



# CABINET

<b>7.30 pm</b>	<b>Wednesday 24 June 2020</b>	<b>Virtual Meeting</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:**

**Debra Marlow tel: 01708 433091**

**e-mail: [debra.marlow@onesource.co.uk](mailto:debra.marlow@onesource.co.uk)**



**Webcast**

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

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

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

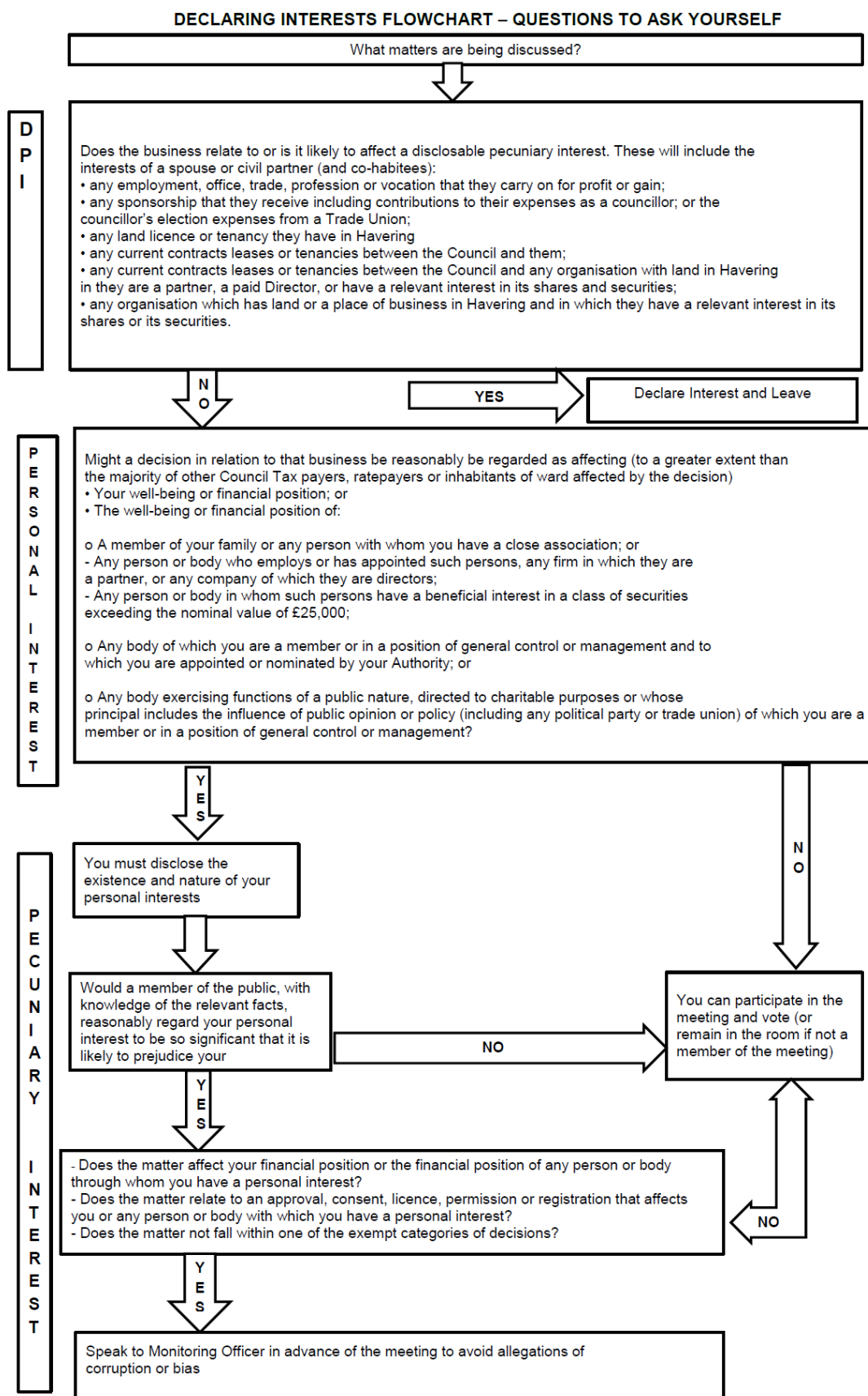
Reporting means:-

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

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

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

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



## **AGENDA**

### **1 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 PROTOCOL ON THE OPERATION OF CABINET MEETINGS DURING THE COVID-19 PANDEMIC RESTRICTIONS (Pages 1 - 2)**

Information for virtual Zoom Meetings.

### **3 APOLOGIES FOR ABSENCE**

(if any) - receive

### **4 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.

### **5 APRIL 2020 FINANCIAL MONITORING POSITION (Pages 3 - 22)**

Information Report.

### **6 PLAN FOR BRINGING EXISTING SERVICES BACK ON STREAM POST COVID-19 LOCKDOWN (Pages 23 - 58)**

Information report.

### **7 REVIEW OF AMENDMENTS TO SERVICE OFFER WITHIN PLANNING IN LIGHT OF COVID-19 (Pages 59 - 66)**

Decision report.

### **8 EXCLUSION OF THE PRESS AND PUBLIC**

To consider whether the press and public should now be excluded from the remainder of the meeting on the grounds that it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the press and public were present during those items there would be disclosure to them of exempt information within the meaning of paragraphs 1 or 3 of Schedule 12A to the Local Government Act 1972; and, if it is decided to exclude the public on those grounds, the Committee to resolve accordingly on the motion of the Chairman.

### **9 PROCUREMENT OF ULEZ COMPLIANT BUSES FOR PTS TO TRANSPORT CLIENTS ON BEHALF OF CHILDREN AND ADULT SERVICES (Pages 67 - 78)**

Decision report.

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## LONDON BOROUGH OF HAVERING

### PROTOCOL ON THE OPERATION OF CABINET MEETINGS DURING THE COVID-19 PANDEMIC RESTRICTIONS

#### **1. Introduction**

In accordance with the Local Authority and Police Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panels Meetings (England and Wales) Regulations 2020, all Cabinet Meetings held during the Covid-19 restrictions will take place using a 'virtual' format. This document aims to give details on how the meetings will take place and establish some rules of procedure to ensure that all parties find the meetings productive.

#### **2. Prior to the Meeting**

Once the date for a meeting has been set, an electronic appointment will be sent to all relevant parties. This will include a link to access the virtual meeting as well as guidance on the use of the technology involved.

#### **3. Format**

For the duration of the Covid-19 restrictions period, all Cabinet meetings will be delivered through conference call, using Zoom software. This can be accessed using a PC, laptop or mobile/landline telephone etc. and the instructions sent with meeting appointments will cover how to do this.

#### **4. Structure of the Meeting**

Although held in a virtual format, Cabinet Meetings will follow the usual procedure.

#### **5. Technology Issues**

An agenda setting out the items for the meeting will be issued in advance, to all parties in accordance with statutory timetables. This will include details of reports to be considered and any other relevant documents. The agenda will also be published on the Council's website – [www.havering.gov.uk](http://www.havering.gov.uk) in the normal way.

All parties should be aware that the sheer volume of virtual meetings now taking place across the country has placed considerable strain upon broadband network infrastructure. As a result, Zoom meetings may experience intermittent faults whereby participants lose contact for short periods of time before reconnecting to the call. The guidance below explains how the meeting is to be conducted, including advice on what to do if participants cannot hear the speaker and etiquette of participants during the call.

Members and the public will be encouraged to use any Zoom video conferencing facilities provided by the Council to attend a meeting remotely. If this is not possible, attendance may be through an audio link or by other electronic means.

Remote access for members of the public and Members who are not attending to participate in the meeting, together with access for the Press, will be provided via a webcast of the meeting at [www.havering.gov.uk](http://www.havering.gov.uk).

If the Chairman is made aware that the meeting is not accessible to the public through remote means, due to any technological or other failure of provision, then the Chair shall temporarily adjourn the meeting immediately. If the provision of access through remote means cannot be restored within a reasonable period, then the remaining business will be considered at a time and date fixed by the Chairman. If he or she does not fix a date, the remaining business will be considered at the next scheduled ordinary meeting of Cabinet.

## **6. Management of Remote Meetings for Members**

The Chairman will normally confirm at the outset and at any reconvening of an Cabinet meeting that they can see and hear all participating members. Any Member participating remotely should also confirm at the outset and at any reconvening of the meeting that they can see and hear the proceedings and the other participants.

The attendance of Members at the meeting will be recorded by the Democratic Services Officer. The normal quorum requirements for meetings as set out in the Council's Constitution will also apply to a remote meeting.

If a connection to a Member is lost during a meeting of the Board, the Chair will stop the meeting to enable the connection to be restored. If the connection cannot be restored within a reasonable time, the meeting will proceed, but the Member who was disconnected will not be able to vote on the matter under discussion given that they would not have heard all the discussion.

Any Member participating in a remote meeting who declares a disclosable pecuniary interest, or other declarable interest, in any item of business that would normally require them to leave the room, must also leave the remote meeting. The Democratic Services Officer or meeting facilitator, will confirm the departure and will also invite the relevant Member by link, email or telephone to re-join the meeting at the appropriate time, using the original meeting invitation,

## **7. After the Meeting - Public Access to Meeting Documentation following the meeting**

Members of the public may access minutes, decisions and other relevant documents through the Council's website. [www.havering.gov.uk](http://www.havering.gov.uk)



## CABINET

### Subject Heading:

### April 2020 Financial Monitoring Position

### SLT Lead:

**Jane West**  
Chief Financial Officer

### Report Author and contact details:

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Finance Strategy Manager, oneSource  
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### Policy context:

This report sets out the 2020/21 Period 1 (April) financial monitoring position. The report focusses on the financial impact of the Covid-19 pandemic on Havering and the potential financial gap for 2020/21 to be funded from reserves.

### Financial summary:

This report includes:

- A summary of the outturn for 2019/20
- Estimated financial impact of the pandemic on the Council for April 2020
- Government support provided to date and potential future commitments
- A financial projection setting out the potential impact on 2020/21

### 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 ]

## **EXECUTIVE SUMMARY**

The Council has provided a detailed and effective response to the Covid-19 pandemic ensuring Havering's community is supported in many different ways at a very challenging time. This report begins by outlining a summary of the Council's financial outturn in relation to 2019/20 and goes on to review the financial impact of dealing with the Covid-19 pandemic, considering the following three areas; additional expenditure incurred, loss of income and the impact on 2020/21 savings. This is presented in a backward look at April and then projected across the remainder of the financial year. The report also sets out the Government support so far.

## **RECOMMENDATIONS**

Cabinet is asked to:

- Note the Council's draft summary financial outturn for 2019/20
- Note the financial projections for 2020/21 set out in this report
- Note that officers will be reviewing actual expenditure, shortfalls in income and the impact on savings both for 2020/21 and the medium term in order to update the forecasts at regular intervals during the year.
- Cabinet is asked to note that services are working to identify mitigating actions to help address the challenging financial position, including scenario planning in the event of the Government failing to fully fund the Council's Covid-19 costs.

## **REPORT DETAIL**

### **1. Policy and Strategic context**

- 1.1 In February 2020 full Council agreed a balanced budget for 2020/21. The budget was set before the Covid-19 pandemic took hold in March and

therefore was based on an assumption that the Council operations would be as in a normal year.

- 1.2 The budget included a package of £14.5m of savings which had been developed and reviewed throughout the budget process. This meant that a number of the savings proposals were already in place at the start of the year but the majority were based on assumed actions during the remainder of 2019/20 and during the course of 2020/21.
- 1.3 The budget also included a full appendix setting out the proposed fees and charges for the year and was set based on an assumption that this income would be received throughout 2020/21.
- 1.4 The budget setting process includes the Council Tax resolution and agreement of Council Tax levels for the forthcoming year. In calculating the level of Council Tax required to balance the budget an assumption is made on Council Tax collection rates. Havering assumed a collection rate of 98.3% in its taxbase used to calculate Council Tax yield.
- 1.5 Any lower than planned Council Tax or Business Rate yield will cause a deficit in the collection fund. In setting the 2021/22 Council budget the Council is required to estimate any deficits on the collection fund and to include funding to balance the fund. This will clearly be a significant issue in setting the budget for next year unless the Government steps in with further support.

## **2. Report Detail**

### **2.1 The 2019/20 Outturn**

The Council's final net revised budget was £161.105m including levies, contingency and unringfenced grants. The service budget element of this was £131.566m. The final outturn for service directorates and oneSource was £135.086m, resulting in an overspend of £3.520m (2.68%). There were however corporate underspends of £0.610m to reduce the overspend to £2.910m. The detail by departments is set out in Table 1 below.

Directorate	Revised Budget	Final Outturn	Final Outturn Variance	
	£m	£m	£m	%
Public Health	0.014	0.011	(0.003)	(19.99)
Children's Services	42.386	43.657	1.271	3.00
Adult Services	60.668	61.133	0.465	0.77
Neighbourhoods	10.378	13.486	3.108	29.95
Housing	4.146	3.957	(0.189)	(4.56)
Regeneration Programme Delivery	1.683	1.654	(0.029)	(1.75)
oneSource Non-Shared	(0.218)	(1.201)	(0.983)	(450.25)
Chief Operating Officer	9.394	9.378	(0.016)	(0.17)
SLT	0.614	0.526	(0.088)	(14.31)
oneSource shared	2.500	2.485	(0.015)	(0.61)
<b>Net Service Total</b>	<b>131.566</b>	<b>135.086</b>	<b>3.520</b>	<b>2.68</b>
Corporate Budget	28.539	27.929	(0.610)	(2.14)
Contingency	1.000	1.000	0.000	0.00
<b>Net Controllable Budget</b>	<b>161.105</b>	<b>164.015</b>	<b>2.910</b>	<b>1.81</b>

This remaining overspend has been funded as set out below, leaving a balanced position.

**Service Overspend Funded by:**

	<b>Final Outturn</b>
Corporate Contingency	(1,000,000)
MRP	(251,000)
Interest Receivable	(261,000)
Regeneration Income	228,000
Interest Payable	(2,732,000)
<b>Additional Corporate Financial Matters</b>	
Taxi Card Service	(110,000)
Audit Fees	(117,000)
HRA & Pub Health CSSA y/e budget changes	686,000
<b>Additional Corporate Risk Budget</b>	
Shortfall on Savings	422,000
Change in Corporate Bad Debt Provision	247,000
Miscellaneous	(22,000)
<b>Total</b>	<b>(2,910,000)</b>

Neighbourhoods returned the largest variation against budget with an overspend of £3.1 million. This sum was made up of a number of items:-

- The parking charges pressure corrected in the 2020/21 budget setting of £1.5 million. Although Monday to Saturday Pay and Display income increased, a shortfall occurred overall due to Sunday charging and parks charging not being enforced plus the fall in income following the Covid-19 lockdown in mid March.
- A one-off increase in the provision for bad debts in relation to historic parking debts and moving traffic offences debts that were inadequately provided for - £1 million
- A staffing overspend of £0.9 million although without the staffing costs that have generated this overspend, the shortfall in parking income would have been lower
- An overspend in Planning of £0.2 million
- An underspend in Highways of £0.8 million, mainly due to over-recovery of income
- Other miscellaneous overspends spread across other teams complete the position.

The outturn position has allowed the Council's general reserve to be increased, as budgeted for, by £400k to £12.687m. This puts the Council in a strong position as it moves into 2020/21.

## **2.2 The Impact of the Covid-19 pandemic on the 2019/20 outturn.**

Councils began experiencing costs and loss of income in relation to the Covid-19 pandemic during March. On 23<sup>rd</sup> March the Prime Minister instructed the country to stay at home effectively stopping income streams for local authorities from that point onwards.

The table below sets out the estimated income loss experienced by the Council in March. These figures by their nature are estimates and have been absorbed within in the outturn figures for 2019/20 outlined above.

### **Summary of Covid-19 Loss of Income**

<b>Service</b>	<b>Covid-19 loss of Income £m</b>
Environment	0.255
Registration	0.015
<b>Neighbourhoods</b>	<b>0.270</b>
Technical & Transport Services	0.120
Asset Management	0.023
<b>oneSource Non-Shared</b>	<b>0.143</b>

Children	0.148
<b>Children's</b>	<b>0.148</b>
Customer and Communications	0.048
<b>Chief Operating Officer</b>	<b>0.048</b>
<b>Total Loss of Income not Funded</b>	<b>0.609</b>

The Council also started to experience costs directly relating to the pandemic in March. The Government issued its first support allocation to the Council in late March and as these costs were defined amounts a proportion of the grant was matched against these costs. The remaining grant was rolled forward to cover expenditure and income loss in 2020/21

The table below sets out Covid-19 related costs incurred in 2019/20.

<b>Directorate</b>	<b>Covid-19 Costs £</b>
Public Realm	21k
Housing	12k
Transport	6k
Distribution Centre	60k
<b>Total Covid Costs</b>	<b>99k</b>

## **2.3 The Financial Position in 2020/21 to date**

The Council is experiencing pressures in three areas currently.

- Expenditure directly relating to supporting the community through the current crisis
- Loss of income from Council services either being curtailed or offered free
- Pressure through savings proposals being either delayed or undeliverable.

### **2.3.1 2020/21 Expenditure directly relating to supporting the community through the current crisis**

The Council has responded to the coronavirus crisis with proactive and imaginative leadership. It has sought best value but responded quickly to get help where it is needed. To facilitate support to the community the Council has made a series of executive decisions allowing officers to access the funding they need to provide frontline support to those who need it. The table below sets out the projected costs that were submitted to government in May.

Service area	April 2020 £m	May 2020 £m	Full Financial Year 2020-21 £m
Adult Social Care – additional demand	0.281	0.503	1.227
Adult Social Care – supporting the market	0.878	0.740	2.395
Adult Social Care – workforce pressures	0.000	0.200	0.425
Adult Social Care - Personal protective equipment (PPE)	1.215	0.197	2.000
<i>Adult social care total</i>	<i>2.374</i>	<i>1.640</i>	<i>6.047</i>
Children's Social Care – workforce pressures	0.005	0.063	0.068
Children's Social Care - residential care		0.281	0.555
Children's Social Care - care leavers		0.102	0.203
<i>Children's Social Care total</i>	<i>0.005</i>	<i>0.446</i>	<i>0.826</i>
Education - SEND		0.078	0.156
<i>Education total</i>	<i>0.000</i>	<i>0.078</i>	<i>0.156</i>
Housing - rough sleeping - accommodating and supporting those brought into alternative accommodation	0.058	0.035	0.268
Housing - other excluding HRA	0.032	0.032	0.224
<i>Housing total excluding HRA</i>	<i>0.090</i>	<i>0.067</i>	<i>0.492</i>
Cultural & related - Sports, leisure and community facilities	0.300	0.300	2.100
<i>Cultural &amp; related total</i>	<i>0.300</i>	<i>0.300</i>	<i>2.100</i>
Environment & regulatory - cremation, cemetery and mortuary services/Excess deaths		0.023	0.138
Environment & regulatory - waste management	0.018	0.018	0.126
<i>Environment &amp; regulatory - total</i>	<i>0.018</i>	<i>0.041</i>	<i>0.264</i>
Finance & corporate - ICT & remote working	0.114	0.206	0.32
Finance & corporate - other	0.412		0.412
<i>Finance &amp; corporate - total</i>	<i>0.526</i>	<i>0.206</i>	<i>0.732</i>
Other - Shielding	1.173	1.5	3.5
<i>Other total (includes Shielding)</i>	<i>1.173</i>	<i>1.5</i>	<i>3.5</i>
<b>TOTAL SPENDING PRESSURE (General fund)</b>	<b>4.486</b>	<b>4.278</b>	<b>14.117</b>

Other costs that, on government advice, were not included in the government (MHCLG) return include:-

- The costs of temporary body storage facilities across London, estimated at £650k
- The additional £1.5 million transferred into the Emergency Assistance Scheme from earmarked reserves.

There are also costs that cannot yet be quantified:-

- Any net cost of the new responsibilities falling on councils such as support to care providers and outbreak management (potential costs are unknown)
- Any further costs in relation to the leisure contract
- It is possible the costs of PPE and food will be reduced through income from care providers, schools, local businesses and residents.

Nothing has been built into the projections in relation to a potential second or third spike in Covid-19 either nationally or locally. It is essential for the health and wellbeing of residents, the survival of businesses and the financial health of the council that everything possible is done to avoid further outbreaks of Covid-19 in the borough. This requires the whole community to work together.

### **2.3.2 2020/21 Estimated Loss of Income**

The Council has set its 2020/21 budget based on an assumption that sales fees and charges will be collected. The budget is also set based on an assumed yield from Business Rates and Council Tax. All of these income streams are at risk due to the current pandemic.

#### **Business Rates and Council Tax Loss of income**

The table below sets out the Council's estimated position on potential losses of income from Council Tax and Business Rates.

<b>Collection Fund income Havering share only</b>	<b>April 2020 £m</b>	<b>May 2020 £m</b>	<b>Full financial year 2020-21 £m</b>
Business Rate losses outside Government support (Havering Share)	0.363	0.372	1.568
Council Tax receipt losses - LCTS	0.240	0.240	2.880
Council Tax receipt losses - payment failure	0.625	0.625	7.500
Council Tax receipt losses - other	0.622	0.064	1.320
<i>Council Tax receipt losses total</i>	1.487	0.929	11.700
<b><i>Collection fund losses total</i></b>	<b>1.850</b>	<b>1.301</b>	<b>13.268</b>

Based on the collection of Council Tax and Business Rates in April, if this rate of non-collection were to continue, the Council is currently estimating it will potentially lose £13.3m in uncollected Council Tax and Business Rates in 2020/21. These are very high level figures and should only be used as an indication at this time in the year. It is very much hoped this is a worst case projection.

The deficit will not need to be funded by the Council in 2020/21 but will need to be built into the 2021/22 budget as part of the Council Tax setting process



in February 2021. All councils are being similarly impacted and central government is being lobbied by the sector for a cap on losses to be introduced.

### **Other losses in Income**

In a normal year the Council collects approximately £60m in sales fees and charges. As the lockdown is eased the Council can begin to collect these income streams again. The major areas are:

- **Parking:** The reduction in traffic has meant a loss of income from enforcement. The Council has also offered free parking in its car parks and on street pay and display bays. Additionally, resident and business permits are currently not being sold. It is difficult to project how much income will be lost in 2020/21 as this will depend on the speed and nature of the recovery and associated policy decisions
- **Catering:** It is unclear how schools will be operating in the autumn so the income from parents paying for school meals will need to be closely monitored and will be dependent on national guidelines about opening.
- **Fee income from capital projects:** The current capital programme will need to be reviewed based on a wide range of economic factors. If the capital programme is curtailed this could have an impact on regeneration income
- **Public Realm Activities:** The recovery plan will review how quickly public realm activities can re-start. Some such as green waste collection have already recommenced
- **Registrars:** There is currently no indication when weddings and civil ceremonies will be able to recommence so income streams in this area are significantly down
- **Licensing:** Licensing income has seen a downturn in enforcement related Fixed Penalty Notice income.
- **Leisure Provider:** The Council receives a concession payment from its leisure provider as part of the contract. It is unlikely that leisure centres will reopen for some time and the concession payment will not be paid until they are operational again.

The table below sets out potential losses from other income such as fees and charges.

<b>Income source</b>	<b>April 2020 £m</b>	<b>May 2020 £m</b>	<b>Full financial year 2020-21 £m</b>
Highways and Transport Sales Fees & Charges (SFC) losses (Parking)	0.490	0.550	4.000
Cultural & Related Fee losses	0.092	0.092	0.644
Other Sales Fees and Charges income losses	1.681	1.708	9.306
Commercial Income losses	0.224	0.150	1.050

<b><i>Non collection fund losses total</i></b>	<b>2.487</b>	<b>2.500</b>	<b>15.000</b>
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### **2.3.3 Losses from non delivery or delay of savings**

In the 2020/21 budget the Council assumed £14.5m of savings would be achieved. Some of these savings had already been either realised or developed to an extent that they are still fully achievable in 2020/21. The remainder however have been delayed which will cause a pressure in 2020/21.

At present £9.388m of savings are classified as red with a loss per month of £781k. A key part of the recovery plan will be to kick start these savings proposals and also identify new areas where the Council can reduce costs as it adapts service delivery following the lockdown.

Appendix A highlights the savings which are currently on hold or delayed. Many of these savings are in social care and will not be deliverable until there is a much clearer picture on demand throughout the year and the Government's plans for future funding.

Service area	April 2020 £m	May 2020 £m	Full Financial Year
			2020-21 £m
Unachieved Savings Pressure	0.781	0.781	9.388

## **2.4 Government support provided so far**

The Government has provided two general funding packages so far to support local authority budgets during the pandemic.

In March the Government announced £2.9bn of unringfenced funding for Local Authorities (£1.6bn) and Clinical Commissioning Groups (CCGs) (£1.3bn). A further allocation of £1.6bn for local authorities was announced in April and paid in early May.

The Secretary of State sent a letter with the first round of funding which explained that this funding included money for increased demand for adult social care, children's social care, homelessness and to "meet pressures across other services, as a result of reduced income, rising costs or increased demand". The allocation basis of this funding was 87% on the Adults' relative need formula and 13% via authorities' share of 2013/14 Settlement Funding Assessment or overall relative needs. Havering strongly disagrees with the use of this formula as it discriminates against authorities with high reliance on Council Tax and magnifies the unfairness of past grant

distribution which through its lack of fairness over the years has ironically resulted in efficient councils such as Havering having a much higher council tax than others.

The £1.3bn for CCGs is to accelerate the process of discharging people from hospitals. The declared purpose is to cut through the means testing/responsibility issues that cause disputes in the past between CCGs and councils about who has to pay for post-hospital care.

The second funding round of £1.6bn was allocated on a per capita basis, using the latest ONS population projections. The table below sets out the funding received by Havering to date

<b>FUNDING</b>	<b>Nationally (£M)</b>	<b>Havering (£M)</b>
March Funding LA	£1,600.000	£6.433
April Funding	£1,600,000	£7.098
<b>Total</b>	<b>£3,200.000</b>	<b>£13.531</b>

The funding Havering has received will help mitigate the pressures that the Council currently faces but this still will leave the Council with significant challenges going forward.

This is a national issue and councils up and down the country have been working together to ensure the Government is fully aware of the financial impact on local government. In London the boroughs have a collective voice through London Councils and have compared figures to present a joined up message to central government.

#### **Other Funding Support from the Government to date**

The table below sets out other funding support from the Government to date

<b>FUNDING</b>	<b>Nationally (£M)</b>	<b>Havering (£M)</b>	<b>Description</b>
Homelessness Self Isolation Support	£3.2m	£0.006	Initial emergency funding will be available to all local authorities in England to reimburse them for the cost of providing accommodation and services to those sleeping on the streets to help them successfully self-isolate.
Hardship Fund	£500m	£1.800	The government expects most of this funding to be used to provide more

			council tax relief, either through existing Local Council Tax Support schemes, or through complementary reliefs.
Free School Meals	TBC	TBC	Schools to reclaim for additional costs, including supermarket vouchers bought and issued to free school meals families.
Infection Control Fund ASC	£600m	£2.669	Funding provided to support Care Providers based on bed numbers (75%) with the remaining 25% earmarked for infection control

## 2.5 Business Grant Support

The Government has also announced a number of measures to support businesses through the crisis. This includes Business Rates holidays in 2020/21 and grant support to businesses with rateable value under 51,000. This scheme has been administered by local government but the government are meeting this cost in full.

Havering received an initial payment of £40.2m to allow it to set the scheme in motion. The table below sets out grant distribution to date. It should be noted that any surplus grant will need to be returned to the Government. Equally if our final list exceeds the £40.2m provided to date then the Council can put a claim in for the balance to central government.

<b>LBH - SBGF &amp; RHLGF Grant Awards</b>								
	SBGF		RHL10		RHL25		Total	
	No	Amount	No	Amount	No	Amount	No	Amount
08/04/2020	180	£1,800,000.00	6	£60,000.00	18	£450,000.00	204	£2,310,000.00
09/04/2020	145	£1,450,000.00	8	£80,000.00	20	£500,000.00	173	£2,030,000.00
14/04/2020	477	£4,770,000.00	33	£330,000.00	201	£5,025,000.00	711	£10,125,000.00
15/04/2020	61	£610,000.00	2	£20,000.00	14	£350,000.00	77	£980,000.00
16/04/2020	54	£540,000.00	4	£40,000.00	26	£650,000.00	84	£1,230,000.00
17/04/2020	102	£1,020,000.00	4	£40,000.00	37	£925,000.00	143	£1,985,000.00
20/04/2020	135	£1,350,000.00	9	£90,000.00	40	£1,000,000.00	184	£2,440,000.00
21/04/2020	62	£620,000.00	7	£70,000.00	15	£375,000.00	84	£1,065,000.00
22/04/2020	49	£480,000.00	6	£60,000.00	21	£525,000.00	76	£1,065,000.00
23/04/2020	60	£600,000.00	2	£20,000.00	28	£700,000.00	90	£1,320,000.00
26/04/2020	36	£360,000.00	1	£10,000.00	30	£750,000.00	67	£1,120,000.00
27/04/2020	57	£570,000.00	5	£50,000.00	15	£375,000.00	77	£995,000.00
28/04/2020	22	£220,000.00	3	£30,000.00	11	£275,000.00	36	£525,000.00
29/04/2020	42	£420,000.00	3	£30,000.00	23	£575,000.00	68	£1,025,000.00

30/04/2020	31	£310,000.00	3	£30,000.00	15	£375,000.00	49	£715,000.00
01/05/2020	22	£220,000.00	2	£20,000.00	9	£225,000.00	33	£465,000.00
04/05/2020	46	£460,000.00	18	£180,000.00	30	£750,000.00	94	£1,390,000.00
05/05/2020	31	£310,000.00	1	£10,000.00	8	£200,000.00	40	£520,000.00
06/05/2020	21	£210,000.00	0	£0.00	8	£200,000.00	29	£410,000.00
10/05/2020	37	£370,000.00	1	£10,000.00	7	£175,000.00	45	£555,000.00
<b>Total Awarded to Date</b>	1,670	£16,690,000.00	118	£1,180,000.00	576	£14,400,000.00	2364	<b>£32,270,000.00</b>
Estimated total Award	2,137	£21,370,000.00	211	£2,110,000.00	629	£15,725,000.00	2977	£39,205,000.00
Estimated Balance to Award	467	£4,680,000.00	93	£930,000.00	53	1325000	613	£6,935,000.00

## 2.6 Matching the Council's position with grant support provided to date

The grant support to date is welcomed and has allowed the Council to fulfil its duties to support its citizens and the community in the early stages of the pandemic. As the recovery period starts the Council will leave no stone unturned to identify non-essential cost reductions and make efficiency savings where possible. An extensive report will be presented to July Cabinet setting out the Council's plans through the recovery period.

The Council however is under no illusions that it will face a significant financial deficit on the original 2020/21 budget even with the support provided to date. The table below sets out the potential extent of this gap.

The Council has presented this financial position to the MHCLG in financial returns in April and May. The Council will continue to lobby for further support to recognise the losses it is incurring each month.

The table below shows the Council's losses against the funding provided so far to illustrate the potential shortfall in funding.

Service area	April 2020 £m	May 2020 £m	Full Financial Year 2020-21 £m
TOTAL SPENDING PRESSURE (General fund)	4.486	4.278	14.117
Collection fund losses	1.850	1.301	13.268
Non collection fund losses total	2.487	2.500	15.000
Unachieved Savings Pressure	0.781	0.781	9.388
<b>TOTAL PRESSURES</b>	<b>9.604</b>	<b>8.860</b>	<b>51.773</b>
Government grant tranche 1 (99k spent in 2019/20)	-6.334		-6.334

Government grant tranche 2		-7.098	-7.098
NET PRESSURE	3.270	1.762	38.341
Pressure excluding Collection fund loss	1.420	0.461	25.073

As set out above, this excludes temporary body storage costs of £650k, Emergency Assistance costs of up to £1.5 million, additional costs from the leisure contractor and additional net costs of new responsibilities such as care provider support and outbreak management. These could add another £4-5 million.

The Council anticipates that further funding will be made available to local government by central government over the coming months. The returns that have been made by councils to the Ministry of Housing, Communities and Local Government demonstrate universally a huge gap between the costs and income losses so far that have been incurred by councils and the funding so far provided by MHCLG.

The Council's costs will also be mitigated by funding from the Clinical Commissioning Group (CCG) in relation to hospital discharges and provision of Personal Protective Equipment (PPE) by the Council to health settings. The Council is also expecting an income from the local care providers, schools and local businesses it has been providing PPE to. Neither of these income sums are exemplified yet within these figures.

There are also underspends that have been identified that can be used to fund the potential budget gap eg £1.5 million in capital charges and the revenue contingency of £1 million. A number of staff have been furloughed to generate savings in areas such as school catering (loss on income to the Council) and where staff are unable to work eg due to Shielding or child care issues.

The table above assumes £9.388m of the 2020/21 savings will not be achieved. There are however opportunities emerging from the way the Council has changed how it provides services during the pandemic. Staff have worked from home efficiently and successfully since the lockdown began. This provides the Council great opportunity to review its offer to the public blending the processes before and after lockdown to create a better more efficient service for the public. It is anticipated that a further £2 million in savings can be achieved in 2020/21 to partially bridge the current funding gap.

The Council's business as usual costs are all currently being reviewed for efficiencies. There are opportunities to review or even curtail service provision where it has been established that demand has reduced.

The Government provided significant support through additional grant and the precept in the 2020/21 budget for Social Care. Significant risk continues

in this area but it is hoped that the application of this funding could result in a reduction in pressures on the social care budget.

The Collection Fund loss will be a pressure for 2021/22 if the Government does not provide one off compensation.

## **2.7 Reserves and Balances**

In setting the 2020/21 budget the Council recognised the need to increase general balances to mitigate potential future risk. The Council in agreement with our auditors set a target of £20m for general balances over the next few years. General Balances currently stand at £12.7m with a further £900k planned to be added in 2020/21 taking the total to £13.6 million. Earmarked Reserves of £48m are set aside for specific purposes but are being reviewed to ascertain what can be made available to mitigate any potential 2020/21 overspend.

The Council will only use general balances and earmarked reserves as a last resort to cover an overspend in 2020/21. The Council will continue to review all expenditure and income streams to improve the position and will lobby central government at every available opportunity to ask for further funding.

## **3. Risks**

The position presented in this report represents a forecast based on current knowledge. There are many factors which are moving which will directly affect the accuracy of this forecast.

These risks include:

- The speed and strength of the business recovery
- Future Government support for 2020/21
- Council Tax Collection levels
- Significant risk of business closure across the borough
- The adequacy of grant funding to support PPE, Shielding, support to Care Providers and outbreak management
- Potential pressures from discharges if the CCG cannot provide sufficient funding from its government allocation
- Potential pressures if leisure centres continue to be closed for a prolonged period of time
- Additional demand particularly on children's services as post lockdown issues emerge.
- Further outbreaks of Covid-19 nationally or locally.

## **REASONS AND OPTIONS**

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

The Council is required to set a balanced budget in advance of the beginning of each financial year. This report sets out the monitoring position at period 1 against the budget.

### **Other options considered:**

The report is for noting and so no other options are required.

## **IMPLICATIONS AND RISKS**

### **Financial Implications and Risks**

The financial implications are included in the body of this report.

### **Legal Implications and Risks**

The content of this report is legally compliant and follows Government guidance.

### **Human Resource Implications and Risks**

There are no immediate Human Resource implications arising from the report at this stage and any specific workforce impact is difficult to assess at the present time. However, any future savings proposals or changes to the funding regime that impact on staff numbers, will be managed in accordance with both statutory requirements and the Council's Managing Organisational Change & Redundancy policy.

### **Equalities and Social Inclusion 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, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, sexual orientation.

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 and this has been considered in its response to Covid-19.

### **Health and Wellbeing Implications and Risks**

The Council considers health and wellbeing implications in all the decisions it takes. The impact on general health and wellbeing is fully considered in setting and actioning the Council's budget each year.

<b>BACKGROUND PAPERS</b>
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None

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# Appendix A

Directorate	Description	Agreed MTFs 2020/21
		£m
Adults	Day Care Services Review	(100)
Adults	ASC Commissioning - Disabilities Prog. 74 Neave Crescent D1	(15)
Adults	ASC Commissioning - Disabilities Prog. Complex Placement Pathway D2	(120)
Adults	ASC Commissioning - Disabilities Prog. Targeted Reviews D3	(120)
Adults	ASC Commissioning - Disabilities Prog. Peabody and L&Q D4	(15)
Adults	ASC Commissioning - Disabilities Prog. Shared Lives D6	(125)
Adults	ASC Commissioning - Prevention Prog. Homecare Demand Mgt P10	(300)
Adults	ASC Commissioning - Prevention Prog.	(60)
Adults	ASC Commissioning - Prevention Prog. Nursing pathway Review P14	(125)
Adults	ASC Commissioning - Personalisation Prog. Increased Use of Direct Pyts Pr15	(175)
Adults	ASC Commissioning - Integration & Partnerships Programme	(100)
Adults	ASC Commissioning - Mental Health Programme MH1	(20)
Adults	Better Living	(1,267)
Childrens	Review of Transport	(45)
Section 151	Business Intelligence and Analytics	(106)
Section 151	Digital Platform	(77)
oneSource NS	Commercial Income	(100)
oneSource NS	Commercial Property Income	(100)
oneSource S	One Source Investment in ICT and automations	(150)
oneSource S	One Source include more services into model	(100)
oneSource S	One Source General Efficiency	(125)
Section 151	Full Cost recovery	(150)
Section 151	Contracts and Procurement Review	(640)
Section 151	Service Re-Design and Commissioning	(583)
Section 151	Process Automation and Robotics	(50)
Childrens	Scale and spread of Pathways Innovation Programme in Children's Social Care	(125)
Neighbourhoods	Registration and Bereavement Services - Implementation of Witness Committal officers and increased WC ceremonies	(20)
Section 151	Reduction in support service costs	(60)
Childrens	Fostering recruitment and retention	(250)
Childrens	Early Help and education inclusion	(100)
Childrens	SEND passenger transport (existing MTFs saving).	(100)
Childrens	Conversion of agency staff to ASYE	(50)
Childrens	Demand management at the edge of care	(50)
Neighbourhoods	Higways/Parking Team Review	(125)
Neighbourhoods	SCP - rationalisation	(75)
Neighbourhoods	Increase income from Building Control	(50)
Neighbourhoods	Street Trading	(60)
Neighbourhoods	Don't backfill deputy post	(40)
Neighbourhoods	Advertising on Street Assets	(25)
Neighbourhoods	Delete one Team Leader post	(45)
Neighbourhoods	Increased income from enforcement fines	(25)
Neighbourhoods	Premium Saturday Appointment Fee	(15)
Childrens	NRPF reduction in costs	(103)
Childrens	Better procurement of Temporary Accommodation	(169)
Section 151	Business Intelligence	(200)
Section 151	Further efficiency savings through becoming a Digital Council	(150)
Section 151	Contracts and Procurement Review	(500)
Section 151	S106/CIL	(470)
Section 151	Process Redesign	(200)
oneSource S	Debt Enforcement - OPP13	(111)
Section 151	Full Cost recovery (A) - OPP14	(50)
Section 151	Centralisation of business systems support (D) - OPP15	(100)
Section 151	Centralisation of programme and project management (D) - OPP16	(100)
Section 151	Centralisation of complaints members enquiries and FOI (D) - OPP17	(100)
Section 151	Review of Business Support (E) - OPP18	(250)
Section 151	Service Reviews (B) - OPP19	(400)
oneSource NS	Asset Mgmt Romford Administrative Buildings - PLACE05	(455)
Childrens	Childrens Centres - PLACE06	(47)
	<b>Total</b>	<b>(9,388)</b>

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## CABINET

**Subject Heading:**

Plan for bringing existing services back on stream post Covid-19 lockdown

**Cabinet Member:**

Councillor Damian White – Leader of the Council

**SLT Lead:**

Andrew Blake-Herbert

Chief Executive

**Report Author and contact details:**

Jane West – Chief Operating Officer

[Jane.west@havering.gov.uk](mailto:Jane.west@havering.gov.uk)

01708 431994

**Policy context:**

The Government is beginning to ease the lockdown that was imposed on 23 March 2020 to control the spread of Covid-19 nationally. Gradually the Council is able to reopen services that had to close during the lockdown. This report sets out the framework for restoring services.

**Financial summary:**

The financial costs that will be incurred in bringing services back on stream will be met from within existing budgets or from the Council's PPE budget allocation of £2 million.

**Is this a Key Decision?**

Yes.

Grounds for decision being Key:

(c) Financial impact exceeding £500k

**When should this matter be reviewed?**

June 2020

**Reviewing OSC:**

Overview & Scrutiny Board

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

Communities making Havering  
Places making Havering

[X]

[X]

Opportunities making Havering  
Connections making Havering

[X]  
[X]

### **SUMMARY**

As the Council enters the recovery phase of the Covid-19 emergency, Government and Public Health England guidance on removing lockdown restrictions and opening up work spaces require changes to the way the Council organises its services in order to maintain social distancing requirements, maintain infection control and thus reduce the number of new Covid-19 cases and deaths in the work-force and community at large.

### **RECOMMENDATIONS**

This report sets out the framework for restoring individual services across the Council. Approval for reopening services will be sought through Cabinet Member Executive Decisions at the appropriate time where it is appropriate to do so. In some instances, for example on leased or licenced premises, there is not a decision for the Council to take as to whether the facility re-opens or not. The broad framework for bringing services back on stream post Covid-19 is set out in Appendix B.

### **REPORT DETAIL**

#### **Challenge**

As the Council enters the recovery phase of the Covid-19 emergency, Government and Public Health England guidance on removing lockdown restrictions and opening up work spaces require changes to the way the Council organises its services in order to maintain social distancing requirements, maintain infection control and thus reduce the number of new Covid-19 cases and deaths in the work-force and community at large.

All services have produced a detailed Recovery Plan and a schedule of these is set out in Appendix A. The detailed plans have been made available as background documents.

A number of public facing services have managed to run almost at full capacity throughout the period of the lockdown, after making adjustments to protect staff and the public e.g. Cemeteries and Crematoriums, Black Bag Collection and the Social Work teams. The work of these teams has been highly appreciated by residents during the period with many compliments having been received.

The majority of back office Council services have successfully continued during the lockdown period supported by staff mainly working from home. Given the continued risks presented by Covid-19 to staff and public, coupled with the restricted capacity in Council office buildings once social distancing is built in, office-based Council staff will remain at home until further notice. This is in line with Government guidance that wherever possible people should work from home.

For the time being, given the limited capacity of the Council's office space under social distancing, office space will be prioritised as follows:

**Priority 1** – Front Line. Services or functions that cannot be provided through home working due to their frontline nature.

**Priority 2** – Productivity. Services or functions that cannot be provided through home working due to the significant drop-in productivity when operating from home.

**Priority 3** – Temporary Need. Cyclical or intermittent need to provide the services or functions on-site due to the nature of the provision.

**Priority 4** – Personal Circumstances. Need to provide on-site space for individuals unable to work at home.

However, although many services have continued to operate at a near full level of service delivery throughout the period, some public facing services have had to be withdrawn during the Government's lockdown period. Those services that have been operating at less than 75% of normal activity have been asked to also complete a short summary explaining how they will bring their services back up to full capacity and over what timescale.

Appendix B sets out a schedule of the services which need to be brought back on stream over the coming months. The exact timing of the services restarting can only be estimated at this stage (and in some cases it is not possible to provide an estimate) as this will depend on Government legislation and guidance. Given the uncertainty around timescales, the nature of the guidance that might come from Government and the importance of getting services back up and running as quickly as possible, final decisions to restart services will be made through Executive Decisions approved by Cabinet Members.

Where facilities such as those owned by the Council but leased or licenced to an outside organisation, there is not a decision for the Council to take as to whether

services resume from those facilities. In these instances, the Council will ask what measures are being taken to address Government guidance to minimise the chances of the further spread of Covid-19.

Appendix C sets out a number of new services that have had to be set up, by Government request, during the Covid-19 crisis. These services have been established through Executive Decision reports in relation to the immediate crisis but now need to be reviewed and medium term funding identified. These services will be subject to Executive Decision and Cabinet reports in due course.

### **Learning from the Recovery Plans**

The development of the service Recovery Plans has provided the opportunity for managers to reflect on the performance of their services during the lockdown period. The main findings from this exercise are summarised below:-

- Overall positive experience of home working supported by the Smart Working programme
- Recognition that in many areas productivity has increased as a result of home working
- Greater meeting efficiencies with teleconference and video calls (zero move time)
- Better use of working hours, without a focus of core hours (including travel time)
- Collaboration has improved within and between teams and directorates.
- Across the organisation, improved flexibility has allowed staff to manage their caring responsibilities, especially in relation to children who are out of school
- Understanding has grown that office accommodation isn't essential for all services.

The plans have also identified some improvements that are required which will be built into the full Council Recovery Plan which is scheduled for Cabinet in July 2020.

### **ICT Improvements**

The main improvements identified are:-

- Connectivity and core infrastructure (including data centre) requires significant improvements, although there was overall a positive experience from the technology supporting remote working at scale.



- Smart Working needs additional investment to improve collaboration and productivity.
- Improvements could be made to how technical support and guidance is provided to staff and members for new tools and doing so remotely.
- Greater consideration to what equipment and skills are required for the new ways of working (e.g. flexible office configurations/hosting workshops remotely etc)

### **HR Improvements**

The continuance of remote working for many of the Council's staff poses a series of broader considerations. Whilst not necessarily an exhaustive list, the following serves to highlight the work already in place/in progress in this regard:

*Heads of service/managers to review which staff will be unable to sustain remote working (will determine capacity required in offices)* – initial Recovery Plans have already been drafted by each service and these are in the process of refinement, supported by a questionnaire to individual staff members to offer a more granular assessment of how individuals are managing the transition to remote working.

*Equipment requirements* – as the period of remote working extends, there is a need to ensure that employees are adequately equipped to work away from the office for a prolonged period. Equipment needs may include supplementing laptops with larger monitors and the provision of appropriate chairs, requisitioned from empty offices. A protocol is being developed to ensure that this occurs in a managed way based upon prioritised needs.

*Guidance on workstation assessments* – already in place for the Smart Working programme, staff are able to access online guidance to advise on the appropriate DSE regulations for workstation set-up.

*Health and wellbeing support for staff* – there are a series of measures in place to support the physical, emotional and psychological wellbeing of staff in these circumstances embedding the ICARE values. Further work is being progressed on bereavement and mental health support for staff.

*Encouraging use of annual leave:* both to ensure that individuals who have been working extended hours/days have the opportunity to rest and to avoid an excessive build-up of leave that might present operational risks to cover at a later date. An annual leave policy is needed up to 2022 in line with government guidance.

*Impact of changes on terms and conditions of employment:* whether there are contractual changes presented by some employees potentially being regarded as home workers rather than flexible workers.

*Policy development to support new ways of working:* reviewing existing policies to accommodate the revised working practices of the Council e.g. flexitime policy.

*Leadership and management in a new environment* : developing and embedding new skills within the senior tiers to reflect new styles of working

*Other HR considerations* : Transitioning redeployed staff back into their roles; how we respond to staff who refuse to return to work (those who are unable to work from home; at home with those shielding); ongoing approach to furlough.

*Staff returning to the front line*: Where staff are being brought back into front line services, full risk assessments must be undertaken by managers in collaboration with staff and the trade unions. The risk assessments will cover the following:-

- Personal Protective Equipment (PPE) requirements will need to be agreed. Distribution of PPE has been systematised through 'local PPE Guardians' to manage the appropriate allocation to staff groups including contractors (e.g. Housing repairs)
- Social distancing protocols need to be agreed (e.g. floor markings). This piece of work is currently underway.
- Increased cleaning arrangements in essential office spaces including schools
- Physical screen protection is required for front facing essential services
- Individual assessments may be required for staff who are a higher risk from Covid-19 than is usual
- Improved personal consideration is required to sickness in general (the message is to stay home if you feel unwell).

## **REASONS AND OPTIONS**

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

This is a report for noting.

### **Other options considered:**

Do Nothing – the current circumstances effectively preclude a 'Do Nothing' option as a return to 'normal' is not feasible given the ongoing requirements for social distancing and the need to protect both staff and public from potential exposure to Covid-19

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

The financial impact of the Covid-19 pandemic in relation to the Council's 2020/21 budget has been significant. These impacts are likely to continue for a number of years. Fuller details are set out in another report on this agenda.

Any costs resulting from restarting existing services are expected to be met from within the service budgets, from within the corporate PPE budget allocation or from the corporate landlord budgets.

Further reports will be brought back to Cabinet in relation to the ongoing costs of the new services introduced, at the request of Government, and set out in Appendix C.

The ongoing financial implications of these arrangements will inform the refresh of the Council's 2020/21 budget and the MTFS over the summer.

**Legal implications and risks:**

As an employer, the Council has a legal responsibility to protect workers and others from risk to their health and safety which involves doing everything reasonably practicable to minimise the risks of exposure to COVID-19.

Careful consideration must be given to the recommendations set out in the Home Office Guidance 'Working Safely during COVID-19 in offices and contact centres' published on 11<sup>th</sup> May 2020, and the Health and Safety Executive Guidance documents 'Working Safely during the Coronavirus Outbreak' and 'Talking with your workers about working safely...' before delivering the proposals. This will include undertaking a risk assessment to identify sensible preventative measures to control the risks such as keeping people 2 metres apart wherever possible. Employees must also be consulted on health and safety to ensure their views are considered when assessing workplace risks. Particular regard must be given to those vulnerable to COVID-19 in line with HR Guidance. Failure to take action may result in the Health and Safety Executive giving specific advice, warnings or as a last resort issuing enforcement notices to ensure compliance.

From an employment law point of view, the proposals appear to be lawful and reasonable on the face of it.

Points to consider in the implementation are:

1. Good communication with employees, unions and their health and safety representative is important – setting out the reasons and inviting feedback;
2. Keeping office staff working from home is maintaining the temporary status quo so there is no contractual issue with this;
3. If these changes form part of a push to change the way the Council operates permanently in the future it would be prudent to communicate this to unions with their health and safety representative and employees;

4. Any steps taken should be done sensitively and give consideration to individual circumstances; e.g. there may be further reasonable adjustments to be made for disabled employees;
5. There should be continued emphasis on the pastoral care towards staff wellbeing;

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

The key message from Government is that wherever possible people should work from home. A range of support is being put in place to support staff who need to work from home eg:-

- Complete roll-out of laptops
- Address the needs of staff requiring adjustments to work stations at home
- Reasonable adjustments (existing and new) eg provision of chairs, screens, mouse mats, foot rests etc.
- Workplace and Display Screen Equipment (DSE) assessments
- Guidance on working from home, e.g. holding one to ones, team meetings and objective setting
- Training eg digital skills
- Wellbeing programmes
- Remote induction programmes.

Whilst the Government advice remains that staff should work from home, the Council is responding positively to this and has put in place the above provisions to ensure a safe system of work; this does not change the employment contract with individual members of staff.

However, many services require staff to attend the workplace. A significant amount of work has been done to provide service managers with the guidance and tools they need to prepare for a return to offices and operational spaces to keep staff and service users safe:-

- Managers are required to carry out a Covid-19 risk assessment, in consultation with workers and trade unions
- If possible, and in line with government guidance, publish the results of risk assessments on the Council's website
- Maintain 2m social distancing including while arriving at and departing from work, while in work and when travelling between sites
- Physical works, signage, perspex screens and reduced occupancy to enable social distancing and safe working practices
- Introduction of new office arrangements eg one-way movement, revised seating layouts with fewer desks in use and staff facing away from each other eg by using back to back or side to side working, or using screens or barriers to separate people from each other

- Reducing the number of people each person has contact with by using 'fixed teams or partnering' (so each person works with only a few others)
- Having particular regard to whether people are especially vulnerable to Covid-19 eg BAME staff and those staff shielding with health conditions
- Enhanced cleaning regimes will be required to keep the workplace clean and prevent transmission by touching contaminated surfaces
- Managers will need to limit or restrict use of high touch items and equipment such as printers
- Providing signs and regular reminders to maintain personal hygiene standards
- Increasing frequency of handwashing and providing hand sanitiser in multiple locations
- Setting clear use and guidance for toilets to ensure they are kept clean and for social distancing
- Providing more waste facilities and more frequent collections
- Cleaning procedures in place for equipment and vehicles
- Additional PPE requirements may be required such as gloves, aprons and face masks
- Workforce travel plans may be required with staggered start/end times to reduce the number of people in the office and to avoid busy times on public transport
- Protocols are needed for the use of desks, meeting rooms, tea points, communal areas, entrances and exits, lifts and visitors.

A staff pulse survey is about to be launched and the results of this will be fed back as part of the full Recovery Plan in July.

### **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.

Whilst an EqHIA (Equality and Health Impact Assessment) is not a statutory requirement, it is usually carried out when a proposed or planned activity is likely to affect staff, service users, or other residents. It is acknowledged that due to the urgency of the need to restart services post the Covid-19 crisis, it will not be possible to carry out an EqHIA in advance of each re-opening. It is anticipated that the re-introduction of services is mainly a positive step, although managers will need to ensure equality, inclusion and dignity is promoted for all in all situations.

The Equality Impact Assessment also applies to staff and considers the particular circumstances of those with different protected characteristics. Workplace proposals will need to involve and communicate appropriately with workers whose protected characteristics might either expose them to a different degree of risk, or might make any steps we are considering inappropriate or challenging for them. Given the evidence of additional risk to BAME staff from Covid-19, an extra risk assessment will be undertaken as designed by the Director of Public Health. Each service recovery plan has a risk assessment which explicitly considers the risks and mitigations for all staff and requires a stronger focus on those believed to be at the an increased risk.

The Public Health England “Disparities in the risk and outcomes of Covid-19” research published on the 2<sup>nd</sup> June 2020, did not identify recommendations or a wider duty to consult with staff or residents.

### **Health and Wellbeing implications and Risks**

As highlighted elsewhere in this Executive Decision, the health and wellbeing of staff and customers is a principal consideration in bringing the proposals forward. Key considerations include:

- Providing a safe and risk assessed working environment for those staff providing front line services to customers, plus for the customers themselves
- Risk assessing the activities of off-site workers in relation to their working arrangements including their welfare, mental and physical health and personal security and the safety of their clients and customers
- Monitoring the wellbeing of people who are working from home and helping them stay connected to the rest of the workforce, especially if the majority of their colleagues are on-site.
- Providing equipment for people to work at home safely and effectively, for example, remote access to work systems.
- Generally supporting staff who are having to deal with lockdown in their personal lives as well as their working ones.

The Government Recovery plans says that the “only feasible long-term solution lies with a vaccine or drug-based treatment”. The implications are that:-

“for the foreseeable future, workers should continue to work from home rather than their normal physical workplace, wherever possible. This will help minimise the

number of social contacts across the country and therefore keep transmissions as low as possible. All those who work are contributing taxes that help pay for the healthcare provision on which the UK relies. People who are able to work at home make it possible for people who have to attend workplaces in person to do so while minimising the risk of overcrowding on transport and in public places.”

<https://www.gov.uk/government/publications/covid-19-guidance-for-commissioners-and-providers-of-services-for-people-who-use-drugs-or-alcohol>

However, working from home is not feasible for many Council staff and there needs to be interaction with service users. Full risk assessments are required to ensure as far as possible both staff and service users are protected from catching Covid-19.

For residents, participation in health and wellbeing activities provided through Council services is recognised as having positive benefits, including physical and mental health wellbeing. Such services are considered important in assisting residents resume to a new kind of normal.

<b>BACKGROUND PAPERS</b>
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None

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## **Appendix A**

### **List of Service Recovery Plans**

- Accounts Receivable
- Accounts Payable
- Adults Social Care
- Assessment Management – Facilities Management
- Assessment Management – Health & Safety
- Assessment Management – Technical Services
- Assessment Management – Transport
- Bereavement Services
- Building Control
- CCTV
- Children's Services
- Communications
- Corporate & Community Resilience
- Community Safety
- Council Tax and Housing Benefits
- Customer Services
- Debt Resolution
- Democratic & Members Services
- Development Planning
- Distribution Centre Bronze Group
- Electoral Services
- Employment and Skills
- Environment Enforcement
- Estate Services
- Grounds Maintenance
- Havering Music School
- Health and Wellbeing
- Highways, Traffic and Parking
- Housing
- HR and Organisational Development
- ICT
- Joint Commissioning Unit
- Legal Services
- Libraries
- Local Land Charges and SNN
- Neighbourhoods Business Services Team
- Revenues, Business Rates
- Parks Development
- Parks Service
- Payroll
- Pensions
- Planning Enforcement
- Planning & Strategic Applications
- Policy, Performance & Community
- Programme Management Office
- Property Services

### **Key Executive Decision**

- Public Health
- Public Protection
- Regeneration and Economic Development
- Registration Services
- Street Cleansing
- Systems Team PPC
- Transactional Services
- Transformation
- Transport Planning
- Waste and External Contracts

## **Appendix B**

### **Summary of services to be resumed**

<b>Assumed date for service resumption</b>	<b>Service</b>	<b>What's changed/what's needed</b>	<b>Risks/mitigations</b>
3rd June 2020	Romford Market	<p>Layout</p> <p>Loading/Unloading arrangements</p> <p>On Site Facilities</p>	<p>Layout of stalls to enable distancing Stalls that have access by more than one side need to be taped off to encourage access via the front of their pitch only. Floor markings Clear aisles</p> <p>Safe distancing requirements - where this proves difficult affected traders will be given time slots for specific vehicles to unload. Public to be encouraged to use the side aisles to avoid contact through the middle of the market whilst traders are loading and unloading</p> <p>Toilets should be open for traders use only. Additional fencing will be used around the more public intensive area such as in front of the Fruit &amp; Veg stalls. Additional bins and regular emptying.</p>

		Communications plan Risk Assessment	Seating areas around food stalls to be removed.
1 June 2020 (phased)	Schools	<p>Planning for phased return of some school year groups (from 01/06/20) and early years provision/coordinated recovery plan and clear local guidance with local schools</p> <p>PPE and sufficient sanitiser stocks for schools/early year providers</p> <p>Clear communications</p> <p>Trade Union position</p>	<ul style="list-style-type: none"> <li>• Pressures of potential significant pupil growth related to relaxation of lockdown and increased demand for school provision from key/critical worker parents</li> <li>• Risk assessments being completed by each school and early years provider</li> <li>• Regular deep clean of all areas</li> <li>• Finance to cover additional costs</li> <li>• Availability of sufficient staff</li> <li>• Coordinated cluster activity</li> <li>• Clear communications for parents, staff, pupils and Trade Unions</li> <li>• Provision of PPE for staff where appropriate</li> </ul>
1 June 2020 (phased)	School Catering	<p>Continuing to offer reduced service based on small numbers of vulnerable children and children of key workers in school.</p> <p>Continuing to offer daily/weekly food packages for benefit related FSM children no accessing national/local voucher system.</p> <p>Planning for phased return of some school year groups (01/06/2020), including re-introducing hot meal offer where possible.</p>	<ul style="list-style-type: none"> <li>• Risk assessments being completed by Catering team for each school</li> <li>• Provision of PPE for staff where appropriate</li> <li>• Option to bring back furloughed staff if demand increases</li> <li>• Review delivery of service from 'hubs' if demand and numbers remain low</li> </ul>

18 May 2020	Housing Lettings	Start letting of properties that have been offered and accepted and those that are shortlisted.	<ul style="list-style-type: none"> <li>• Symptomatic households will be delayed for 14 days</li> <li>• PPE for applicants/staff</li> <li>• Key safes installed</li> <li>• Electronic document signing.</li> <li>• Void works completed in advance.</li> </ul>
18 May 2020	Housing Repairs and voids works.	Start to carry out non-urgent repairs.	<ul style="list-style-type: none"> <li>• Prioritise external repairs where social distancing is easier.</li> <li>• Contractors use PPE</li> <li>• Clean surfaces before and after.</li> <li>• Following “Working in other people’s homes” guidance.</li> </ul>
26 May 2020	Housing Lettings	Start advertising properties through CBL.	<ul style="list-style-type: none"> <li>• Viewings to be limited to one household at a time.</li> <li>• Following “Working in other people’s homes” guidance</li> </ul>
18 May 2020	Mutual exchanges	Recommence the mutual exchange authorisation process	<ul style="list-style-type: none"> <li>• Following “Working in other people’s homes” guidance.</li> </ul>
15 June 2020	Housing Estate Cleaning	<p>Service frequencies for internal mopping of communal areas have been revised from fortnightly to monthly</p> <p>Staff are to be provided with A boards / signs to highlight their working areas</p> <p>Protocol to stop officers entering lifts if others are present.</p> <p>Hands sanitised before putting on PPE</p> <p>Disposable gloves to be used whilst wiping down surfaces.</p>	<p>Covid19 specific Risk Assessment in place covering surface contamination risks, spills and contact with infected persons.</p> <p>Agreed with recognised trade unions.</p>

		<p>Training to be provided in safe removal of gloves and other PPE.</p> <p>All blue roll and gloves to be double bagged once each block has been cleaned.</p>	
1 June	Libraries	<p>Staff baseline planning (assessing service for loss of staff shielding or with underlying health conditions)</p> <p>Screens at each front counter</p> <p>Service check of each self-serve machine and replacement/repair if needed</p> <p>Public-facing comms including design/print</p> <p>Significant increase in need to support and supply housebound/shielded residents, requiring increase in volunteers</p> <p>Potential for a need to upgrade PCs at libraries to provide enhanced facilities for transactional council services or “virtual” face to face contact via webcams</p> <p>Cleaning regime for the public access PCs to be agreed</p>	Anticipated significant decrease in booked meeting space will reduce income projection for the year.
<p>TBC – Overall Phased</p> <p>8 June 2020 – Pre-school setting re-starting following Government guidance with a reduced number of children.</p>	Fairkytes	<p>Arts centre remains closed and layout of the building means social distancing will be difficult. Directional signage will be needed and limits put on class sizes.</p> <p>Cash handling will not be allowed at Fairkytes on resumption of service unless govt/Council guidance is to the contrary. Alternative payment methods are being scoped. Chip and Pin is available.</p> <p>Phased re-opening proposed in categories of users:</p> <p>a. Individual ‘business’ hirers – such as</p>	<p>Significant audience using Fairkytes before COVID-19 are likely to fall into category of residents who will need to shield for extended period. This will affect uptake of classes when services resume.</p> <p>The risks and mitigations will vary depending on the category of user. An artist who hires a room that is only used by that one artist is completely different than for a group of 30+ children attending a dance or arts session run directly by Fairkytes. Risk and mitigation plans will be</p>

		<p>artist, photographer, AddUp, Pre-school setting who hire a room/s on a permanent basis. Given these are individual 'businesses' they could recommence in the near future in line with Government guidance for office/business environments. Their numbers of people are either 1 or 2 so social distancing in their room/space is not an issue.</p> <ul style="list-style-type: none"> <li>b. Private hires – either on a regular basis e.g. weekly such as a dance class or as a one off e.g. birthday party hire</li> <li>c. Clubs and societies hirers</li> <li>d. It is unclear when direct activity provision e.g. adult termly courses, children's after school/holiday activities, Fairkytes Live will be able to resume.</li> </ul>	<p>developed in the broad categories of users as identified in the adjacent column</p>
TBC	General Health and Wellbeing Activities – Sports and Arts Development	<p>Arts and Sports Development sessions have transferred to being delivered online in a limited format during the closure period to date. No other activities have been delivered.</p> <p>Subject to Government advice and guidance, with risk assessments and control measures in place to comply with the advice and guidance, physical activities should recommence in due course.</p> <p>These arts and sports sessions are delivered from a variety of locations, some owned by the Council, others in other ownership that are</p>	<p>Some participants, for example those at Latin and American Ballroom Dancing sessions, might fall in to the category that are required to shield for an extended period.</p> <p>Activities would not run where they are unviable financially – for example, if numbers of paying participants is restricted due to social distancing and the income does not then cover the expenditure.</p> <p>There might be additional risks with ensuring cleaning is in place at facilities that</p>

		either hired, or delivered in partnership with the facility owner. Some activities are held outdoors.	are not Council owned but used for arts and sports development activity. This would need to be considered and reviewed prior to using those facilities for activity.
<p>Early July for gyms Early July for gyms and swimming based on current Government and Swim England advice</p> <p>August for other activities within leisure centres.</p>	Sports Centres	<p>The council's leisure centre provider, SLM, is planning to be able to reopen centres within a one-week preparation period.</p> <p>SLM are preparing for the likely re-opening of gym and swimming pool facilities if government guidance allows in July.</p> <p>Social distancing restrictions with public signage will be in place throughout and direct communications will be in place with members and general public to inform them about changes to services. Cafes will remain closed at all facilities until it is safe for them to re-open.</p> <p>Construction work has resumed on the new Harrow Lodge Leisure Centre , however due to a site closure of four weeks and sub-contractor availability upon return to site, the opening of the new Harrow Lodge Sports Centre will be delayed. The new opening date will be dependent on how quickly the construction resumes to full capacity or otherwise.</p>	SLM has robust plans from a financial perspective to remain solvent but a prolonged closure into the autumn and beyond will affect the national sports and leisure market.
TBC	Leased Premises	The Council has many properties leased to groups, organisations and community associations.	There is a risk if lease holders do not follow the Government guidance and advice and re-open the facility. If that situation



		<p>The Legal advice is that any decision with re-opening the leased facility rests with the lease holder and it is not a decision for the Council to take.</p> <p>However, as Landlord, the Council will request confirmation that the appropriate measures are being taken and the Government guidance followed with risk assessments and control measures in place prior to re-opening these facilities.</p>	<p>becomes known to the Council, then contact will be made with the relevant lease holder to address the situation.</p>
Autumn	Community Events	<p>Langtons Summer Concert and Havering Show will not be able to go ahead in current formats. Planning underway for replacement events in late summer if the situation with COVID-19 allows. These events will be part of the council's recovery strategy.</p>	
1 July 2020	Adult Social Care Day Centres – in-house provision	<p>Day centres have been closed since the end of March / early April 2020.</p> <p>Review government guidance on social distancing from 1/6/2020, and through June 2020</p> <p>H&amp;S review of centres, to review how many service users can be safely accommodated whilst social distancing measures are in place. Staggered return of centre users to be planned, including changes to previous scheduling to maximise the number of people who are able to return. To plan on segmenting groups of service users to attend on particular days, to reduce the risk of infection/transmission of</p>	<p>Current and ongoing mitigation:</p> <p>Continue regular outreach with all centre users and their families.</p> <p>Visits to particularly vulnerable centre users/families in their homes, including supported activities outside of the family home to alleviate carer stress</p> <p>Staff to wear appropriate PPE for any interactions with service users. Centre users to be encouraged to wear PPE e.g. face masks, however compliance may be difficult due to the nature of the client group.</p>

		<p>COVID-19. To consider regular testing of centre users if possible and a mechanism can be established to do so safely, minimising user distress.</p> <p>Staff rota-ing to also be considered (ie not all staff to work each day physically in the centre – staff group split to work in groups so that reduces the risk of infection/transmission of COVID-19), and routine of staff testing to be considered – such as weekly if possible to ensure early notification of any staff who tests positive.</p> <p>Centre users to be prioritised for return, based on e.g. assessment of risk:</p> <ul style="list-style-type: none"> <li>- Carer stress / risks in home environment</li> <li>- Assessment of whether able to maintain social distancing (including wearing of PPE and ability to understand/act on good hygiene practices – such as hand washing)</li> <li>- Response to staff (including transport staff) wearing PPE – face masks and other</li> </ul> <p>ED to be completed mid-June 2020 setting out the planned/phase reopening</p>	<p>As part of the service recovery work, we are also developing a 'stand down plan' to plan for future closures of services linked to an increase in the rates of community transmission of COVID-19</p> <p>Risks:</p> <p>If community transmission starts to increase again, there is a risk of COVID-19 beginning to spread amongst centre users and staff.</p>
1 July 2020	Adult Social Care Day Centres – external provision	<p>Day centres have been closed since the end of March / early April 2020.</p> <p>Review government guidance on social distancing from 1/6/2020, and through June 2020</p>	As above.

		JCU to work with external day centres as above	
	Visits to Adult Social Care Clients	<p>Review of government guidance on social distancing and ADASS / DHSC advice.</p> <p>To note, emergency visits have been maintained throughout the emergency period (particularly for residents who have not previously been known to the service), and including responding to Safeguarding Adult referrals.</p> <p>Many interactions with service users / residents that would normally have been undertaken face to face have been moved to telephone or video conferencing. As part of service recovery work, we are reviewing whether this approach can be mainstreamed where possible whilst having due regard to statutory duties and responsibilities set out in the Care Act 2014, the Mental Capacity Act 2005, the Mental Capacity (Amendment) Act 2019, and the Mental Health Act 1983 as amended in 2007.</p> <p>Increased Assistive Technology solutions around how we interact with users of services are being considered.</p>	<p>Mitigations – current and future</p> <p>ASC has maintained a rota of staff who are able to undertake home visits in the usual way. We are also working closely with providers (such as home care) over any concerns about the users of services. Day centres (as above), both external and internal have stayed in touch with their users of services as well.</p> <p>Staff to wear appropriate PPE for any interactions with service users.</p> <p>As part of the service recovery work, we are also developing a 'stand down plan' to plan for future closures of services linked to an increase in the rates of community transmission of COVID-19</p> <p>Risks</p> <p>If community transmission starts to increase again, there is a risk of COVID-19 beginning to spread amongst vulnerable residents in receipt of homecare and /or staff</p>

TBC	Hedley Close Youth Offending Centre	Continues to operate with significant reduction of staff on site since lockdown. A limited number of staff are still working from the office, but on a rota basis to ensure compliance with social distancing. Services are engaging in contact with clients and stakeholders across a range of mediums, including using Skype, Zoom, telephone and Whatsapp.	<ul style="list-style-type: none"> <li>• Appropriate PPE, in place and appropriate transitional social distancing rules in place.</li> <li>• New public health guidelines in place.</li> <li>• Regular deep cleaning.</li> </ul>
TBC	Replacement front door for Social Care (replacing the PASC)	PASC provision has been temporarily delivered via the Youth Offending Service offices at Hedley Close and this will need to be considered as part of a whole Council review of public facing contact services.	<ul style="list-style-type: none"> <li>• Review of front door options via wider corporate approach.</li> <li>• Appropriate PPE, in place and appropriate transitional social distancing rules in place.</li> <li>• Identify if elements of front office may be conducted remotely.</li> </ul>
TBC	Visits to Children's Services Social Care Clients	<p>A limited number of staff are still working from the office, but on a rota basis to ensure compliance with social distancing. Services are engaging in contact with clients and stakeholders across a range of mediums, including using Skype, Zoom, telephone and Whatsapp.</p> <p>Whilst supportive, the lack of direct face-to-face contact and not being able to deliver support and interventions places a risk for families in getting out of crisis and critical situations and also a risk to the Council in how it delivers against statutory duties, albeit faced with unprecedented mitigating circumstances.</p>	<ul style="list-style-type: none"> <li>• Greater access to protective equipment until vaccine confirmed.</li> <li>• All staff equipped with Smart Mobile phones equipped – whatsapp enabled across all.</li> <li>• Have a greater range of mobile communications corporately, such as Zoom and Teams to enable better integration with other agencies</li> <li>• Appropriate initial public access contact arrangements which dovetail with whole Council approach</li> </ul>

		<p>Likely to be considerable demand (disclosures of abuse, domestic abuse surge and agency “catch-up” referrals as lockdown relaxed and communities move to a new “normal”.</p> <p>Requirements - Suitable office spaces for key staff unable to work from home, PPE, timely testing, comprehensive Corporate HR policies to support staff.</p>	<ul style="list-style-type: none"> <li>Consider introducing independent reviewing for child in need work.</li> <li>Full use of developing national guidance.</li> </ul>
TBC	Children Centre Services	<p>A limited number of staff are still working from the office, but on a rota basis to ensure compliance with social distancing. Services are engaging in contact with clients and stakeholders across a range of mediums, including using Skype, Zoom, telephone and Whatsapp.</p> <p>Key direct services have centred on ante/post-natal health clinics and direct work.</p> <p>Likely to be considerable demand eg disclosures of abuse, domestic abuse surge, increase workless households and agency “catch-up” referrals as lockdown relaxed and communities move to a new “normal”.</p>	<ul style="list-style-type: none"> <li>Appropriate PPE, in place and appropriate transitional social distancing rules in place.</li> <li>New public health guidelines in place. Such number of residents permitted in buildings at any one time.</li> <li>Regular deep cleaning.</li> <li>Increase range of online/remote services to children and families.</li> <li>Opportunities to exploit fast-tracked corporate community hub work to integrate a broader range of council services with community involvement.</li> </ul>
TBC	Youth Services	<p>Reports of increased child and criminal exploitation and as Children’s Centres. Also, consider greater detached youth work.</p>	<ul style="list-style-type: none"> <li>Review of front door options via wider corporate approach.</li> <li>Appropriate PPE, in place and appropriate transitional social</li> </ul>

			<ul style="list-style-type: none"> <li>distancing rules in place. Identify if elements of front may be conducted remotely.</li> </ul>
TBC	My Place	As per Children's Centres	As per Children's Centres but also key to consider mechanism to sustain income to ensure service viability.
Currently on site	Housing construction sites and planned maintenance contracts	Restarting work on construction and maintenance sites	Contractors following safe working on construction site guidance.
Currently on site	School construction sites	<p>The construction industry has been impacted significantly across the country by the current COVID19 crisis. All works currently on site are impacted / delayed to some degree.</p> <p>Some sites in Havering had closed but have now re-opened. These include Nelmes and Marshalls Park. Others, although they did not close reduced staffing levels with skeleton attendance including Brady, Crownfield Junior and the DFE scheme at Royal Liberty.</p>	In terms of schemes 'at risk' where risk is the likelihood of insufficient capacity being available for any new pupil intake this September, there are two schemes we would consider at risk. These are Marshalls Park and Bower Park. We have liaised with the school and contractor in relation to Bower Park and have agreed a plan to ensure sufficient capacity for September, however, there is still a significant risk that the overall project programme will be extended. The Marshalls Park site has now re-opened, although there will be a delay to September completion. Mitigation measures are currently being explored to create contingency spaces.
Currently on site	General construction sites	<p>As above, all works currently on site are impacted / delayed to some degree.</p> <p>The current COVID19 crisis has also changed the way that the council view its corporate estate and in particular its office</p>	The Mercury House Refurbishment project has been put on hold until the council decide on an agreed corporate estate strategy. A number of buildings have been closed during this period and therefore an agreed re-opening strategy will need to be

		accommodation.	established.
Currently on site	Roads Programme	Highways contractor, Marlborough, have been advised to work on a revised priority list. Social distancing measures in place and managed by the contractor's management team.	
TBC	Parking Services	<p>Staff deployment currently reduced with some officers redeployed to work in Covid19 compliance team.</p> <p>Focus on more serious contraventions.</p> <p>Staff advised to ensure social distancing when out in the borough.</p> <p>PPE to be worn, staff advised to use hand sanitizer before putting on and after removing gloves.</p> <p>Direct deployment to area of work being explored to reduce need to return to office environment.</p> <p>Parking charges not currently in place and free parking in council car parks and on street.</p> <p>No enforcement in residential and business bays allowing key worker parking.</p>	Angel Way Car Park office not suitable for full deployment of staff, impossible to social distance. New deployment base/alternative arrangements required.
8 June 2020	Grounds maintenance	<p>Staff deployment currently reduced with some employees supporting Bereavement Services and others supporting street cleansing/waste operations. Other staff have been self isolating/shielding. This has had an impact on service frequencies and standards.</p> <p>Staff advised to ensure social distancing when out in the borough.</p>	When working officers are advised to ensure a safe distance from each other. Any handling of litter/detritus to be done using correct PPE.

		PPE to be worn, staff advised to use hand sanitizer before putting on and after removing gloves. Reduction in the numbers of staff in vehicles to comply with Social Distancing.	
8 June 2020	Street cleansing	<p>As demand has been less with fewer members of the public outside in town centres and residential streets there has been a reduced level of deployed staff, with officers re-deployed to support other services and/or shielding due to Covid19 related health risks.</p> <p>As demand increases service rotas will return to previous levels to meet the demand. A further operational return report will be drafted.</p>	Staff advised to ensure social distancing when out in the borough. PPE to be worn, staff advised to use hand sanitizer before putting on and after removing gloves
1 June 2020	New Enforcement and Safety Service	<p>Staff deployment currently reduced with some officers redeployed to work in Covid19 shielding team.</p> <p>Staff advised to ensure social distancing when out in the borough. PPE to be worn, staff advised to use hand sanitizer before putting on and after removing gloves.</p>	<p>Full enforcement requires a level of additional training for staff which may be delayed due to COVID19 restrictions, delaying staff being able to adopt full enforcement duties.</p> <p>New structure launched on 1<sup>st</sup> June 2020 with officers having moved into new structure.</p> <p>Full duties being undertaken once training completed as per the above.</p>
TBC	Building Reopening and Facilities Management	Social distancing guidelines have reduced occupation capacity by approx. 75% requiring prolongation of remote working and potential longer term closure of some buildings.	Signage, floor markings in high risk areas, including entrances, lobbies, breakout space, washrooms, lifts and staircases 'disablement' of workstations, changes to



		<p>Needs include: Building-based risk assessments and risk control measures.</p> <p>ICT support in form of Smart Working infrastructure (e.g. single tenancy), rollout of O365 functionality and training, transition to paperless/less-paper to reduce reliance on office files, print solution</p> <p>HR support in form of revisions to policies, review of contractual position re. homeworking, management training, staff welfare and wellbeing support.</p>	<p>breakout areas. One-way systems and revised arrangements for cleaning, evacuations and first aid cover. Need for floorwalkers/marshals. Dispensers, anti-bac wipes.</p> <p>Agreement on funding to support ongoing Smart Working rollout programme and specific projects within</p>
TBC	Passenger Transport	<p>PTS demand for Home to School routes has significantly decreased during Covid but some SEN facilities have remained open to support key workers.</p> <p>Surplus PTS resources have been used to provide deliveries from the Hornchurch Hub providing food and PPE to vulnerable residents and care settings, 7 days a week.</p>	<p>SEN is expected to be one of the last elements of schools to be reinstated due to vulnerable nature of client group.</p> <p>Social distancing on SEN buses may necessitate additional routes due to reduced capacity on each vehicle. If the return of SEN routes coincides with a peak in demand from the Hub e.g. spike in PPE requirements, PTS resources could be strained but risk is mitigated by PTS core work being undertaken at set times, enabling Hub to be resourced outside of these times.</p> <p>Some vehicles already have protective screens fitted but others will require retro-fitting.</p>

I July 2020	Debt Collection	<p>During this time we are applying a light touch to the recovery of debt (no court action and no use of bailiffs) – and considering each case individually. We continue to monitor this situation on a weekly basis.</p> <p>The service also provides welfare support to customers who cannot pay. The service provides advice and guidance and support customers who are having difficulties and helps maximise benefits and sign posts to various organisations that can help before debts become unmanageable.</p> <p>Moving forward (possible when lock down starts to ease more generally) there will be a need to recommence debt collection work. Recommended date – 1 July 2020.</p>	<p>Loss of income and loss of income related activity e/g bailiff's fees.</p> <p>Unable to meet income targets due to inactivity of bailiff work.</p> <p>Increase in debt within the community with potential inability to pay / collect at future date leading to increase in debt right offs.</p>
TBC	Employment and Skills	<p>Project service provision demand and plan increasing return based on unemployment data – within current £90k grant-funding available.</p> <p>Bring staff resource back from redeployment activities in response to demand - slow build up expected.</p> <p>Minimise face-to face, employ smart working and virtual engagement.</p> <p>Where unavoidable, establish safe locations implementing social distancing. Ensure staff</p>	<p>Minimise to the lowest level of risk possible</p> <p>Impact on those living with others that have underlying conditions</p> <p>Clients not able to undertake virtual meetings</p> <p>PPE- availability of appropriate PPE and training in its' use for staff and Client, if face to face the only way</p> <p>Funding - ensuring the funding matches</p>

		have access to appropriate PPE in these situations and know how to use it.	<p>expenditure</p> <p>Demand increases but grant funding ceases.</p> <p>Need to consider alternative sources of funding.</p> <p>Employment and Skills Plan outcomes are at risk from shortfalls in funding.</p>
TBC	Joint Commissioning BAU	<p>Quality team has been unable to visit homes and agencies. Guidance awaited from CQC on the way forward.</p> <p>Some projects and commissioning exercises have been suspended largely where dependent on wider input, disrupted by COVID 19 demands. As services and wider organisations come back on line initiate projects and commissioning exercises again as soon as possible.</p>	<p>Delay to improvements and/ or savings where they are impacted by projects or commissioning exercise delays – initiate work as soon as possible and keep finance and other stakeholders informed of impacts</p> <p>Quality drops in care homes – continue with regular contact and desk top checking. Maintain links with CQC and other stakeholders.</p> <p>Continued role as PECC impacts on the ability to re-start projects – ensure that this is monitored and identify issues as they arise. Prioritise any work that delivers savings or is imperative in regards to statutory requirements.</p>

NB Services not listed have largely continued through the pandemic crisis.

## Appendix C

### New Services Transitioning into Business As Usual

Assumed date for launch as business as usual	Service	What's needed	Risks/mitigations
TBC	Distribution Hub (Food)	<ul style="list-style-type: none"> <li>• Getting the right items to the right person at the right time.</li> <li>• Provision of on-going parcels to vulnerable residents on a one-off basis (currently c40-50 parcels per day).</li> <li>• Suitable premises (building and yard). <ul style="list-style-type: none"> <li>◦ storage space, refrigeration, deliveries</li> </ul> </li> <li>• Hub management/operations. <ul style="list-style-type: none"> <li>◦ continuity, experience, interactions</li> <li>◦ infection control, social distancing</li> </ul> </li> <li>• Relationship with LOTI and Lists.</li> <li>• Receipt of newly delivered supplies, warehousing, picking/packing, onward delivery to individuals.</li> <li>• Staff – pickers/packers (4xFTE [no cost]), admin (1xFTE) and manager (1xFTE).</li> <li>• Transport vehicles/drivers. <ul style="list-style-type: none"> <li>◦ dovetail with school runs</li> </ul> </li> <li>• Development of a network (online hub?) for local food retailers to provide supplies to those who can pay and can't access supermarkets/Shield food support.</li> <li>• An exit strategy for provision of support to: <ul style="list-style-type: none"> <li>◦ residents who can pay for their own food</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Running well at present – changes bring risk.</li> <li>• Significant implications if the Hub goes wrong (reputational etc.).</li> <li>• Budget for picking/packing staff. Volunteer resource will still be available when leisure centres recommence normal operation (3 seconded colleagues - monthly payroll cost up to £10K pcm).</li> <li>• Hornchurch sports hall and squash courts alone lose £15K in income pcm being out of service.</li> <li>• Alternative premises or options for the provision of food – could we work with local wholesalers, LFA or vacant warehouse/community space?</li> <li>• Network of local food retailers to step in for those who can pay – helps to prop up local business and potentially manages a second peak.</li> <li>• No immediate solution to the DH return to BAU, although discussions are on-going via DH Bronze and options are being sought</li> </ul>

		<ul style="list-style-type: none"> <li>○ food banks</li> <li>• Finance and performance team support (½FTE) to the maintaining and management of dashboards and financial operations, including monitoring of procurement spend, cost recovery (NHS, paying 'customer's, food banks etc.)</li> <li>• Procurement support (1xFTE) for ongoing food and household essentials sourcing, as required.</li> </ul>	<ul style="list-style-type: none"> <li>○ Sports Centre main areas unlikely to open for 2-3 months at this time</li> <li>• Proposal for retailer network in progress (distributed warehousing and provision of funded food parcels/self-serve alternatives to supermarkets) – may not be a short-term solution</li> <li>• Finance support remains key to the on-going need for a DH in the medium term – possible these additional costs could be recharged to Cent. Govt?</li> <li>• Procurement support is also an on-going need, although levels of stock are now well managed and less intensive support is required</li> <li>• Risk that Govt could devolve Shield parcel organisation to Local Govt, which would place additional pressures on the back office aspects of this, even if the solution were to be provided by local Supermarkets. Mitigations being evaluated.</li> </ul>
TBC	Covid Call Centre (CCC) - Helpline (incoming) - LOTI (case mgt system) - Outbound Calls - Email/SMS - Home Visits	<ul style="list-style-type: none"> <li>• Ongoing support to the provision of outbound and follow up calls to vulnerable residents.</li> <li>• Initial calls from new additions to NHS Shield lists and inbound calls for support</li> <li>• Follow up food and medication calls</li> <li>• Recording and reporting on progress – use of LOTI and Paris systems for follow up and reconciliation</li> <li>• Finance and performance team support to</li> </ul>	<ul style="list-style-type: none"> <li>• Transfer of outbound (and inbound) call operations to existing Contact Centre. Volumes and additional resources required being evaluated – a report will follow shortly</li> <li>• LOTI training will be required</li> <li>• Finance and performance support needs will be on-going</li> <li>• A 'bank' of volunteer staff with training in LOTI and outbound calling</li> </ul>

		<p>dashboards, monitoring and reconciliation of spend and financial</p> <ul style="list-style-type: none"> <li>• Staff – calls, emails, texts. Additional staff reqd of 10xFTE (either redeployed F/T staff or agency to inflate numbers to meet demand).</li> <li>• Staff – triage (3xFTE), visits (4xFTE), LOTI back office admin (4xFTE).</li> <li>• LOTI to be supported by PPC (Systems Team) but review of capacity needed.</li> <li>• LOTI data reports by PPC (Performance Team) but may need addn resource.</li> <li>• Amalgamation of Covid Call Centre with existing Customer Contact Centre.</li> </ul>	<p>knowledge being established to respond early if a second peak emerges.</p> <ul style="list-style-type: none"> <li>• Significant implications if the CCC goes wrong (reputational etc.).</li> <li>• Impact if reduced data quality or increased Shield list.</li> <li>• Currently still not enough call handlers – ability, availability, mental health.</li> <li>• Budget issues currently mitigated by transferring to a shift system (but longer term costs to be addressed).</li> <li>• Call handler mental health expected to be addressed by appropriate training and integration with existing Customer Contact Centre.</li> </ul>
TBC	Distribution Hub (PPE)	<ul style="list-style-type: none"> <li>• As for food.</li> <li>• Proper audit trail of supply.</li> <li>• Need better statistical evidence for forward planning.</li> </ul>	<ul style="list-style-type: none"> <li>• As for food.</li> <li>• Implications if wrong/defective PPE supplied (reputational etc.).</li> <li>• PPE market uncertain/volatile.</li> <li>• Provision of PPE has impact on staff/ services – health &amp; safety, schools, care providers.</li> <li>• Second (or more) spikes.</li> </ul>
TBC	Oversight/Coordination/Supply/Demand/Procurement	<ul style="list-style-type: none"> <li>• Current central roles maintained and resourced (food, PPE, procurement [1xFTE] etc.) – oversight, management, logistics, PMO, SPU, JCU.</li> <li>• JCU PPE guardian role (1xFTE) to be maintained.</li> <li>• Ability/staff (0.5xFTE) to take payments for food.</li> <li>• Arrangements for payments from</li> </ul>	<ul style="list-style-type: none"> <li>• Further spikes.</li> <li>• Sufficient budget to meet ongoing demand.</li> </ul>

		providers. <ul style="list-style-type: none"> <li>• Ability to predict future demand.</li> <li>• Dashboard/data development/analysis absorbed into PPC / Public Health (1xFTE set up cost in JCU).</li> </ul>	
TBC	Care Home Support	TBC  Awaiting guidance.	<ul style="list-style-type: none"> <li>• TBC</li> </ul>
TBC	Outbreak Management	TBC  Awaiting guidance	<ul style="list-style-type: none"> <li>• TBC</li> </ul>

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## CABINET

<b>Subject Heading:</b>	Review of Amendments to Service Offer within Planning in light of Covid-19
<b>Cabinet Member:</b>	Councillor Joshua Chapman, Lead Member for Housing and Planning
<b>SLT Lead:</b>	Barry Francis, Director of Neighbourhoods
<b>Report Author and contact details:</b>	Helen Oakerbee, Assistant Director of Planning, 01708 432800, <a href="mailto:helen.oakerbee@havering.gov.uk">helen.oakerbee@havering.gov.uk</a>
<b>Policy context:</b>	National Planning Policy Framework (2019) London Plan (2017) Havering Corporate Plan 2019/20 Havering Local Development Framework (2008)
<b>Financial summary:</b>	There is a potential loss of income of circa £0.036m from the changes described within this report
<b>Is this a Key Decision?</b>	Indicate grounds for decision being Key: (c) Significant effect on two or more Wards
<b>When should this matter be reviewed?</b>	All of the changes recommended will end by 30 <sup>th</sup> September 2020, with a review point of 31 <sup>st</sup> August 2020.
<b>Reviewing OSC:</b>	Towns and Communities O&S

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

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

### **SUMMARY**

1. This report seeks authority to continue to apply the changes described to enable the Planning Service to function and deliver its service in light of Covid-19 and the Government's ongoing advice regarding essential journeys and social distancing measures.
2. The retained measures include the ongoing cessation of face-to-face meetings and site visits in all but specific circumstances, cheque payments and hard copy submission of documents, applications and representations in all but specific circumstances and the use of conferencing calling, alternative payment methods, electronic submission of documents, applications and representations and photograph review as an alternative.

### **RECOMMENDATIONS**

1. That authority is delegated to the Assistant Director of Planning from Councillor Joshua Chapman, Lead Member for Housing and Planning, to continue to effect the changes outlined in report until 30<sup>th</sup> September 2020, with a review point of 31<sup>st</sup> August 2020.

### **REPORT DETAIL**

1. To ensure that members of staff and agency workers engaged by the service are kept safe in the course of their work and that similarly, residents and others are kept safe through the prevention of non-essential visits to their homes and businesses or through interactions with staff at Mercury House or PASC, a range of changes were introduced at the beginning of April 2020 in response to the Covid-19 pandemic.
2. This introduction followed a related Key Member Decision, which was taken under the special urgency provisions. The decision gave authority for these changes to be effected until 30<sup>th</sup> June 2020, with a review point of 29<sup>th</sup> May 2020.
3. The changes applied to the following work streams within the Planning Service:

## **Development Management**

### **Pre-Application Advice Service**

- All face to face meetings have been replaced with a conference call
- All site visits have been replaced with a photograph review

### **Planning Applications**

- Electronic submission of planning applications via the Planning Portal has been encouraged wherever possible, with paper based submissions sent directly to Terraquest (the external contractor who undertakes application validation for the Planning service)
- Payment of application fees through a payment method other than a cheque has been required
- Wherever possible, the submission of neighbour representations electronically has been encouraged
- All site visits have ceased, with the focus switched to a photograph review, based on images sent in by applicants or their agents, objectors and where they are available and recent, photographs taken during earlier case officer visits to a property or site

## **Building Control**

- Electronic submission of building regulation consent applications via the Planning Portal or the Council's website has been encouraged wherever possible, with any paper based submissions received by the Council directly
- Payment of application fees through a payment method other than a cheque has been required
- Unless required in connection with a dangerous structure call-out, all site visits have ceased, with the focus switched to telephone based inspections and a photograph review. Customers will still be able to make a same day booking for a call with a Building Control Surveyor

## **Planning Enforcement**

- Wherever possible, the making of an enforcement complaint via electronic channels has been encouraged
- Most site visits have ceased, with the focus switched to a photograph and/or evidence review, based on information sent in by complainants, home/property owners and where it is available and relevant, information already held by the service
- If a gypsy and traveller incursion occurs, or there is an alleged breach involving a listed building or preserved tree (unauthorised work to a listed building or preserved tree is a criminal offence), a site visit remains possible. Each case is risk assessed before a visit is undertaken.

## **Land Charges**

### **Personal Search Agents**

- Dispatch of personal searches via email instead of in person inspection of paper copies at the PASC

#### **General Enquires from Solicitors and others**

- All enquiry letters from solicitors and others are required to be submitted electronically
4. Given the ongoing situation with Covid-19 and the Government advice which remains in place, there is a need to retain the measures outlined above for a further three month period until 30<sup>th</sup> September 2020 with a review point of 31<sup>st</sup> August 2020, with the following adjustment:

#### **Building Control**

- The Government have published guidance to indicate that Building Control bodies should not rely exclusively upon photographic review and recorded/noted telephone discussion to undertake inspections and that some in-person inspection is required. Building Control Surveyors are now undertaking some site visits at the excavation/groundworks and completion stages of a build. A risk assessment is in place and appropriate PPE is being used. All remaining inspections continue to be carried out via a photograph review and over the telephone.

### **REASONS AND OPTIONS**

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

The decision is required to ensure that members of staff and agency workers engaged by the service are kept safe in the course of their work and that similarly, residents and others are kept safe through the prevention of non-essential visits to their homes and businesses or through interactions with staff at Mercury House or PASC, as a direct result of the Covid-19 pandemic.

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

The option of not making any of the recommended changes was considered and rejected as it is not possible to continue to operate the service in the same manner due to current Government guidance regarding essential journeys and social distancing measures.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

The recommendations outlined enable the Planning Service to continue to primarily operate a 'business as usual' service, with customers remaining able to access paid-for services.

The sole recommendation which directly impacts upon income is the dispatch of personal searches via email instead of in person inspection of paper copies. To ensure equitable service provision, those that currently pay for copies of the same documents will no longer be charged.

Operation of the amendments outlined over the last two months has resulted in an unforeseen increase in personal searches with two solicitors using the personal search route as opposed to the paid for option previously used. This will result in the loss of circa £0.036m of income annually.

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

Although the provision of pre-planning application advice is discretionary service, the Government has made clear via the National Planning Policy Framework ("the NPPF") that Council's should work positively and proactively with applicants. The proposed changes enable all pre-application discussions to continue where that engagement is sought.

The Town and Country Planning (Development Management Procedure) (England) Order 2015 sets out the legislative basis against which planning applications should be processed and determined. The 2015 Order sets out that planning applications or representations can be submitted electronically or in paper form. This decision will switch the Council's emphasis to electronic submission wherever possible, however it does not exclude the receipt of paper based submissions. In relation to decision making, this decision enables planning applications to still be determined where there is confidence that the decision to grant or refuse is sound and robust. All planning decisions can be subject to legal challenge, so it is important that the thresholds of soundness and robustness continue to be met. If they cannot be met, the planning application will not be determined.

Effective planning enforcement is important as a means of maintaining public confidence in the planning system. The Town and Country Planning Act 1990 (as amended) sets out the process for enforcing against unauthorised development, where it is identified. However, the decision to take any action in a discretionary one. This decision would enable enforcement investigations to continue.

The Building Act 1984 (as amended) sets out the legislative basis against which building regulation consent submissions should be processed and determined.

The Act does not specifically identify the means of submission. This decision will switch the Council's emphasis to electronic submission wherever possible, however it does not exclude the receipt of paper based submissions.

The statutory duty for a local authority to provide the Local Land Charges (known as the LLC1) service comes from the Local Land Charges Act of 1975. The Local Land Charges Rules of 1977 give effect to this Act. The decision would enable Personal Searches to continue.

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

Given the Covid-19 pandemic, the paramount consideration of the Council is the health and wellbeing of Members and officers.

### **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, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, and sexual orientation.

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.

An EqHIA (Equality and Health Impact Assessment) is usually carried out when a current or planned service/policy/activity is likely to affect staff, service users, or other residents. It is acknowledged that in emergency or urgent situations it will not always be possible to carry out an EqHIA in advance of a relevant activity, however, managers will undertake the required EqHIAs at the earliest opportunity. Where managers are already clear that protected groups/users will be impacted negatively by the intended activity, then this will be noted in the next paragraph and/or put into EqHIAs. Where the negative impact of the intended activity can be mitigated, this too should be set out in this report and/or the EqHIA.

The recommended changes would apply to all residents, including those with protected characteristics. Whilst the recommended changes may disadvantage those without internet access, the ability to submit paper based representations and enforcement complaints will continue to exist. The changes described are

considered to be a proportionate response to the current Covid-19 situation and designed to ensure that that members of staff and agency workers engaged by the service are kept safe in the course of their work and that similarly, all residents and business owners are kept safe through the prevention of non-essential visits to their homes and businesses.

### **Health and Wellbeing implications and Risks**

The changes described are considered to be a proportionate response to the current Covid-19 situation and designed to ensure that that members of staff and agency workers engaged by the service are kept safe in the course of their work and that similarly, all residents and business owners are kept safe through the prevention of non-essential visits to their homes and businesses.

The COVID 19 pandemic is a global and national emergency with serious impact on lives and socio economic activities. National guidance recommends social distancing measures, working from home and only essential travels to reduce further risk to lives.

Given the threat to lives posed by the ongoing pandemic, the overriding consideration is to follow national guidance to protect lives. This decision is consistent with that guidance.

<b>BACKGROUND PAPERS</b>
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None

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## CABINET

24<sup>th</sup> June 2020

**Subject Heading:**

Procurement of ULEZ compliant buses for PTS to transport clients on behalf of Children and Adult Services

**Cabinet Member:**

Councillor Jason Frost – Cabinet Member for Health & Adult Care Services

**SLT Lead:**

Barbara Nicholls – Director of Adult Social Care

**Report Author and contact details:**

Simon Blake – Head of Transport Services  
Tel: 01708 433202  
Simon.Blake@oneSource.co.uk

**Policy context:**

Supporting the Communities objectives within the Corporate Plan: Helping young and old fulfil their potential through high-achieving schools and by supporting people to live safe, healthy and independent lives

**Financial summary:**

The value of the proposed contract award is £1,539m funded from capital receipts generated from the disposal of existing vehicles, supplemented by funding from the Fleet Replacement Reserve

**Is this a Key Decision?**

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

**When should this matter be reviewed?**

May 2021

**Reviewing OSC:**

Individuals O&S

**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]  
[]  
[]

## **SUMMARY**

This report considers the procurement of 14 replacement buses for the Passenger Transport Service (PTS), primarily for Home to School transport for SEN children but also other transport work conducted on behalf of Children and Adults Services. These vehicles represent the remaining fleet assets that are not currently Euro 6 standard and therefore require replacement in advance of the new LEZ/ULEZ regulations to ensure compliance.

## **RECOMMENDATIONS**

For the reasons set out in the report, Cabinet is recommended to agree the award of contracts to:

- Alexander Dennis Limited for the purchase of 3 x 12.8m Single Deck Coaches
- Treka Bus Limited for the purchase of 6 x 18 Seater Front Entry XLWB Vans
- Mellor Coachcraft for the purchase of 2 x 30 Seater buses and 3 x 24 seater buses

as set out within the exempt Appendix A to this report, for the provision of replacement vehicles.

## **REPORT DETAIL**

Havering's Passenger Travel Services (PTS) currently operates 58 vehicles that provide specialist home to school transport, conveying children & adults with either physical or mental disabilities to various specialist schools or day centres for Children's Services and Adults Social Care (CAD). Unlike some local authorities, Havering do not hold any 'spare' fleet assets, as a result of which all 58 vehicles are in daily use.

The PTS service works with client departments to reduce the demand for Home to School transport promoting other solutions where possible e.g. independent travel training, as a means of mitigating increasing demands and consequent budgetary pressures upon the service. Notwithstanding these efforts, demand for transport has increased significantly over the past 4 years from 34 routes in 2015/16 to 40 routes in 2018/19 with an average of 346.4 passengers transported per day by PTS. Demographic forecasts for the borough indicate an ongoing and potentially increasing need for Home to School transport over the next 3-4 years. (see table below)

**Borough wide (Primary, Secondary, Special Schools and Post 16) demand**

Year	Cognition and Learning	Communication and Interaction	SEMH	Sensory and or Physical needs	Total
2016/17	419	537	143	137	1236
2017/18	425	608	163	152	1348
2018/19	461	720	193	156	1530
2019/20	476	809	225	161	1672
2020/21	469	913	268	170	1820
2021/22	462	1060	304	166	1992
2022/23	469	1218	328	167	2181

As a further measure to mitigate budget pressures on Children's and Adults Services, the PTS service seeks to utilise available capacity within the fleet outside of core hours to undertake additional contract and ad-hoc work for other clients, with the operating surplus from this activity being used to reduce recharges to internal clients.

Of the 58 vehicles currently operated, 18 do not meet the revised standards for the London Ultra/Low Emission Zone (ULEZ /LEZ), set to come into force in April 2021. The ULEZ will apply to the area west of the A406 so would have little impact upon core work undertaken on behalf of Children Services and Adults Social Care. However the LEZ will extend to the M25 from October 2020, meaning that any non-compliant vehicle weighing over 5 tons will incur a daily fine of £100 for entering the LEZ area, thereby impacting upon all Havering home to school routes. (Note: charges have been suspended until the end of Feb 2021 as a result of the Covid-19 outbreak)

There is accordingly a need to replace the non-compliant vehicles in advance of the LEZ implementation date. Beyond achieving LEZ compliance, it is proposed that the replacement vehicles will have an increased capacity in order to meet increasing demand from CAD and offer greater operational flexibility.

Beyond the core internal work, a fully compliant fleet offers secondary benefits as follows:

- Greater potential to undertake contract and other ad-hoc work extending into the ULEZ zone as and when opportunities arise.
- The new regulations are likely to serve as a watershed for some transport operators whereby smaller firms may not be able to commit the capital investment required to update their fleet, potentially reducing the number of competitors within the market.
- environmental benefits for transport operations

The TPPL Bus and Coach framework has 14 specialist coach and bus manufacturers. The Council's requirements may be met via mini competitions under Lots 6 (18-36 seat coach built accessible and non-accessible) and 7 (8.9m – 18.7m coach built to include double decked, articulated, and tri-axle from 36-75 seats) of the framework. A mini competition carried out under this framework offers an EU compliant and competitive route to market and is considered to offer the optimum and best value route to market.

**Procurement Process Adopted:**

The TPPL Framework runs for 48 months until August 2021.

The Framework provides access to 27 suppliers (with a mix of OE manufacturers and specialised vehicle convertors).

The relevant OJEU notices are: Contract Notice Award Notice 2017/S 106-212142 2017/S 159-328518

Specifications were provided by the stakeholder Simon Blake, Head of Transport - these were then signed off internally and reviewed by TTPL before they issued via their DELTA e-sourcing portal on our behalf.

The evaluation panel comprised of 3 members of the Transport team each member evaluated via moderation meetings being used to agree a group score. Procurement supported the write up and summarisation of these meetings. The group signed off and agreed the final outcomes which represent this award. Clarification meetings on cost were held. Financial checks on the companies have been taken previously however will be repeated prior to award.

**PROCUREMENT TIMETABLE**

This procurement is intended to follow the time-line below:

<b>Stage</b>	<b>Date(s) and time(s)</b>
Issue of Invitation to Tender	16 <sup>th</sup> December 2019
Last date for Clarification questions	3 <sup>rd</sup> January 2020
Response to Clarification questions	3 <sup>rd</sup> January 2020
Submission of Tenders	6 <sup>th</sup> January 2020
Evaluation of Tenders	7 <sup>th</sup> January – 9 <sup>th</sup> January 2020
Checkpoint 2 approval	12 <sup>th</sup> March 2020
Review by O&S	17 <sup>th</sup> June 2020
Cabinet	24 <sup>th</sup> June 2020
Notification of result of evaluation	25 <sup>th</sup> June 2020
Standstill period (VOL 2 DAY STANDSTILL)	29 <sup>th</sup> June 2020
Expected date of award of Contract(s)	30 <sup>th</sup> June 2020
Add to Contract Register	30 <sup>th</sup> June 2020
<b>Contract</b> commencement	1 <sup>st</sup> July with phased delivery schedule for Bus delivery 2020
<b>Initial Contract</b> completion date	December 2020

Multiple Call offs were undertaken with TPPL for different lots, and vehicle types which comprises of the 14 buses seeking to be purchased.

The above time table applies to both Alexander Dennis & Treka procurement awards

For Mellor the only difference in timescales is stated below, all other dates are the same.

<b>Stage</b>	<b>Date(s) and time(s)</b>
Issue of Invitation to Tender	29 <sup>th</sup> January 2020
Last date for Clarification questions	7 <sup>th</sup> February 2020
Response to Clarification questions	7 <sup>th</sup> February 2020
Submission of Tenders	19 <sup>th</sup> February 2020
Evaluation of Tenders	27 <sup>th</sup> February 2020

## **REASONS AND OPTIONS**

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

The 14 vehicles require replacement with Euro 6 standard models in order to achieve compliance with the forthcoming LEZ/ULEZ regulations. A full procurement exercise has been undertaken via a national framework comprising multiple suppliers to achieve the most competitive prices.

### **Other options considered:**

#### ***Do nothing***

In light of the increasing demand upon the Passenger Travel Service in recent years it is considered essential to replace the old and non-compliant existing fleet with new vehicles.

Operating non-compliant vehicles will generate a fine of £100 on each occasion that a vehicle enters the ULEZ/LEZ area. It would not be operationally feasible to undertake core LBH routes using only the remaining 34 compliant vehicles

#### ***Use an alternative framework Options:***

ESPO - this framework has 7 specialist coach and bus manufacturers limiting scope of competition based on our vehicle specification requirements.

YPO – this framework has 11 specialist coach and bus manufacturers which have more suppliers fulfilling our specification requirements, but this was ruled out, due to the TPPL framework having a greater number of specialist coach and bus manufacturers which would create greater competition whilst meeting our specification requirements under *specified lots*.

***Carry out a fully EU compliant open procurement process***

This option will take longer and will use more procurement and service resources than a mini competition. The high number of suppliers available to the Council via the TPPL Bus and Coach Framework is considered to offer sufficient competition to allow the Council to meet its requirements and achieve best value. Accordingly, this option is not recommended.

***Contract hire rather than purchase***

These vehicles require a large capital investment which specialist hire companies would have little interest in. Maximum contract hire term is 7 years and the annual lease charges would be higher than purchasing them outright. Having the vehicles being purchased for a longer operating period reduces PTS running costs and charges to its internal clients.

***Consideration of electric fleet options***

An extensive evaluation was undertaken of the potential to transition fleet assets to electric vehicles including purchase costs, operating costs, range restrictions, warranties and infrastructure requirements.

Equivalent electric vehicles, where available are generally between 2-3 times the price of a conventional Euro 6 alternative and whilst operational savings are generated, the financial modelling undertaken indicates that the level of savings would require a 53 year payback period in order to recover the additional capital investment.

PTS vehicles ordinarily have a 10 year operating life and most manufacturers of electric vehicles will not warranty the batteries beyond 5 years, presenting operational and financial risks. Furthermore the stated operational range of these vehicles is a maximum of 100 miles on a single charge, presenting further operational risks as the average daily mileage for the PTS fleet is 80 miles.

<b>IMPLICATIONS AND RISKS</b>
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**Financial implications and risks:**

The estimated value of the PTS vehicle procurement is £1.539m.

Replacement vehicles across the corporate fleet are funded from the Fleet Replacement Reserve. The Council generally purchases fleet assets (rather than leasing/contract hire) and then applies an internal financing charge over the operational life of the vehicle. This financing charge is set at a rate that replenishes the vehicle replacement reserve on a rolling basis. The amount recovered via the annual internal leasing revenue charge over the life of the asset equates to the purchase price less the residual value. At the end of the asset's useful life the residual value is charged to the revenue account, as is any capital receipt which is realised from its sale – the two should broadly offset each other.

If the annual whole life cost charge (internal leasing, tax and maintenance) for a like-for-like replacement vehicle is more than that of the vehicle its replacing the additional revenue budget is given to the transport service to pay for the increased charge. Transport would then recalculate the PTS charges based on the more expensive annual vehicle charge and pass this cost (and the budget) to Social Services. If the annual whole life cost charge is less than that of the vehicle it is replacing, the saving is taken corporately.

In this instance, the annual charge across the new fleet being purchased is broadly the same as that of the existing fleet, therefore, there are no revenue budget implications.

The new suite of vehicles might have the added benefit of increasing the services' ability to bid for external work/contracts which would assist in reducing the overall cost of the service to the Council and would contribute towards MTFS savings targets.

**Legal implications and risks:**

- 1 This report seeks approval of a procurement strategy that has been undertaken, to tender and now award contract to the three preferred suppliers (as set out within the Recommendation section above), at the total estimated expenditure of £1,538,905.98, by using the Procurement Partnership Limited (TPPL) national Minibus, Bus and Coach Procurement Framework that will run until August 2021, as set out within the body of the report and within the attached.
- 2 The Council has the general power of competence under section 1 of the Localism Act 2011 to do anything an individual may generally do, together with the power under section 111 of the Local Government Act 1972 to do anything ancillary to or which facilitates any of its functions. The contract may be procured in accordance with these powers.
- 3 The indicative value of the contract exceeds the current EU threshold of £181,302 for provision of supplies. The procurement must therefore comply with the requirements of the PCR 2015. With the assistance of the Procurement unit, the client department has undertaken a tender process which is allowable under the Public Contracts Regulations 2015 ("**PCR 2015**") and the Council's Contract Procedure Rules ("**CPR**"), the Bath and North East Somerset Bus and Coach Procurement Framework (TPPL Framework) is open to members of The Procurement Partnership Limited. London Borough of Havering is a member of TPPL and may therefore call off contracts from the TPPL Framework. The body of the report sets out how the Council has complied with the Call Off procedures of the TPPL Framework, the CPR and PCR 2015 requirements whilst procuring the new contract provisions.
- 4 Contract Procedure Rule 3.2 provides that a contract may only be awarded if the expenditure has been included in approved revenue or capital estimates or has been otherwise approved by, or on behalf of the council. The body of this report sets out the relevant financial implications arising from the Council procuring the provision of the replacement fleet vehicles under the TPPL Framework Agreement.

- 5 The Public Sector Equality Duty (PSED) is 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.

- 6 The Legal and Governance officers are available to assist the client department in drafting and finalising the terms and conditions of the proposed contract between the parties.

**Human Resources implications and risks:**

There are no anticipated HR issues resulting from this decision.

**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, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, and sexual orientation.

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.

An EqHIA (Equality and Health Impact Assessment) is usually carried out when a current or planned service/policy/activity is likely to affect staff, service users, or other residents. It is acknowledged that in emergency or urgent situations it will not always be possible to carry out an EqHIA in advance of a relevant activity, however, managers will undertake the required EqHIAs at the earliest opportunity. Where managers are already clear that



protected groups/users will be impacted negatively by the intended activity, then this will be noted in the next paragraph and/or put into EqHIAs. Where the negative impact of the intended activity can be mitigated, this too should be set out in this report and/or the EqHIA.

In all situations, urgent or not, the Council will seek to ensure equality, inclusion, and dignity for all.

PTS transport is generally provided on behalf of vulnerable client groups due to age, disability or a combination of factors.

The replacement fleet assets will continue to be fully accessible to wheelchair users with the appropriate clamps and other safety features for the welfare of service clients

**Health and Wellbeing implications and Risks:**

The proposed purchase of ULEZ compliant vehicles will support the Council's health and wellbeing aspirations, in particular the environmental objectives set out within the Council's Air Quality Action Plan to reduce air-borne pollution derived from vehicle emissions.

**BACKGROUND PAPERS**

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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