, which will support sustained transformation and performance improvement across the Council. Where possible, activity will be provided all or in part by the Apprenticeship Levy, to reduce the overall cost of this activity.

## **REPORT DETAIL**

### **1. Background:**

There have been dramatic changes in the nature, funding and shape of local government services over the last ten years, which has seen a shift in focus to lean, efficient “Back office” provision, which supports front line services - and an increasingly individual, independence-driven approach to residents and especially service users.

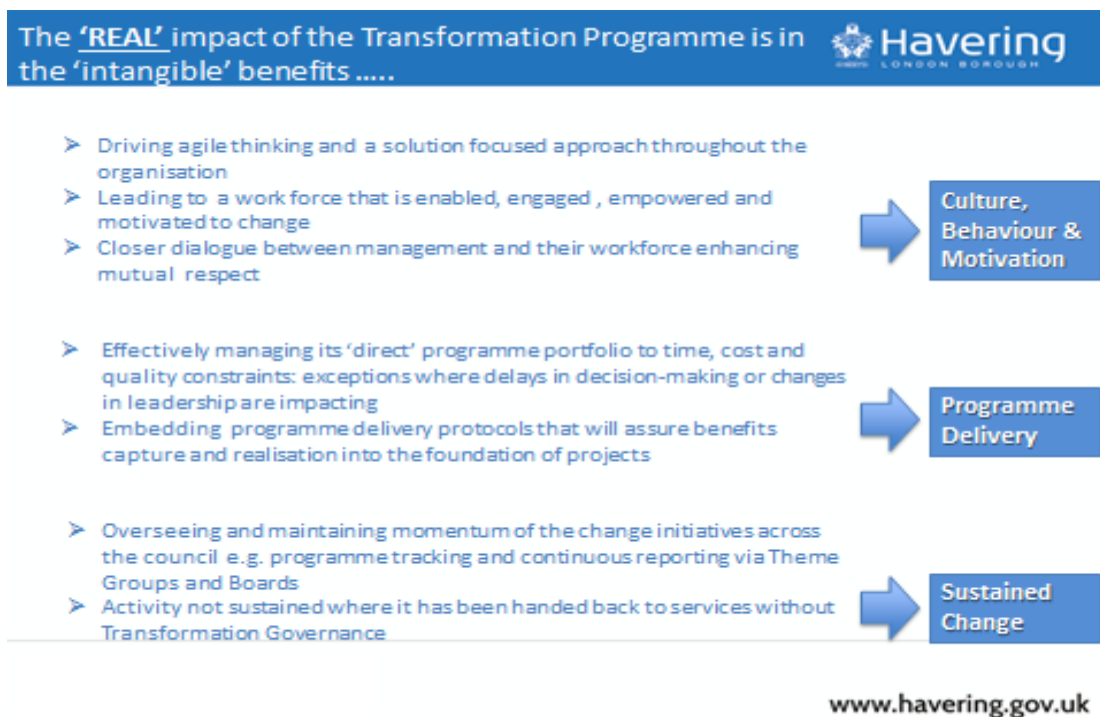
While the challenges are easy to recognise – demand for services both statutory and discretionary increasing while funding to provide those services decreases

year on year – the ‘fix’ is more complex, since it requires both the retention and improvement of what local government does best, and the adoption of new skills and technology more akin to private sector companies, operating at the cutting edge of innovation and responsiveness.

Just as importantly, because of the breadth and depth of the challenge, embedding the changes necessary to effective, convenient, efficient services for residents in 2019 and beyond, requires a transformation in the attitude, behaviours and culture of the organisation, to deliver sustained, purposeful change.

In response to these changes in local government and funding, Havering has designed a Transformation Programme to enable them to effect a whole-organisation change in the way it works and responds to the needs of residents.

The Transformation Programme is designed to deliver innovation and whole Council review and redesign of services, relationships with our communities and residents and the creation of a lean, agile operating model that allows the Council to manage future challenge. It does this in the context of a medium term financial challenge over four years, requiring significant spend reductions



The Requirement Case for the People & Organisation Programme was agreed by Cabinet in November 2018. The Requirement Case proposed a programme of activity with the Council’s workforce to support the Council’s current needs and its

ambitions for the future. It describes the activity of work within the Council's four key Themes:

### **Requirement Case November 2018**

The programme of work to meet these objectives was laid out in the Requirement Case approved at Cabinet in November 2018 as:



### **2. Delivery:**

The P&OT Programme includes nine projects to deliver the activity in the Requirement Case.

The People & Organisational Transformation Programme is a major part of an emerging wider strategic Transformation programme.

People & Organisational work-streams will deliver organisational readiness and sustainable cultural change, to meet the future operational model of the Council.

As part of the development of the programme our ambition is to map across all existing activity in each of the main priority work-streams, creating a coherent “One Council” approach to our approach to the forward planning and management of the Workforce.

People & Organisational Transformation  Havering LONDON BOROUGH			
<b>People Strategy:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Sustaining people and culture</li> <li>Attracting &amp; retaining talent</li> <li>Clear career pathways</li> <li>Cost reduction in turnover and capacity</li> <li>Fit for purpose workforce</li> <li>Employer of Choice</li> <li>Supporting the set up of embedded activity on Resourcing, Performance &amp; Development, Leadership and Culture, Values and ways of Working</li> </ul>	<b>Organisational Preparedness:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Review of current policies to meet the councils requirements post transformation</li> </ul>	<b>Values &amp; Behaviours:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Collaborative design of values &amp; behaviours</li> <li>Develop a leadership style within the organisation</li> <li>Contribute to leadership style and function</li> <li>Embed behaviour by modelling</li> <li>Launch internal campaign for Values &amp; Behaviours</li> <li>Continued programme of events for 18 months</li> </ul>	<b>Apprenticeship Strategy:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Build skilled &amp; committed workforce</li> <li>Maximise capacity</li> <li>Sustained cultural change</li> <li>Support 16-24 priority</li> <li>Career life learning</li> <li>Increase apprentices within in council and Borough</li> <li>Effective deployment of levy</li> <li>Sharing 25% of Levy</li> </ul>
<b>Timeline:</b> Product: 01/10/19 Implementation: 31/12/19	<b>Timeline:</b> Product: 31/01/20 Implementation: 28/02/20	<b>Timeline:</b> Product: 31/07/19 Implementation: 30/09/19	<b>Timeline:</b> Product: 01/10/19 Implementation: 31/03/20

<sup>1</sup> Cleaner, Safer, Prouder Together

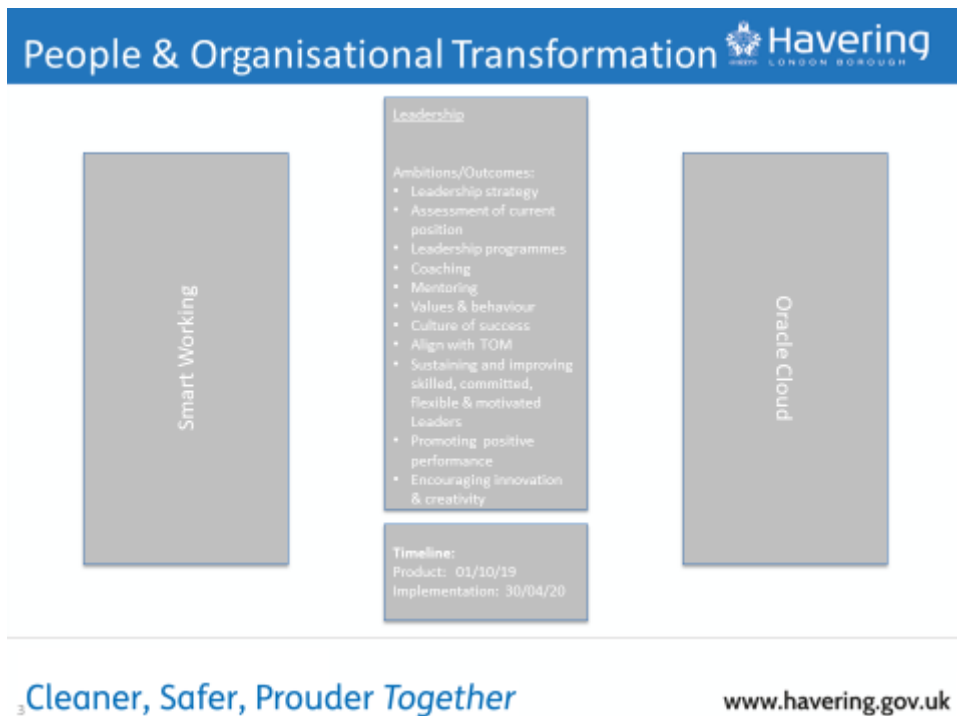
[www.havering.gov.uk](http://www.havering.gov.uk)

People & Organisational Transformation  Havering LONDON BOROUGH			
<b>Workforce Planning:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Review current workforce</li> <li>Understand future workforce</li> <li>Skills gaps</li> <li>Organisation right size and shape by service for future requirements</li> <li>Capabilities &amp; disposition</li> <li>Use of apprenticeships &amp; graduates</li> <li>Link to career pathways, talent, succession</li> <li>Understand emerging themes</li> </ul>	<b>Havering Together with Staff:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>As part of People Strategy share the vision, buy-in</li> <li>Recruitment &amp; retention (Including Agency Workers)</li> <li>Attraction to Borough</li> <li>Ownership &amp; Commitment</li> <li>Agile &amp; streamlined</li> <li>Customer focused, performance driven</li> <li>Cultural Change Group</li> <li>Engagement programme</li> </ul>	<b>Talent &amp; Succession:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Identify &amp; develop talent</li> <li>Ability &amp; aptitude</li> <li>Using workforce &amp; succession planning tools</li> <li>Clear career pathways</li> <li>Encourage understanding of the value</li> </ul>	<b>Reward &amp; Recognition:</b> <b>Ambitions/Outcomes:</b> <ul style="list-style-type: none"> <li>Bench marking exercise on hard to fill posts</li> <li>Understanding the reasons for the difficulties in recruitment</li> <li>Communications programme on attraction of talent to Havering as a Borough</li> <li>Reward package to be reviewed</li> <li>Work with existing providers</li> </ul>
<b>Timeline:</b> Product: 30/06/19 Implementation: 30/11/19	<b>Timeline:</b> Product: 01/10/19 Implementation: 30/04/20	<b>Timeline:</b> Product: 31/12/19 Implementation: 31/12/20	<b>Timeline:</b> Product: 31/12/19 Implementation: 31/12/20

<sup>2</sup> Cleaner, Safer, Prouder Together

[www.havering.gov.uk](http://www.havering.gov.uk)





#### **4. Project Activity**

To achieve the outcomes of the proposals and the potential savings specified are three additional focuses:

- Agency worker reductions
- Reducing loss of apprenticeship levy
- Modernising workforce

#### **Agency Worker Reductions**

Human Resources are working closely with Service Directors to reduce the requirement for and use of agency workers, the target is a 25% reduction in agency workers within this financial year.

Several options are being considered, from restructuring workloads and activity across teams, permanent recruitment, apprenticeships, and clear objectives and timelines for task specific or seasonal work.

#### **Reducing Loss of Apprenticeship Levy**

Part of delivering apprenticeships and the wider project is the target to reduce the loss of the apprenticeship levy by using it to develop residents, encouraging return to work and or creating career pathways, develop existing staff and strengthen the Council's talent and knowledge base.

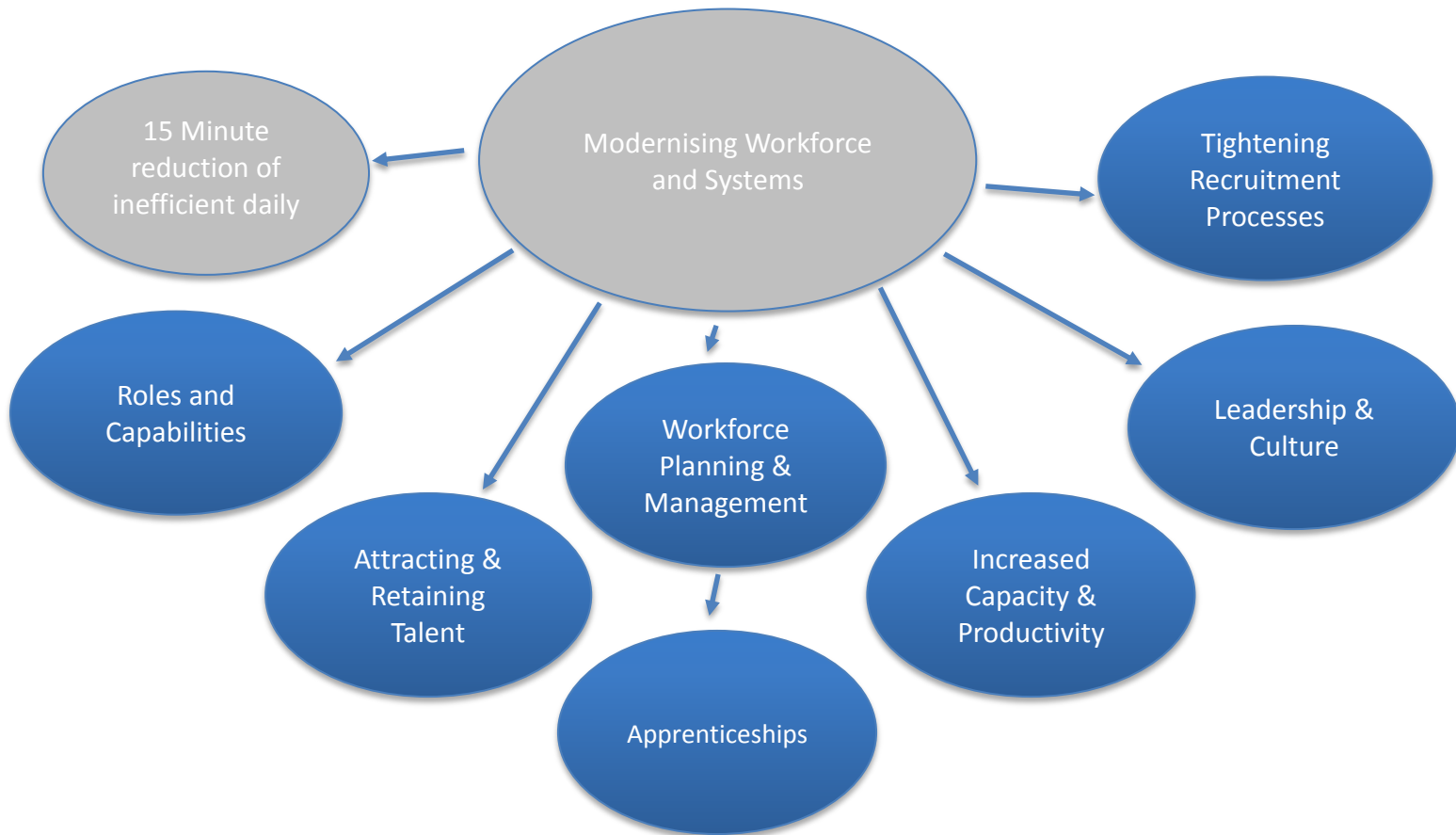
This saving is a cash saving based on the ability to reclaim an extra £20000 per month of the apprenticeship levy currently paid to central government. Much of this will be a saving based on a substitution of General Fund costs with Apprenticeship Levy eg training budgets and replacing current staff with apprentices.

### **Modernising the Workforce**

Modernising the workforce will both generate efficiencies and reduce cost. This is an enabler which will allow future staff reviews to release savings

The direction and commitment to staff development laid out in the People Strategy is intended to encourage amongst other benefits leadership and direction, motivation, sustainable change, increased productivity, attraction of talent to the Council and erosions of levels of replacement from turnover.

The lower end estimate of savings is 5 minutes per day, per employee being around £1. The target is a saving of 15 minutes per day, per employee.



### **People Strategy:**

Havering is determined to support and develop a workforce that can meet the current and future needs of our residents. The project has developed the strategy that sets out Havering's approach to working together to develop the skills of our staff and ensure that everyone has the right tools to deliver our priorities and ambitious plans for a better Havering. Next steps will be the implementation of the proposals.

Working closely with the Smart Working Programme to ensure the Council have the right people in the right place with the right tools to carry out their job to the best of their ability.

Attracting, developing and retaining staff is critical to serving communities and delivering great service. The People Strategy aims to enable a workforce to meet

current and future needs for residents that is sustainable and diverse within the Corporate Plan and beyond.

Havering are aiming to become a Top 100 Employer of Choice, Not for Profit 2021/22.

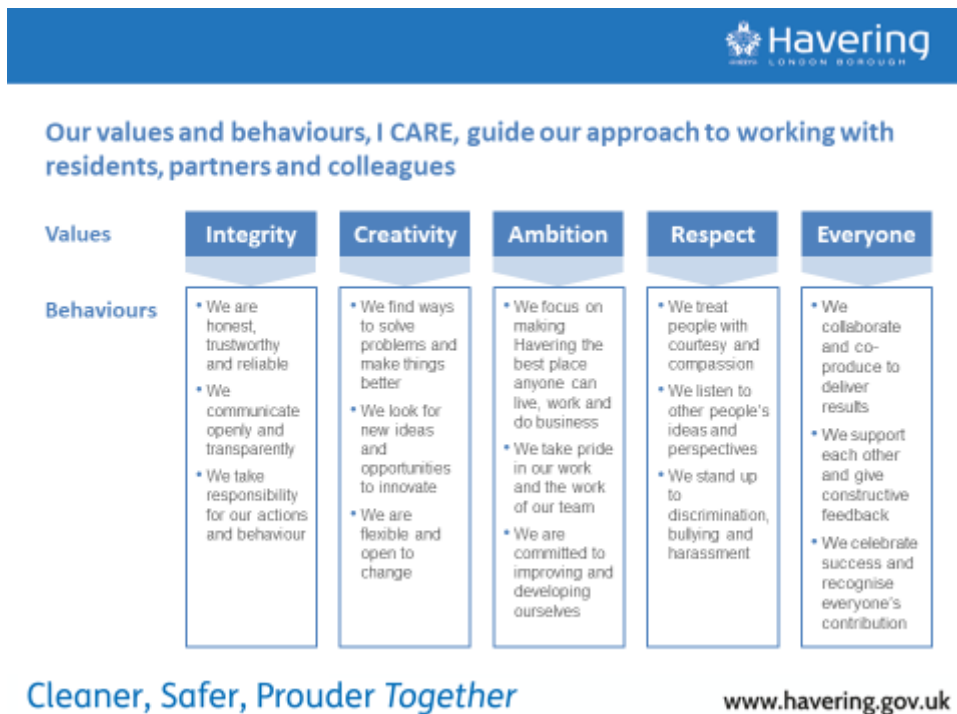
## **Values and Behaviours**

The development of Havering's values and behaviours has been on a substantial journey from development prior to and input received at the YMCA, council away day in 2018 before the change of administration and the review and redesign this summer.

The key to the success of beginning to change the culture of an organisation with a refresh of values and behaviours is to model the behaviours in everyday life through all levels of the organisation. There have historically been a number of attempts to launch values and behaviours by the council prior to this work. Feedback from the engagement sessions tells us that they have not previously stuck, people were not necessarily aware of the content and were unlikely to be modelling the behaviours.

The work that the council has undertaken this summer has taken place with a cross section of the organisation including the Senior and Council's Leadership Teams, volunteers for external engagement sessions and the Cultural Change Group.

The Cultural Change Group is a permanent group that will review and challenge all projects, programmes and activity that is proposed to influence the culture of the organisation. The extended group includes Change Champions that have volunteered to shape and make a difference to the direction of the council, from across the council. The group in its entirety including Change Champions are offered opportunities as groups to design and influence change activity. The refresh of the values and behaviours was the first activity that the group partook in and with the engagement sessions feedback the Change Champions have designed and agreed the values and behaviours for the council.



### **Organisational Preparedness:**

To enable transformation on this scale the Council needs to ensure that its policies and procedures enable the changes and don't hamper them.

The Human Resources and Organisational Development Service have a transformation programme that is reviewing policies across the council. The People and Organisational Transformation Programme is working closely with the team to ensure collaboration and time appropriate activity to enhance project delivery and organisational change.

### **Havering Together with Staff;**

Havering together with staff describes an agreement between staff and the council of the parts they play in their mutual deal to work together in the delivery of service to residents.



This project will also focus on the mapping and implementation of the council's ambition to be a Times Top 100 Employer of Choice.

## **Leadership**

The quality of leadership has a clear impact on the performance of individual members of staff and the council as a whole and is pivotal to ensuring that the Council realises and sustains transformation towards becoming a lean, efficient organisation, focussed on performance and delivery of excellent outcomes for our residents

Havering needs skilled and committed leaders throughout the organisation, who empower staff, lead by example, role model the agreed values and behaviours and support and encourage staff to do their best in an inclusive culture. Within Our People Strategy we set our intention to develop leadership and management skills at all levels. Our vision is for competent and consistent leadership practice across our council.

The Leadership Project will scope and source assessment tools and Leadership and Management Programmes in conjunction with the Organisational Development Team.

## **Apprenticeship Framework**

Havering makes a significant investment in the Apprenticeship Levy and this money can only be used for training and assessing apprentices. This is a long-term investment which will improve the quality of training opportunities and the skills of

all of our people. Currently the return on investment is poor and since June 2019 the council has lost c£50k per month on unspent levy contribution.

The Council has set clear strategic aims and objectives for delivering on apprenticeships and maximising return on the investment in the levy. The target for the Council and Council maintained schools is 2.4% of staff to be carrying out an apprenticeship, this equates to 150 staff.

### **Our Strategic Aims**

- To build a skilled and committed workforce now and for the future and maximise workforce capability
- To improve diversity and inclusion, employability and career opportunities
- To increase the number of apprentices and apprenticeships both within our own workforce and across our Borough

### **The key objectives of Our Apprenticeships Framework**

**To embed apprenticeships across our workforce.** We will create apprenticeships that provide a modern employment offer and viable route into and through the Council. This includes considering apprenticeships as part of our People Strategy, workforce planning, succession management, talent development, and career pathways.

**To offer existing staff opportunities for career development, to refresh or gain new skills or retrain.** We will increase opportunities for personal and professional development through high quality transferrable training so that our existing employees embrace apprenticeships as part of their learning, development, and career. In common with many employers, we have more progress to make in changing the traditional view of apprenticeships, to ensure that equality of opportunity is achieved. Apprenticeships are not limited in terms of age or length of service and although it is a requirement that they are linked to national standards and recognised qualifications they do have to be labelled “apprenticeship” to attract levy funding.

**To develop skills and enhance the capability of the workforce.** We will use apprenticeships to develop strong professional capabilities so that we develop a highly capable, skilled and engaged workforce with effective leaders. This includes developing profession-oriented apprenticeships, at a variety of levels (including higher and degree level) and in areas where there are identified skill gaps (e.g. commercial, digital, planning, social work etc).

**To enhance diversity and inclusion and social mobility.** We will ensure that apprenticeships are a key component of an inclusive Council so that our workforce better reflects the community we serve. This includes promoting apprenticeships

within the local area, to those from underrepresented groups and low socio-economic backgrounds and improving recruitment processes accordingly, to emphasise the importance of potential rather than the finished product.

**To ensure quality experiences.** We will make sure apprentices receive high quality training so that they feel valued and engaged with the Council and our community. This includes working with reputable training providers, complying with apprenticeship standards and securing senior and line management engagement to ensure accountability for the quality of the apprenticeship schemes.

**To deliver a return on investment on the apprenticeships levy.** We will work collaboratively across the Council and wider local government so that apprenticeships fit clearly within workforce planning to maximise our potential for delivering apprenticeships within the resources available.

### **Workforce Planning:**

The Council is operating within a changing and challenging environment - budget pressures, increasing demand for services, increasing need for flexibility, innovation and improved service delivery, an ageing workforce and tighter labour markets for example – making it imperative that we plan for the future today. Workforce planning establishes a process for identifying, securing and developing the capacity and capability of the workforce to deliver our current and future objectives.

Workforce planning is about getting the right people, with the right skills into the right jobs at the right time. It helps managers plan for the future, anticipate change and manage the workforce to meet business demands and provides a framework for making decisions about the workforce that align with the strategic goals of the Council.

Implementing workforce planning will enable the Council to:

- Respond quickly and more strategically to change and transformation by recognising emerging challenges in the workforce and the business;
- Improve efficiency, effectiveness and productivity by ensuring that our people have the right skills and are a good fit for the job;
- Facilitate strategic decision making in relation to future workforce requirement by identifying staffing needs, monitoring attrition and ensuring that replacements are available for key vacancies
- Strengthen capability across the workforce to achieve business goals and deliver services for the public by understanding the profile of the workforce and the skills needed now and for the future
- Align the People Strategy, plans and policies with maximising the capacity of the existing workforce and shaping the future workforce to meet requirements by analysis of skills and future plans
- Monitor current workforce costs and predict future costs by analysis of the current profile and budgets



Effective workforce planning requires an integrated approach by key stakeholders including senior leaders, HR and OD professionals, managers and staff.

The workforce plan sets out how future staffing and skills needs will be met. This includes recruiting, development, internal deployment, succession management and talent development. It is proactive and designed to ensure that we have the talent we need to deliver services now and into the future.

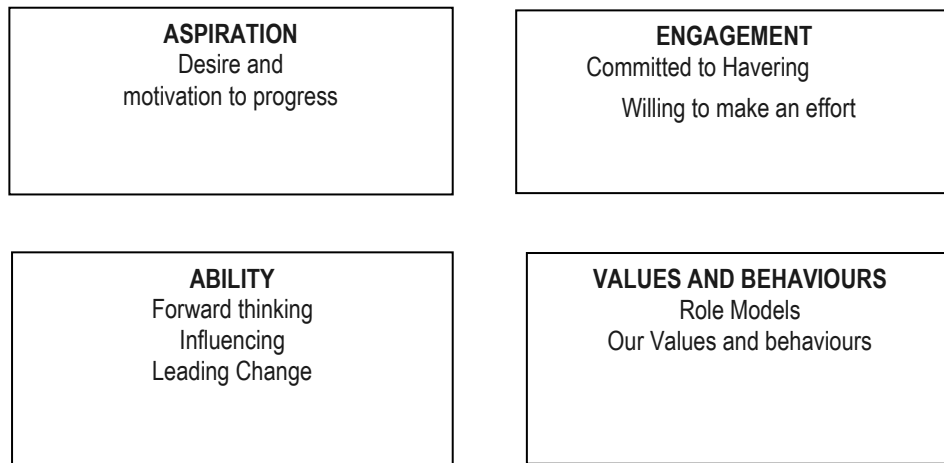
## **Talent & Succession**

Talent and succession will be considered as part of the workforce planning conversation as well as 1:1s and development reviews. There is a need to develop a sustainable workforce which limits the Council's vulnerability and supports development and career pathways within its services for staff.

The project will:

- Drive a focus on the collective strengths of a team rather than simply on the individual. A high performing team is not one simply filled with talent but one that works well together. A team full of individually talented people may not perform as well as one with average talent that functions well as a team. Strong teams help organisations thrive. Encouraging discussions in teams around their performance together as well as individually is healthy and can increase productivity;
- Facilitate talent review meetings. Getting leaders to engage in conversations around who they have, how they are doing and what they might want or need to do next. Collective management agreement is based on the chance to discuss possible successors, talent groups and their development needs. Individuals will be better supported if leaders agree they are credible future candidates for real positions.
- Recognise that HR is not a substitute for poor managers. Good managers know their people well. HR and OD can help create an environment where people and their managers know their strengths and can discuss their aspirations honestly. HR can provide information about opportunities and ensure that job titles and roles are clearly defined so that people recognise where they may be able to contribute in a different part of the business;
- Challenge the concept that “x years’ experience” is essential for a role. Recognising that transferable skills and ability to learn are as important as technical know-how. Celebrating non-traditional moves to highlight the possibilities and encourage others. Creating opportunities for people to undertake short term work experience in another part of the business creates connections and opens up possibilities for movement between departments;

- Helping people understand the need to remain employable by gaining new skills and a breadth of experience in different roles. Staying in one role for too long prevents people updating their skills and staying fresh so reducing confidence in their ability to get another job;
- Helping managers recognise when someone able needs to be stretched. Creating opportunities for people to work beyond the boundaries of their own department, undertake project work or lead an initiative will support retention and develop talent;
- Leading on role design and refresh. Challenging managers to identify 5 people ready for a move and 5 roles that need refreshing in the next 2 years. This 5x5 approach creates open and honest conversations with those in these roles without being personally critical of individual performance;
- Challenging thinking about the traditional career trajectory. Removing the stigma from sideways movement creates options for people to manage their career and personal lives - working part-time, job sharing and creating ways for people to remain in work but differently, challenging the assumption that all employees want to move up the career ladder and allow for upwards, sideways and downwards movement to create space and fluidity across the workforce
- Helping managers recognise potential using the 4 dimensions for assessment of potential



## **Reward & Recognition**

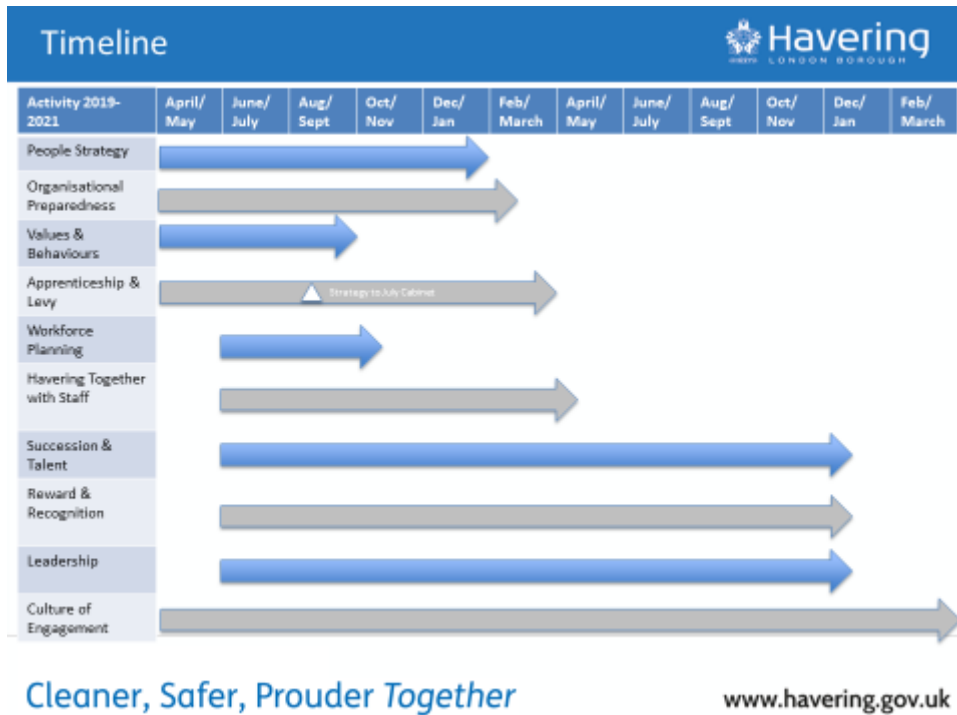
The project focusing on reward and recognition will be focusing on retaining and attracting talent to the borough, it is not a full scale review of every council post.

The project will scope the hard to fill posts following workforce planning activity by service. Bench marking exercises will follow across local government, London boroughs and private sector organisations where appropriate.

Attracting talent to the Council is key and the project will investigate attraction to the Borough and how this can be encouraged, the unique selling point of the Borough for professionals to then increase the talent pools.

Existing reward and recognition packages to be reviewed particularly for these hard to fill posts and where appropriate council wide

## 5. Timeline:



## 6. Benefits

Financial:

### Cost & Savings Projection

Project:	Budget Requirement:	Breakdown:
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People Strategy	544,400	Communication across programme activity, HR project support, Programme Manager
Apprenticeships	169,000	Ongoing additional staffing cost to the apprenticeship hub
Leadership	250,000	Leadership & Management Assessments Programme Delivery

- Cost over 24 months:
  - One off cost: £794,400
  - Ongoing increase to annual OneSource staffing budget: £169,000

## **Savings Projection**

### **3 Key Elements**

- Agency worker reductions
- Reducing loss of apprenticeship levy
- Modernising workforce
- Potential savings over two years: **Total =£1,862,270**

Hard savings make this an invest to save project that breaks even, the soft savings are anticipated to at least double that savings

<b>Cost Reduction</b>	<b>Calculation</b>	<b>Year One</b>	<b>Year Two</b>	<b>Total</b>
Agency workers	1% off 2018-19 use £20,813,497	208,135	208,135	416,270
Apprenticeship Levy	£20,000 p/month	240,000	240,000	480,000
Modernising Workforce	Save 5 mins per day, per employee = circa £1. Employees 2,100 (incl agency)	483,000	483,000	966,000

**Cost & Potential Savings Projection – Total**

- Cost over 24 months Total =£910,000
- Potential savings over two years: Total =£1,900,000
- Net potential Savings = £1,000,000
  
- Plus
  - Sustainable change
  - Increased productivity
  - Attraction of talent to the Council
  - Erosions of levels of replacement from turnover

Reducing agency numbers and modernising the workforce will both generate efficiencies and reduce cost. These are enablers which will allow future staff reviews to release savings

**Benefit: Measure of Success:**

<b>Benefit:</b>	<b>Measure of Success:</b>
Developing staff in line with the People Strategy will build trust through	➤ Clear expectations set for Leadership and Management

transparency	<p>through clear Induction process and Leadership, Management Development Programmes and modelling behaviour. Attendance on Management Induction from 10 to all recruited managers annually. Attendance on Leadership and Management Programmes from 59 to 150, including supervisors, per annum</p> <ul style="list-style-type: none"><li>➤ Colleague survey statistics on openness to be further explored via a pulse survey</li><li>➤ Regular engagement programme of events, a minimum of 75% attendance</li><li>➤ A change charter developed and pulse survey carried out in 2020 to ensure embedded and change better communicated within the Council</li></ul>
<b>Focus on wellbeing.</b> We will provide a modern and well equipped working environment and take care of our staff so that they can come to work and do their best in a culture of empowerment, trust and respect and achieve a healthy work-life balance.	<ul style="list-style-type: none"><li>➤ Employee Wellbeing Programme to continue</li><li>➤ Smart Working, enabling individuals to be working where needed and not unnecessary attendance in the office.</li><li>➤ Colleague Awards, recognition and engagement. S.T.A.R Awards</li><li>➤ Reduction in sickness absence from 9.4 to 7 days per annum</li><li>➤ Reduction in stress for a reason for sickness absence from 16.9% to 14%</li><li>➤ Development of staff through a variety of routes including the apprenticeship scheme, career pathways and alternatives will have a social impact on the organisation and the local community with 67% of staff also being residents</li></ul>
<b>Focus on diversity and inclusion.</b> We will champion the diversity of our workforce so that the contribution of each and every member of staff is recognised and valued and we are able to attract and retain a diverse range of talent now and into the future.	<ul style="list-style-type: none"><li>➤ Employee voice forums</li><li>➤ Employee Impact Assessments to be completed during change activity, results shared and learnt from</li><li>➤ Cultural Change Group, advising and co-designing activity that will affect the culture of the Council</li></ul>

	<ul style="list-style-type: none"> <li>➤ Understand recruitment routes for advertising vacant posts that will reach largest pool of diverse individuals</li> <li>➤ Employee Impact Assessment to be completed for each project of activity to ensure take up of opportunities are reflect the makeup of the council</li> </ul>
<p><b>Focus on learning and development</b> We will work to ensure that staff have access to learning and development opportunities so that they have the skills and competences required to work to the best of their ability</p>	<ul style="list-style-type: none"> <li>➤ The Workforce Planning project has started and if the pilots are successful the role out across all services will start in December and complete in April 2020</li> <li>➤ Talent and succession planning will be an outcome of the workforce planning action plans</li> <li>➤ Career pathways to be designed in services to develop staff and fill a shortage of staff in certain areas and difficulties in attracting talent to the Borough</li> <li>➤ Apprenticeship numbers to be increased from 0.6% to target of 2.4% with onward study plans</li> <li>➤ Skills audit per service by 2021</li> </ul>
<p><b>Focus on continuous improvement.</b> We will develop a culture of learning in which innovation and creativity are encouraged so that services can be developed and improved through feedback, reflection, evaluation and shared learning</p>	<ul style="list-style-type: none"> <li>➤ Workforce planning</li> <li>➤ Future requirement</li> <li>➤ Gap analysis</li> <li>➤ Hard to fill posts</li> <li>➤ Support staff and develop relationships with engagement sessions including Lunch &amp; Learn</li> </ul>
<p><b>There is consistent leadership practice</b> and leaders role model our agreed values and behaviours to create a positive workplace and inclusive culture</p>	<p>Behaviours and language become consistent and recognisable within the organisation</p>
<p><b>Leaders and managers</b> at all levels have the right knowledge and skills to lead and support teams and individuals to perform to the best of their ability</p>	<p>Numbers of leaders and managers attending learning programmes across the organisation through apprenticeships or other shorter term means. Target of 30 Level 3 and Level 5 Leadership and Management Apprenticeship programmes to be started in 2020</p>
<p><b>Our Values</b> provide the framework for</p>	<p>Staff can recognise each other, leaders</p>

engagement with our staff, customers and stakeholders, drive behaviours and influence and shape our culture	and managers using the behaviours stated in the Council's Values and Behaviours, they are evident in personal development reviews, recruitment, role profiles and throughout employee life cycles
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## **REASONS AND OPTIONS**

### **7. Reasons for the decision:**

**The proposed adoption of the People Strategy and activities required to assist its success are intended to support and develop a workforce that can meet the current and future needs of our residents.**

Following the dramatic changes in the nature, funding and shape of local government services over the last ten years, which has seen a shift in focus to lean, efficient "Back office" provision, focus on the development of staff has taken a back seat. This in turn affects the level of engagement, motivation and current knowledge of staff. Mandatory training takes place in all areas.

The feedback from the Colleague Survey that was carried out in May 2019 confirmed the need for change in the Council's focus on staff with themes in line with the following statements:

- "I feel that there are not enough people being listened to by senior management"
- "As a council there isn't a sense of overall vision and strategy/values that are meaningful, and priorities are not focused on the staff to ensure that they are motivated to do the best"
- "There is no career progression for most staff... training is usually inadequate"

This in conjunction with the awareness that the number of hard to fill posts in professional roles are increasing within the council and there is a known aging workforce which increases the need to attract talent to the Borough.

**Other options considered:**



The Requirement Case for the People & Organisation Programme was agreed by Cabinet in November 2018.

The Requirement Case proposed a programme of activity with the Council's workforce to support the Council's current needs and its ambitions for the future

The Requirement Case describes the activity of work.

## **IMPLICATIONS AND RISKS**

### ***8. Implications and Risks; There is a corporate requirement to set out the implications and risks of the decision sought, in the following areas***

#### **8.1. Financial implications and risks:**

Estimated Costs & Funding for the project are set out below:

#### **Financial Implications and risks:**

In order to deliver the People Strategy financial investment is needed which following implementation will deliver efficiencies and enable savings to be realised.

#### **Initial Investment**

This report requests an initial one off investment, to be funded from the Business Risk Reserve, of £794,400 to deliver the strategy over the next two years. This is split as follows

<b>Area</b>	<b>Amount</b>	<b>Description</b>
<b>People Strategy</b>	£544,400	To provide project support to HR including communication and programme activity (split over 2 years)
<b>Leadership</b>	£250,000	Leadership and Management Assessments and programme delivery
<b>Total one – off funding</b>	£794,400	

There is also an ongoing funding request of £169,000 to develop an apprenticeship hub. £169,000 is the maximum investment required and the contribution could decrease if Newham choose to co-invest in the Talent Hub through the oneSource

partnership. For 2019/20, the hub will be funded from the Business Risk Reserve which will require £50,000. The new base budget of up to £169,000 will be built into the MTFS from 2020/21.

## **8.2. Potential Savings**

The main benefits of this project are nonfinancial.

Investing in an Apprenticeship hub will bring huge social value to the borough by creating opportunities for young people, working with and supporting local businesses and upskilling our work force. This saving is a cash saving based on the ability to reclaim an extra £20000 per month of the apprenticeship levy currently paid to central government. Much of this will be a saving based on a substitution of General Fund costs with Apprenticeship Levy eg training budgets and replacing current staff with apprentices.

The People Strategy and Leadership project will invest in the Council's workforce helping them undertake their duties more efficiently. This in turn will directly reflect on enhanced quality of service to the public.

There will also be cashable savings following the successful implementation of the strategy. These savings will be realised by efficiencies which will be possible after the actions described have been fully embedded.

The cash savings anticipated are in three areas

<b>Area</b>	<b>Amount</b>	<b>Description</b>
<b>Agency</b>	£208,000	By investing in workforce development it is anticipated that staff turnover will reduce in key areas thereby reducing the need for expensive agency. The figure quoted is an annual cash figure over based on a 1% reduction in the agency cost.
<b>Apprenticeship Levy</b>	£240,000	This saving is a cash saving based on the ability to reclaim an extra £20000 per month of the apprenticeship levy currently paid to central government. Much of this will be a saving based on a substitution of General Fund costs with Apprenticeship Levy eg training budgets and replacing current staff with apprentices.
<b>Modernising Workforce</b>	£483,000	Based on a reduction of 5 minutes a day for all employees
<b>Total Annual Saving</b>	<b>£931.000</b>	

The predicted savings in Agency costs and from the increase in productivity will be built into the Council's MTFS. The Apprenticeship Levy saving relates to the ability of the Council to achieve value from funding that would otherwise be retained by HMRC.

### **8.3. Risks**

#### **Risks to the programme of works and potential savings are as follows:**

Failure to invest in the People Strategy frustrates the Transformation Programme across the organisation and continues to feed the trends identified in the Colleague Survey

Investment realises greater intangible benefits than tangible that are complex to qualify.

The savings will only be realisable if the strategy is fully implemented. Changing the culture and direction of the organisation will take time so it is possible that some of the savings will not be realised in the anticipated time frame. However, the savings will be closely monitored as it is possible that eventually they could be higher than predicted.

Savings may potentially be double counted with services and their ongoing activity to realise savings and Service Review and Redesign Programme

Failure to change increases the risk that current activity highlighted in the colleague survey continues and talent is lost or not attracted to the Council.

### **8.4. Legal implications and risks:**

The proposals of the People Strategy appear to be positive. I would caution that any change can be frightening to staff. Therefore, it is important that good communication is maintained with existing staff. The risk if this is not done may be an issue of staff morale and lead to employment tribunal cases.

It must be ensured that the impact of the proposals on protected groups is addressed. Consideration will need to be given to the impact on different groups who have protected characteristics in the form of an equality impact assessment. It will be particularly important to consider how changes will affect staff with

disabilities and ensure that there is flexibility in order to make reasonable adjustments to facilitate their continued access to employment.

If there are going to be changes to staff terms and conditions recognised trade unions will need to be consulted; and preferably the Council will reach an agreement with them on the changes.

It will be important to ensure that there is equal access to the Apprenticeship Framework and any other training to different groups to avoid claims of discrimination. Consideration must be given to the risk of indirect discrimination where the proposals are at risk of having a disparate impact on particular groups.

It will also be important to ensure that the Apprenticeship Framework is used correctly and not abused by managers to utilise cheap labour.

The proposal that the Apprenticeship Framework be used to retraining members of staff that are at risk of redundancy is a good one and if applied correctly would reduce the Council's risk in redundancy situations.

In relation to the proposals about the reduction in numbers of agency workers: it would be prudent to ensure that agency workers have access to and are able to apply for the new vacancies.

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

The People Strategy will have a fundamental and significant impact on all current and future employees. Implementation of the People Strategy will be managed in accordance with the Councils relevant policies and processes and any changes to terms and conditions of employment as a result will be subject to the usual consultation process with employees and the Trade Unions

#### **8.6. Equalities implications and risks:**

The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:

- (i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- (iii) Foster good relations between those who have protected characteristics and those who do not.

Note: 'Protected characteristics' are age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.

It is both Council policy and recently renewed SLT direction/expectation that EqHIAs (Equality and Health Impact Assessments) are carried out when appropriate and in sufficient time to enable informed decision-making. As a basic rule, one should be undertaken whenever staff, service users, or the wider public are impacted by decisions or the intended or planned activity. The relevant template with guidance is available from [diversity@haverling.gov.uk](mailto:diversity@haverling.gov.uk) and the intranet and its purpose is to ensure a systematic approach to the task and to evidence that due regard is paid to any adverse impact on affected parties with protected characteristics. In addition to the nine protected characteristics, the assessment also looks at matters pertaining to health and socio-economics, respectively.

Another accepted way to demonstrate due regard is to produce minutes of meetings which clearly show equality implications of the intended activity were fully discussed and understood by decision-makers. The status of EqHIAs can be 'completed' or 'under development', with a view to completion before any final decisions are reached. Where legal challenges occur, completed EqHIAs can often become items of evidence in related proceedings. Finally, if an EqHIA is not to be carried out authors should state the reason in the equality section of their report. Do consult the corporate diversity advisor if clarification or support is needed.

## **Consultation**

Consultation with affected parties is essential to good practice. In terms of administrative law this has a specific meaning, and if done should be proportionate, fair, and inclusive. Sufficient time and information should be afforded to allow consultees to comment meaningfully on the matter in hand and the responses taken conscientiously into account by the decision maker.

A full agile Equality and Health Impact Assessment will be completed throughout the programme and updated at key milestones.

## **8.7. Health and Wellbeing Implications and Risks**

Health inequalities arise from a complex interaction of many factors - housing, income, education, social isolation, disability - all of which are strongly affected by one's economic and social status. Having a job and a reasonable income, which this strategy appears to positively promote, makes a huge contribution to wellbeing

**BACKGROUND PAPERS**

**9. Background Papers**

*People Strategy:*

*Requirement Case, autumn 2018*

*Apprenticeship Hub Business Case*

*Apprenticeship Framework*

*Leadership Framework*

*Leadership Programme Options*



<b>Project code:</b>	<b>Project title:</b>	
	<b>Talent Hub (Apprenticeships Delivery)</b>	
<b>Directorate:</b>	<b>Lead Contact:</b>	<b>Senior Responsible Officer:</b>
HR and OD	Jennifer Burt, Programme Manager Sue Evans, Author	Barbara Nicholls, Senior Responsible Officer Jan Dougals HR Director
<b>Corporate Theme:</b>	<b>Finance Business Partner:</b>	<b>Board/Governance Lead:</b>
Workforce Development	Julie Oldale	Barbara Nicholls,

	<b>Projected Additional Income &amp; Costs</b> Yearly Incremental Revenue Savings + Additional Income					
Year	19/20	20/21	21/22	22/23	23/24	Total 5 year
Income						
Savings						
Costs						
	<b>5-year Return On Investment (ROI):</b> (Income + savings) – costs = ROI					
Year	19/20	20/21	21/22	22/23	23/24	Total 5 year
ROI						

## 1. Project overview

What is the reason for the project?	<p>Havering makes a significant investment in the Apprenticeship Levy and this money can only be used for training and assessing apprentices. This is a long-term investment which will improve the quality of training opportunities and the skills of all of our people. Currently the return on investment is poor and since July 2019 of the council has lost c.£50k per month in unspent levy contribution.</p> <p>The Council has set clear strategic aims and objectives for delivering on apprenticeships and maximising return on the investment in the levy.</p> <p><b>Our Strategic Aims</b></p> <ul style="list-style-type: none"> <li>➤ To build a skilled and committed workforce now and for the future and maximise workforce capability</li> <li>➤ To improve diversity and inclusion, employability and career opportunities</li> <li>➤ To increase the number of apprentices and apprenticeships both within our own workforce and across our Borough</li> </ul>
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### **The key objectives of Our Apprenticeships Framework**

**To embed apprenticeships across our workforce.** We will create apprenticeships that provide a modern employment offer and viable route into and through the Council. This includes considering apprenticeships as part of our People Strategy, workforce planning, succession management, talent development, and career pathways.

**To offer existing staff opportunities for career development, to refresh or gain new skills or retrain.** We will increase opportunities for personal and professional development through high quality transferrable training so that our existing employees embrace apprenticeships as part of their learning, development, and career. In common with many employers, we have more progress to make in changing the traditional view of apprenticeships, to ensure that equality of opportunity is achieved. Apprenticeships are not limited in terms of age or length of service and although it is a requirement that they are linked to national standards and recognised qualifications they do have to be labelled “apprenticeship” to attract levy funding.

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**To ensure quality experiences.** We will make sure apprentices receive high quality training so that they feel valued and engaged with the Council and our community. This includes working with reputable training providers, complying with apprenticeship standards and securing senior and line management engagement to ensure accountability for the quality of the apprenticeship schemes.

**To deliver a return on investment on the apprenticeships levy.** We will work collaboratively across the Council and wider local government so that apprenticeships fit clearly within workforce planning to maximise our potential for delivering apprenticeships within the resources available.

### **Routes to Apprenticeships**

There are 5 main ways to develop and embed apprenticeships across the council:

1. Converting planned external recruitment – helping recruiting managers identify whether roles can be offered as apprenticeships. This includes re-educating managers about the potential that people at risk of redundancy can bring to a service, especially with appropriate training and support i.e. they already are organisational savvy or inducted.
2. Developing new apprenticeships frameworks -currently most occupational areas are covered by an apprenticeships framework but we can work with providers to establish new standards and frameworks.
3. Offering our current workforce opportunities to retrain and up-skill, gain additional qualifications and so enhance their career opportunities and the councils skills base.
4. Creating training posts in the establishment structure to ensure a consistent talent pipeline with trainees in their second/third year supporting those just starting so



	<p>creating a supportive system for development</p> <p>5. Ensuring a Yearly Apprenticeships Cohort.</p>
What specific problems is the project solving?	The Head of Learning and Organisational Development is responsible for apprenticeships at Havering, alongside all other aspects of learning and organisational development. This post is supported by an SO3 and an SO2 – but, importantly, these roles are not dedicated exclusively to Havering: they are resources which are also deployed to Newham Council as part of the oneSource partnership. Given the scale of work required to deliver increased numbers of apprenticeships and apprentices across the councils this resource is insufficient and cannot deliver the required progress on apprenticeships or realise a return on contribution to the levy.
What is included and excluded from scope?	The business case is focussed on securing appropriate resources through investment in a small team to develop and manage the development of apprentices and apprenticeships. This will ensure the Council maximises its development offer to staff, residents and partners funded by a return on our levy contribution
What are the main examples of areas marked for process change?	Currently the recruitment and development of apprenticeships is largely ad hoc, although Havering are running a corporate cohort this year. There is no centralised approach to attracting, retaining or developing new or existing staff using the levy; nor is there a central procurement process.
What investment is required?	<p>A total of £116k, which will be invested as follows:</p> <ul style="list-style-type: none"> <li>• Talent Manager x 1: £65k including on-costs</li> <li>• Talent Officer x 0.5: £21k including on-costs</li> <li>• Apprentice x 1: £20k including on-costs</li> <li>• Resources, eg communication and media: £10k</li> </ul> <p>NB: These costs assume that Havering is the sole investor in the creation of a Talent Hub. If Newham choose to co-invest, then some of the above costs can be shared.</p>
What options have been considered?	<p>Do nothing (continue to lose levy funding –c.50k per month)</p> <p>Develop a bi-borough approach with Newham: this option is actively being explored and, if agreed, would reduce the investment cost to Havering.</p> <p>Develop a tri-borough approach with Bexley: this is not an option for Bexley at this time.</p>
What financial and non-financial benefits will the project deliver?	<p>The council will benefit from additional development for existing staff, enhanced skill sets and improved competency and capacity across the workforce.</p> <p>Improved age profile and ability to attract and retain talent now and for the future</p> <p>Reduced spending on redundancy and recruitment.</p> <p>Increased return on levy contribution.</p> <p>Improved employer reputation.</p> <p>Improved employability across the Boroughs and better career prospects for staff.</p>
What are the key business impacts both positive and negative?	<p>Apprenticeships can help develop key skills, respond to change and new business demands. They can enable recruiting for hard to fill posts, address skills gaps and the aging workforce within the Council.</p> <p>In the short-term managers will have to allow staff time “off the job” which does not mean “out of the business” to undertake project work or gain experience and skills in a different area of the council. This brings some resourcing queries that will need resolving on a case-by-case basis. The value to the business, retention, development, career pathways and service skills gaps need to be understood clearly to value the benefit of a perceived loss of a day’s work. In conjunction with this approach the service should be working with the apprentice and the training provider to ensure project work is useful to the service wherever possible and therefore mitigates the off the job commitment. There can be a challenge for managers in recognising the value of appointing a person who is “nearly ready” rather than someone who can “hit the ground running” but the longer- term benefits gained from committed staff are clear.</p>

How will the project be delivered?	<p>The project would be Amber, others have done this successfully, both in the public and private sectors, which creates confidence that our ambitions can be achieved, although there are challenges and complexities to overcome.</p>			
<p align="center"><b>Delivery Confidence RAG Rating</b></p>				
<p> <input type="checkbox"/> Red - Completely new approach, a new pilot and/or process with a new supplier.         <input checked="" type="checkbox"/> AMBER – Known method/process/supplier but not used before.         <input type="checkbox"/> GREEN – Tried and trusted method/process with known supplier.       </p>				
What are the top level milestones for the project?	<b>Milestone:</b>	<b>Deadline:</b>		
	Creation of Talent Hub, including recruitment to additional hub posts	30/11/19		
	Map hard to fill post and skills gaps thorough the workforce planning project on a staged basis	31/01/20		
	Map apprenticeship options to hard to fill posts and skills gaps on a staged basis	31/01/20		
	Apprenticeships communications campaign for internal staff	31/10/19		
	Continue to work with managers to understand development opportunities for their teams	Ongoing		
	In conjunction with the talent and succession management project map career pathways	Ongoing		
	<p align="center"><b>Route to approval if known</b></p> <p> <input type="checkbox"/> Consultation         <input type="checkbox"/> Key Decision         <input checked="" type="checkbox"/> Non key Decision         <input type="checkbox"/> Cabinet Approval         <input checked="" type="checkbox"/> Other (specify )       </p> <p>         Date:                      Date:                      Date:                      Date:                      Date:       </p>			
What are the top level risks to the project?	Insufficient resource to deliver the required outcomes: learning from elsewhere indicates that investing in a small, central team is a critical enabler to maximising the opportunities and benefits created by the Apprenticeship Levy.			
What assumptions have been made?	That the Council is committed to developing its workforce, residents and partners and therefore increasing the number or apprentices and apprenticeships			
What project board will this project report to?	This project will report to the Opportunities Theme Board			
Who or what are impacted by this project (including headcount reduction)?	This project will impact staff, residents and partner development. In addition all redeployment, recruitment and use of agency workers will be required to consider an apprenticeship as a first stage activity.			

3. Deliverables, dependencies and critical success factors				
Ref	Deliverable	Depen dency	MoSCoW	Success measure
	Deliverable: Staffing agreed for Talent Hub  Benefits: Dedicated resource to develop the programme and deliver results			Funding is available
	Deliverable: Recruitment – internal/external underway  Benefits: We have the right people to deliver			Staff in place
	Deliverable:			

	Benefits:			
	Deliverable:			
	Benefits:			
	Deliverable:			
	Benefits:			
	Deliverable:			
	Benefits:			

4. Stakeholder consideration - Related projects, programmes and operational functions			
Ref	Project, Programme or Function	Consideration	Stakeholders
01	People &		

5. Governance model		
Name	Role	Involvement


## 6. Total Cost and Saving Projections please attach appendices if required

Supporting Narrative: See attached Apprenticeships Framework and proposed Talent Hub structure

Existing Revenue Budget <small>indicate if HRA, Grant, or General fund applicable, Transformation</small>	Yr1 18/19	Yr2 19/20	Yr3 20/21	Yr4 21/22	Yr5 22/23	Total
Cost centre 1						
Cost centre 2						
<b>Total:</b>						
<b>One off Capital costs</b> <small>e.g. significant building modifications</small>						
Cost A						
Cost B						
<b>Total:</b>						
<b>One off Revenue costs</b>						
Cost A						
Cost B						
<b>Total:</b>						
<b>Ongoing Costs</b> <small>e.g. Programme Manager, Legal Advice</small>						
Cost A		116k				116k ongoing
Cost B						
<b>Total:</b>						
<b>Savings</b> <small>e.g. Existing budget less ongoing costs or income generation</small>						
Saving A		116k*				116k
Income generation A						
<b>Total:</b>						

- Delivery of this project will reduce the value of lost Apprenticeship Levy by at least £200k per annum and potentially more. In addition, a range of non-cashable benefits have been identified.. Recruiting significant numbers of apprentices into the council will help local employment, upskill the workforce and show that the Council values and supports its workforce. A more stable retained workforce will reduce agency levels and sickness levels which will result in savings. It is also possible that some training budgets might ultimately be replaced by the apprenticeship levy, but further work is required to understand this opportunity in more detail.

## 7. Financing the Project

What assurances can you give that costs/benefits identified will be delivered?	<p>There are many variables associated with this project. However, it is clear from others' experience that the combination of leadership – ie support for apprenticeships from the top of the organisation – and enabling resource, such as that proposed in this business case, are the two critical enablers to maximising the benefits of the Apprenticeship Levy. Subject to approval of this business case, both of those conditions would be in place at Havering, generating a high degree of confidence that a broad range of benefits, both cashable and non-cashable, can be delivered.</p>
	<p>What methods of value for money have been used? e.g. Benchmarking, soft market testing, competitive analysis:</p> <p>Benchmarking with other councils in London and nationally</p>
What are the key financial risks to the proposed option?	<p>–Investment in the Talent Hub to make greater use of the Apprenticeship Levy is a comparatively low risk proposal, as evidenced by the experience of other organisations in the public and private sector. There is an ambition to ultimately reduce departments' training budgets as greater use of the levy is made to develop staff; this proposal is not quantified at this stage and would represent a reasonably high risk were it to be progressed without further exploration and analysis.</p>
	<p><b>Financial Confidence Rating</b></p> <p> <input checked="" type="checkbox"/> RED - Indicative figures that are yet to be ratified, further work required to develop full costings and/or savings.           <input type="checkbox"/> AMBER - Costs and saving identified for part of the project but delivery in some areas is uncertain.           <input type="checkbox"/> GREEN – Costs are known and saving targets are deliverable.         </p>
If savings been listed under MTFS or any other savings target please explain?	Reducing lost Apprenticeship Levy is an MTFS target.
Can this project be delivered within existing budgets if not why not?	The current team is insufficient to deliver this project both in scale and speed, especially considering the council's ambitions to use the Apprenticeship Levy as a key enabler of workforce transformation.
What other sources of funding could be considered?	None

## 8. Constraints

Ref	Constraint	Affected deliverable	Mitigation

## 9. Risks

Ref	Risk	Mitigation	Owner

## 10. Issues

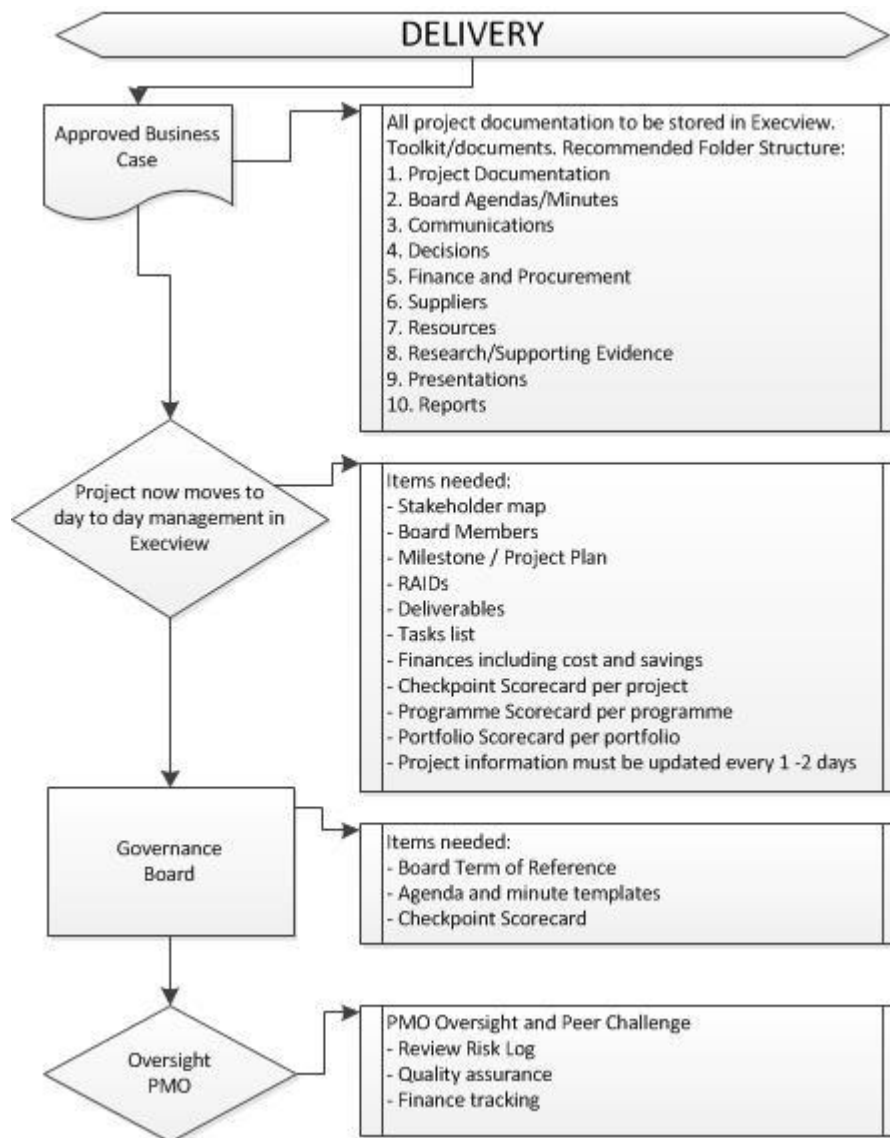
Ref	Issue	Mitigation	Owner
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11. Initial Equality & Health Impact Assessment Checklist		YES	NO	Action
Are you changing, introducing a new, or removing a service, policy, strategy or function?		<input type="checkbox"/>	<input checked="" type="checkbox"/>	If you answered YES to any of these questions complete full EQHIA  If you answered NO Please provide an explanation on why your activity does not require an EQHIA below. <i>This is essential in case the activity is challenged under the Equality Act 2010.</i>
Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?		<input type="checkbox"/>	<input checked="" type="checkbox"/>	
EQHIA not required:	This proposal has the potential to enhance diversity and inclusion across the council's workforce.			
Further guidance and advice <a href="https://intranet.havering.gov.uk/help-with-work/equality-impact-assessment/">https://intranet.havering.gov.uk/help-with-work/equality-impact-assessment/</a>				

12. Consultation & Approvals			
Who has been consulted with?		Who has approved this?	
Risk Management		Responsible Director	
Equality & Diversity	√	Chief Financial Officer	
HR	√	Transformation Board	
Legal		Lead Member	
Procurement		Other Board	

Appendix 1 Version History		
Revision date	Revision by	Summary of Changes

## Delivery



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## Delivering Apprenticeships in Havering – a Framework for Action

### Introduction

Apprenticeships are a key way to develop the skills required by the council now and into the future. By embedding apprenticeships through Our People Strategy, talent management and career pathways, we can ensure they provide a modern employment offer and clear route into and through the Council for both new and existing staff.

In Havering our Apprenticeship Programme will help to maximise our workforce capability by developing our existing workforce and bringing in a diverse pipeline of talent to meet existing and future skills gaps. This programme will enable the Council to develop a breadth of experience and depth of expertise through a variety of apprenticeships, from entry-level skills to higher and degree level apprenticeships, open to both new recruits and existing staff as an opportunity to retrain or learn new skills.

Apprenticeships also give us an opportunity to improve the diversity and inclusivity of our workforce by providing opportunities for people from all backgrounds to take a step on professional career ladders, enhancing employability and improving life chances. Apprenticeships can open up jobs to a wider range of applicants, removing traditional barriers like educational attainment and retraining and enhancing the skills of our existing workforce. Degree level apprenticeships offer the potential for improved social mobility on a scale not seen before.

There is a strong business case for apprenticeships. In a recent survey by the National Apprenticeships Service 81% of apprenticeship employers said that apprentices have increased the productivity of their business and 85% of apprentices stated that their ability to do the job had improved. This translates into a return on investment from the training within a few years of completion and for our apprentices these benefits can result in significant monetary returns over their working lives. Significantly, our apprenticeships will help us to build a workforce for the future, embed diversity across our workforce and develop a sustainable set of career pathways through which to attract and retain talented people.

The Council makes a significant investment in the Apprenticeship Levy and this money can only be used for training and assessing apprentices. This is a long-term investment which will improve the quality of training opportunities and the skills of all of our people.

### Our Strategic Aims

- To build a skilled and committed workforce now and for the future and maximise workforce capability
- To improve diversity and inclusion, employability and career opportunities

- To increase the number of apprentices and apprenticeships both within our own workforce and across our Borough

## The key objectives of Our Apprenticeships Framework

- **To embed apprenticeships across our workforce.** We will create apprenticeships that provide a modern employment offer and viable route into and through the Council. This includes considering apprenticeships as part of Our People Strategy, workforce planning, succession management, talent development, and career pathways.
- **To offer existing staff opportunities for career development, to refresh or gain new skills or retrain.** We will increase opportunities for personal and professional development through high quality transferrable training so that our existing employees embrace apprenticeships as part of their learning and development. We have more progress to make in changing the traditional view of apprenticeships, to ensure that equality of opportunity is achieved. Apprenticeships are not limited in terms of age or length of service and although it is a requirement that they are linked to national standards and recognised qualifications they do have to be labelled “apprenticeship” to attract levy funding.
- **To develop skills and enhance the capability of the workforce.** We will use apprenticeships to develop strong professional capabilities so that we develop a highly capable, skilled and engaged workforce with effective leaders. This includes developing profession-oriented apprenticeships, at a variety of levels (including higher and degree level) and in areas where there are identified skill gaps (e.g. commercial, digital, planning etc).
- **To enhance diversity and inclusion and social mobility.** We will ensure that apprenticeships are a key component of an inclusive Council so that our workforce better reflects the community we serve. This includes promoting apprenticeships within the local area, to those from underrepresented groups and low socio-economic backgrounds and improving recruitment processes accordingly, to emphasise the importance of potential rather than the finished product.
- **To ensure quality experiences.** We will make sure apprentices receive high quality training so that they feel valued and engaged with the Council and our community. This includes working with reputable training providers, complying with apprenticeship standards and securing senior and line management engagement to ensure accountability for the quality of the apprenticeship schemes.
- **To deliver a return on investment on the apprenticeships levy.** We will work collaboratively across the Council and wider local government so that apprenticeships fit clearly within workforce planning to maximise our potential for delivering apprenticeships within the resources available.

## Routes to Apprenticeships

There are 5 main ways to develop and embed apprenticeships across the council:

1. Converting planned external recruitment – challenging recruiting managers to see if roles can be offered as apprenticeships.
2. Developing new apprenticeship frameworks -currently most occupational areas are covered by an apprenticeships framework but we can work with providers to establish new standards and frameworks.

3. Offering our current workforce opportunities to retrain and up-skill, gain additional qualifications and so enhance their career opportunities.
4. Creating training posts in the establishment structure to ensure a consistent talent pipeline with trainees in their second/third year supporting those just starting so creating a supportive system for development
5. Ensuring a Yearly Apprenticeships Cohort.

## Types and Levels of Apprenticeships

Our contribution to the national Apprenticeships Levy is close to £1.2m and this will enable funding of training and development programmes required to equip new and existing employees gain the knowledge and skills to fulfil a variety of roles. Funding via the levy is not age or service time related but is linked to national frameworks and standards which ensure the quality of training and achievement of recognised qualifications. In turn this helps to increase the skill level of the workforce and enhance career prospects and life chances.

## What is an Apprenticeship?

An Apprenticeship is a genuine job offer and the individual is employed from day one. These programmes combine practical training in a job with an associated study programme. Apprentices will work alongside experienced staff gaining job specific skills, earning a wage with employment benefits such as holiday and sick pay and are given time for studying to the equivalent of one day per week. Equally the apprentice may be a skilled employee developing their talents through a career pathway. All include elements of on and off the job training and in the new Apprenticeship Standards some require an assessment at the end of the programme to assess the apprentice's ability and competency in their job role.

## Overview of Apprenticeships Levels

Apprenticeship Levels Name	Level	Educational Equivalent
Intermediate	2	5 GCSE passes (A-C/9-4)
Advanced	3	2 A' Level passes/Level 3 Diploma/International Baccalaureate

Higher	4-7	Foundation Degree and above/Higher National Diploma
Degree	6-7	Bachelor's or Masters' Degree

## Apprenticeships Pay

The national minimum wage (NMW) for apprentices is £3.70 per hour as from April 2018. The apprentice NMW applies to apprentices aged under 19 or aged 19 or over and in the first year of their apprenticeship. Apprentices aged 25 and over, and not in the first year of their apprenticeship, will be entitled to the National Minimum Wage. Havering pays £6 per hour in the first year and the NMW for their age (or £6 whichever is the higher) in the second year.

There is a concern that the salary budget for apprentices has not been increased. In light of the levy, it is appropriate to consider an increase the budget for apprentices – especially as salaries have increased in both

## Entry Requirements

Apprenticeships are available to anyone over the age of 16 living in England. The entry requirements will vary depending on the job role and apprenticeship level. People with a learning difficulty or disability can now access a Level 2 Intermediate Apprenticeship as long as they can achieve an entry level 3 qualification during their apprenticeship. As a Disability Confident Employer the Council will offer an interview to any applicant who declares that they have a disability and meets the minimum criteria defined for the role.

## Duration of apprenticeships

The minimum duration of an apprenticeship is based on a 30 (or more) hour week including off the job training undertaken. Where an apprentice, for whatever reason, works reduced weekly hours, for example in caring roles, in schools or for those with a disability, the apprenticeship will be extended to take this into account. At least 20% of the working week must be off the job training.

## Training Providers

The Council will, wherever practical, work with local training providers to ensure that each apprentice is assured a good quality experience and receives:

- An Induction Programme
- A detailed training plan which includes on the job training
- Regular progress reviews
- Opportunities to put off the job learning into practice so that the qualifications can be completed
- Mentoring and support throughout the apprenticeship

## Breadth of Apprenticeships offer

A wide range of Frameworks for Apprenticeships exist and so it is possible that all areas of the business could offer opportunities for employment via this route. The Council intends to offer Apprenticeships at all levels for example:

Intermediate	Level 2 for example in Social care, ICT, Business Support and Administration - NVQ2/3
Advanced	Level 3 for example in HR , Finance, Procurement, Legal, Planning, Project Management NVQ3 or equivalent
Higher	Level 4-7 As above NVQ 4-7 or equivalent
Degree	Level 4 for example in Planning, HR , Social Work, Legal and Finance

## Challenges

There are a number of challenges in delivering against this Framework

1. **Maximising return on Levy contribution.** The levy contribution is a significant cost for the council and it is essential that we seek to utilise it as fully as possible so raising awareness and requiring managers to consider apprentices as part of their workforce planning process. Effective procurement is also a key challenge and where possible the council will look to work with other authorities to develop strategies to support the delivery of apprenticeships across London Boroughs. Havering, Newham and Bexley already share services via OneSource and this should make it easier to develop shared approaches to apprenticeships. Establishing an approved provider framework can make it easier for partners to procure the training they require.  
**Recommendation 1** Consider a Strategic Partner arrangement to help set up the programme  
**Recommendation 2** Develop a shared approach - Havering – Newham – Bexley and shared procurement arrangements through an Apprenticeships Hub. (London Councils is working procure a provider for the social work degree).
2. **Rethinking Resourcing.** To be successful it will be necessary to review and challenge our recruitment processes and thinking so that we recruit for potential and recognise our responsibility to develop those entering and currently working in the Council. This is part of the wider People Strategy which sets out our approach to ensuring the Council attracts, recruits and retains the right people now and into the future and covers workforce planning, succession management and talent development. Establishing responsibility for the promotion and development of apprenticeships is key to securing effective outcomes.
3. **Costs of apprenticeships.** The government has been very specific about what levy funds can and cannot be used for. The Levy funding is for apprenticeship training and assessment (through an approved provider up to the maximum allowed per funding band (see government website <https://www.gov.uk/government/publications/apprenticeship-funding-bands>)). The levy cannot be used for wages, statutory licences to practice, travel and subsistence costs, managerial costs, traineeships, work placement programmes and costs of setting up an apprenticeships programme. The council will need to plan to use existing vacancies and look to ensure that wherever possible posts are offered on an apprenticeship basis. This will require a change in attitude and thinking to allow for “in development” appointments rather than a “hit the ground running” approach. This will also prompt a review of the approach to redeployment. Where there are departmental restructures apprenticeships should form part of the solution as well as for hard to recruit areas and creating a talent pipeline and “growing our own”.
4. **Care Leavers.** Apprenticeships can help those leaving care into employment. Research shows that this is dependent upon the right support for care leavers and their ability to acquire basic skills for employment. It is essential that pre-apprenticeship work experience and traineeships are available to help prepare care leavers for the world of work, alongside the right support mechanisms. (This links to the Council’s wider strategy for Corporate Parenting and support for care leavers.) **Does it ??**
5. **People with Disabilities.** Those with disabilities often find it hard to find and sustain employment. Finding ways to provide access to education and skills can improve life chances so supported internships and access to pre-employment work experience are critical to helping them access apprenticeships and employment.

6. **Disadvantaged young people.** Young people aged 18-24 can be amongst the most challenged as they try to compete in the labour market against more experienced candidates. Good quality apprenticeships can provide an entry route and development that enables access to a competitive salary and career start. Research shows that good quality programmes are key to establishing commitment to the business and supporting the development of the future workforce and talent pool. It is essential that there are sufficient employment opportunities at the end of the programme to stimulate the growth of apprentices, secure a return on investment and protect the council's reputation as a good employer.
7. **Long term unemployed/returners.** Apprenticeships can provide a route to employment for the long term unemployed and those returning to the labour market after a break by providing access to training in new and different skills and refreshing existing skills. Traditionally apprenticeships have tended to focus on providing opportunities for younger people, however, they can be used to increase diversity and open opportunities for a wider range of the local population and to support the development of a mature entrant talent pool.
8. **Cross sector partnership and wider community benefits.** The successful development of and success of apprenticeships can be enhanced through working with partners across the borough. By collaborating on standards and procurement and the provision of quality training opportunities we can contribute to the development of a skilled workforce and enhanced economic stability for our residents. Partnering with colleagues, for example in health, the emergency services, colleges and schools can help to promote apprenticeships and realise the potential they offer to increase skills and career opportunities.
9. **Apprenticeship monitoring.** Tracking apprentices and their career outcomes is vital for evaluation of the benefits to the individual, the council and the local community. End of programme evaluation, exit interviews and follow-up will provide evidence that the programmes are successful in filling skills gaps, creating a talent pool and enhancing career options, financial and social mobility. The aim is to rely less on contingent workers and to build a skilled and loyal workforce now and into the future. Where people are able to work there is more independence and better wellbeing.
10. **Data collection.** Collecting reliable data is essential in order to report on and publish the council's contribution to the national targets for the public sector and the return on investment in the Levy contribution. It is also important to inform decision-making and future policy development. Our aim is to improve skills, diversity and opportunity so a baseline is needed to understand the current position and plan for the delivery of these outcomes. In addition qualitative data will be needed to assure the quality of the programmes and to ensure that apprentices are supported and able to perform well in their roles. At this point the Council is nowhere near achieving the target set by UK government for the number of apprenticeships starts (2.3% of the workforce).

## Delivery

The successful delivery of Our Apprenticeships Framework will depend on effective partnership and collaboration between HR and OD, procurement, the senior leadership team and managers and well as external providers and schools. Consideration should be given to setting up an Apprenticeships Hub within the Shared Service which can co-

ordinate delivery of the strategy across the 3 Boroughs. This will enable better access to the Levy funding, a raised profile and a more consistent approach to increasing the number of apprenticeships and apprentices. This cannot be funded by the Levy.



Draft July 2019

## **A Framework for the Development of Leaders and Managers in Havering**

*“Havering have competent and confident leaders who empower and  
encourage staff and innovate”*

### **1. Introduction**

The quality of leadership has a clear impact on the performance of individual members of staff and the council as a whole and is pivotal to ensuring that the Council realises and sustains transformation towards becoming a lean, efficient organisation, focussed on performance and delivery of excellent outcomes for our residents

Havering needs skilled and committed leaders and managers throughout the organisation, who empower staff, lead by example, role model the agreed values and behaviours and support and encourage staff to do their best in an inclusive culture. Within Our People Strategy we set our intention to develop leadership and management skills at all levels. Our vision is for competent and consistent leadership practice across our council.

Specifically, we will seek to develop leaders and managers who:

- Are confident, courageous and able to embrace innovation and change as a ‘way of life’ in modern Local Government
- Will lead and manage well, in a supportive and inclusive way, open to ideas and constructive challenge;
- Set and communicate a clear and compelling vision and outcome expectations and help staff to make appropriate links between the work they do and the council’s goals, performance and aspirations for our communities;
- Build trust and empower staff, allowing for creativity and innovation, sharing ideas and allowing them to take ownership and responsibility for their actions;
- Recognise individual skills to harness and positively develop the diversity of talent and perspectives within teams, fostering an inclusive, enabling and productive culture;
- Manage performance positively and challenge where required;
- Coach and mentor staff to ensure that staff are encouraged and developed to the best of their ability and to build a workforce for the future;
- Lead change with confidence and clarity; and
- Role model a culture of shared learning, collaborative working and reflective practice.

Stating very clearly our expectations of leaders and managers and setting standards of performance and the required values and behaviours is the starting point. Therefore, our Leadership Framework is based on our proposed Leader Profile:

***The Havering Leader Profile***

Draft July 2019

*The Havering Leader is competent, confident and resilient; trusted to lead change well; listens, empowers and coaches staff to do their best in a supportive and inclusive culture; and communicates a clear and compelling vision for the future”*

Using the Leader Profile as the basis for recruiting, selecting, managing, developing and progressing leaders and managers at all levels in Havering will help us to build capacity, capability, consistency and commitment in our leaders and managers so that our staff are well led and well supported to do their best in the service of our communities.

## **2. Approach**

Our approach will ensure that our leadership development is aligned to our corporate and transformation goals and strategic aims and makes best use of technology. The way people learn has been transformed by the rise of digital and we recognise the need to re-think our offer to maximise the potential for individual and organisational learning using the latest technologies. To do this we will align our strategic aims and leadership and management development, defining what our leaders and managers need to succeed.

Specifically, this means:

- Demonstrating buy-in from the top so that senior leaders and managers role model the behaviours required in a culture of shared learning and reflective practice, making time for the development of their own competency and capability so that this is recognised and valued;
- Working to achieve buy-in from managers at all levels so that it becomes accepted practice;
- Monitoring business needs and performance, so that development remains relevant and aligned;
- Defining what leaders and managers need to succeed, so that there are clear descriptions of roles, expectations and capabilities for different roles;
- Making use of appropriate diagnostics, such as 360 feedback and assessments to match learning needs with content and levels;
- Developing clear career pathways so that routes to progression are defined and visible;
- Recognising professional accreditation so that formal qualifications can be achieved and organisational capability enhanced through the Apprenticeship Framework;
- Developing blended learning approaches so that learning meets individual and organisational needs;
- Enabling and empowering staff to consider development opportunities
- Ensuring learning remains aligned to organisational needs but flexible in delivery to meet the needs of the organisation and individuals;
- Providing access to quality assured resources so that learning is effective and well structured;

Draft July 2019

- Encouraging staff to take up development opportunities, which positively impact the change we want to make, so that this is seen as part of the “deal” for employees;
- Supporting learning and engagement networks, such as a Leadership Forum, learning lunches, case studies and ‘show and tell’ sessions, so that learning and experience can be shared;
- Measuring learning through outcomes including improved productivity, positive impact on customer experience or better practice, so that effectiveness is recognised and valued;
- Assessing the use of platforms and tools, trends and achievements so that the offer remains current and aligned; and
- Building this approach so that a true learning culture continues to support the council’s strategic aims.

### 3. Trends in personal learning

The use of technology in development is becoming the norm. In busy organisations like ours, it is increasingly difficult to release staff for formal training and, as we develop digital solutions for our communities, the time is right for developing the use of that technology to develop our staff. Recent research by the Chartered Management Institute into how people learn effectively identified several key trends:

- **70:20:10** – the ratio of informal, social and Informal and experiential learning. (Lombardo & Eichinger 1996) suggests that 70% of effective learning is informal and takes place in the workplace through challenging experiences and working with exemplars. 20% of learning is through social interaction and observing others. Only 10% is done via formal courses. Digital technology has great potential to support informal experiential learning and socialisation. However, it is currently being used mainly to deliver e-learning which essentially replicates traditional learning remotely and at lower cost.
- **Opening up learning** -learning materials are increasingly becoming more widely accessible, as evidenced by learning models such as MOOCs – massive open online courses. MOOCs allow unlimited participation and open access via the internet. They allow learners to use a vast array of different and often free learning materials.
- **Knowing as finding** - the increasing availability of fast-changing knowledge online is allowing individuals to acquire and use knowledge as needed, rather than learn and retain required knowledge themselves. Expertise will be increasingly based on the ability to search, simplify and apply knowledge from a huge and growing mass of relatively unstructured information. Structured resources that provide curated, high quality content are one way of helping learners sift the vast amount of information on offer more effectively.
- **‘Just in time’ learning** - for basic tasks, knowledge and skills can be acquired as needed using online sources. Guidance for more complex skills is also available through online

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videos, slide sharing sites and expert blogs. Certain functions of first line management and leadership can be acquired at point of need, such as 'creating a project plan'.

- **Blog, tweet, speak, learn** - social media enables learning through all sorts of interactions including specialist forums, Twitter and blogs. Online communications, especially within 'trusted' groups such as LinkedIn, allow individuals to engage in dialogue with more and more people, including experts who might previously have been completely inaccessible.
- **Don't tell me what to learn – or when to learn it** - many individual leaders and managers and managers like taking responsibility for their own development and will independently search out the means to achieve their own learning goals. However, for this to happen, managers need access to trusted, curated content.
- **Let technology do the work** - tasks are increasingly prompted, assisted or carried out by technology. In a management context this ranges from 360° feedback via apps to automated project management tools. Using this type of digital prompt can stimulate managers and leaders and managers to learn in different ways.
- **Nibbling, grazing and gourmet dinners** - lifestyle changes and the increasing need for agility in leadership and management means that knowledge will increasingly be acquired in small, intense chunks of attention directed by current need or interest. People will 'graze' for information on specific tasks, rather than spending a 'gourmet' week of learning on one topic.

Many busy leaders and managers will say that they do not have the time or opportunity to 'study' management or leadership and only spend around 20% of their time on leadership activities. Combining these digital 'bursts' of learning, with job-based projects is a way to blend the 'quick wins' with the more intense face-to-face training that is most commonly used for acquiring the softer leadership skills.

Taking these findings into account prompts a different approach to leadership development and informs thinking in developing our framework to make best use of the blended learning that delivers through flexible programmes which meet individual and organisational needs.

#### 4. Business and People Strategy

Any leadership development planning will be more effective if aligned with Business strategy. In Havering we have developed Our People Strategy to reflect our Strategic aims and ambitions for our Borough and to ensure the sustainability of our Transformation Programme. Our People Strategy has four key elements – Leadership, Culture, Values and Ways of Working, Performance and Development and Resourcing. Whilst Leadership is featured as a distinct element the quality of leadership impacts directly on each of the other elements. Delivery of our services, development of stronger and more resilient communities depends on effective leadership right across our council. Senior managers will work to secure line-manager buy in and will demonstrate commitment to leadership development and help to monitor business needs to ensure that our leadership development remains relevant.

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## **5. Our flexible offer**

Our Leadership Development Framework is a flexible offer to our leaders and managers, which will allow the Council to balance the need to manage the business and the need to refresh and further develop skills for our future. The offer is intended to blend traditional programmes with more open and flexible approaches, which can be tailored to individual and organisational needs and priorities. We are proposing that it should link directly to our Apprenticeship Levy contribution, so that we maximise the return on our investment, minimise unnecessary return of the levy and realise optimum quality assurance of programmes.

This offer recognises that learning is most effective when integrated into the job role and relevant (and therefore tailored) to needs and demands which combine tactical development for immediate role related skills and the development of skills, competence and confidence for leadership of the future organisation. We need to ensure there is proper recognition of the shared responsibility of the individual, their line manager and the council to prioritise learning and development which contributes to overall the effectiveness and capability of our leaders and managers and the organisation as a whole. Increasing learning through, for example, project work, shadowing and participating in council-wide initiatives will enhance our capability, help share talent and develop solutions across the council, developing our capacity to collaborate, to work on 'whole-system' approaches and solutions which truly resident-centred outcomes.

## **6. Access to Learning and Development Programmes**

Access to any learning and development programme is through the Havering Personal Development Plan. Regular conversations around performance and development are a vital part of leading and managing well. Good managers are aware of the strengths, aspirations and development needs of their team and will look for opportunities to challenge and develop strengths within the context of the job role and the team's goals. This means we need to fully understand our current competences and capabilities to ensure we are developing the right people, in the right way for the right future roles, through a process of 360 degree review and assessment. Ultimately, the individual is responsible for their own career development and making the best of opportunities for learning and development is key to career success and progression, but it is our role as an employer to ensure that they are motivated to do this and make appropriate choices about their development, to balance the business needs of the organisation and their personal ambitions.

## **7. Overview of Leadership and Management Development Offer**

To sustain change requires purposeful and structured development and 're-learning' of skills for a new context. While our leaders and managers are all highly skilled and

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experienced individuals, there is a need to create a consistent, progressive leadership mindset and to develop improved teamworking and collaborative approaches to leadership, to face the challenges ahead.

The tables on the following pages set out examples of the range of development available for leaders and managers. It is neither exhaustive nor inclusive and access to alternatives will be considered as appropriate if they meet the required quality assurance standards. However, the content is illustrative of the potential offer and provides commentary on benefits to learners.

## Overview of Development Offer at different levels

National/External Programmes (Not exhaustive or exclusive)	Target Role	Internal Development Offer	Notes
Professional Networks Associations Conferences	Board Level/Executive Directors	Board Development	The Master's Degree is an apprenticeship at Level 7 via either CMI or ILM and is levy funded. Taught programme over 12 mths with completion of portfolio/project in a further 6-12 mths. Delivered in conjunction with OU or other University. There are advantages to running a programme in terms of achieving team/organisational goals and shared learning. (£18-22,000 per head)  Chartered Manager – via Portfolio (£1800per head)
Master's Degree (Level 7) (CMI/ILM)	Directors	Mentoring/Reverse Mentoring  Leadership Forum	
Total Leadership Programme (SOLACE)			
Spring Board (SOLACE)	Heads of Service	Self –Directed Learning Service Manager Induction Coaching Skills Refresher E-Learning Leadership Forum	<b>Aspiring to Sector Leadership</b> (SOLACE ) £1895  <b>Springboard</b> (SOLACE) £250  <b>CMI/ILM Programmes</b> (Levy Funding )
Chartered Manager (CMI/Levy)			
Strategic Direction and Leading (CMI/Levy)	Service Managers		
Aspiring to Public Sector Leadership (SOLACE)		Team Leader Induction	

	Team Leaders	Coaching Skills for Managers Leading Change Step Up to Team Leader Programme E-Learning Leadership Forum	
CMI/ILM Levels 4-6 Programmes (Via Apprenticeships Levy)			<b>CMI/ILM</b> Programmes (Levy Funding £6-10,000 per head)
SOLACE and LGA Programmes for aspiring Heads of Service  ILM Programmes (Via Levy) Level 2 - 3 Team Leading	First Line Managers	New Manager Induction  Step into Leadership – Supervisory Level E-Learning Leadership Forum	<b>CMI/ILM</b> Programmes (Levy Funding £6-10,000 per head)  <b>SOLACE/LGA</b> Programmes (4 per Yr) Variable costs – £200-750  <b>Step UP Programme</b> (as required) Recommended for all new Team Leaders
Local Authority of the Year (London)   Young Local Authority of the Year	Any individual seeking an opportunity to develop team working, problem solving, innovative thinking and confidence  Those with less than 5 years experience in Local Government seeking to develop personal confidence	E-Learning	Open call for participants – short statement and Line Manager support, internal panel  Volunteering  Open Call for participants - short statement and Line Manager support, internal panel (2 teams of 2 per year)



NLGN International Women's Day Event (London)	Any women at an early stage in her career on a path to future council leadership		Open call for participants and supporting statement from line manager
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\*Apprenticeships Programmes require 20% off the job learning. This does not necessarily mean out of the office and includes project work, shadowing, e-learning, networking and supporting others.

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# Haverling

L O N D O N   B O R O U G H

**Putting Our People First**

# **People Strategy**

**A Brighter Future for Havering**

**Presentation to Communities Theme Board**

**16 September 2019**

# Introduction

In Havering we care about our staff. Our People Strategy places our staff at the heart of our plans. It sets out the key areas and actions through which we will harness the talent and commitment of each and every member of staff to realise our ambitions for Havering and to create an inclusive working environment in which everyone can contribute to the best of their ability.

Our People are our future and attracting, developing and retaining staff is critical today and into the future if we are to continue to serve our communities and deliver great services.

Our People Strategy will be underpinned by detailed action plans which set out clear actions, timescales and measures of success.

# eringTogether

## laborative 'deal'

### One Council, One Team

Visible, self-aware, determined leadership at every level

Engaged and empowered people

Learning together

Courageous in delivering better together

Open to new ideas and innovation

Professional and productive

Supporting personal growth and development

Celebrating success

Looking after each other and our residents

develop a workforce that can meet the current and future needs of residents, we first need to understand our existing employee profile.

Two of the elements of the Smart Working Programme have been to September Cabinet, accommodation and equipment. The People Strategy is a key driver in the cultural change that makes up the third element of Smart Working.

Our workforce mirrors the complexity and diversity of the services we provide. We directly employ 3,388 people on a range of employment contracts including full-time, part-time, job share, term-time and fixed term.

## People Key Workforce Challenges for Havering

Changing relationship with residents – more self-help, less dependent, simplified services

Digital Agenda

Wider age range - 5 generations at work

Leadership

Budget Pressures

Housing Growth

Diversity and Inclusion

Change and transformation

Agile Council

Flexible employment offer – changing workforce expectations

Ageing workforce – not retaining younger staff

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# Principles underpinning Our People Strategy

Our principles guide the way we work towards achieving our ambitions:

**Focus on building trust through transparency.** We will be open and honest with staff, maintaining open communication and good working relationships with staff and their representatives, listening and responding in a timely way and supporting people through change so that our staff feel informed, supported and valued as part of one team.

**Focus on wellbeing.** We will provide a modern and well equipped working environment and take care of our staff so that they can come to work and do their best in a culture of empowerment, trust and respect, and achieve a healthy work-life balance.

**Focus on diversity and inclusion.** We will champion the diversity of our workforce so that the contribution of each and every member of staff is recognised and valued and we are able to attract and retain a diverse range of talent now and into the future.

**Focus on learning and development.** We will work to ensure that staff have access to learning and development opportunities so that they have the skills and competences required to do well in their role.

**Focus on continuous improvement.** We will develop a culture of learning in which innovation and creativity are encouraged so that services can be developed and improved through feedback, reflection, evaluation and shared learning.



# Four Key Areas

For a Smarter Future

## Resourcing

Attract and retain good quality staff, using best practice techniques and good planning

## Performance and Development

Ensure that the workforce has the right knowledge and skills; develop competent, confident and resilient practitioners; and ensure that the workforce has access to the right qualifications and opportunities for continuing professional development, training and progression

## Leadership

Ensure that leaders and managers at all levels have the right knowledge and skills to lead and support teams and individuals

## Culture, Values and Ways of Working

Support the workforce in developing a supportive, inclusive culture, work in partnership and value and reward individual and team contribution

# Leadership

Ensure that leaders and managers at all levels have the right knowledge and skills to lead and support teams and individuals and role model our values and behaviours

## AreaOne

### Desired Outcomes

Leaders and managers at all levels have the right knowledge and skills to lead and support teams and individuals to perform to the best of their ability

Leaders at all levels are equipped with the skills to lead and manage change well, encourage innovation and creativity and value individual and team contribution

Leaders understand that to gain trust they need to be credible and reliable

There is consistent leadership practice and leaders role model our agreed values and behaviours to create a positive workplace and inclusive culture

### The Havering Leader

“The Havering Leader is competent, confident and resilient; trusted to lead and manage change well; listens, empowers and coaches others to do their best in a supportive and inclusive culture; and articulates and communicates a clear and compelling vision for the future”

# Area One Actions

to achieve our desired outcomes we will:

**Establish Values and Core Leadership Behaviours.** We will continue work to revise and refresh our values and behaviours so that we are consistent across the Council in how we behave with each other and our customers and service users. Our values will provide the guiding principles for our relationships internally and externally

**Embed the Havering Leader Profile.** Setting out what we expect of leaders and managers is critical to establishing consistent leadership practice across the Council. Recruiting and developing leadership capability against this profile and role modelling effective leadership behaviours from the top are key to ensuring that people are well led and supported to do their best

**Establish effective Manager Induction.** Ensuring that new managers are fully prepared for their role and have the right skills to lead and manage individuals and teams well is essential to overall effectiveness. Making time for new managers to learn how to get the best from people, build a supportive and inclusive culture, manage performance positively and deal with issues quickly and effectively will ensure that our staff feel valued and supported

**Equip Leaders with the skills for leading change.** Change and transformation are constant across the Council as we seek to improve services and deliver value in increasingly challenging times. Providing managers with the skills to lead change well and to support teams and individuals through change is critical to maintaining a healthy and committed workforce

**Establish a coaching style of leadership.** We know that the quality of leadership in the Council is key to achieving our aim of becoming an Employer of Choice. We will develop leaders who coach and support staff to empower, challenge and encourage innovation and creativity, who recognise and develop talent now and for the future and harness the diversity of perspectives that help to build a productive and inclusive culture

**Build Leadership capacity and capability through development programmes.** Making full use of our Apprenticeships Levy contribution we will increase the competency, capacity and confidence of our managers to ensure consistent practice. We will seek to ensure that our managers have access to high quality learning and development so that they can be the best possible leaders

**Establish and develop a Leadership Forum.** Creating time and space for leaders and managers to collaborate, learn from each other and share experience is key to developing consistent, self-aware and high quality leadership practice across the Council. An effective Leadership Forum will ensure that opportunities for working across the Council, harnessing potential and developing relationships and talent are increased

## Area One

# Leadership

## Measures of Success

- Number of managers with a recognised management qualification
- Number of managers completing Manager Induction
- Feedback from pulse surveys
- Engagement Scores
- Numbers attending Leadership Forum Meetings
- Number of internal applicants for managerial roles
- Number of internal appointments to managerial roles
- Reduction in stress as a reason for absence
- Reduction in staff sickness days
- Reduction in grievances
- Reduction in requirement for mediation

# AreaTwo

## Desired Outcomes

Our Values and Behaviours are agreed and understood

Our Values provide the framework for engagement with our staff, customers and stakeholders, drive behaviours and influence and shape our culture

Our values are evident in all that we do

Our culture is open, inclusive and supportive

We each take personal responsibility and are accountable for our actions and are trusted to do our jobs well

## Culture, Values and Ways of Working

Support the workforce in developing a supportive, inclusive culture, work in partnership and value and reward individual and team contribution

### Our Values and Behaviours – I CARE

#### I – Integrity

- We are honest, trustworthy and reliable
- We communicate openly and transparently
- We take responsibility for our actions and behaviour

#### C – Creative

- We find ways to solve problems and make things better
- We look for new ideas and opportunities to innovate
- We are flexible and open to change

#### A – Ambition

- We focus on making Havering the best place anyone can live, work and do business
- We take pride in our work and the work of our team
- We are committed to improving and developing ourselves

#### R – Respect

- We treat people with courtesy and compassion
- We listen to other people's ideas and perspectives
- We stand up to discrimination, bullying and harassment

#### E – Everyone

- We collaborate and co-produce to deliver results
- We support each other and give constructive feedback
- We celebrate success and recognise everyone's contribution

the our desired outcomes we will:

**and launch Our Values and Behaviours.** Work will continue to establish our refreshed values and behaviours and these will be launched across the Council so that all staff and individuals know and understand how these will guide their work, relationships and engagement with each other and our customers and communities.

**and support Employee Voice Groups and feedback mechanisms.** Listening to our staff is key to achieving our ambitions as a Council. We know that staff who are listened to deeply about their work and their ideas and concerns are central to doing things right and developing better services now and for the future. We will support the creativity of our staff and increase their contribution to decision-making so that they are fully involved in shaping the future of Havering.

**our good relationships with Trade Unions.** Our staff representatives have a valuable contribution to make and we will seek to develop our already good relationships further so that they are engaged early and can help us to ensure that we are doing the best we can for our staff as an employer of choice.

**staff recognition and reward mechanisms.** We know that our staff work hard deserve appropriate reward for their contribution. We will review and update our recognition mechanisms to ensure that they are modern and fit for purpose so that we can compete with other employers to attract and retain the best talent.

**1-1s and performance management.** Developing a more disciplined approach to 1-1s will be a priority so that staff have regular, meaningful conversations about what they are doing and how they are doing it. As an Employer of Choice, we will ensure that development needs are identified so that staff have the knowledge and skills they need to do their jobs well and receive regular, constructive feedback.

**staff health, safety and wellbeing.** We want our staff to come to work, feel valued and supported to do their best work. We will make health and wellbeing a priority so that staff are better able to manage their work-life balance. Our managers will be equipped to identify stress and mental health issues through training and support. We will continue to develop our Employee Assistance Programme and other initiatives to help staff live and work well.

**values centred recruitment processes.** We understand the impact of our behaviours on the culture of the Council. We will use our values and behaviours as a guide for recruitment and selection so that we attract and select those people who will contribute positively to our workplace and work with us to develop a positive and inclusive culture in which everyone can thrive.

**Smart Working.** Increasing diversity across our workforce, gaining access to the widest possible talent pool and becoming an Employer of Choice depend on our approach to working. Modern working practices are outcomes led and allow people opportunities to manage their working lives alongside other commitments. Increasingly people are working flexibly, remotely and outside of traditional working patterns. We will support our managers to manage different working patterns so that they are able to come to work in Havering and remain in our workforce.

# Culture, Values and Ways of Working

Our Values are recognised and understood

Our Values are evident in all we do

Number of meetings of Employee Voice Group

Response rate to pulse surveys and feedback sessions

Reduction in grievances/mediation/disputes

- Reduction in stress related sickness
- Number of managers trained in Mental Health Aid
- % staff having regular 1-1s
- Feedback on quality of 1-1s
- Number of staff with Flexible Working Agreed in place
- Increase in diversity at senior level

# AreaThree

## Desired outcomes

Havering has the skilled and committed workforce needed now and for the future

Staff Induction is effective

We manage and develop talent in a planned and strategic way

We understand our current skills base and what is needed for the future

We undertake Workforce Planning as part of our business planning process

We manage Succession effectively

We identify and develop talent

We ensure that our staff have the skills they need to perform well

We manage performance well and address issues quickly

## Performance and Development

Ensure that the workforce has the right knowledge and skills; develop competent, confident and resilient practitioners; and ensure that the workforce has access to the right qualifications and opportunities for continuing professional development, training and progression



To achieve our desired outcomes we will:

**Identify Core Skills requirements.** We will undertake regular skills audit across the workforce and review skills development needs regularly with services so that we understand the current skills base and future requirements and can ensure that staff have the knowledge and skills they need to do their jobs well. As part of this we will develop a framework for assessment and management of individual and team performance based on our values and behaviours

**Develop Corporate and Directorate L&D Plans.** Staff will have annual review meetings with their manager to identify their current and future skills requirements so that development can be planned and delivered appropriately. Managers will assess individual and team skills requirements so that Corporate and Directorate L&D plans can be developed and implemented

**Develop a Workforce Planning Toolkit and implement Workforce Planning.** A systematic approach to workforce planning will be implemented so that services can consider current staffing, critical posts and people and plan for the future workforce to ensure that Havering has the right staff with the skills needed now and into the future

**Revise Staff Induction.** We will review our Induction process for new staff so that they are prepared for their role in the Council and understand our values and the behaviours we expect from our people

**Develop a modern approach to Talent Management.** We recognise that people manage their careers differently now. We will develop an approach to talent that reflects the more “lattice-based” movement across the Council and will seek to increase flexibility in career pathways, opportunities and development to reflect this. Our approach will focus on Talent conversations and open appraisal of potential so that we are transparent and focus on attracting and retaining the talent we need for the future

### Measures of Success

- There is a Corporate L&D Plan
- Directorate L&D Plans are in place
- Services have a workforce plan
- Talent conversations take place
- Number of staff attending staff induction
- Number of staff scoring induction excellent/good
- Skills audits per service are complete and up to date

## AreaFour

### Desired Outcomes

## Resourcing

Attract and retain good quality staff, using best practice techniques and good planning

Havering has a planned and consistent corporate approach to recruitment, retention and talent

We have a clear and recognisable brand

We recognise the value of diversity across our workforce and the impact this has on our ability to better understand and meet the needs of our communities

We focus on the best person for the job and use clear role profiles

We are recognised as a good employer with a clear value proposition for employees

We use apprenticeships to build capacity and capability in our workforce and maximise our investment in the Apprenticeships Levy

We manage redeployment well and have a flexible approach to deployment

We understand our skills needs now and for the future

Candidates have a good experience through our recruitment processes

# Four actions

# Resourcing

to achieve our desired outcomes we will:

**Plan and resource in recruiting the right people.** We will develop a brand and build our reputation with an attractive offer and clear rewards. We recognise that managing a workforce for the future requires more than just a recruitment process. We will develop a clear approach to resourcing so that we are able to attract the best available talent to meet our current and future workforce needs. This will include a clear employee value proposition and reflect our ambition to become an Employer of Choice

**Plan and resource to managing redeployment.** We recognise that the transformation work we are undertaking will result in people being displaced but with skills transferred to other parts of the Council. We will ensure that we identify those willing to learn new skills or apply existing skills elsewhere so that we retain committed people. We will make use of the Apprenticeships Levy to upskill and develop people into new roles

**Apprenticeships/Levy to support recruitment in hard to recruit areas.** We recognise that some service areas find it hard to recruit and retain the talent they need for the future. We will work with these services to put Apprenticeships in place to develop new and existing staff into these areas. We will design clear pathways so that we “grow our own” talent as attract new applicants

**Retention.** Managing our existing workforce well is critical to maintaining future staffing levels. We will use exit interviews to understand in detail why people leave and develop initiatives to retain skilled and committed people so that services have the staff they need. Becoming an Employer of Choice will require a focus on attracting and retaining talented staff

# AreaFour

## Measures of Success

Time to hire reduced

Candidate feedback is positive throughout

Number of successful redeployment placements

- Number of staff developing new skills
- Reduction in known hard to fill gaps
- Achievement of Employer of Choice status

## Times Employer of Choice not-for-profit

- Aiming for 2021/22 or 22/23, after full scoping
- Intended to be a tool to support unifying the staff journey
- Remove silos
- Supporting recruitment and retention
- Encourage aspirational activity for the staff and the Borough

## Business Case Template including Funding Application

Date: Thursday, 31 October 2019

Version number: 00002



Project title:	Project Manager:	Senior Responsible Officer:
People & Organisation	TBA	Jane West
Directorate:	Corporate Theme:	Estimated cost of project: Revenue / Capital / Ongoing
	Opportunities	TBC
Finance Business Partner:	Board/Governance Lead:	Projected cost savings: Incremental Revenue Savings
Richard Tyler	Opportunities Board	

### 1. Project overview

What is the reason for the project?	<p>Havering Requirement Case to develop the people and organisation needed to meet its transformation ambitions</p> <p><b>Our overarching vision</b></p> <p>The Council is developing a vision for the future of Havering Council, which builds on work completed during 2017/18 and our ambitions as set out in the Transformation Plans for 2022.</p> <p>The vision for Havering is being built around a principle of:</p> <p><i>Resilient communities with a bright future</i></p> <p>We are confident that Havering has a bright future as a Borough and are committed to building on our strengths to ensure that residents have a bright future and are proud to be part of their local community.</p> <p>We recognise the need to continue to listen to our residents, staff and partners and to embrace innovation, and in this respect we have initiated an ambitious transformational change programme, to address the challenges ahead.</p> <p>Transformation and collaboration with our communities is especially important during a time of severe budget pressures and growing demands for services.</p> <p><b><u>Developing and Delivering our vision</u></b></p>
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The delivery of the Transformation Plan is based around the Council four key priority themes with outcomes in each area. They provide a framework for our energies and commitments over the next four years and set the context for this Workforce Plan.

They are set out as follows:

**Communities**

Inclusive and safe, working across systems and partnerships

Resilient

Stable and supported by appropriate housing solutions

Safeguarding the vulnerable and supporting independence as a first option for all

**Opportunities**

Economically vibrant, encouraging inward investment and growth

Ambitious for our residents, particularly our Young People

Raising standards of achievement and life outcomes

**Place**

Environmentally responsible

Prosperous

Actively managing the future of Havering and it's 'place on the map'

Promoting sustainable development and making best use of assets and resources

**Connections**

Digital by design

Positively managing travel and transport

Partner of choice for growth, innovation and employment

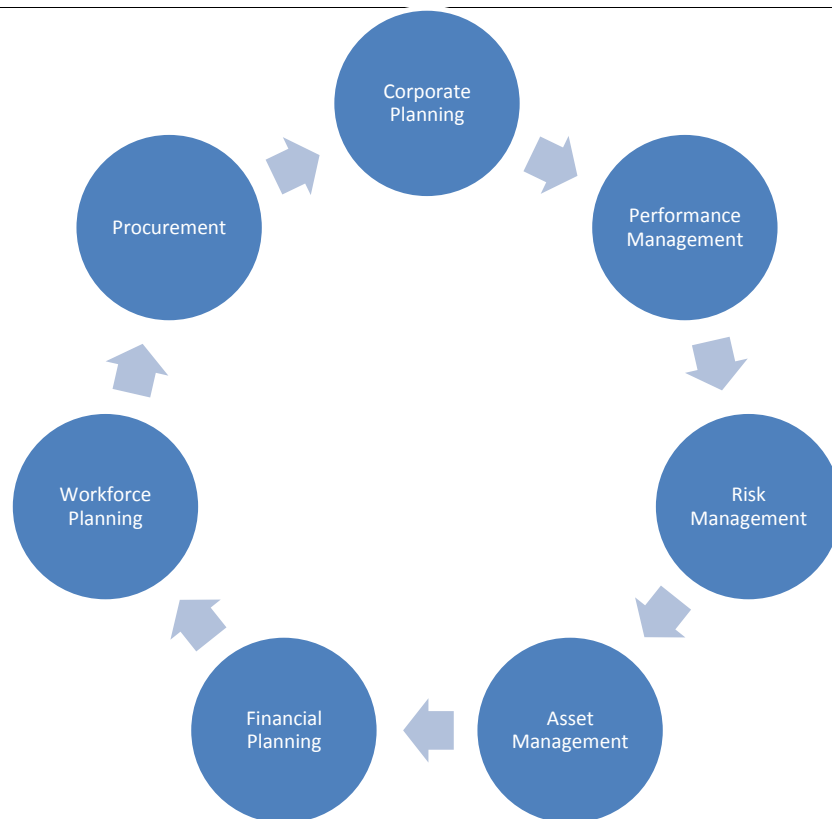
Promoting the use of technology, insight and analytics to support decision making and investment

**Key Service Development Areas**

Delivering the Council's priorities will require a continued focus on effective workforce planning at both a directorate and corporate level and as part of an integrated and enabling approach to wider corporate planning.

This is illustrated below:





### Our Values

Our values describe the behaviours and qualities and that will help us adapt to future demands, deliver the well-being objectives and achieve our principle of resilient communities with a bright future. They are set out as follows:

**Future focus** Forward thinking, embracing new ways of working, investing in our future

**Collaborative** Open to different ideas and being accountable for the decisions we take together

Working together as a team that engages with our customers and partners, respects diversity and is committed to quality services

**Proud** Proud of the Borough of Havering, proud to serve our communities and to be part of Havering Council

Our values have been informed by a series of workshops with staff from across the Council and by responses to the consultation on the medium term budget plans.

The values will be built into our recruitment, appraisal and future employment policies and will help shape our future employee development programmes. In this respect the values underpin much of the activity set out in this People & Organisation Plan.

What specific problem is the project solving?

### Changes in how and where services are delivered

The financial challenges have major implications for the way public services are provided and will continue to drive the Council's transformational change programme over the life of this Workforce Plan.

Increasingly the role of the Council is becoming one of enabling and commissioning

services from providers and/or working alongside other agencies to provide services. The emphasis is changing from responding to service need to looking at ways to prevent the need arising in the first place.

The changes in service provision are matched by an increase in the requirement for our managers to work across different sectors, to take indirect responsibility for the outcomes (and development) of staff that may not be directly managed and to increasingly work with service regulators and professional registration bodies.

The new 'shared' models of service which are likely to emerge across the Council's libraries, regulatory services, care teams etc., are indicative of a pattern of change that will gather pace over the coming years.

It is a pattern that is reflected in funding changes and will be a guiding principle within the programme of public sector reorganisation and reform which continued budgetary reductions will drive.

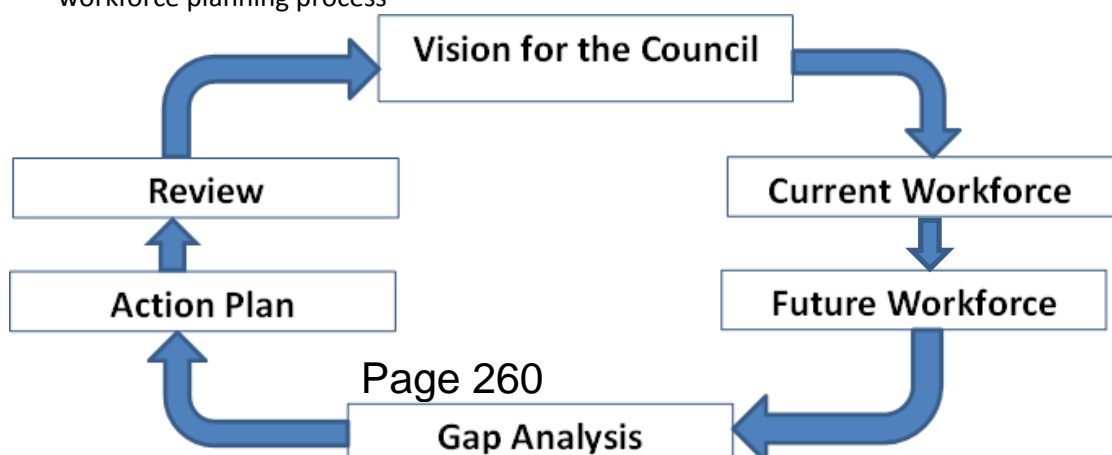
There will clearly be a need to keep pace with the human resource implications of this agenda.

Of particular importance will be the need to build the capacity of managers to deliver transformed services and the skills, desire and flexibility of our workforce to work within new service models.

Workforce planning is a process for identifying and addressing the gaps between the workforce of today and the human resource needs of tomorrow. The process is congruent with sustainable development principles, in terms of seeking to plan for the long-term.

The plan for the Council should be drafted on the basis of the following sequential steps:

1. Setting out the strategic vision for the Council and the implications for the delivery of services over the next four years
2. Analysing the current workforce within the Council and the issues which may affect the supply of human resources over the next 4 years
3. Seeking to anticipate the demand for future human resources as a result of the above and specifically the sort of skills and competencies required of our future employees
4. Bringing together an action plan to 'bridge the gap' between our current and future workforce needs. This will, in turn form the basis for the Council's People Strategy.
5. Establishing mechanisms for monitoring and refreshing the plan and sustaining the workforce planning process



	<p><b>Technological Changes</b></p> <p>The approach to direct service delivery will also need to continue to change in line with the ever increasing expectations from service users about when and how services are provided.</p> <p>The Council's ambitions around Digital channel shift and enabling/assistive technology will help improve the speed of (and access) to services and, in doing so challenge the appropriateness of current service delivery methods and the numbers and types of employees.</p> <p>The effectiveness of the Council's automation, robotics and customer access programmes, as well as the wider rationalisation of business and systems architecture, to reflect a smaller, more efficient organisation in the future, will continue to depend on the investment in underpinning technology and the harmonisation of work and mobile communication devices.</p> <p>Success in both of the scenarios above will depend on a continuing investment in the digital skills, confidence and capabilities of our staff and the need for us to remain competitive in the recruitment of 'digital native' school leavers and graduates.</p> <p><b>The National Picture</b></p> <p>According to the UK Commission for Employment &amp; Skills (UKCES) Employer Skills Survey in 2015 the vast majority of employers (86 per cent) reported that they had a fully proficient workforce. However, 14 per cent of employers reported skills gaps within their establishment, with approximately 1.4 million staff lacking proficiency in their current role (five per cent of the UK workforce).</p> <p>While the proportion of employers and staff affected by skills gaps decreased compared to 2013, the impact of skills gaps increased slightly, and appeared to impact on smaller businesses in particular.</p> <p><b>Skills Gap in London and the challenge for Havering</b></p> <p>According to London Councils, despite the rising population in London, many employers are facing skills gaps. 28,300 London employers report that not all their employees have the right skills for the job. Almost a quarter (23 per cent) of all vacancies in London are due to a lack of applicants with the right skills, while almost half of firms (42 per cent) are not confident they will be able to recruit people with the higher-level skills their organisation needs over the next five years.</p> <p>The number of cases where employers have been unable to fill a vacancy due to skills shortages in the capital has also more than doubled since 2011 – rising from 14,000 to 37,000.</p> <p>Employers have reported rising skills shortage vacancies in London and skills gaps in their workforce.</p> <p>More locally and as detailed in the Councils Employment &amp; Skills Plan 2018-2020, the latest workforce information provided by Skills for Care in October 2016, shows that compared to London, Havering has:</p> <ul style="list-style-type: none"> <li>• the highest turnover of direct carers at over 37% (representing 2300 leavers) - 14% higher than London average</li> <li>• the lowest pay across all levels – from professionals through to care workers</li> <li>• higher numbers of workers on zero hour contracts (5% higher than the London average)</li> <li>• lower numbers of the workforce with a relevant qualification (37%), 17% less than the London average.</li> </ul>
What total investment is	<p>Further review of existing investment and potential for redeployment of resources is required to determine additional funding needed.</p> <ul style="list-style-type: none"> <li>• Currently, there are two small pilots being developed to deliver an improved</li> </ul>

required?	understanding of the level of cultural and organisational change required, with an associated spend of £70k in total.
What options have been considered ?	<p>This business case proposes creating a methodology and process to enable the Council to effect cultural and organisational change, once an agreed Target Operating Model and vision for the shape and nature of the Council by 2022 has been defined and agreed.</p> <p>The document recommends a way to proceed with structured review and change across the organisation to support Havering in realising its ambitions for the future, and delivery of a culture and structure which will enable sustained transformational capacity and capability.</p>
What are the benefits that will be delivered?	<p>The Council's budget plan suggests that there will continue to be a reduction in the numbers of directly employed staff over the life of this workforce plan, since meeting the projected £37 million savings target will potentially require a decrease in staffing numbers of between 15% and 30% as part of transforming the way we work</p> <p>The training and development needs for our managers in exploring the possibility of alternative service delivery models and navigating the route from business case to delivery cannot be under-estimated. Nor can the requirement for our staff to develop very different skills and to work in new organisational structures.</p> <p>For other employees there will be a need to manage a reduction in numbers, through a sensitive and planned programme of redeployment, outplacement or redundancy whilst ensuring that important organisational knowledge is not lost.</p> <p>The challenge will be to ensure that we strive to retain the engagement of our staff, their involvement in and understanding of the change process and where possible their contribution to the design of the new working models.</p> <p>The scale of change, in relation to the workforce profile, will to a larger extent, depend on the progress of the public sector transformation driven by the changes to the funding for Local Government and the rationalisation of services across Authorities, which may be required to manage affordability of services, going forward. Prospective organisational mergers will magnify the issues set out above, both in terms of the degree of organisational change and the reduction in staff numbers.</p>
What are the key business impacts both positive and negative?	<p>Approximate staffing base at 2018 = 3,025 (includes agency staff, but excludes casual staff)</p> <p>Average salary = £27,711.40 (figure quoted is NET of overheads)</p> <p>To manage the funding gap, part of Havering's ambition is to become a leaner, more efficient organisation, with increased capability to automate transactional activity. The impact of process and practice efficiency is the potential to work smarter, rather than harder, and therefore to positively realise reductions in staffing over time.</p> <p>It is acknowledged that, as the vision and organisational culture and ambitions mature, re-scaling will emerge as part of service reconfiguration, proposed within the programme. A focus on the levels by which staffing will need to reduce, may prompt services to review:</p> <ol style="list-style-type: none"> <li>1. How this impacts our ability to deliver services from the current or proposed models being offered.</li> <li>2. Efficiencies in processes, services and the effective development of community self-serve/self-manage.</li> <li>3. Levels of staffing will most directly impact cashable savings, where transformation does not realise income generation or other growth in funding.</li> </ol>

## 2. Delivering the Project

<p>How will the project be delivered?</p>	<p><b>Current Phase – detailed mapping of the Workforce and Changes required to deliver the future state required for Havering</b></p> <ul style="list-style-type: none"> <li>• Analysis of the current workforce and identification of significant underlying trends (in hand)</li> <li>• A full analysis of our current workforce profile needs to be conducted and will be informed by data from the Council’s Oracle HR/Payroll systems and based on as close to current workforce data as possible.</li> </ul> <p><b>Second phase: shaping the future workforce (January 2019 onwards)</b></p> <ul style="list-style-type: none"> <li>• Agreement of the Council’s future ambitions, service reconfiguration priorities and detailed proposals for staffing and service reductions associated with transformation programmes</li> <li>• Consideration of the likely workforce ‘supply’ issues as set out in previous sections, in relation to the national and local workforce challenges.</li> <li>• Of particular importance will be understanding detailed workforce proposals for the future organisation, which will be required for each Service Reconfiguration Plan (as these emerge) and the overall approach to staffing reductions, to drive the objectives and outcomes set out in the 2018-22 Corporate Budget Proposals.</li> </ul> <p>In achieving the Council’s known service aspirations over the period 2018 – 2022 there will need to be a focus on a number of key workforce themes, as early as possible:</p> <p>Workforce themes:</p> <ol style="list-style-type: none"> <li>1. Reshaping services and the workforce profile</li> <li>2. Leadership &amp; succession planning</li> <li>3. Employee engagement – maintaining momentum</li> <li>4. Capacity, capability and performance</li> <li>5. Optimising skills and capabilities in the workforce</li> <li>6. A workforce that reflects our wider community</li> </ol> <p><u>Theme 1 activity:</u></p> <ul style="list-style-type: none"> <li>• Provision of training, coaching and mentoring for managers to support change management and the delivery of alternative delivery models</li> <li>• Development of a strategic approach to managing the change in staffing numbers</li> <li>• Strengthen the Council’s approach to redeployment, out-placement and workforce mobility</li> <li>• Identify, upskill and promote staff who are able to develop and model new skills, culture and leadership styles for the future</li> <li>• Develop a positive approach to attracting, recruiting and retaining shortage skills staff and actively pursuing top talent to meet Havering’s forward ambitions</li> </ul> <p><u>Theme 2 activity:</u></p> <ul style="list-style-type: none"> <li>• Review the Council’s management competency framework to reflect the challenges of the next four/five years</li> <li>• Review and refine the training/organisation development ‘offer’ to support delivery of the MTFS and the Transformation Programme</li> <li>• Define and deliver an overhaul to succession planning and review arrangements across the Council</li> <li>• Strengthen and promote opportunities for recognition, reward and career progression</li> </ul>
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	<p><u>Theme 3 activity:</u></p> <ul style="list-style-type: none"><li>• Develop and launch the “ Havering Pact”, following consultation and refinement</li><li>• Ensure the refinement and full launch of a revised staff engagement approach/strategy</li><li>• Monitor and evaluate staff engagement levels on a bi-annual basis</li><li>• Develop an employee relations framework agreement with the unions to support Transformation</li></ul> <p><u>Theme 4 activity:</u></p> <ul style="list-style-type: none"><li>• Review and relaunch the Staff Appraisal Process as part of the wider transformation performance management framework</li><li>• Develop approaches to support greater mobility of staff between services and a broader approach to job design</li><li>• Review key employment policies to help deal more effectively with issues of grievance, under-performance and capability</li><li>• Implement measures to further reduce absence levels across and in doing so to improve capacity and resilience</li><li>• Review and relaunch an Employee Assistance Programme</li></ul> <p><u>Theme 5 activity:</u></p> <ul style="list-style-type: none"><li>• Develop and implement a new Training &amp; Development Strategy (TDS)</li><li>• Develop a new ‘Passport to Training’ Scheme to support the TDS</li><li>• Undertake a skills audit across service areas and refresh as part of service redesign/reorganisation</li><li>• Support the development needs associated with the Digital by Design Strategy</li><li>• Support the workforce development needs associated with Integration and multi-agency working</li></ul> <p><u>Theme 6 activity:</u></p> <ul style="list-style-type: none"><li>• Review, develop, analyse and publish an equalities data set to track against progression of Transformation and ensure impact is appropriately managed</li><li>• Implement a strategy to improve the numbers of employees aged 16-24</li></ul> <table><tr><th colspan="3">Delivery Confidence RAG Rating</th></tr><tr><td><input checked="" type="checkbox"/> Red - Completely new approach, a new pilot and/or process with a new supplier.</td><td><input type="checkbox"/> AMBER – Known method/process/ supplier but not used before.</td><td><input type="checkbox"/> GREEN – Tried and trusted method/process with known supplier.</td></tr></table>	Delivery Confidence RAG Rating			<input checked="" type="checkbox"/> Red - Completely new approach, a new pilot and/or process with a new supplier.	<input type="checkbox"/> AMBER – Known method/process/ supplier but not used before.	<input type="checkbox"/> GREEN – Tried and trusted method/process with known supplier.									
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What are the top level milestones for the project?	<ul style="list-style-type: none"><li>• Initial Data capture on a rolling basis as part of service review and redesign</li><li>• Workforce analysis, assessment of skills gaps and organisational models detailed for each service as reviews complete</li><li>• A more detailed business case and change programme for investment delivered by March 2019 for the first tranche of services, providing indicative priority areas for Organisational development and change and a pathway for cultural change</li><li>• Full change plan to be developed as part of the programme of service reviews</li><li>• Route to approval if known</li></ul> <table><tr><th colspan="5">Route to approval if known</th></tr><tr><td><input type="checkbox"/> Consultation</td><td><input type="checkbox"/> Key Decision</td><td><input checked="" type="checkbox"/> Non key Decision</td><td><input type="checkbox"/> Cabinet Approval</td><td><input checked="" type="checkbox"/> Other (specify )</td></tr><tr><td>Date:</td><td>Date:</td><td>Date:</td><td>Date:</td><td>Date:</td></tr></table>	Route to approval if known					<input type="checkbox"/> Consultation	<input type="checkbox"/> Key Decision	<input checked="" type="checkbox"/> Non key Decision	<input type="checkbox"/> Cabinet Approval	<input checked="" type="checkbox"/> Other (specify )	Date:	Date:	Date:	Date:	Date:
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Date:	Date:	Date:	Date:	Date:												
What are the top level risks to the project?	<ul style="list-style-type: none"><li>• <b>Lack of skills and delivery resource to deliver the scale and complexity of change</b> required for the organisation.</li><li>• <b>Lack of clarified target operating model</b> (size/type of organisation, including decisions about in/out-sourced services, retention of non-statutory functions, ambitions around digital &amp; automation, to enable planning &amp; training the workforce and organisational culture)</li><li>• <b>Lack of active leadership and direction of the programme:</b> clear commitment to a well defined target operating model and to driving through uncomfortable, cultural change, the organisation will not realise its ambitions for transformation</li></ul>															

	<p>in a sustainable way</p> <p>In addition the organisation will need to consider investment in resources to realise:</p> <ul style="list-style-type: none"> <li>• <b>Cultural change and organisational redesign leadership</b>, with the authority to drive an agreed approach to performance culture and customer centric planning and management of services (including effective engagement with staff, partners and communities to enable the changes required)</li> <li>• <b>Rationalisation of systems, processes and policies</b> to create an agile, flexible and mobile workforce, which can be sized to meet the future needs of the organisation and which can recruit or resize rapidly, to meet the changing local government environment.</li> <li>• Additionally, ad hoc resources will be required, to ensure that the Council is legally and financially able to make the changes to its size and shape, revisit the nature and type of employment contract documentation, revisit arrangements for performance managing and retaining top talent are in place and so on.</li> </ul>
What assumptions have been made?	<ul style="list-style-type: none"> <li>• It is assumed that Havering has both ambition and the appetite for risk that a fundamental shift in its organisational shape and culture and that political and officer leadership will champion the changes required, with the workforce.</li> <li>• It is further assumed that Havering will develop the tools and techniques to engage effectively with both the workforce and the wider community on the changes which will be realised in the next 5 years.</li> </ul>
What is included and excluded from scope?	TBC
What project board will this project report to?	Opportunities
Who are the identified stakeholders for the project?	<p>Cabinet</p> <p>Andrew Blake Herbert</p> <p>SLT</p> <p>Sean Harriss</p> <p>Jan Douglas</p>
Who or what are impacted by this project (including headcount reduction)?	All staff.

### 3. What are the critical success factors for the project

Deliverable	Success measure
(see themes above)	<ul style="list-style-type: none"> <li>• Transformation of the Council's culture and ambitions enables an agile, flexible workforce</li> <li>• Cultural change delivers a performance driven, customer focussed organisation</li> <li>• Values and behaviours embedded, consistent with a high performing, highly effective Council</li> <li>• Improved focus on 'human decision making' and automation/digitisation of transactional activity wherever possible</li> <li>• Significant channel shift to digital for public interactions</li> </ul>

	<ul style="list-style-type: none"> <li>Reduced cost to serve</li> <li>Reduced end to end customer processes and journeys, improved user experience</li> </ul>
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4. Total Cost and Saving Projections please attach appendices if required

Supporting Narrative:

Existing Revenue Budget <small>indicate if HRA, Grant, or General fund applicable, Transformation</small>	Yr1 18/19	Yr2 19/20	Yr3 20/21	Yr4 21/22	Yr5 22/23	Total
Cost centre 1						
Cost centre 2						
Total:						
One off Capital costs <small>e.g. significant building modifications</small>						
Cost A						
Cost B						
Total:						
One off Revenue costs						
Cost A						
Cost B						
Total:						
Ongoing Costs <small>e.g. Programme Manager, Legal Advice</small>						
Cost A						
Cost B						
Total:						
Savings <small>e.g. Existing budget less ongoing costs or income generation</small>						
Saving A						
Income generation A						
Total:						

5. Financing the Project

What assurances can you give that costs/benefits identified will be delivered?	
	What methods of value for money have be used? eg Benchmarking, soft market testing, competitive analysis:
What are the key financial risks to the proposed option?	<p>In addition:</p> <ul style="list-style-type: none"> <li>Non adherence with policy will continue to consume time and effort and therefore cost</li> <li>Key skills to drive both change and innovation across the Council, as well as the cultural disposition towards transformation, are currently not embedded in the Council (and lacking, in some areas) and investment will be required to improve these before transformation is likely to be impacted significantly.</li> </ul>



	<div style="text-align: center; background-color: #002060; color: white; padding: 2px;"><b>Financial Confidence Rating</b></div> <div style="display: flex; justify-content: space-between; font-size: 0.8em;"> <div style="width: 30%; background-color: red; color: white; padding: 2px;"><input checked="" type="checkbox"/> <b>RED</b> - Indicative figures that are yet to be ratified, further work required to develop full costings and/or savings.</div> <div style="width: 30%; background-color: orange; color: black; padding: 2px;"><input type="checkbox"/> <b>AMBER</b> - Costs and saving identified for part of the project but delivery in some areas is uncertain.</div> <div style="width: 30%; background-color: green; color: black; padding: 2px;"><input type="checkbox"/> <b>GREEN</b> – Costs are known and saving targets are deliverable.</div> </div>
If savings been listed under MTFS or any other savings target please explain?	
Can this project be delivered within existing budgets if not why not?	To be confirmed.
What other sources of funding could be considered?	

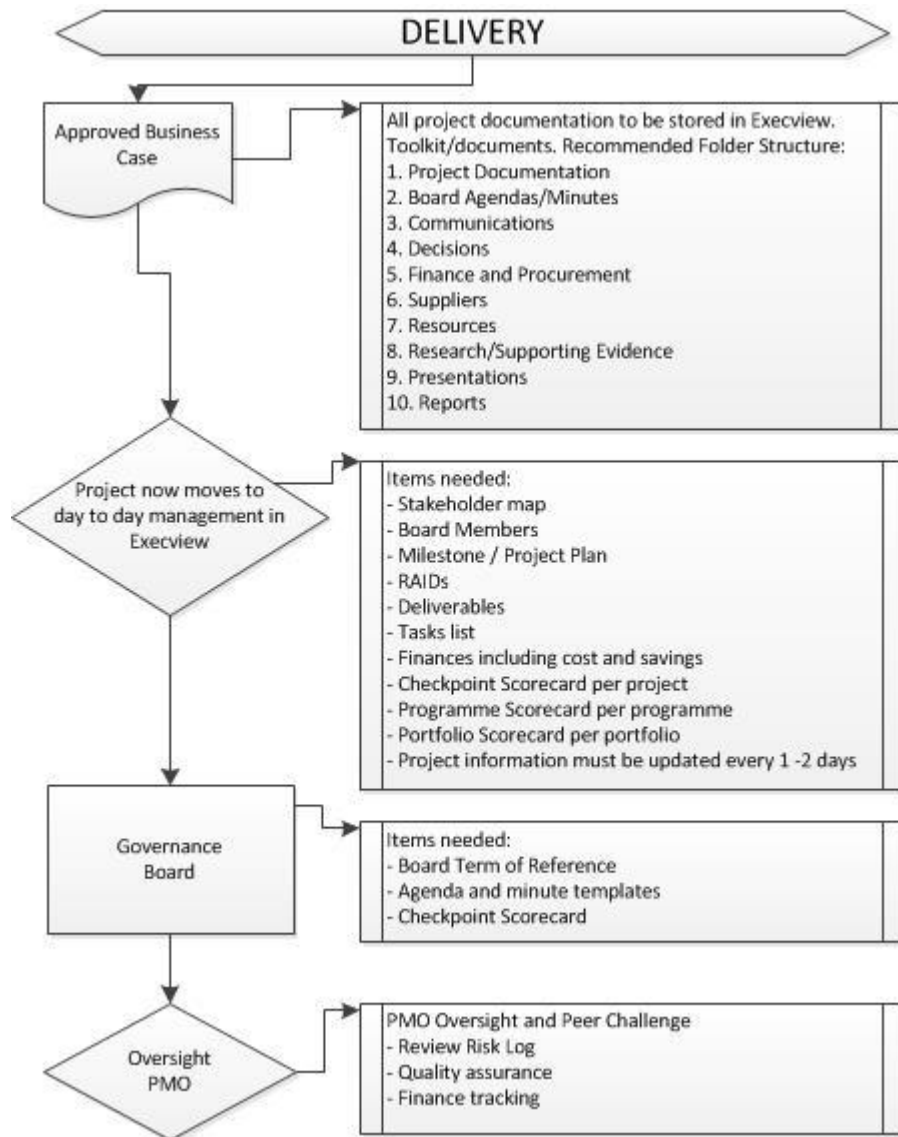
6. Initial Equality & Health Impact Assessment Checklist		YES	NO	Action
Are you changing, introducing a new, or removing a service, policy, strategy or function?		<input type="checkbox"/>	<input type="checkbox"/>	If you answered YES to any of these questions complete full EQHIA  If you answered NO Please provide an explanation on why your activity does not require an EQHIA below. <i>This is essential in case the activity is challenged under the Equality Act 2010.</i>
Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?		<input type="checkbox"/>	<input type="checkbox"/>	
Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?		<input type="checkbox"/>	<input type="checkbox"/>	
EQHIA not required:	Unknown at this level of detail. There will be impact on people, but until a detailed case can be delivered, it is unclear where and with which groups impact will be felt.			
Further guidance and advice <a href="https://intranet.havering.gov.uk/help-with-work/equality-impact-assessment/">https://intranet.havering.gov.uk/help-with-work/equality-impact-assessment/</a>				

7. Consultation & Approvals			
Who has been consulted with?		Who has approved this?	
Risk Management		Responsible Director	
Equality & Diversity		Chief Financial Officer	
HR		Transformation Board	
Legal		Lead Member	
Procurement		Other Board	

Appendix 1 Version History		
Revision date	Revision by	Summary of Changes

24/09/18	Susie Faulkner	Version 1
25/09/18	Susie Faulkner	Version 2
27/09/18	Susie Faulkner	Version 3
27/09/18	Susie Faulkner	Final draft for SLT

## Delivery



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## CABINET

**Subject Heading:**

Review of pesticides used by Havering

**Cabinet Member:**

Councillor Osman Dervish, Cabinet Member for Environment

**SLT Lead:**

Sue Harper, Interim Director of Neighbourhoods

**Report Author and contact details:**

Jacki Ager Ext 3363

**Policy context:**

Keeping Havering clean and safe, including strengthening the attractiveness of our town centres and making life easier by improving roads and pavements.

**Financial summary:**

The current cost of Highways Weed Control is £0.106m pa. Alternative control treatments are significantly more expensive.

**Is this a Key Decision?**

Yes:

- (a) Expenditure or saving (including anticipated income) of £500,000 or more
- (c) Significant effect on two or more Wards

**When should this matter be reviewed?**

Annually

**Reviewing OSC:**

Environment Overview and Scrutiny Sub Committee

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

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

☐  
☒  
☐  
☒

*Place an X in the [] as appropriate*

## **SUMMARY**

1. Following a Motion to Council on 21 November 2018 the council called upon the Executive to undertake a review of pesticides used by the authority and bring a report to Cabinet. Officers understand that this review has been requested following publicity surrounding the commonly-used weed killer, Glyphosate. Therefore, this report shall refer to herbicides (substances used to kill undesirable plants) rather than pesticides (chemicals used to kill pests or eradicate disease).
- 1.1. Havering Council has adopted an integrated approach to weed control on its highways, council land, and parks and open spaces. This includes use of the herbicide Glyphosate, as well as manual removal, mulching and growth suppressants within parks and open spaces. Havering continues to conform to the EU's Sustainable Use of Pesticides Directive, which recommends minimising use of herbicides and taking reasonable precautions during application.
- 1.2. Glyphosate was recently re-licensed by the European Pesticides Commission for five more years, however recent well-publicised studies have asserted that the product poses potential risks to humans, animals and biodiversity, and groups including the Pesticide Action Network UK (PAN UK) campaign for its use to be phased out, along with other pesticides and herbicides. Other studies have concluded there to be either no such links, or links only associated with high levels of contact.
- 1.3. This report reviews current weed control measures and describes alternative methods currently available within the industry.

## **RECOMMENDATIONS**

2. Cabinet is recommended to note the contents of this report.

## **REPORT DETAIL**

3. Havering Council currently uses herbicides to control weed growth on highways, council land, parks and open spaces. This allows the Borough to conform to both the Weeds Act (1959) and the Countryside Act (1981).
- 3.1. Herbicides provide the most effective treatment for controlling weeds, however an integrated approach to weed control helps to limit their usage. Weeds are required to be controlled for a number of reasons, including aesthetic (they detract from the overall appearance of an area and trap litter) and structural (weed growth can destroy paving surfaces, force apart kerbs and crack walls, therefore increasing maintenance costs).

**4. Weed Control on Highways**

- 4.1. Havering Council adopts an integrated approach to weed control on the highway, operating a spray treatment using a “clean label” (no COSHH warnings) version of the herbicide Glyphosate, and manual removal where appropriate.
- 4.2. Sprays on the highway take place four times per year, during the main growing season, March to November. Highways weed treatment in Havering is contact base and only targets visible weeds. No residual treatments are used.
- 4.3. All staff involved in weed control are trained and wear the appropriate Personal Protective Equipment (PPE) in line with label guidelines due to the inherent risks involved in the mixing of undiluted products in particular, as well as close-up exposure to any chemical.
- 4.4. The Highways weed control service is outsourced to SH Goss Ltd (see Appendix 2 – Contract Specification) and monitored by a Council officer who spot checks applications to ensure correct, safe and targeted spraying is in operation, as well as monitors the amount of product used by the Contractor to ensure reasonable application of the product.

**5. Weed control in Parks and Open Spaces**

- 5.1. Havering manages over 100 parks and open spaces, including 4 country parks and a mini golf course, as well as play areas, Public Rights of Way and Council Housing land.
- 5.2. Through the use of mulches, growth retardants and weed suppressing membranes, as well as traditional hoeing, and strimming on hard surfaces, Havering’s Grounds Maintenance Teams are reducing the amount of herbicide usage in parks and open spaces. Glyphosate-based products are used for spot treatments of weeds, however none at all is used within the Borough’s 14 Green Flag Parks, in line with Green Flag guidance that seeks to minimise all herbicide use, nor in or adjacent to play areas. Acetic acid is being trialled this season in two smaller parks, however this would likely be cost-prohibitive on a larger scale.

**6. Health Effects of Glyphosate**

- 6.1. There have been conflicting reports on the health effects of Glyphosate. Some other studies have suggested that the chemical may have carcinogenic properties, and Glyphosate, as well as other herbicides and pesticides has been linked to other conditions such as asthma. However, in the case of Glyphosate the general binding theme in these studies is long term / high intensity exposure through agricultural use.

- 6.2. Many international bodies, including the U.S. Environmental Protection Agency and the European Food Safety Agency, report that Glyphosate is unlikely to cause cancer in humans, and in 2018 the EU renewed its license for 5 years following a review conducted by an scientific expert committee. The chemical is kept under regular review and the EU recommends minimising its use in public spaces such as parks, public playgrounds and gardens. Glyphosate, it should be noted, is unlikely to enter ground water as it binds tightly with soil. Bacteria in the soil cause the Glyphosate to break down after a period.
- 6.3. Public Health England (PHE) states it, “acknowledges the European Chemicals Agency (EChA) recent declaration that glyphosate should not be classified as a carcinogen. The European Commission has subsequently renewed the licence for the use of glyphosate as an active ingredient. The public should continue to use weed killers containing glyphosate in accordance to manufacturers’ instructions.”
- 6.4. Some local authorities have adopted the “precautionary principal”, and are investigating going herbicide-free, or reducing usage in particular land types. Many of these boroughs are focusing primarily on parks and open spaces in the first instance, due to the practicalities, cost and risks associated with reducing their use on the public highway at present.

## **REASONS AND OPTIONS**

### **7. Reasons for the decision**

- 7.1. Appendix 1 details the alternative options investigated for weed control in Havering.
- 7.2. It is imperative that any treatment operates efficiently, being both rapid and easy to apply in a targeted manner and effective in killing off weeds and minimising re-growth. The options detailed in Appendix 1 are prohibitive for a variety of reasons, mainly:
- Limited ability to “scale up” to a Borough of Havering’s size.
  - High cost differential – starting at triple the current price, but escalating to 8-9 times the current cost depending on the type of treatment.
  - Health and safety implications
  - Effectiveness of the treatment
- 7.3. Glyphosate, as an approved and regulated chemical, is an integral part of the integrated management of weeds in the Havering and many other boroughs. The Glyphosate product used by SH Goss in Havering is classed as “Clean Label” as



it has no COSHH hazard warnings, and in 2018 was re-licensed by the EU for 5 years. SH Goss are required to conform to the Sustainable Use of Pesticides Directive, implemented by the Plant Protection Products (Sustainable Use) Regulations 2012.

- 7.4. Alternatives to chemical herbicides are used by some other boroughs but these have been found to be more costly, more labour intensive and less effective. Research undertaken by Oxford Economics last year showed that a ban on weed killers would add at least £228 million to the UK's council tax bill each year. For Havering Council, a completely (chemical) herbicide-free alternative could cost between 8 and 10 times the current cost (£0.106m per annum) of controlling weeds in the borough.
- 7.5. It should be noted that Glyphosate is also the most effective treatment method against some invasive species, such as Japanese knotweed. PAN UK, whilst advocating for the phasing out of herbicide (including Glyphosate) use, recognises the need for controlled usage of Glyphosate, most notably in the control of invasive species.
- 7.6. Appendix 1 details the various alternative options investigated. These are considered cost prohibitive and / or impractical for wide scale use in a Borough of this size. As part of an integrated public realm contract, there will be an opportunity to allow bidders to cost for herbicide-free options for highway weed control, in order to inform future decisions.

## **IMPLICATIONS AND RISKS**

### **8. Financial implications and risks**

- 8.1. Currently, Havering pays £0.106m per annum for an integrated weed control contract. As detailed in Appendix 1, all non-Glyphosate based alternative forms of treatment investigated are deemed to come at a greater financial cost to the Council, of between 3 and 9 times this amount per year. Continuation with controlled / targeted use of Glyphosate as part of an integrated method of weed control, whilst continuing to review emerging options, is considered the least costly option in order to maintain a reasonable level of weed control in the Borough.

### **9. Legal implications and risks**

- 9.1. Local authorities and land managers have a duty of care to the public, including ensuring weeds do not pose a hazard. Untreated weeds in hard paved surfaces may create a trip hazard.
- 9.2. Havering Council currently uses herbicides to control weed growth on highways, council land, parks and open spaces. This allows the Borough to conform to both the Weeds Act (1959) and the Countryside Act (1981).

- 9.3. All products containing Glyphosate have to be registered and approved by the European Pesticides Commission.
- 9.4. On 12 December 2017, the Commission renewed the approval of glyphosate for 5 years, following support by a qualified majority of Member States in an Appeal Committee held on 27 November 2017).
- 9.5. As part of this approval extension, the Commission also presented some recommendations to be considered by Member States. The Commission continues to call for additional efforts by Member States including the certification and training of professional users, distributors and advisors, restrictions on the sale of herbicides for professional use to persons holding a certificate, strict conditions for handling and storage of herbicides, the inspection of spraying equipment, a general prohibition on aerial spraying, reduction in chemical herbicide use in specific areas such as public parks, the protection of the aquatic environment and the provision of information to the general public.
- 9.6. The current legal position regarding the use of Glyphosate is set out in the paragraphs above. It is not known whether the legal obligations regarding glyphosate under EU law will be incorporated into UK domestic law (whether in its original form or adapted) or repealed, as part of the process of the UK possibly leaving the EU (currently in Oct 2019).
- 9.7. Irrespective of which weed control methodology is adopted, the Council has a duty of care to the public, including ensuring weeds do not pose a hazard or impede use by any sector of society. The Council and its contractors must comply with current legislation in the use of herbicides.

## **10. Human Resources implications and risks**

- 10.1. Correct use of Personal Protective Equipment in line with industry and manufacturer recommendations, adoption of appropriate safety measures and minimising use wherever operationally and economically practicable will limit opportunity for contact with Glyphosate. Relevant safety measures are also in place for any alternative methods of treatment adopted, such as hand-pulling.

## **11. Equalities implications and risks**

- 11.1. The Public Sector Equality Duty (PSED) under section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to:
- 11.2. (i) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- 11.3. (ii) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- 11.4. (iii) Foster good relations between those who have protected characteristics and those who do not.

- 11.5. Note: 'Protected characteristics' are age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.
- 11.6. The Council is committed to all of the above in the provision, procurement and commissioning of its services, and the employment of its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing for all Havering residents in respect of socio-economics and health determinants.
- 11.7. An Equalities and Health Impact Assessment (Appendix 3) has been undertaken to consider the effects of Glyphosate vs less effective treatments on the community. Public Health England (PHE) have provided the following advice, in agreement with EU protocols: "PHE acknowledges the European Chemicals Agency (EChA) recent declaration that Glyphosate should not be classified as a carcinogen. The European Commission has subsequently renewed the licence for the use of Glyphosate as an active ingredient. The public should continue to use weed killers containing Glyphosate in accordance to manufacturers' instructions." Havering allows for targeted use of a clean label Glyphosate-based product, applied in accordance with manufacturer guidelines. Limiting its use to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact.
- 11.8. It should be noted that a less effective treatment, or increased time period in-between treatments associated with non-chemical alternatives would likely lead to higher rates of re-growth. This may cause structural issues such as an increase in cracked pavements, which would potentially have an adverse effect on all pavement users, but particularly those members of the community with mobility issues.

<b>BACKGROUND PAPERS</b>
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None

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## Appendix 1: Alternative methods of weed control

Method	Description	Issues	Councils using this	Cost
Foam treatment	Application of a hot foam containing natural products	Slow, labour intensive, expensive for large-scale use.	Lewes DC, as part of a grounds maintenance contract. Fareham BC use around play equipment and a small airport but not on the public highway.	£0.200m-0.300m initial outlay, plus £0.230m annual running costs. Lewes quote cost per m2 = 66p compared to 3p for Glyphosate
Hot water treatment	Boiling water emitted from a lance.	Aims to kill roots however operators are reporting limited success, with it having little effect on broad leaf weeds and high rates of regrowth.	Hammersmith and Fulham	Hammersmith and Fulham report that 3 treatments per year are £0.200m more expensive than the equivalent treatment with Glyphosate.
Electric shock	Inserting an probe into the soil to apply an electric current to the root.	Better for ornamental flower beds but not practical on a wider scale.	Not known	Not known, but impractical to carry out on Highways weeds.
Propane / flame gun	A flame is used to burn the weed growth.	Can only be used on hard surfaces; H&S risks; banned on the domestic market.	Not known.	Not known but health and safety implications will prohibit this method.
Manual Removal	Includes hand weeding, brushing / hoeing, strimming and pressure washing	Labour intensive and often results in ripping plant at stem, encouraging a faster rate of regrowth.	Westminster Council. However, all roads are swept at least 3 times per week so weeds are less established and easier to pull.	Not known, however the size of the Borough would likely render this method impractical.
Strimming	Weeds are mechanically cut at the stem.	20+ operatives on a 6-weekly cut; substantial regrowth likely.	Unknown, however Havering is trialling this as part of its integrated approach to highways weed management.	£0.350m+ if operated Borough-wide.
Natural herbicides	Pelargonic acid (soap-based) or acetic acid (vinegar-based) can be used effectively, especially on hard surfaces on small plants.	No risk of bio-accumulation. However, unpleasant smell, less effective on larger weeds. Can corrode metal street furniture, and pose risk of burns and eye injuries where not spread in a controlled manner.	Trialled by SH Goss.	Whilst the price per litre is much lower than Glyphosate, overall it requires a much higher amount to achieve the equivalent level of dieback, The current contractor has quoted a price between £0.800m and £.900m per annum.

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# Specification

## WEED CONTROL SERVICE – SPECIFICATION

### 1. SERVICE PROVISION

#### 1.1 Scope of Works

- 1.1.1. The Contract aims to control weed growth on the highway in the London Borough of Havering.

#### 1.2 Definition

- 1.2.1. A weed is defined as a plant growing in a location where it is not wanted e.g. plants or vegetation growing in footways, channels, tree sockets or around street furniture.

#### 1.3 Objective

- 1.3.1. Weeds are controlled for:
  - 1.3.1.1. Appearance - weeds detract from the overall appearance of an area and trap litter;
  - 1.3.1.2. Safety - weed growth can interfere with visibility for road users and obscure traffic signs. Weeds in channels can prevent or slow down drainage. Their growth on footways may cause uneven slabs and broken tarmac;

- 1.3.1.3. Physical structure - weed growth can destroy paving surfaces, force apart kerbs and crack walls, therefore increasing maintenance costs.

## 2. OUTCOMES

The expected outcomes of this contract are as follows:

- Each treatment should be completed within an 8 week period;
- Twenty one (21) days after treatment, any weeds present at the time of treatment should be showing signs of dieback if not already dead;
- any new, fresh weeds present, shall cover less than 10% of the area, with no weed being greater than 100mm in height;
- and any other elements mentioned in this Specification.

## 3. SERVICE AND SERVICE STANDARDS

- 3.1 The work to be carried out refers to the total control of all vegetation growing in the hard surface area within the affected property identified by the Council, which includes the following:-

- the whole width of the footway to the kerb including to the rear of footways abutting brick, stone or other types of wall and the first 300mm of carriageway at the bottom of the kerb;
- hard areas of traffic islands, central reservations of carriageways, roundabouts (including kerbs) 300mm width of carriageway adjacent to the kerb, but excluding the remainder of the carriageways;



- around the bases of street furniture;
- pedestrian precincts;
- footpaths / alleys / walkways / stepped areas that are part of the public highway/ public rights of way that are paved;
- service roads;
- tree sockets;

3.2 With regard to tree sockets included within the Contract area, it is likely that the number of tree sockets may vary over the life of the Contract. The Contractor shall be aware that tree sockets are a perfect growing medium for weeds.

3.3 The Contractor shall be aware that some tree sockets have been purposefully planted. These areas shall not be treated. The Contractor shall consult the Authorised Officer if there is any doubt whether an area has been purposefully planted.

3.4 Twenty one (21) days after treatment the following minimum standards shall be maintained by the Contractor. If the standards are not achieved the Contractor shall, as required, carry out a re-spray at no additional cost, as instructed by the Authorised Officer:

- All weeds present at the time of treatment shall be showing signs of dieback if not already dead.

- Any new, fresh weeds present, shall cover less than 10% of the area, with no weed being greater than 100mm in height
- 3.5 The Contractor shall prepare for times and situations that lead to greater fluctuations in likely weed growth.
- 3.6 Weed growth and the ability to apply weed control measures at a site depend on a large number of factors. These can include the weather, the levels of pedestrian and vehicular traffic, natural physical features, the time of year, the nature of the surface of the terrain, and the nature and condition of the surrounding areas. All of these shall be accounted for when determining the appropriate method and timing of weed control.
- 3.7 The Contractor shall complete each of the four weed control measures within an 8 week programme of spraying. This timetable of spraying should be outlined in the appropriate method statements.
- 3.9 In addition to the need to protect the environment, the two most significant things that impact on the level and frequency of attention needed to keep weed levels to acceptable standards are:
- the intensity of use of an area, from people and vehicles; and
  - health and safety limitations.
- 3.8 The Contractor shall set his weed control activities so that they comply with the service standards. As a last resort, if acceptable standards of weed growth are not maintained the Contractor will be required to manually remove weeds with the aid of a scraper etc. and dispose of these at a licensed disposal facility.

#### **4. REPORTING**

- 4.1 The Contractor shall inform the Authorised Officer of all works undertaken on a weekly basis detailing each road treated and provide chemical log sheets for all treated locations within 6 Working Days of application or sooner.

#### **5. MATERIALS**

- 5.1 The Contractor shall have stated in Method Statement 1 the methods they intend to use to achieve the Contract requirements.
- 5.2 If changes in relevant legislation occur during the Contract period, the Authorised Officer may issue instructions for the withdrawal or substitution of any of the specified herbicides. The Contractor shall comply with any such instruction and shall ensure that the service they are providing to the Council is compliant with all relevant legislation and maintains the service standards required in Section 3.
- 5.3 The Contractor shall keep a "Chemical Log" with a fully detailed spray operation usage record of all operatives using chemicals. A copy of the chemical log shall be submitted to the Authorised Officer, in addition to a list of all chemicals stored on a weekly basis.
- 5.4 The Contractor shall ensure that all materials are properly stored and transported, providing secure storage as required under relevant legislation.
- 5.5 The Contractor shall handle, store, prepare and apply each product in accordance with manufacturer's specified recommendations/instructions and shall inform the Authorised Officer if this conflict with any other specified

requirement. Copies of these recommendations/instructions shall be submitted to the Authorised Officer when requested.

5.6 The Contractor shall provide, at the tender stage and throughout the Contract period the following documentation:

- a. A copy of the company's BASIS "Registered" Certificate in the Storage and Handling of Amenity Horticultural Pesticides.
- b. A copy of the BASIS Storekeepers Certificate covering the store in which pesticides to be used in this Contract are to be kept.
- c. A copy of BACCS Basis Advanced Contractors Certification
- d. A copy of BASIS Amenity Assured Compliant Certification

5.7 In accordance with the Control of Pesticides Act 1986, the Environmental Protection Act 1990 and other relevant legislation, the Contractor shall ensure that all used Chemical containers are disposed of in a safe and proper manner. The Contractor shall provide documented proof of the means of disposal to the satisfaction of the Authorised Officer.

## **6. APPLICATION OF MATERIALS**

6.1 The Authority's preferred method of treatment is by non-mechanical means; the use of task specific machinery will be considered on authorisation by the Authorised Officer. The Contractor shall have stated in Method Statement 1, Part A, the means of application intended to be used together with a list of safe working practices for the use of that equipment.

6.2 The Contractor shall, whilst carrying out the work, take all necessary precautions to prevent or reduce any nuisance or inconvenience to the

owners, tenants or occupiers of adjacent properties, and to the general public. This may include treatments outside of normal working hours to high footfall areas of the Borough.

- 6.3 The Contractor shall ensure that any application of pesticide does under no circumstances lead to the pollution of any watercourse or water supply. Any such pollution will be held to be the responsibility of the Contractor who shall be required to make good any damage, and to be held responsible for any claims for compensation arising from these actions or omissions.
- 6.4 The Contractor shall allow for measures necessary to control noise, pollution and comply with all other statutory obligations. Under NO circumstances should heat/naked flame treatments be applied.

## **7. EQUIPMENT**

- 7.1 The Contractor shall note that all equipment to be used will have to comply with all current safety and environmental standards.
- 7.2 The Contractor shall inspect equipment on a minimum frequency of every three months during the season using an accredited inspection template. All equipment must be tested by an independent qualified person to the minimum legal requirement. The Contractor shall pass copies of all documentation to the Authorised Officer within 7 working days of inspection.

## **8. METHOD STATEMENTS**

- 8.1 As an integral part of the tender, the Contractor will have completed and returned all Method Statements, and will have provided any additional items that they consider are relevant to the Contract.

- 8.2 During Mobilisation the Contractor shall develop, from his tendered Method Statement, a first operational Method Statement and submit it to the Authorised Officer for acceptance not less than two weeks before the starting date.

## **9. INSPECTION & RECTIFICATION**

- 9.1 Each operational week of the Contract, the Contractor will provide the Authorised Officer with a list of all areas treated against the planned schedule of treatments for the following three month period as submitted.
- 9.2 21 days after treatment a random sample of 10% of the treated areas will be jointly inspected by the Authorised Officer and the Contractor. The Contractor must within a period of 24 hours re-treat any work found not to be up to the required standard.
- 9.3 Following inspection and where standards of service are not delivered the Contractor will rectify and return to the standards set out in Section 3.5. This may require the Contractor to dig out and remove larger weeds by hand with the aid of scrapers etc.
- 9.4 Rectification/default procedure
- 9.4.1 Where the Authorised Officer considers that an item of work is not completed to the required standard, or that the Contractor has breached one of its obligations under this Specification, the Authorised Officer shall be entitled to:
- issue a Rectification Notice; and/or
  - issue a Default Notice.

- 9.4.2 A Rectification Notice is a notice given verbally or in writing (including email) to the Contractor or any of the Contractor's staff. If given verbally, it shall be recorded by the Authorised Officer and confirmed in writing at a later date.
- 9.4.3 A Rectification Notice shall specify the item/operation which has failed inspection, the remedial action required and the agreed timescale for completion.
- 9.4.4 The Contractor shall carry out the remedial work required by any Rectification Notice:
- within the timescales (where appropriate) set out within the Specification for the part(s) of the Services under inspection; or
  - where no such timescales are indicated in the Specification, within timescales set by the Authorised Officer at his/her discretion, having due regard to the circumstances in which the Contractor shall be required to rectify and the extent of the Default which has occurred.
- 9.4.5 If the Contractor fails to comply with a Rectification Notice, or fails to comply within the specified timescale, the Authorised Officer shall be entitled to issue a Default Notice. A Default Notice may also be issued where an item/operation has consistently failed/failed to meet the specified standard.
- 9.4.6 The Contractor shall note that a Rectification Notice will generally only be used in situations where it is evident that the failure is of a relatively minor nature and is rectifiable within a relatively short period of time.
- 9.4.7 A charge per Rectification Notice will be issued if the number of rectifications exceed the below:

Rectification Notices per week	Deduction
0-5	No deduction
6-11	£5 per Notice
12-20	£10 per Notice
21-30	£15 per Notice
31 or more	£20 per Notice

9.4.8 A Default Notice is a written notice, which specifies the following:

- the failure in respect of which it is issued;
- any remedial activity to be undertaken together with the timescales within which it shall be completed;
- any Default Points to be allocated to the Contractor in respect of the Default; and
- Financial deductions (if any) to be made from any payment otherwise due to the Contractor as a result of the Default.

9.4.9 Financial deductions shall be calculated by the Authorised Officer and shall be a sum up to but not exceeding the aggregate of:

- a sum equal to the value of the work not carried out calculated in accordance with the prices quoted for the respective work; and
- a sum equivalent to any financial loss suffered by the Authority caused by the Default of the Contractor; and



- an inspection and administration fee shall be charged, at the Authority's discretion, for the time the Authorised Officer has spent dealing with the same Default and calculated according to the amount of time spent by the Authorised Officer in dealing with the Default. Rates are shown in 9.4.11.

9.4.10 The Contractor shall be aware that the Authority is not obliged to issue a Rectification Notice prior to issuing a Default Notice and in circumstances where the Authorised Officer considers that the Default is sufficiently serious or incapable of rectification the Authorised Officer will issue a Default Notice only.

#### 9.4.11 Administration and Inspection Rates:

The calculation of the administration charge will be made by reference to the time involved in dealing with the failure and the level of officer undertaking the work according to the following table.

Officer Category	£ per Hour
Administrator (Tier 1)	18.00
Senior Administrator (Tier 2)	21.00
Supervisor/Contract Officer	23.00
Contract Manager	30.00
Chief Officer	43.00

**10. CONTRACTOR'S STAFF**

- 10.1 The Contractor shall provide sufficiently trained and suitably qualified personnel for performance of its obligations under the Contract and the Contractor and its staff (or persons under its control) shall be aware of, and work in accordance with, all relevant standards and any relevant new legislation.
- 10.2 The Contractor shall ensure that the calibre of staff working on the Contract is as high as possible. Staff shall be fully trained and shall hold recognised industry standard qualifications.
- 10.3 The Contractor shall at all times ensure that the Contract is adequately staffed in order to fully undertake the operations specified.
- 10.4 All of the Contractor's staff providing any service to or working in the vicinity of schools, educational establishments and sites accommodating vulnerable people (both, young and elderly) shall have up to date, enhanced and clear Disclosure and Barring Service (DBS) checks.

**11. CONTRACTOR/CLIENT LIAISON**

- 11.1 The Contract Manager shall meet with the Authorised Officer for regular liaison meetings at intervals, times and locations agreed with the Authorised Officer. The Contractor shall have made allowance in the Contract price for monthly liaison meetings to be held throughout the Contract Period, as well as additional meetings during the Contract start-up period between the award of the Contract and the Contract Commencement Date.

## 12. CONTRACTOR'S ADMINISTRATIVE ARRANGEMENTS

### Management Information

- 12.1 The Contractor shall provide all Contract management information; the Authorised Officer shall decide what is required in order to be satisfied that the requirements of the Contract are being adhered to. Examples of management information include details of staffing levels, work schedules and programmes and quality self-monitoring reports. The management information shall be provided on a weekly, monthly basis or at any other intervals as required by the Authorised Officer. The Contractor shall have allowed in their Tender prices for the cost of this provision.
- 12.2 The Contractor shall have a continuous improvement programme in place and introduce hand held devices to manage information and performance, and for the provision of management information.

### Access to Records by Authorised Officer:

- 12.3 The Contractor shall permit the Authorised Officer access to all records relating to this Contract that the Authorised Officer deems necessary. The Authorised Officer will treat as confidential any information contained in these records unless such information indicates an omission or default by the Contractor in respect of any aspect of the performance of the Service.
- 12.4 Over the life of the Contract the Contractor shall be expected to maintain at its own expense, any records necessary to enable the performance of the Contract. This information shall be kept electronically on file for up to seven years after the Contract Period and made available to the Authorised Officer on request.

### **13. SERVICE DEVELOPMENTS AND IMPROVED WORKING PRACTICE**

- 13.1 Over the life of the Contract, the Contractor shall offer proposals for any improvements or suggestions and changes that shall be beneficial to the Council. Feedback from the Contractor shall form an essential part of the Contract.
- 13.2 In the spirit of continuous improvement, the Contractor shall be expected to co-operate with the Council in carrying out trials, pilot studies and schemes with a view to developing the Services carried out under the Contract. Any amendments to costs will be agreed between the Contractor and Authorised Officer.

### **14 ADDITIONAL WORK**

- 14.1 In addition to routine Services as set out in the Specification the Authorised Officer may require the Contractor to carry out one off additional, unspecified work similar to that required by the Specification. The additional unspecified work shall be charged at operational rates as set out in the Pricing Document.
- 14.2 Additional works do not form part of this contract and potentially will be contracted out separately as outlined in the document titled 'Pricing schedule'.

### **15 HEALTH AND SAFETY**

- 15.1 The Contractor shall comply with all statutory requirements and associated approved codes of practice and guidance or regulations pertaining to Health and Safety. This should include, but not be limited to, safe storage, transport and use of chemicals, training and competence of operatives, application of safe working procedures, use of appropriate personal protective equipment

and undertaking appropriate risk assessments (including application of control measures identified in those risk assessments).

## **16 INCLEMENT WEATHER**

- 16.1 If inclement weather prevents work being carried out, the Contractor shall immediately notify the Authorised officer and agree with the Authorised Officer a variation to the programme. The Contractor shall resume work as soon as possible in accordance with the submitted programme, and complete at its own expense any work not done as soon as possible and within seven Working Days of the original timing within the programme.
- 21.2 The Contractor shall, where necessary, stop any work, during inclement weather where it would cause damage or danger to staff, employees of the Council or members of the public, with agreement from the Authorised Officer.

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## Equality & Health Impact Assessment (EqHIA)

### Document control

<b>Title of activity:</b>	Review of pesticides used by Havering Council
<b>Lead officer:</b>	<i>Jacki Ager, Waste and External Contracts Manager Public Realm, Neighbourhoods.</i>
<b>Approved by:</b>	<i>Dipti Patel, Assistant Director, Neighbourhoods</i>
<b>Date completed:</b>	<i>16/08/2019</i>
<b>Scheduled date for review:</b>	<i>06/08/2020</i>

Please note that the Corporate Policy & Diversity and Public Health teams require at least **5 working days** to provide advice on EqHIAs.

<b>Did you seek advice from the Corporate Policy &amp; Diversity team?</b>	Yes
<b>Did you seek advice from the Public Health team?</b>	Yes
<b>Does the EqHIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?</b>	No

Please note that EqHIAs are **public** documents and must be made available on the Council's [EqHIA webpage](#).

**Please submit the completed form via e-mail to [EqHIA@haverling.gov.uk](mailto:EqHIA@haverling.gov.uk) thank you.**

# 1. Equality & Health Impact Assessment Checklist

Please complete the following checklist to determine whether or not you will need to complete an EqHIA and ensure you keep this section for your audit trail. If you have any questions, please contact [EqHIA@havering.gov.uk](mailto:EqHIA@havering.gov.uk) for advice from either the Corporate Diversity or Public Health teams. Please refer to the Guidance in Appendix 1 on how to complete this form.

## About your activity

1	Title of activity	Review of pesticides used by Havering Council		
2	Type of activity	<i>Review of current services</i>		
3	Scope of activity	To review existing weed control measures in Havering and investigate alternative methods. The recommendation is to continue to use the current methods of weed control whilst reviewing options to reduce the use of herbicides where practicable to do so, and explore the cost of introducing a herbicide-free weed control program through the procurement of the Integrated Public Realm Contract.		
4a	Are you changing, introducing a new, or removing a service, policy, strategy or function?	No	If the answer to <u>any</u> of these questions is 'YES', please continue to question 5.	If the answer to <u>all</u> of the questions (4a, 4b & 4c) is 'NO', please go to question 6.
4b	Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?	Yes		
4c	Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?	Yes		
5	If you answered YES:	<b>Please complete the EqHIA in Section 2 of this document.</b> Please see Appendix 1 for Guidance.		
6	If you answered NO:	<i>Please provide a clear and robust explanation on why your activity does not require an EqHIA. This is essential in case the activity is challenged under the Equality Act 2010.</i>  <i>Please keep this checklist for your audit trail.</i>		

Completed by:	<i>Jacki Ager, Waste and External Contracts Manager, Public Realm, Neighbourhoods</i>
Date:	<i>06/08/2019</i>



## 2. The EqHIA – How will the strategy, policy, plan, procedure and/or service impact on people?

### Background/context:

Following a Motion to Council on 21 November 2018 the council called upon the Executive to undertake a review of pesticides used by the authority and bring a report to Cabinet. Havering Council currently uses herbicides to control weed growth on highways, council land, parks and open spaces. This allows the Borough to conform to both the Weeds Act (1959) and the Countryside Act (1981). Herbicides provide the most effective treatment for controlling weeds, however an integrated approach to weed control helps to limit their usage. Weeds are required to be controlled for a number of reasons, including aesthetic (they detract from the overall appearance of an area and trap litter) and structural (weed growth can destroy paving surfaces, force apart kerbs and crack walls, therefore increasing maintenance costs).

There have been conflicting reports on the health effects of Glyphosate. Some other studies have suggested that the chemical may have carcinogenic properties, and Glyphosate, as well as other herbicides and pesticides has been linked to other conditions such as asthma. However, in the case of Glyphosate the general binding theme in these studies is long term / high intensity exposure through agricultural use. Use in Havering is sporadic and targeted, thus exposure of both workers and members of the public to Glyphosate is minimal and low risk.

Many international bodies, including the U.S. Environmental Protection Agency and the European Food Safety Agency, report that Glyphosate is unlikely to cause cancer in humans, and in 2018 the EU renewed its license for 5 years following a review conducted by a scientific expert committee. The chemical is kept under regular review and the EU recommends minimising its use in public spaces such as parks, public playgrounds and gardens. Following the Motion to Council, LBH sought advice from Public Health England (PHE) who confirmed their advice to the public is also in line with EU protocols: "PHE acknowledges the European Chemicals Agency (ECHA) recent declaration that glyphosate should not be classified as a carcinogen. The European Commission has subsequently renewed the licence for the use of glyphosate as an active ingredient. The public should continue to use weed killers containing glyphosate in accordance to manufacturers' instructions." Further advice in the UK is provided on the Health and Safety Executive website (<http://www.hse.gov.uk/pesticides/topics/using-pesticides/general/glyphosate-faqs.htm>). Glyphosate, it should be noted, is unlikely to enter ground water as it binds tightly with soil. Bacteria in the soil cause the Glyphosate to break down, and the average half-life of this is 47 days.

Some local authorities have adopted the "precautionary principal", and are investigating going herbicide-free, or reducing usage in particular land types. However, many of these boroughs are focusing primarily on parks and open spaces in the first instance, due to the practicalities, cost and risks associated with reducing their use on the public highway at present.

*\*Expand box as required*

### Who will be affected by the activity?

Use of herbicides may have negative effects on those members of the community most vulnerable to airborne substances – in particular young children and elderly citizens. Havering permits targeted use of a clean label Glyphosate-based product. Limiting its use to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact.

A less effective treatment, or increased time period in-between treatments associated with non-pesticide

alternatives would likely lead to higher rates of re-growth. This may cause structural issues such as an increase in cracked pavements, which would potentially have an adverse effect on all pavement users, but particularly those members of the community with mobility issues.

*\*Expand box as required*

### Protected Characteristic - Age: Consider the full range of age groups

Please tick (✓) the relevant box:

**Positive**

✓

**Neutral**

**Negative**

#### Overall impact:

Occupational exposure to herbicides and pesticides is linked with higher rates of lung disease (University of Melbourne, 2017). Whilst it may be argued that use of herbicides could impact upon those members of the community most vulnerable to airborne substances – in particular young children and elderly citizens, the sporadic and targeted nature of the applications associated with non-agricultural use reduces this contact risk significantly. Having mitigates the potential for contact by allowing for targeted use of a clean label Glyphosate-based product. Limiting applications to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact, as does spraying at less busy times of day, when the teams are less likely to encounter pedestrians. Spraying is also not carried out in windy weather, where there is a greater potential for drift.

Older people and those with children in pushchairs may benefit more from open/accessible entrances and even and unobstructed paths. Uneven or inaccessible pathways are a particular barrier to older users or people with physical impairments and their carers. This is an impact that can result from excessive weed growth. Effective weed control practices will help to preserve an open, safe passageway for pedestrians.

Targeted use of a clean label product to prevent vegetative highway obstructions may therefore create an overall positive impact to this group.

*\*Expand box as required*

#### Evidence:

Studies point to occupational exposure being the main cause of higher concentrations of glyphosate in the body.

*\*Expand box as required*

#### Sources used:

<https://ehjournal.biomedcentral.com/articles/10.1186/s12940-018-0435-5>

*\*Expand box as required*

### Protected Characteristic - Disability: Consider the full range of disabilities; including physical mental, sensory and progressive conditions

Please tick (✓) the relevant box:

**Positive**

✓

**Neutral**

✓

#### Overall impact:

Occupational exposure to herbicides and pesticides is linked with higher rates of lung disease (University of Melbourne, 2017). Whilst it may be argued that use of herbicides could impact upon those members of the community most vulnerable

<b>Negative</b>	<p>to airborne substances, the sporadic and targeted nature of the applications associated with non-agricultural use reduces this contact risk significantly. In terms of disabilities, most susceptible to airborne substances may include those with lung conditions such as asthma, emphysema and cancer. Havering permits targeted use of a clean label Glyphosate-based product. Limiting its use to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact, as does spraying at less busy times of day, when the teams are less likely to encounter pedestrians. Spraying is also not carried out in windy weather, where there is a greater potential for drift.</p> <p>Disabled people or parents of disabled children may benefit more from open/accessible entrances and even and unobstructed paths. Uneven or inaccessible pathways are a particular barrier to wheelchair users or people with physical and sensory impairments and their guardians/parents/carers.</p> <p>Targeted use of a clean label product to prevent vegetative highway obstructions may therefore create a neutral to positive impact to this group.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>
<b>Evidence:</b> <p>Studies point to occupational exposure being the main cause of higher concentrations of glyphosate in the body.</p> <p style="text-align: right;"><i>*Expand box as required</i></p>	
<b>Sources used:</b> <p><a href="https://ehjournal.biomedcentral.com/articles/10.1186/s12940-018-0435-5">https://ehjournal.biomedcentral.com/articles/10.1186/s12940-018-0435-5</a></p> <p style="text-align: right;"><i>*Expand box as required</i></p>	

Protected Characteristic - Sex/gender: Consider both men and women		
Please tick (✓) the relevant box:		<b>Overall impact:</b>  Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on members of the community identifying as female, and their perception of safety. Antisocial behavior affects all genders (for example in street crime). Effective weed control practices will help to preserve an attractive, safe environment to reduce the perception and risk of antisocial behaviour.  <i>*Expand box as required</i>
Positive	✓	
Neutral		
Negative		
<b>Evidence:</b>  It is a commonly held view that the maintenance of an area can have an impact on peoples' perception of crime and safety.  <i>*Expand box as required</i>		
<b>Sources used:</b>  N/A  <i>*Expand box as required</i>		

Protected Characteristic - Ethnicity/race: Consider the impact on different ethnic groups and nationalities		
Please tick (✓) the relevant box:		<b>Overall impact:</b>  Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on individuals and groups with protected characteristics, particularly around their perception of safety. Effective weed control practices will help to preserve an attractive, safe environment.  <i>*Expand box as required</i>
Positive		
Neutral	✓	
Negative		
<b>Evidence:</b>  It is a commonly held view that the maintenance of an area can have an impact on peoples' perception of crime and safety.  <i>*Expand box as required</i>		
<b>Sources used:</b>  N/A  <i>*Expand box as required</i>		

Protected Characteristic - Religion/fait: Consider people from different religions or beliefs including those with no religion or belief		
Please tick (✓) the relevant box:		<b>Overall impact:</b>  Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on individuals and groups with protected characteristics, particularly around their perception of safety. Effective weed control practices will help to preserve an attractive, safe environment.  <i>*Expand box as required</i>
Positive		
Neutral	✓	
Negative		
<b>Evidence:</b>  It is a commonly held view that the maintenance of an area can have an impact on peoples' perception of crime and safety.  <i>*Expand box as required</i>		
<b>Sources used:</b>  N/A  <i>*Expand box as required</i>		

Protected Characteristic - Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual		
Please tick (✓) the relevant box:		<b>Overall impact:</b>  Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on individuals and groups with protected characteristics, particularly around their perception of safety. Effective weed control practices will
Positive		
Neutral	✓	

<b>Negative</b>		help to preserve an attractive, safe environment.	<i>*Expand box as required</i>
<b>Evidence:</b>			
It is a commonly held view that the maintenance of an area can have an impact on peoples' perception of crime and safety.			
<i>*Expand box as required</i>			
<b>Sources used:</b>			
N/A			
<i>*Expand box as required</i>			

<b>Protected Characteristic - Gender reassignment:</b> Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth			
<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b>	
<b>Positive</b>		Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on individuals and groups with protected characteristics, particularly around their perception of safety. This may have a particular impact on those members of the community identifying as female. Effective weed control practices will help to preserve an attractive, safe environment.	
<b>Neutral</b>	✓		
<b>Negative</b>			
		<i>*Expand box as required</i>	
<b>Evidence:</b>			
It is a commonly held view that the maintenance of an area can have an impact on peoples' perception of crime and safety.			
<i>*Expand box as required</i>			
<b>Sources used:</b>			
N/A			
<i>*Expand box as required</i>			

<b>Protected Characteristic - Marriage/civil partnership:</b> Consider people in a marriage or civil partnership			
<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b>	
<b>Positive</b>		None identified	
<b>Neutral</b>	✓		
<b>Negative</b>			
		<i>*Expand box as required</i>	
<b>Evidence:</b>			
N/A			
<i>*Expand box as required</i>			

<b>Sources used:</b>  N/A
---------------------------------

*\*Expand box as required*

**Protected Characteristic - Pregnancy, maternity and paternity:** Consider those who are pregnant and those who are undertaking maternity or paternity leave

Please tick (✓) the relevant box:		<b>Overall impact:</b>  <p>Glyphosate exposure during pregnancy was found to correlate with shortened gestational length, however this was based on a small sample size of women in rural Indiana, with exposure through ingestion of food crops (S. Parvez, R. R. Gerona, C. Proctor, M. Friesen, J. L. Ashby, J. L. Reiter, Z. Lui, P. D. Winchester. <b>Glyphosate exposure in pregnancy and shortened gestational length: a prospective Indiana birth cohort study.</b> <i>Environmental Health</i>, 2018). Further studies are therefore needed to determine risks in suburban locations where targeted spraying of weed growth on hard surfaces is carried out. Where weeds grow through soil, Glyphosate is unlikely to enter ground water as it binds tightly with soil. Bacteria in the soil cause the Glyphosate to break down after a period.</p> <p>Havering permits targeted use of a clean label Glyphosate-based product. Limiting its use to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact, as does spraying at less busy times of day, when the teams are less likely to encounter pedestrians. Spraying is also not carried out in windy weather, where there is a greater potential for drift.</p> <p>It should be noted that a less effective treatment, or increased time period in-between treatments associated with non-pesticide alternatives would likely lead to higher rates of re-growth. This may cause structural issues such as an increase in cracked pavements, which would potentially have an adverse effect on all pavement users, but particularly those members of the community with mobility issues.</p>
Positive		
Neutral	✓	
Negative		

*\*Expand box as required*

**Evidence:**

Glyphosate exposure during pregnancy was found to correlate with shortened gestational length, however this was based on a small sample size of women in rural Indiana, with exposure through ingestion of food crops (S. Parvez, R. R. Gerona, C. Proctor, M. Friesen, J. L. Ashby, J. L. Reiter, Z. Lui, P. D. Winchester. **Glyphosate exposure in pregnancy and shortened gestational length: a prospective Indiana birth cohort study.** *Environmental Health*, 2018).

*\*Expand box as required*

**Sources used:**

S. Parvez, R. R. Gerona, C. Proctor, M. Friesen, J. L. Ashby, J. L. Reiter, Z. Lui, P. D. Winchester. **Glyphosate exposure in pregnancy and shortened gestational length: a prospective Indiana birth cohort study.** *Environmental Health*, 2018.

*\*Expand box as required*

**Socio-economic status:** Consider those who are from low income or financially excluded backgrounds

<i>Please tick (✓) the relevant box:</i>		<b>Overall impact:</b>  Whilst the use of herbicides is not seen to have an adverse impact on this protected characteristic, declining quality and poorly maintained green space could have a disproportionate impact on individuals and groups with protected characteristics, particularly around their perception of safety. This may have an adverse effect particularly in areas of the Borough already suffering the effects of social deprivation, such as crime and antisocial behavior. Effective weed control practices will help to preserve an attractive, safe environment.  <i>*Expand box as required</i>
<b>Positive</b>		
<b>Neutral</b>	✓	
<b>Negative</b>		
<b>Evidence:</b>  N/A  <i>*Expand box as required</i>		
<b>Sources used:</b>  N/A  <i>*Expand box as required</i>		

<b>Health &amp; Wellbeing Impact:</b> Consider both short and long-term impacts of the activity on a person's physical and mental health, particularly for disadvantaged, vulnerable or at-risk groups. Can health and wellbeing be positively promoted through this activity? Please use the Health and Wellbeing Impact Tool in Appendix 2 to help you answer this question.		
<i>Please tick (✓) all the relevant boxes that apply:</i>		<b>Overall impact:</b>  Occupational exposure to herbicides and pesticides is linked with higher rates of lung disease (University of Melbourne, 2017). Whilst it may be argued that use of herbicides could impact upon those members of the community most vulnerable to airborne substances, the sporadic and targeted nature of the applications associated with non-agricultural use, under which weed control in Havering falls, reduces this contact risk significantly. Application in non-agricultural areas also reduces risk because plants are not grown for consumption. Discussion is underway regarding edible planting/ greening as part of new developments in Havering and will be taken into account as appropriate in future reviews..  In terms of disabilities, most susceptible to airborne substances may include those with lung conditions such as asthma, emphysema and cancer. Havering permits targeted use of a clean label Glyphosate-based product. Limiting its use to targeted spots (i.e. only where weed growth is visible) greatly reduces any potential for contact, as does spraying at less busy times of day, when the teams are less likely to encounter pedestrians. Spraying is also not carried out in windy weather, where there is a greater potential for drift, or in rainy weather when there is greater potential for run-off into public water courses prior to binding with soil.  Disabled people or parents of disabled children may benefit more from open/accessible entrances and even and unobstructed paths. Uneven or inaccessible pathways are a particular barrier to wheelchair users or people with physical and sensory impairments and their guardians/parents/carers.  General perceptions of crime and safety can be improved with a clean, tidy environment. The killing of weeds aids this and prevents highway obstructions,
<b>Positive</b>	✓	
<b>Neutral</b>		
<b>Negative</b>		

	<p>likely improving the well-being of residents and visitors using the area by encouraging higher use of pedestrian and community spaces.</p> <p style="text-align: right;"><i>*Expand box as required</i></p> <p><b>Do you consider that a more in-depth HIA is required as a result of this brief assessment?</b> Please tick (✓) the relevant box</p> <p style="text-align: right;"> <b>Yes</b> <input type="checkbox"/> <b>No</b> <input checked="" type="checkbox"/> </p>
<p><b>Evidence:</b></p> <p>N/A</p> <p style="text-align: right;"><i>*Expand box as required</i></p>	
<p><b>Sources used:</b></p> <p>N/A</p> <p style="text-align: right;"><i>*Expand box as required</i></p>	



### 3. Outcome of the Assessment

The EqHIA assessment is intended to be used as an improvement tool to make sure the activity maximises the positive impacts and eliminates or minimises the negative impacts. The possible outcomes of the assessment are listed below and what the next steps to take are:

Please tick (✓) what the overall outcome of your assessment was:

✓	1. The EqHIA identified <u>no significant concerns</u> OR the identified <u>negative concerns</u> have already been <u>addressed</u>	➔	<b>Proceed with implementation</b> of your activity
	2. The EqHIA identified some <u>negative impact</u> which still needs <u>to be addressed</u>	➔	<b>COMPLETE SECTION 4:</b> <b>Complete action plan</b> and finalise the EqHIA
	3. The EqHIA identified some <u>major concerns</u> and showed that it is <u>impossible to diminish negative impacts</u> from the activity to an acceptable or even lawful level	➔	<b>Stop and remove</b> the activity or <b>revise</b> the activity <b>thoroughly</b> . <b>Complete an EqHIA on the revised proposal.</b>

## 4. Action Plan

The real value of completing an EqHIA comes from the identifying the actions that can be taken to eliminate/minimise negative impacts and enhance/optimize positive impacts. In this section you should list the specific actions that set out how you will address any negative equality and health & wellbeing impacts you have identified in this assessment. Please ensure that your action plan is: more than just a list of proposals and good intentions; sets ambitious yet achievable outcomes and timescales; and is clear about resource implications.

Protected characteristic / health & wellbeing impact	Identified Negative or Positive impact	Recommended actions to mitigate Negative impact* or further promote Positive impact	Outcomes and monitoring**	Timescale	Lead officer

**Add further rows as necessary**

\* You should include details of any future consultations and any actions to be undertaken to mitigate negative impacts

\*\* Monitoring: You should state how the impact (positive or negative) will be monitored; what outcome measures will be used; the known (or likely) data source for outcome measurements; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

## 5. Review

In this section you should identify how frequently the EqHIA will be reviewed; the date for next review; and who will be reviewing it.

**Review:**

Annually

**Scheduled date of review:** 8<sup>th</sup> August 2020

**Lead Officer conducting the review:** Jacki Ager

*\*Expand box as required*

**Please submit the completed form via e-mail to [EqHIA@havering.gov.uk](mailto:EqHIA@havering.gov.uk) thank you.**

# Appendix 1. Guidance on Undertaking an EqHIA

**This Guidance can be deleted prior to publication.**

## What is it?

The Equality & Health Impact Assessment (EqHIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service, whilst at the same time ensuring a person's chance of leading a healthy life is the same wherever they live and whoever they are. We want to ensure that the activities of the Council are 'fit for purpose' and meet the needs of Havering's increasingly diverse communities and employees. This robust and systematic EqHIA process ensures that any potential detrimental effects or discrimination is identified, removed, or mitigated and positive impacts are enhanced.

## When to Assess:

An EqHIA should be carried out when you are changing, removing or introducing a new service, policy, strategy or function; for simplicity, these are referred to as an "activity" throughout this document. It is best to conduct the assessment as early as possible in the decision-making process.

### Guidance: Equality & Health Impact Assessment Checklist

The Checklist in Section 1 asks the key questions,

**4a) Are you changing, introducing a new, or removing a service, policy, strategy or function?**

**4b) Does this activity (policy/strategy/service/decision) have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?**

**4c) Does this activity (policy/strategy/service/decision) have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?**

- If the answer to ANY of the questions 4a, 4b or 4c of the Checklist is 'YES' then you must carry out an assessment. e.g. Proposed changes to Contact Centre Opening Hours  
'YES' = you need to carry out an EqHIA
- If the answer to ALL of the questions, 4a or 4b of the Checklist is NO, then you do not need to carry out an EqHIA assessment. e.g. Quarterly Performance Report  
'NO' = you DO NOT need to carry out an EqHIA. Please provide a clear explanation as to why you consider an EqHIA is not required for your activity.

## Using the Checklist

The assessment should take into account all the potential impacts of the proposed activity, be it a major financial decision, or a seemingly simple policy change. Considering and completing this EqHIA will ensure that all Council plans, strategies, policies, procedures, services or other activity comply with relevant statutory obligations and responsibilities. In particular it helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#) and its public health duties under the [Health and Social Care Act 2012](#).

## Having Due Regard

To have due regard means that in making decisions and in its other day-to-day activities, the Council must consciously consider the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between different groups
- Foster good relations between different groups
- Reduce inequalities in health outcomes

## Combining Equality and Health Impact Assessment:

[Equality Impact Assessments \(EIAs\)](#) provide a systematic way of ensuring that legal obligations are met. They assess whether a proposed policy, procedure, service change or plan will affect people different on the basis of their 'protected characteristics' and if it will affect their human rights. Currently there are **nine protected characteristics** (previously known as 'equality groups' or 'equality strands'): age, disability, sex/gender, ethnicity/race, religion/fait, sexual orientation, gender reassignment, marriage/civil partnership, and pregnancy/ maternity/paternity.

An activity does not need to impact on all 9 protected characteristics – impacting on just one is sufficient justification to complete an EqHIA.

[Health Impact Assessments \(HIAs\)](#) consider the potential impact of any change or amendment to a policy, service, plan, procedure or programme on the health and wellbeing of the population. HIAs help identify how people may be affected differently on the basis of where they live and potential impacts on health inequalities and health equity by assessing the distribution of potential effects within the population, particularly within vulnerable groups. 'Health' is not restricted to medical conditions, or the provision of health services, but rather encompasses the wide range of influences on people's health and wellbeing. This includes, but is not limited to, experience of discrimination, access to transport, housing, education, employment - known as the 'wider determinants of health'.

This [Equality and Health Impact Assessment \(EqHIA\)](#) brings together both impact assessments into a single tool which will result in a set of recommendations to eliminate discrimination and inequality; enhance potential positive impacts and mitigate where possible for negative impacts. In conducting this EqHIA you will need to assess the impact (positive, neutral or negative) of your activity on individuals and groups with **protected characteristics** (this includes staff delivering your activity), **socio-economic status** and **health & wellbeing**. Guidance on what to include in each section is given on the next pages.

### Guidance: What to include in background/context

In this section you will need to add the background/context of your activity, i.e. what is the activity intending to do, and why?

Make sure you include the scope and intended outcomes of the activity being assessed; and highlight any proposed changes. Please include a brief rationale for your activity and any supporting evidence for the proposal. Some questions to consider:

- What is the aim, objectives and intended outcomes?
- How does this activity meet the needs of the local population?
- Has this activity been implemented in another area? What were the outcomes?
- Is this activity being implemented as per best practice guidelines?
- Who were the key stakeholders in this activity?

\*Note that the boxes will expand as required

## Guidance: Who will be affected by the activity?

The people who will be affected may be

**Residents:** pay particular attention to vulnerable groups in the population who may be affected by this activity

**Businesses/ manufacturing / developers / small, medium or large enterprises**

**Employees:** e.g. Council staff for an internal activity, other statutory or voluntary sector employees, local businesses and services

\*Note that the boxes will expand as required

## Guidance: What to include in assessing a Protected Characteristic e.g. AGE

Please tick (✓) the relevant box:

**Positive**

**Neutral**

**Negative**

**Overall impact:** In this section you will need to consider and note what impact your activity will have on individuals and groups (including staff) with protected characteristics based on the data and information you have. You should note whether this is a positive, neutral or negative impact.

**It is essential that you note all negative impacts. This will demonstrate that you have paid 'due regard' to the Public Sector Equality Duty if your activity is challenged under the Equality Act.**

\*Note that the boxes will expand as required

**Evidence:** In this section you will need to document the evidence that you have used to assess the impact of your activity.

When assessing the impact, please consider and note how your activity contributes to the three aims of the Public Sector Equality Duty (PSED) as stated in the section above.

It is essential that you note the full impact of your activity, so you can demonstrate that you have fully considered the equality implications and have paid 'due regard' to the PSED should the Council be challenged.

- If you have identified a **positive impact**, please note this.
- If you think there is a **neutral impact** or the impact is not known, please provide a full reason why this is the case.
- If you have identified a **negative impact**, please note what steps you will take to mitigate this impact. If you are unable to take any mitigating steps, please provide a full reason why. All negative impacts that have mitigating actions must be recorded in the **Action Plan**.
- **Please ensure that appropriate consultation with affected parties has been undertaken and evidenced**

**Sources used:** In this section you should list all sources of the evidence you used to assess the impact of your activity. This can include:

- Service specific data
- Population, demographic and socio-economic data. Suggested sources include:
  - o Service user monitoring data that your service collects
  - o [Havering Data Intelligence Hub](#)
  - o [Office for National Statistics \(ONS\)](#)

If you do not have any relevant data, please provide the reason why.

\*Note that the boxes will expand as required

## Guidance: What to include in assessing Health & Wellbeing Impact:

Please tick (✓) all the relevant boxes that apply:

**Positive**

**Neutral**

**Negative**

**Overall impact:** In this section you will need to consider and note whether the proposal could have an overall impact on, or implications for, people's health and wellbeing or any factors which determine people's health.

How will the activity help address inequalities in health?

Include here a brief outline of what could be done to enhance the positive impacts and, where possible, mitigate for the negative impacts.

\*Note that the boxes will expand as required

**Do you consider that a more in-depth HIA is required as a result of this brief assessment?** Please tick (✓) the relevant box

Yes

☐

No

☐

**Evidence:** In this section you will need to outline in more detail how you came to your conclusions above:

- What is the nature of the impact?
- Is the impact **positive** or **negative**? It is possible for an activity to have **both positive and negative impacts**. Consider here whether people will be able to access the service being offered; improve or maintain healthy lifestyles; improve their opportunities for employment/income; whether and how it will affect the environment in which they live (housing, access to parks & green space); what the impact on the family, social support and community networks might be
- What can be done to mitigate the negative impacts and/or enhance the positive impacts?
- If you think there is a **neutral impact**, or the impact is not known, please provide a brief reason why this is the case.
- What is the likelihood of the impact? Will the impact(s) be in weeks, months or years? In some cases the short-term risks to health may be worth the longer term benefits.
- Will the proposal affect different groups of people in different ways? A proposal that is likely to benefit one section of the community may not benefit others and could lead to inequalities in health.

**Please use the Health & Wellbeing Impact Tool in Appendix 2 as a guide/checklist to assess the potential wider determinants of health impacts.**

This tool will help guide your thinking as to what factors affect people's health and wellbeing, such as social support, their housing conditions, access to transport, employment, education, crime and disorder and environmental factors. It is not an exhaustive list, merely a tool to guide your assessment; there may be other factors specific to your activity.

Some questions you may wish to ask include:

- Will the activity impact on people's ability to socialise, potentially leading to social isolation?
- Will the activity affect a person's income and/or have an effect on their housing status?
- Is the activity likely to cause the recipient of a service more or less stress?
- Will any change in the service take into account different needs, such as those with learning difficulties?
- Will the activity affect the health and wellbeing of persons not directly related to the service/activity, such as carers, family members, other residents living nearby?
- If there is a short-term negative effect, what will be done to minimise the impact as much as possible?

- Are the longer-term impacts positive or negative? What will be done to either promote the positive effects or minimise the negative effects?
- Do the longer term positive outcomes outweigh the short term impacts?

\*Note that the boxes will expand as required

**Sources used:** In this section you should list all sources of the evidence you used to assess the impact of your activity. This could include, e.g.:

Information on the population affected

- Routinely collected local statistics (e.g. quality of life, health status, unemployment, crime, air quality, educational attainment, transport etc.)
- Local research/ Surveys of local conditions
- Community profiles

Wider Evidence

- Published Research, including evidence about similar proposals implemented elsewhere (e.g. Case Studies).
- Predictions from local or national models
- Locally commissioned research by statutory/voluntary/private organisations

Expert Opinion

- Views of residents and professionals with local knowledge and insight

\*Note that the boxes will expand as required

## Guidance: Outcome of the Assessment

On reflection, what is your overall assessment of the activity?

The purpose of conducting this assessment is to offer an opportunity to think, reflect and **improve** the proposed activity. It will make sure that the Council can evidence that it has considered its due regard to equality and health & wellbeing to its best ability.

It is not expected that all proposals will be immediately without negative impacts! However, where these arise, what actions can be taken to mitigate against potential negative effects, or further promote the positive impacts?

Please tick one of the 3 boxes in this section to indicate whether you think:

1. all equality and health impacts are adequately addressed in the activity – proceed with your activity pending all other relevant approval processes
2. the assessment identified some negative impacts which could be addressed – please complete the Action Plan in Section 4.
3. If the assessment reveals some significant concerns, this is the time to stop and re-think, making sure that we spend our Council resources wisely and fairly. There is no shame in stopping a proposal.

\*Note that the boxes will expand as required



### Guidance: Action Plan

For each protected characteristic/health & wellbeing impact where an impact on people or their lives has been identified, complete one row of the action plan. You can add as many further rows as required.

State whether the impact is Positive or Negative

Briefly outline the actions that can be taken to mitigate against the negative impact or further enhance a positive impact. These actions could be to make changes to the activity itself (service, proposal, strategy etc.) or to make contingencies/alterations in the setting/environment where the activity will take place.

For example, might staff need additional training in communicating effectively with people with learning difficulties, if a new service is opened specifically targeting those people? Is access to the service fair and equitable? What will the impact on other service users be? How can we ensure equity of access to the service by all users? Will any signage need changing? Does the building where the service being delivered comply with disability regulations?

### Guidance: Review

Changes happen all the time! A service/strategy/policy/activity that is appropriate at one time, may no longer be appropriate as the environment around us changes. This may be changes in our population, growth and makeup, legislative changes, environmental changes or socio-political changes.

Although we can't predict what's going to happen in the future, a review is recommended to ensure that what we are delivering as a Council is still the best use of our limited resources. The timescale for review will be dependent on the scale of the activity.

A major financial investment may require a review every 2-3 years for a large scale regeneration project over 10-15 years.

A small policy change may require a review in 6 months to assess whether there are any unintended outcomes of such a change.

Please indicate here how frequently it is expected to review your activity and a brief justification as to why this timescale is recommended.

## Appendix 2. Health & Wellbeing Impact Tool

Will the activity/service/policy/procedure affect any of the following characteristics? Please tick/check the boxes below

The following are a range of considerations that might help you to complete the assessment.

Lifestyle YES <input type="checkbox"/> NO <input type="checkbox"/>	Personal circumstances YES <input type="checkbox"/> NO <input type="checkbox"/>	Access to services/facilities/amenities YES <input type="checkbox"/> NO <input type="checkbox"/>
<input type="checkbox"/> Diet <input type="checkbox"/> Exercise and physical activity <input type="checkbox"/> Smoking <input type="checkbox"/> Exposure to passive smoking <input type="checkbox"/> Alcohol intake <input type="checkbox"/> Dependency on prescription drugs <input type="checkbox"/> Illicit drug and substance use <input type="checkbox"/> Risky Sexual behaviour <input type="checkbox"/> Other health-related behaviours, such as tooth-brushing, bathing, and wound care	<input type="checkbox"/> Structure and cohesion of family unit <input type="checkbox"/> Parenting <input type="checkbox"/> Childhood development <input type="checkbox"/> Life skills <input type="checkbox"/> Personal safety <input type="checkbox"/> Employment status <input type="checkbox"/> Working conditions <input type="checkbox"/> Level of income, including benefits <input type="checkbox"/> Level of disposable income <input type="checkbox"/> Housing tenure <input type="checkbox"/> Housing conditions <input type="checkbox"/> Educational attainment <input type="checkbox"/> Skills levels including literacy and numeracy	<input type="checkbox"/> to Employment opportunities <input type="checkbox"/> to Workplaces <input type="checkbox"/> to Housing <input type="checkbox"/> to Shops (to supply basic needs) <input type="checkbox"/> to Community facilities <input type="checkbox"/> to Public transport <input type="checkbox"/> to Education <input type="checkbox"/> to Training and skills development <input type="checkbox"/> to Healthcare <input type="checkbox"/> to Social services <input type="checkbox"/> to Childcare <input type="checkbox"/> to Respite care <input type="checkbox"/> to Leisure and recreation services and facilities
Social Factors YES <input type="checkbox"/> NO <input type="checkbox"/>	Economic Factors YES <input type="checkbox"/> NO <input type="checkbox"/>	Environmental Factors YES <input type="checkbox"/> NO <input type="checkbox"/>
<input type="checkbox"/> Social contact <input type="checkbox"/> Social support <input type="checkbox"/> Neighbourliness <input type="checkbox"/> Participation in the community <input type="checkbox"/> Membership of community groups <input type="checkbox"/> Reputation of community/area <input type="checkbox"/> Participation in public affairs <input type="checkbox"/> Level of crime and disorder <input type="checkbox"/> Fear of crime and disorder <input type="checkbox"/> Level of antisocial behaviour <input type="checkbox"/> Fear of antisocial behaviour <input type="checkbox"/> Discrimination <input type="checkbox"/> Fear of discrimination <input type="checkbox"/> Public safety measures <input type="checkbox"/> Road safety measures	<input type="checkbox"/> Creation of wealth <input type="checkbox"/> Distribution of wealth <input type="checkbox"/> Retention of wealth in local area/economy <input type="checkbox"/> Distribution of income <input type="checkbox"/> Business activity <input type="checkbox"/> Job creation <input type="checkbox"/> Availability of employment opportunities <input type="checkbox"/> Quality of employment opportunities <input type="checkbox"/> Availability of education opportunities <input type="checkbox"/> Quality of education opportunities <input type="checkbox"/> Availability of training and skills development opportunities <input type="checkbox"/> Quality of training and skills development opportunities <input type="checkbox"/> Technological development <input type="checkbox"/> Amount of traffic congestion	<input type="checkbox"/> Air quality <input type="checkbox"/> Water quality <input type="checkbox"/> Soil quality/Level of contamination/Odour <input type="checkbox"/> Noise levels <input type="checkbox"/> Vibration <input type="checkbox"/> Hazards <input type="checkbox"/> Land use <input type="checkbox"/> Natural habitats <input type="checkbox"/> Biodiversity <input type="checkbox"/> Landscape, including green and open spaces <input type="checkbox"/> Townscape, including civic areas and public realm <input type="checkbox"/> Use/consumption of natural resources <input type="checkbox"/> Energy use: CO2/other greenhouse gas emissions <input type="checkbox"/> Solid waste management <input type="checkbox"/> Public transport infrastructure