



CABINET

7.30 pm	Wednesday 8 March 2023	Council Chamber - Town Hall
----------------	-----------------------------------	--

Members 9: Quorum 3

Councillor Ray Morgon (Leader of the Council), Chairman

Cabinet Member responsibility:

Councillor Keith Darvill

Lead Member for Climate Change

Councillor Gillian Ford

Lead Member for Adults and Health

Councillor Oscar Ford

Lead Member for Children and Young People

Councillor Paul McGeary

Lead Member for Housing

Councillor Paul Middleton

Lead Member for Corporate, Culture and
Leisure Services

Councillor Barry Mugglestone

Lead Member for Environment

Councillor Christopher Wilkins

Lead Member for Finance and
Transformation

Councillor Graham Williamson

Lead Member for Development and
Regeneration

Zena Smith
Democratic and Election Services Manager

For information about the meeting please contact:

Bernadette Lynch tel: 01708 434849

e-mail: bernadette.lynch@havering.gov.uk



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

Under the Committee Procedure Rules within the Council's Constitution the Chairman of the meeting may exercise the powers conferred upon the Mayor in relation to the conduct of full Council meetings. As such, should any member of the public interrupt proceedings, the Chairman will warn the person concerned. If they continue to interrupt, the Chairman will order their removal from the meeting room and may adjourn the meeting while this takes place.

Excessive noise and talking should also be kept to a minimum whilst the meeting is in progress in order that the scheduled business may proceed as planned.

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:-

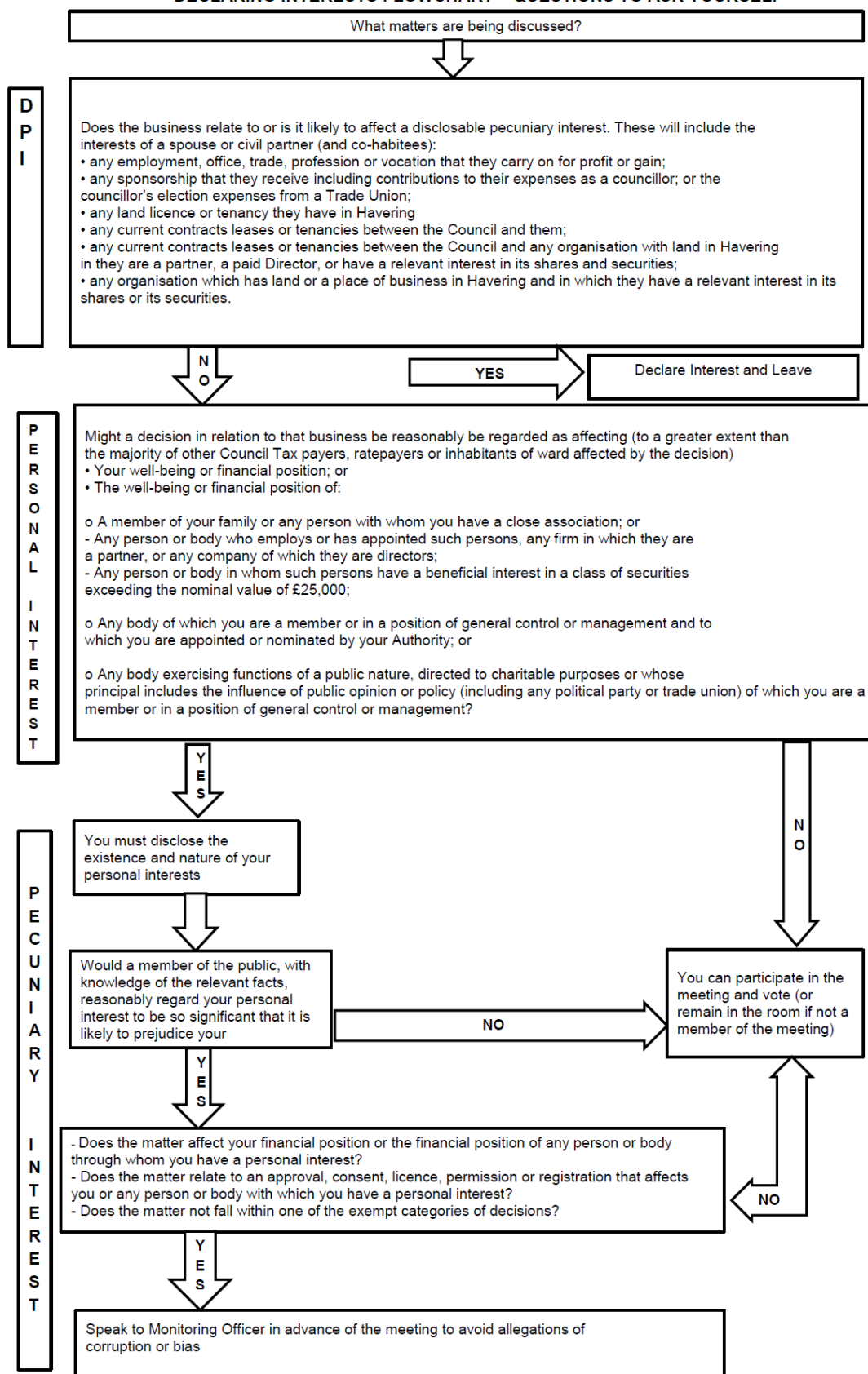
- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing,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

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



AGENDA

1 ANNOUNCEMENTS

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

2 APOLOGIES FOR ABSENCE

(if any) - receive

3 DISCLOSURES OF INTEREST

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

4 MINUTES (Pages 1 - 12)

To approve as a correct record, the minutes of the meeting held on **8th February 2023**, and to authorise the Chairman to sign them.

5 CCTV OPTIONS FOR THE BOROUGH (Pages 13 - 30)

6 REVIEW OF THE COMPLAINTS PROCESS (Pages 31 - 38)

7 CHILDREN AND YOUNG PEOPLE EDUCATION PLACE PLANNING PLAN 2023-27 (Pages 39 - 54)

8 BAN ON RELEASING SKY LANTERNS AND INTRODUCE A NEW POLICY (Pages 55 - 104)

9 HAVERING LOCAL DEVELOPMENT SCHEME 2023-2025 (Pages 105 - 120)

10 AUTHORITY MONITORING REPORT (Pages 121 - 172)

11 FINANCE - PERIOD 9 MONITORING REPORT (Pages 173 - 204)



MINUTES OF A CABINET MEETING
Council Chamber - Town Hall
Wednesday, 8 February 2023
(7.30 - 8.44 pm)

Present:

Councillor Ray Morgon (Leader of the Council), Chairman

Cabinet Member responsibility:

Councillor Keith Darvill

Lead Member for Climate Change

Councillor Gillian Ford

Lead Member for Adults and Health

Councillor Oscar Ford

Lead Member for Children and
Young People

Councillor Paul McGeary

Lead Member for Housing

Councillor Paul Middleton

Lead Member for Corporate, Culture
and Leisure Services

Councillor Barry Mugglestone

Lead Member for Environment

Councillor Christopher Wilkins

Lead Member for Finance and
Transformation

Councillor Graham Williamson

Lead Member for Development and
Regeneration

Apologies were received for the absence of Councillors .

48 ANNOUNCEMENTS

Members were advised of the Fire Safety procedure in the Chamber.

49 APOLOGIES FOR ABSENCE

There were no apologies for absence.

50 DISCLOSURES OF INTEREST

There were no disclosures of interest.

51 **MINUTES**

The minutes of the meeting held on 14th December were agreed as a correct record and the Chair signed them.

52 **EXCLUSION OF THE PUBLIC**

The Chair announced that the public should be excluded during the discussions of **agenda items 6, 12 and 13** 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 public were present during those items there would be disclosures to them of exempt information within the meaning of paragraph 3 of Schedule 12A to the Local Government Act 1972.

53 **PROVISIONAL ITEM: REQUISITION OF A KEY EXECUTIVE DECISION FOR AUTHORISATION TO AWARD A CONTRACT FOR THE EXTENSION AND MODIFICATION OF CENTRAL DEPOT.**

Provisional item: Requisition of a Key Executive Decision for Authorisation to Award a Contract for the Extension and Modification of Central Depot.

Further to the meeting of the O & S Board on 7th February, as the issue was not upheld the Chair announced that a discussion was not required.

54 **PROPERTY DISPOSALS**

Cabinet was presented with the **Asset Disposal Programme 2022-2028**

Report introduced by Councillor Graham Williamson.

This report considers the adoption of a medium-term asset disposal programme, as an integral part of the Council's wider Capital Strategy.

The proposed programme will span 2023/28 albeit the focus of this paper is upon the initial phase of disposals intended for completion by March 2024. Proposals for asset disposals within the subsequent 4 years will be the subject of further reports as part of the broader Capital Strategy updates to Cabinet.

It was confirmed that the Council would be able to demonstrate that open market value (OMV) has been achieved for each sale. Reserve prices would be set by officers in advance of any auctions.

The Cabinet agreed the following:

1. Declared the following assets as surplus to the Council's operational requirements:

- Former Century Youth House, Albert Road, Romford, RM1 2PS
 - Scotts Primary School House, 2 Bonington Road, Hornchurch, RM12 6TH
 - Newtons School House, Lowen Road, Rainham, RM13 8GL
 - Heather Avenue Workshop, 45 Heather Avenue, Romford RM1 4SU
 - Former Petersfield Avenue Depot, Harold Hill RM3 9PR
2. Agreed to the disposal of the assets identified within Appendix A, noting that the decision to dispose of car park assets is provisional at this stage and is subject to public consultation relating to the required modification of Traffic Management Orders relating to those sites, the outcome of which will be reported back to Cabinet upon completion.
 3. Agreed that the larger sites will be sold to Mercury Land Holdings Limited, where identified within Appendix A.
 4. Agreed to the disposal of the remaining assets within Appendix A by way of auction.
 5. Agreed the award of contract for pre-disposal services at the cost of up to £800,000 to Mercury Land Holdings, associated with the assets listed in Appendix A.
 6. Delegated authority to the Director of Asset Management in consultation with the Deputy Director of Legal and Democratic Services to conduct all appropriate steps to progress and conclude the 2022/23 asset disposals in a manner that satisfies all legal/regulatory requirements. This delegation to include the terms for any interim lease-back of operational assets and/or subsequent buy-back of assets not subsequently progressed by Mercury Land Holdings.
 7. Delegated authority to the Director of Asset Management in consultation with the Lead Member for Development & Regeneration to agree appropriate reserve values for those assets proceeding to auction.
 8. Authorised the Assistant Director of Public Realm to proceed with the process for the modification of Traffic Management Orders in respect of those car parks listed in Appendix A.
 9. Noted the further reports will follow, linked to Council's Capital Strategy, to seek formal Cabinet approval for the disposal of specific assets within the subsequent 4 years of the asset disposal programme. Declare the following assets as surplus to the Council's operational requirements:
 - Former Century Youth House, Albert Road, Romford, RM1 2PS
 - Scotts Primary School House, 2 Bonington Road, Hornchurch, RM12 6TH
 - Newtons School House, Lowen Road, Rainham, RM13 8GL
 - Heather Avenue Workshop, 45 Heather Avenue, Romford RM1 4SU

- Former Petersfield Avenue Depot, Harold Hill RM3 9PR
10. Agreed to the disposal of the assets identified within Appendix A, noting that the decision to dispose of car park assets is provisional at this stage and is subject to public consultation relating to the required modification of Traffic Management Orders relating to those sites, the outcome of which will be reported back to Cabinet upon completion.
 11. Agreed that the larger sites will be sold to Mercury Land Holdings Limited, where identified within Appendix A.
 12. Agreed to the disposal of the remaining assets within Appendix A by way of auction.
 13. Agreed the award of contract for pre-disposal services at the cost of up to £800,000 to Mercury Land Holdings, associated with the assets listed in Appendix A.
 14. Delegated authority to the Director of Asset Management in consultation with the Deputy Director of Legal and Democratic Services to conduct all appropriate steps to progress and conclude the 2022/23 asset disposals in a manner that satisfies all legal/regulatory requirements. This delegation to include the terms for any interim lease-back of operational assets and/or subsequent buy-back of assets not subsequently progressed by Mercury Land Holdings.
 15. Delegated authority to the Director of Asset Management in consultation with the Lead Member for Development & Regeneration to agree appropriate reserve values for those assets proceeding to auction.
 16. Authorised the Assistant Director of Public Realm to proceed with the process for the modification of Traffic Management Orders in respect of those car parks listed in Appendix A.
 17. Noted the further reports will follow, linked to Council's Capital Strategy, to seek formal Cabinet approval for the disposal of specific assets within the subsequent 4 years of the asset disposal programme.

55 APPROVAL OF THE HRA BUSINESS PLAN UPDATE, BUDGET 2023/24 & CAPITAL PROGRAMME 2023/24-2027/28

Cabinet was presented with the **HRA Business Plan update, Budget 2023/24 & Capital Programme 2023/24–2027/28**

Report introduced by Councillor Paul McGeary

This report sets a budget for the Council's Housing Revenue Account (HRA) and HRA Major Works and Capital Programme. Cabinet approved the Housing Asset Management Plan 2021-2051 in October 2021 and the budgets and projections of expenditure required to maintain the stock to a

good standard have been used in the preparation of the capital programme in this report. A summary is provided of the HRA Business Plan 2023-2053.

The Cabinet agreed the following:

1. Approved the Housing Revenue Account Budget as detailed in paragraph 3.5.
2. Agreed that the rents chargeable for tenants in general needs Council properties owned by the London Borough of Havering be increased by 7.0% from the week commencing 3rd April 2023.
3. Agreed that the rents chargeable for tenants in supported housing Council properties, such as sheltered housing and hostels, owned by the London Borough of Havering, are increased by 7.0% from the week commencing 3rd April 2023.
4. Agreed the four rent-free weeks for 2023/24 are: the week commencing of 28th August 2023, 18th & 25th December 2023 and the 25th March 2024.
5. Agreed that service charges and heating and hot water charges for 2023/24 are as detailed in paragraph 3.14 of this report.
6. Agreed that charges for garages should be increased by 7.0% in 2023/24 as detailed in paragraph 2.10 of this report.
7. Agreed that the service charge for the provision of intensive housing management support in sheltered housing for 2023/24 shall be as detailed in paragraph 3.17 of this report.
8. Agreed the Supported Housing Charge for HRA Hostels as detailed in paragraph 3.23 of this report.
9. Agreed that the rent charge to shared ownership leaseholders is increased by 7% as detailed in paragraph 2.9 of this report.
10. Agreed that the Careline and Telecare support charge should be increased by 7.0% for 2023/24 as detailed in paragraph 3.21 of this report.
11. Approved the HRA Major Works Capital Programme, detailed in Appendix 1a of this report and refer it to full Council for final ratification.
12. Approved the HRA Capital expenditure and financing for the 12 Estates Joint Venture and other acquisition and regeneration opportunities detailed in section and Appendix 1b of this report and refer it to full Council for final ratification.

Overview & Scrutiny Meeting 7th February 2023

At its meeting on 7 February 2023, the Overview and Scrutiny Board agreed the following comments and recommendations for consideration and response by the Cabinet:

- That the importance of securing a good performance by the housing contractor be recognised, given the impact of this on the budget through for example the imposition of penalty clauses.
- The Board agrees that the formula for Social Care Grant allocations is not fair to Havering. It is therefore important that any monies for Social Care are spent appropriately. Evidence on how such services are delivered in other boroughs should be considered.
- Clarity is needed over which proposals respondents to the consultation feel will have the most negative effect on them, as shown in section 6.8 of the Budget and Medium Term Financial Strategy report.
- That Cabinet undertakes a review of the use of earmarked reserves.
- Officer training should be reviewed to maximise the cost savings from the investment in IT.
- That details be provided on the impact assessments undertaken on the proposed reduction in the level of adult social care equipment provided and the review of subsidies for assistive technology provided to residents.
- The impact of the closure of the Corbets Tey toilets should be fully considered.
- That an explanation be provided of why the fee charged to utility companies for road closures is to be reduced.
- That clarification be given of why fines for flytipping and fixed penalty notices are not being reduced. Whilst accepting these levels are controlled by London Councils, the Board would like to establish what lobbying of London Councils has been undertaken on these issues.
- That an explanation be provided of why charges for solo motorcycle parking are being introduced when there was no such charge previously.

The Cabinet reviewed the above comments and a response will be provided to the Overview & Scrutiny Board.

56 THE 23/24 COUNCIL BUDGET SETTING REPORT AND 2023-2027 MEDIUM TERM FINANCIAL STRATEGY

Cabinet was presented with the **2023/24 Budget and 2023-2027 Medium Term Financial Strategy**.

Report introduced by Councillor Christopher Wilkins

The report sets out the Council's current financial situation and its approach to achieving financial balance over the period 2023/24 to 2026/27.

The Cabinet agreed the following:

- Agreed the Council Tax requirement for 2023/24 to be set at £149.070m as set out in section 6 and **Appendix G** of the report *(to follow in final version for Full Council)*;
- Agreed the Delegated Schools' draft budget set out in section 5.2 of this report;
- Agreed a 2.99% increase in core Council Tax for 2023/24 as set out in paragraph 6.9;
- Agreed an additional 2% Council tax increase for the Adult Social Care Precept;
- Noted the Medium Term Financial Strategy position as set out in Section 8
- Agreed the fees and charges schedule as set out in Section 9 and Appendix C
- Noted the risks to the 2023/24 budget as set out in Section 12
- Noted the requirements of S106 of the LGA 1992 Act as set out in Section 1
- Agreed that to facilitate the usage of un-ringfenced resources, the Chief Financial Officer in consultation with Service Directors will review any such new funds allocated to Havering; make proposals for their use; and obtain approval by the Leader and the Cabinet Member for Finance and Transformation.
- Delegated to the Chief Financial Officer in consultation with Service Directors the authority to make any necessary changes to service and the associated budgets relating to any subsequent specific grant funding announcements and to administer funding, where delays may otherwise adversely impact on service delivery and/or budgetary control, subject to consultation with Cabinet Members as appropriate.
- Delegated authority to the Cabinet Member for Adult Social Services and Health and the Leader to approve an annual spend plan for the Public Health grant.
- Delegated to the Directors of Children's and Adults authority to agree inflation rates with social care providers for 2023/24.

- Noted the Equalities Impact Assessment in respect of the CTS Scheme as set out in Appendix E to this report.
- Noted the summary version of the Council Tax Support Scheme for 2023/24 as set out in Appendix F to this report (unchanged from 2022/23).
- Agreed the Council Tax requirement for 2023/24 to be set at £149.070m as set out in section 6 and Appendix G of the report;
- The Delegated Schools' draft budget set out in section 5.9 of this report;
- A 2.99% increase in core Council Tax for 2022/23 as set out in paragraph 6.8;
- An additional 2% Adult Social Care Precept;
- That it pass a resolution as set out in section 14 of this report to enable Council Tax discounts for early payment to be given at the 2022/23 level of 1.5%.
- Recommend to Full Council that the Council Tax Support Scheme for 2023/24 is adopted as set out in Section 15 of this report (unchanged from 2022/23).
- To note and approve an estimated £0.292m of the £0.364m Council Tax Support fund 2023 provisional allocation to be used to credit £25 to an expected 11,690 Council Tax payers in receipt of Council Tax Support during 2023/24.
- To allocate the remaining Council Tax Support funding estimated at £0.072m to the Council Tax Discretionary Reduction policy.
- Delegate to the Chief Financial Officer the power to accept on behalf of the Council all grant funding allocated to the Council by external bodies, including central government (but provided that any new application for grant funding shall be in accordance with the Council's scheme of delegations).

57 5 YEAR CAPITAL PROGRAMME & STRATEGY - 2023/24 TO 2027/28

Cabinet was presented with the **5 Year Capital Programme and Strategy – 2023/24 to 2027/28**

Report introduced by Councillor Christopher Wilkins

This report sets out the Authority's Capital Strategy and presents the Council's proposed capital budget for 2023/24 and five year Capital Programme to 2027/28.

The Cabinet agreed the following:

1. Agreed to recommended to Council for consideration and approval the 2023/24 and 5-year Capital Programme noting the regulations for accessing new borrowing set out in section 1.3
2. Agreed that the Chief Financial Officer be authorised to allocate funding from the Capital Contingency included within the draft Capital Programme.
3. Agreed that externally funded schemes can be added to the capital programme up to £500k as and when funding is confirmed. Any external funding over £500k will be subject to approval by the Chief Financial Officer.
4. Approved the capital strategy contained within this report noting its impact on both the capital programme and the financial implications for setting the revenue budget for 2023/24 and beyond
5. Noted the capital prudential indicators included within the capital strategy when approving the capital programme to ensure affordability.
6. Approved the Minimum Revenue Provision Policy Statement which determines the amount of money set aside each year for the repayment of debt
7. Agreed that the Chief Financial Officer be authorised to re-profile capital budgets mid-year based on the updated forecasts provided by services and reported to the Senior Leadership Team as part of the capital monitoring process. This will assist in producing more accurate information for treasury management purposes.

58 **TREASURY MANAGEMENT STRATEGY STATEMENT**

Cabinet was presented with the **Treasury Management Strategy Statement 2023/24 and Annual Investment Strategy 2023/24 (“TMSS”), Treasury Indicators.**

Report introduced by Councillor Christopher Wilkins

This report fulfils the authority’s legal obligation under the Local Government Act 2003 to have regard to both the CIPFA TM Code/Prudential Code and Government Guidance.

The Cabinet agreed the following:

1. Agreed the Draft 2023/24 TMSS & AIS which will form part of the Budget Report to Cabinet on 8 February and Full Council on 1 March 2023.
2. Agreed the revised prudential and treasury indicators set out in Appendix 2 and 3.

59 BRIDGE CLOSE REGENERATION LLP - BUSINESS PLAN 2023-24

Cabinet was presented with **the Bridge Close Regeneration LLP Business Plan Refresh 2023-24**

Report introduced by Councillor Graham Williamson.

This report provides an update of the Bridge Close Regeneration LLP Business Plan 2022-2023 in light of the Council having acquired full interest in BCR LLP on 29th October 2020 and the approval by Cabinet authorising the update of the Bridge Close Regeneration LLP Business Plan to reflect the approved changes to the funding and delivery arrangements set out in the 16th December 2020 Cabinet report.

The Cabinet agreed the following:

1. Agreed the draft Bridge Close Regeneration LLP Business Plan 2023/2024 (the Business Plan) as attached at Appendix B.
2. Agreed the provision of a budget to enable the funding and delivery of the regeneration of Bridge Close as required and detailed within the exempt Financial Implications and Risks section; this budget to be included within the proposed HRA Capital Programme that will be considered by Cabinet in the Housing Revenue Account Business Plan update.
3. Agreed that the Leader of the Council, after consultation with the Director of Regeneration, the S151 Officer the and the Monitoring Officer, approve detailed business cases, funding arrangements and legal agreements as may be required to deliver the regeneration of Bridge Close as per the Business Plan 2023-2024.
4. Agreed to authorise the Director of Regeneration, acting in consultation with the Monitoring Officer and the Section 151 Officer, to negotiate, finalise and enter into all necessary legal agreements, as may be required, to bring into effect the proposed arrangements set out in Recommendations 1-3 inclusive.
5. Requested that the Director of Regeneration, in consultation with the S151 Officer and the Monitoring Officer, bring forward a report for the making of the Compulsory Purchase Order (CPO) for the Bridge Close Regeneration scheme at the appropriate time in the financial year 2023-2024.

60 HAVERING AND WATES REGENERATION LLP - 2023/24 BUSINESS PLAN

Cabinet was presented with the **Havering and Wates Regeneration LLP Business Plan and Budget 2023/2024**

Report introduced by Councillor Graham Williamson.

This Cabinet Report provides an annual update of the Havering and Wates Joint Venture Business Plan as required by Cabinet. When Cabinet agreed to establish the Havering and Wates Joint Venture (JV), this was on the basis that there would be regular (annual) reviews and Cabinet would be asked to agree on material changes to the business plan on an annual basis, in line with the annual budget setting process. This is the fifth review following the establishment of the JV in April 2018.

The Cabinet agreed the following:

1. Agreed and recommend the inclusion of a budget of £77.722m equity for the 12 Sites including Farnham and Hildene together with a budget of £70.148m for potential land acquisition/CPO costs within the proposed HRA capital programme that will be considered by Cabinet in January 2023 in the annual rent setting and capital programme report and that this is recommended to Council for final approval in February 2023.
2. Agreed to further forward funding for the remainder of phase 1 of the 12 Sites Programme, up to £66.647 million; for the development of the Waterloo and Queen Street Estate (an Increase of £33.687 million), and provide for an additional £1.700 million of forward funding on New Green (formerly known as Napier New Plymouth) and Park Rise (formerly known as Solar Serena Sunrise), subject to the approval of the required budget and funding referred to at Recommendation 1, and delegate authority to the Director of Regeneration to enter into the necessary forward funding agreements.
3. Approved the Havering and Wates Regeneration Joint Venture Business Plan dated January 2023, as attached as Appendix 2, subject to the approval of the budgets set out at Recommendations 1 and 2.
4. Delegated authority for the Director of Regeneration, in consultation with the Lead Member for Development and Regeneration, to agree on grant funding bids to support the 12 Sites regeneration programme in line with the assumed grant funding levels set out in Table 1 at Exempt Agenda.
5. Noted that the Leader of the Council, after consultation with the S151 Officer, the Director of Regeneration and the Director of Legal and Governance, shall be asked to approve detailed business cases and related viability assessments as may be presented under the Business Plan approved here dated January 2023.
6. Delegated authority to the Director of Regeneration to make variations to any of the existing joint venture agreements, as necessary, to implement any of the recommendations contained in this report.

7. Delegated authority to the Director of Regeneration, in consultation with the Leader of the Council, the Monitoring Officer and the Section 151 Officer, to accept grant funding up to the values set out in recommendation 4 (Table 1 Exempt Agenda) and enter into any required grant agreements or variations to existing agreements.
8. Noted the Leader of the Council, after consultation with the s151 Officer, the Director of Regeneration and the Director of Legal and Governance, has the authority to approve the business cases, related viability assessments and incorporation of the red line site known as Farnham & Hilldene scheme to be acquired entirely by the Council as may be presented during the Business Plan 2023-24 period.
9. Agreed to progress the development of Chippenham Road as a 100 per cent affordable scheme to be acquired by the Council, at a total development cost of approximately £57.992 million, with a final decision on the tenure of the 155 units to be agreed by the Director of Regeneration in consultation with the Director of Housing.
10. Noted that the Leader of the Council, after consultation with the s151 Officer, the Director of Regeneration and the Director of Legal and Governance, may be asked to approve the business cases, related viability assessments and incorporation of the red line site known as Royal Jubilee Court as may be presented during the Business Plan 2023-24 period.
11. Agreed that recommendation 11 is contained in the Exempt Agenda Report.
12. Authorised the Director of Regeneration to consider the appropriation of land at the appropriate time for Chippenham Road, Farnham and Hilldene district town centre and Royal Jubilee Court from the Housing Revenue Account (HRA) to the General Fund, for planning purposes and to consider the appropriation of land at the appropriate time back to the HRA.
13. Authorised the Director of Regeneration to review and approve the revised phasing plan for Waterloo and Queen Street as may be necessary and appropriate, in consultation with the Lead Member for Regeneration, the Director of Housing and the Section 151 Officer. The impact of any change will be included in the next Business Plan review report to Cabinet.

The Chairman



CABINET

Subject Heading:

Upgrading and future CCTV Provision in Havering

Cabinet Member:

Councillor Mugglestone

SLT Lead:

Sandy Hamberger

Report Author and contact details:

Chris McAvoy 01708 434023
Chris.McAvoy@havering.gov.uk

Policy context:

This Report relates to the Place Priority:
Havering is a safe place and committed to equality for all.

Financial summary:

The estimated cost of this Upgrade and CCTV Relocation Proposal is **£2.423m**, to be funded from Capital and CIL monies.

Is this a Key Decision?

This is a key decision as any option chosen will have an impact two or more wards or a potential expenditure of more than £500,000

When should this matter be reviewed?

It is expected that this matter will be ready for review in March 2023

Reviewing OSC:

People OSC

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

People - Things that matter for our residents

X

Place- A great place to live, work and enjoy

X

Resources – A well run Council that delivers for People and Place

SUMMARY

1. In line with the adoption of the new Vision for Havering “*The Havering you want to be part of*”, and making Havering a safer place in November 2022, Cabinet agreed to review and implement the Councils CCTV strategy.
2. As part of this, the Cabinet has reviewed the status of the current CCTV offer. Back in 2020, £5m of Capital Funding was agreed to review and upgrade the existing CCTV provision across the Borough, which has been in place since the 1990s.
3. The project was paused due to a number of factors; the Pandemic, a review of the Housing CCTV provision, undertaking a resident consultation, and timescales in relation to a review of council assets, including Mercury House where the current CCTV control room is sited, as well as the local elections.
4. Due to the aging infrastructure and overlapping, cross-sectional projects in other areas, this project has now been broken down into three discreet phases.
 - a. Phase one is the upgrading and relocation of the existing CCTV room and servers, and Town Centre Cameras. This has an indicative cost of £2.423m, which may change in-line with the associated procurement process required, given the current inflation issues, which may affect the previously identified costs.
 - b. Phase Two will be a review of the Housing Estate Cameras and future need, including new housing developments coming online.
 - c. Phase Three will be a review of the coverage of CCTV across the borough; this will need to be subject to resident and wider consultation and associated costings identified.
5. Options that have been explored as part of the wider project include:
 - Efficiencies and opportunities available from joint network installation with the SIP programme
 - Merging of services or sharing facilities with teams such as Telecare & Emergency Planning within the new CCTV Control and operation framework
 - Shared facilities with LBH Enforcement Team/other council teams
 - Alternatives to fixed cameras on housing estates (mobile/re-deployable CCTV)
 - Alternative funding arrangements for council tenants and leaseholders
 - Utilisation of CCTV to support local businesses, including control of access barriers, door entry etc.
 - Potential reduction in CCTV monitoring hours e.g. non-monitoring Mon – Thurs between 06:00 – 12:00
 - CCTV control of Parks Locking
 - Opportunities to improve broadband connectivity for residents across the Borough and associated income generating opportunities
 - Crime statistics
 - Other

6. However, given the on-going risk associated with the aging infrastructure, the upgrade needs to commence as soon as possible, which will support, and enable the subsequent two phases as appropriate.
7. Ultimately, an effective and reliable CCTV system plays an essential part in assisting the Council to fulfil its duties under the Crime & Disorder Act 1998, which requires local authorities to work with the police and other partners to prevent and reduce crime and disorder. CCTV is often requested by residents (IPSOS MORI and Budget Consultation), and helps considerably with reducing the fear/perception of crime. It is essential that the CCTV provision be invested in to ensure it continues to meet this requirement.
8. This report therefore seeks Cabinet approval to progress with the Phase One programme of work, for immediate commencement.

RECOMMENDATIONS

1. To agree the commencement of phase one of the CCTV Upgrade programme, which includes the creation of a new CCTV Control Room and Server Room environment
2. To agree the relocation from Mercury House to the second floor of Romford Library as part of this upgrade
3. To replace the old existing Public Town Centre Space CCTV cameras in Romford and the other Town Centres where applicable.
4. To note that this upgrade is expected to take between 12-18 months.
5. To link this upgrade to Romford Town Centre SIP project where possible.
6. To note that the subsequent two phases will be subject to future Cabinet Consideration and costings and consider the options raised above.
7. To agree the £5m Capital monies are available for the three phases.

REPORT DETAIL

1. Background

1.1. The current CCTV infrastructure has been in place since the 1990's. This has resulted in the aging infrastructure becoming prone to breakdowns and reliant on old analogue technology, not all cameras are connected to the Control room that presents a number of issues.

1.2. The current CCTV room is located within Mercury House, which has been decommissioned, which requires the relocation and upgrade of the CCTV environment to elsewhere.

2. Costs and scope of current CCTV provision

2.1. The main operational overheads associated with CCTV provision are related to CCTV Operators and monitoring costs for a 24/7 service, BT network rental charges, and general camera maintenance, repair and replacement. The Cameras and infrastructure to support are Capital costs.

2.2. There are currently 341 CCTV cameras covering locations in Havering, with 269 of these in Housing managed areas and 72 cameras across five of Havering's town centres. Out of the 269 Housing cameras, 88 of these are connected to and monitored through the central CCTV Control and the remainder (181), record on site. This means that if an incident occurs in one of the non-monitored locations an engineer is required to visit the site, view and download the respective footage before it is available for the police to utilise. This incurs a one-off cost on each occasion.

2.3. The following table shows the location and number of cameras in Town Centres across Havering;

Town Centre Cameras	
Collier Row	4
Elm Park	5
Hornchurch	9
Romford	47
Upminster	7
Total	72

2.4 The location of cameras in the Borough has always been determined through crime data analysis and this is now a legislative requirement, under the CCTV Commissioners Code of Practice.

2.5 All of the town centre and around 33% of the housing cameras are currently monitored 24 hours per day, 365 days per year by two operators in the CCTV Control Centre. There are daily incidents that the CCTV operators identify, report and share in real time with the police and where relevant, to town centre partners and Housing colleagues. Some incidents are potentially very serious and the real time monitoring/sharing of 'real time' intelligence by the Council enables the police to respond accordingly and bring many prolific offenders to justice.

2.6 It is common to get requests for CCTV cameras in areas where there is or has been criminal activity, anti-social behaviour and fly-tipping. It is not possible to meet that demand, given the current coverage and without the supporting crime data. Phase three of the project will consider wider coverage and provision and costs associated with that.

2.7 The annual operational cost of current CCTV provision in the Borough is £516k, which is apportioned between the HRA and General fund on an 80/20%- based on the number of cameras. This may be impacted by Phase Two and any changes arising from that.

3 Phase one – Upgrading and relocating the CCTV Room

3.1 An external CCTV consultant was engaged to ascertain the future CCTV and Control Environmental requirements, in line with industry standard requirements along with an initial costing. The scope was:

- Create a new CCTV Control Room and Server room environment
- Identification of the future location
- Install new Video Management System & recording - IP ready but to bring over the older analogue circuits until phase two is complete
- Upgrade network and 72 CS cameras
- All cabling, Installation and commissioning.

3.2 The Central Library was recommended as the new location, due to its central location, council ownership, building height, location of the LBH data centre, SIP project overlap and close proximity to the police station, The Police are regular visitors to the CCTV Control room and are co-located nearby.

3.3 The second floor was specifically identified as the most suitable location option for the following reasons:

1. It is already an underutilised but established office area
2. Library staff area is access controlled already (staff access only), but would still need additional access control to the room itself.
3. Facilities such as toilets and break out areas are already nearby but require a toilet and kitchen area inside the Control room as part of the SCC Certification process
4. No need to displace other teams or services (Citizens Advice)

3.4 The alterations/refurbishment required to support the CCTV relocation, including the formation of a new secure CCTV room, complete with industry required bespoke furniture and all the necessary services connections, fitted with a secure lobby and comfort cooling. Ancillary works shall include the formation of a rear entrance to the Central Library to facilitate 24/7 access of staff to the CCTV areas, and a new bespoke cabinet to serve the specific needs of the new CCTV room.

4 Estimated Costs of Phase one

The Capital costs were estimated to be £2.423m, and there is no anticipated increase in the annual operational revenue budget. This may change in line with inflation given the current climate. The cost breakdown is set out in **Appendix 1**

5 The Technical infrastructure required for digital CCTV systems

5.1 Appendix 2 sets out the various requirements for installation and operation of a new digital system along with an indication of associated costings and potential savings. It also highlights the option for use of re-deployable cameras, along with a cost comparison between the Council having its' own server rather than utilising Cloud Storage and why this option is being recommended

6 Phases Two and Three

6.1 Phase Two. Although the majority of cameras (269) in the current CCTV system are housing block locations, they are not part of the phase one upgrade, and will be upgraded as part of a phase two as part of the review of demand from housing.

6.2 As the bulk of cameras are HRA owned, and are monitored 24/7, 365 days per year, the ongoing revenue costs of the Housing CCTV system will continue to be charged proportionally as they are now within the current SLA. It should be noted that the recent STAR resident survey did not support a reduction in service provision in HRA areas.

6.3 Phase Three. This will be a review of the wider coverage and provision of CCTV requirements within the borough and are likely to be subject to resident and business consultation and not contained within the £5m Capital allocation or current revenue provision. This also includes the plan to consolidate existing council CCTV systems across a number of departments that currently sit in other directorates, which are not currently overseen or managed by Community Safety, and work towards Surveillance Camera Commissioner (SCC) compliance and the Information Commissioners Office (ICO) guidelines.

REASONS AND OPTIONS

7. Reasons for the decision:

7.1 The findings of the most recent surveys undertaken have consistently identified that Crime and Community Safety is one of the highest resident concerns in the Borough. This was strengthened by respondents stating that ASB in communities was the key thing that they were personally concerned about.

7.2 A further resident 'STAR' resident consultation took place in 2022 by HRA which further supported the installation of CCTV. The CCTV operators have also been involved in capturing dozens of evidential clips relating to very serious offences such as knife point robberies and GBH stabbings - of which these have been used by Police to secure arrest and convictions this year. The borough Police fully support the Town Centre CCTV system.

7.3 When residents were asked how they could be supported more, they stated that they would like more policing, CCTV and visible enforcement.

7.4 In the Ipsos Mori resident survey, 31% (the second highest response after Transports and pavements) of those asked, said crime and safety/policing was the biggest issue in their area.

7.5 All of these responses show that crime and the fear of crime are very much one of the key issues facing residents. The recommended upgrade to the CCTV system would therefore help reassure residents.

7.6 The recommended proposal would enable an immediate upgrade to the infrastructure of the CCTV system and replacement of the Town Centre cameras, enabling time for Housing Services to complete their consultation strategy with tenants and leaseholders. Requirements for Housing areas would then be added to the overall scope of the project, but funded separately by the HRA.

7.7 As stated in the body of the report, all of the technical and specialist advice that the Council has been given recommends replacement of the current system with digital as it is at end of life expectancy and will continue to deteriorate.

7.8 An effective and reliable CCTV system plays an essential part in assisting the Council to fulfil its duties under the Crime & Disorder Act 1998, which requires local authorities to work with the police and other partners to prevent and reduce crime and disorder.

7.9 A further consideration is that the current system is falling into disrepair which in itself is a breach of the Surveillance Camera and Biometrics Commissioner's guidance, and may in itself be a breach of the Data Protection Act 2018.

8. Other options considered:

8.1 Option one: Not have a CCTV Service/offer

The Council does not have a statutory duty to have a CCTV service, but it does have a statutory duty to reduce crime and disorder and the CCTV service is regarded as having a major impact on both the prevention and detection of crime and resident's perception of crime and the vital role it plays in reducing that fear. However, even this option is not without cost and decommissioning the cameras alone would cost an estimated £0.250M.

Appendix 3 is a benchmark exercise that was carried out against other boroughs to see what they are doing with regards to CCTV provision.

8.2 Option two: To outsource the CCTV service

Before externalising the contract, the system would have to be brought up to a reasonable and manageable standard, which would still require capital investment. There would still be the need to have a CCTV control room on the borough and therefore phase one of the report would still have to be carried out before this could be considered. This option would therefore not offer any benefits.

8.3 Option three: To not replace the CCTV system and maintain the status quo.

Although there is no capital investment associated with this option, due to the condition of the cameras and associated infrastructure there is significant risk associated with maintaining the cameras in their current state of deterioration and compliance with data requirements. Eventually the system will completely fail and will need to be decommissioned and at this point, funding will be required to undertake the decommissioning work.

There is also a pressing need to move the CCTV control room from Mercury House in order to allow the development of Mercury House to take place, so maintaining the status quo is also not an option.

8.4 Following assessment of the options, there was a strong preference for upgrading and maintaining the Town Centre Cameras and relocating the CCTV Control room.

IMPLICATIONS AND RISKS

9. Financial implications and risks

The financial implications associated with the recommended course of action of Phase one is estimated as shown below:

Current capital approval		
CCTV		
HRA		1,500,000
		3,500,000
Capital		5,000,000

	Costs
CCTV relocation	£
Architectural works	202,500
equipment and Implementation	1,836,690
	2,039,190
Assumed HRA capital share - 50%	1,019,595
GF capital share - 50%	1,019,595
Other GF elements	
town centre camera upgrade	383,775
total GF capital share of cost	1,403,370
funded from CIL	750,000
funded from GF borrowing	653,370
	1,403,370
Phase One estimated costs	£ 2,422,965

The estimated cost of Phase one will be contained within the £5m Capital and CIL monies. The remainder will be required for Phases Two and Three.

9.1 Legal implications and risks:

Whilst legislation does not require CCTV to be provided within public spaces and residential areas, the Crime & Disorder Act 1998 requires Local Authorities to work with the police and other agencies to prevent and reduce crime and disorder and CCTV plays a critical role in this in Havering and particularly in respect of the busy Night-time economy.

The risks of not having CCTV in the Borough include inability to support Police in identifying and apprehending suspects across the Borough and an increase in the fear

of crime and particularly in relation to women's safety, with Romford currently identified as having the highest number of assaults on women in the whole of London.

The risks of not having a compliant CCTV system and supporting processes is an issue and could be found to be a breach of the SCC guidelines and therefore the Data Protection Act if it is not fit for purpose, insecure and/or managed correctly.

9.2 Violence Reduction Duty

In addition to the already existing legal obligation to reduce crime and disorder within their area of jurisdiction, there are new duties being presided over by central government such as the Serious Violence Duty that will place a further obligation on authorities to reduce violence.

9.3 Human Resources implications and risks:

There is no impact as part of Phase one.

9.4 Equalities implications and risks:

Havering has a diverse community made up of many different groups and individuals. The council values diversity and believes it essential to understand and include the different contributions, perspectives and experience that people from different backgrounds bring.

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 demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and commissioning of its services, and employment practices concerning its workforce. In addition, the council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

There are potentially significant risks associated with reducing provision of CCTV within the Borough. These include an increased fear of crime and vulnerability of women and girls (based on Romford having the highest incidences of assaults on women out of all London Boroughs).

Additionally, there is a very active LGBT+ community within Havering and Romford is home to an established gay night. There is anecdotal evidence of Hate Crime from individuals who do not wish to report to the police and the findings from the inquest into the high profile Port case has had a profound effect on the LGBT community in the tri-borough, so additional safety measures are important to the community.

There has been some targeted extremist activity. A risk is that any reduction in CCTV would have a detrimental effect on the Council's ability to help protect BAME residents and visitors to the Borough and may increase their fear of crime.

9.5 Health and Wellbeing implications and Risks

There may be a potential risk to mental health amongst women, girls and vulnerable residents if CCTV were to be withdrawn or reduced across the Borough, as this could cause an increase in the fear of crime and perception that Havering is less safe.

BACKGROUND PAPERS

10 Background Papers

[Amended Surveillance Camera Code of Practice \(accessible version\) - GOV.UK
\(\[www.gov.uk\]\(https://www.gov.uk\)\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/674242/Amended_Surveillance_Camera_Code_of_Practice_accessible_version.pdf)

Appendices

Appendix 1. Breakdown of Capital Works Costs

Costs for the Architectural Works

Refurbishment of 2nd floor CCTV area £ 50,000

Mechanical works associated with comfort cooling in the CCTV area £ 40,000

Specialist FF&E installations £ 30,000

Improvements to rear Central Library access to provide 24/7 access for CCTV staff £ 15,000

Formation of a new comms. cabinet to serve the CCTV room £ 15,000

Contingencies / 20% £ 30,000

Professional Fees / 15% £ 22,500

Total **£202,500 x**

Equipment and Fit Out.

Control Room & Server Room equipment £286,400

Central Equipment £344,850

Transmission £574,150

Installation upgrade £350,000

Consultancy & Technical PM (7% of Contract) £108,880

Bloom Contract £ 5,440

Sub-Total **£1,669,720**

Overall Project Contingency Fund (10%) £166,970

Total **£1,836,690**

Grand Total **£2,039,190**

The total cost of the redesign of space in the Library and associated building works, equipment and installation to complete a new CCTV Control Room will be funded 50% by the Housing Revenue Account, as this will be the fundamental infrastructure required for hosting and monitoring any Housing camera's required.

HRA Contribution (50%)	£1,019,597
<u>Additional General Fund Costs</u>	
Town Centre Camera Upgrade	£325,000
Consultancy & Technical PM (7%)	£ 22,750
Bloom	£ 1,137
<i>Contingency (10%)</i>	<i>£ 34,888</i>
Total	£383,775
Plus 50% share of main project work	£1,019,597
<u>Tot General Fund Cost</u>	<u>£1,403,372</u>

Appendix 2 – Technical Specifications and camera capability

- 1. Storage of data:** Digital cameras need High Definition video streams (>6Mbps per 1080p camera), which require high bandwidth transmission paths and large storage servers preferably located in strategic edge recording nodes across the borough. In the case of large Public Space/Housing CCTV systems such as Havering, Petabytes of storage and gigabit transmission networks are required.

Cloud providers charge a monthly cost ranging from £8-10k per Petabyte of storage depending on the level of resilience required. They also charge a per transaction fee to send and retrieve data and whilst this is only fraction of a penny, will be a significant amount when storing and reviewing large video clips. In addition, Multi-gigabit connections are required to present the camera streams to the Cloud storage and to view the recorded streams in the control room each Gigabit broadband connection would cost £500-700 per month.

The above figures are in addition to the transmission costs (BT, wireless, private fibre) to connect each camera to a central point and it is therefore far more cost effective to purchase Council-owned storage servers.

2. Cloud storage V Physical storage – Financial comparison

The budget estimate for data storage included with this report refers to the cost of 700Tb of physical storage. This is to accommodate the upgrade to High Definition (1080P) for cameras. The cost of a suitable server is circa £215k.

The cost of equivalent cloud storage (Azure) would be circa £7k per month. However, other elements of central equipment are additionally required regardless of whether the storage is hosted in the cloud or on an independent server.

In addition, multi-gigabit connections are required to present the camera streams to Cloud storage and to view the recorded streams in the control room, each Gigabit broadband connection will cost £500-700 per month.

Therefore, taking a base revenue cost of £8k per month (96k per annum) over a 5 -year period, the overall cost identifies that owning our own storage servers is significantly cheaper;

Cloud Storage x 5 years cost	£480,000
Server one off cost (Capital)	£215,000
Saving over 5 years	£265,000

- 3. 'Line of Sight':** It is preferable to have clear line of sight to optimise bandwidth throughput and link availability, this allows the use of High Capacity wireless links (>10 Gigabit), is a very cost effective transmission medium and is very quick to deploy. Alternatives are to install duct / fibre which is expensive and time consuming or rented fibre circuits which comes with a revenue implication.

Appendix 3 Benchmarking of CCTV Provision in other London Boroughs

1. Council CCTV provision varies greatly across London and the following table provides an overview of current systems as well as details of CCTV systems provided by councils in Essex, where crime is transient across the Havering borders

Council	No. of cameras	Digital / Analogue	Monitoring arrangements	Comments
Barking & Dagenham	742	30/70	By Borough 24/7	Local CCTV suite. Part HRA funded as CCTV in estates, TMO cams separate.
Bexley	220	50/170	Police only	Not monitored since 2016, although maintain camera operation, post event recall. Separate TMOs. No HRA funding. Various petitions to have monitoring reinstated.
Brent	242	95/147	By Borough, 20 hrs per day	Completed an IP upgrade 2-3 years ago.
Brentwood	70+	All digital	By Council 24/7	Local CCTV Control currently all housing camera's being updated and changed from recording on site to central monitoring. Network owned by BC.
Bromley			By Borough, 24/7	Progressing HD upgrade across the borough.
Camden	1402	70/1332	By Borough, 24/7	New local CCTV suite. Currently upgrading all housing cameras to HD/IP and installing a borough wide IP network.
Croydon	100	All being upgraded to digital	By Borough 24/7	No HRA funding but some HRA cameras are standalone and are not accessible from the control room
Enfield			By Borough 24/7	Local CCTV control room/ARC
Epping Forest	800	Digital	By Council – 9-5pm daytime hrs	Local CCTV suite. Whole system upgraded to digital over 2 years. 24/7 Call-out arrangements in place to support Police investigations
Hackney	2880	350/2530	By Borough 24/7	Local CCTV suite. Currently on a 3 year program to upgrade all

				cameras (Public Space and Housing) to High Definition.
Hammersmith & Fulham	1200	700/500	Borough 24 hrs	50% upgraded - £5m investment
Haringey	193	131/62	Borough 24/7	Local CCTV suite. Currently upgrading all cameras to High Definition and building a new CCTV suite
Hounslow	914	712/202	Borough 24/7	Local CCTV suite. Just completed a large upgrade to High Definition cameras and integration of Housing.
Islington	1595	125/1470	Borough 24/7	Local CCTV suite. Currently undertaking an upgrade of all public space and Housing cameras to High Definition including the upgrade of the borough wide wireless network and Housing concierges.
Kensington & Chelsea			Linked to H&F	Stopped monitoring for period and recorded only. Now looking to bring back in house
Kingston	357	6/351	Borough 24/7	Local CCTV suite. Feasibility completed to undertake borough wide IP/HD upgrade.
Lambeth	503	40/463	Borough 24/7	Local CCTV suite. Currently procuring borough-wide IP/HD upgrade with CCTV suite refresh.
Merton	232	17/215	Borough 24/7	local CCTV suite. Feasibility completed to undertake a borough wide IP/HD upgrade.
Newham	519	All digital	Borough -101 cameras monitored 24/7	ASB cameras are on the Newham network. System not funded by HRA. Parking and ASB cameras separate.
Redbridge	600	All digital	By Borough 24/7	Local CCTV suite. Parking enforcement officers in situ to monitor MTCs and parking offences. 104 HRA cameras fully funded. Asset of 4G's for quick deployment. LBR owns it's fibre network. Parking enforcement cameras all under main CCTV.
Tower Hamlets				

			By Borough 24 hrs	Some HRA funding. Progressing a borough wide IP/HD upgrade.
Westminster			Police monitoring 24/7	

2. Out of those listed above, Bexley has a similar geographical make-up and crime types to Havering, but with less overall serious and violent crime. In the last 5 years, the CCTV system in Bexley has not been monitored during the daytime or evening and has operated on the basis that footage is downloaded after an event has taken place.
3. However, Bexley does not have the same night-time economy as Havering and in recent years, there have been a range of petitions from the public to re-instate CCTV monitoring. The Police have also taken up the function of viewing some of the footage when resources allow but this has had an effect on the on-the-ground policing numbers and it is more expensive to staff the CCTV room with police officers than LA Officers.
4. Havering's East BCU neighbours of Barking & Dagenham and Redbridge, both have 24 hour CCTV monitoring and have also invested in digital cameras and associated infrastructure. Although these Boroughs have some different community safety priorities to Havering, there is a significant amount of transient crime across the borders, which is more easily addressed through the collaboration in CCTV across the three boroughs. Politically it is likely to be very difficult to accept that Havering are the only borough in the Tri-borough region without an equivalent service.
5. The District in particular, which has the same crime pressures as Havering including high value stolen vehicles and violent crime. Epping Forest is a District Council with a population 50% the size of Havering, but the demographics are very similar. In the last few years, the Council has invested in new digital systems with over 700 cameras covering the district, although, these are only monitored during daytime working hours.
6. Several London Boroughs have increased public space CCTV coverage due to increased and new crimes and these include Hackney, Hounslow, Brent, Merton and Haringey. Many authorities are also upgrading and integrating Housing CCTV to their core systems.

This page is intentionally left blank



Havering
LONDON BOROUGH

CABINET

Subject Heading:

Complaints Policies

Cabinet Member:

Leader of the Council

SLT Lead:

Andrew Blake-Herbert

Report Author and contact details:

Jodie Gutteridge
Service Improvement Officer
01708 433747

Policy context:

Reviewing the Complaint Policies across the
Local Authority

Financial summary:

No financial implications

Is this a Key Decision?

Yes

When should this matter be reviewed?

March 2023

Reviewing OSC:

Overview and Scrutiny Board

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

X People - Things that matter for residents

Place - A great place to live, work and enjoy

Resources - A well run Council that delivers for People and Place.

SUMMARY

At present the Authority has a number of disparate, out of date policies relating to complaints. For our residents it can be a challenge to navigate and even understand the correct and most efficient way to raise a concern. This report seeks to consolidate, simplify and deliver an effective and consistent approach.

We have conducted initial research and recommendations referred to in this report are for further validation and socialisation with our regulatory partners and key stakeholders. It is also recommended that we conduct four week consultation with residents. Therefore, we would propose to bring back a full set of recommendations along with the team changes linked to the target operating model and new complaints system collectively in summer 2023.

Through the initial research we have found that we do not have clear and consistent category definitions residents are unable to easily identify when a concern may be a 'Service Request' or when an issue would become a 'Formal Complaint'. This again causes confusion for our residents and can result in the incorrect signposting of an issue thus causing unnecessary delays.

According to the Local Government and Social Care Ombudsman "Effective Complaint handling for local authorities" document written in October 2020, "If a complaint does not fall under a statutory process then it is for us to determine how to respond to the complaint properly. A good complaint process is flexible depending on the complaint and the complainant. There is no right or wrong number of stages to a non-statutory complaint process, what matters most is you investigate the complaint robustly and consider your findings properly. Once you are satisfied with your response you should direct the complainant to the Ombudsman". This does not necessarily have to be at the end of our complaint process, but once we are satisfied there is no merit in further consideration and we have reached our final decision.

RECOMMENDATIONS

With this guidance in mind we are looking to explore, validate and consult on the following recommendations:

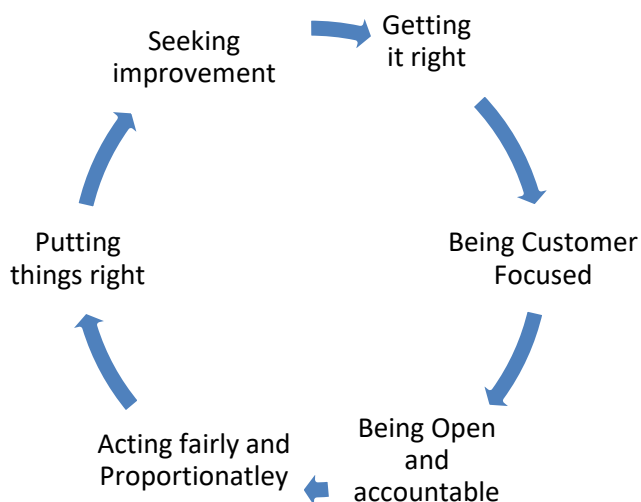
1. We review and bring together all relevant policies into one easy to understand document, this will include statutory complaints, corporate complaints, data complaints and housing.
2. We have a clear and concise policy (up to 6 pages) that identifies the legislation covered, the objectives of the policy and the difference between a statutory and corporate complaint.
3. We have appendices for the definition and procedure for each area (statutory complaints, corporate complaints (including housing complaints), data complaints and Member enquiries.
4. We provide clear and consistent definitions for complaints, general enquiries and service requests within this policy.
5. We consider an informal complaint stage for those who would like to raise concerns without lodging a formal complaint.
6. We review and reduce the current 3 stage process, striving for a right first time, 1 stage policy where applicable (noting some statutory processes will not allow this).
7. We review and adjust the response timeframe to support a right first time approach, likely to be 20 working days. This gives the officers enough time to conduct a full investigation, with a view that this will then mean they will not develop into an ombudsman complaint.
8. We ensure that data is used and analysed more effectively. A performance report is produced on a bi-monthly basis and that a quarterly report is taken to Overview and Scrutiny sub-committee.
9. Senior Officers will be accountable for complaints with Assistant Directors/ Heads of Service conducting spot checks which will enable them to make changes to improve services.
10. Service improvements, lessons learnt and trends in activity will be provided to Senior Leaders in order to feed in to strategic improvement plans. This will be further supported by lead members who will be able to consider repeat service issues and whether changes to current policies are required.

REPORT DETAIL

For a good complaint process, it is essential that the right people are involved at the right time, and that officers are able to make changes / decisions when something goes wrong.

Learning from our complaints should be at the centre of our complaints process and this should inform any contracting arrangements / monitoring in place. We should have an effective reporting mechanism in place which will provide performance details to the right people to ensure the correct decisions are being made.

A good complaint process has six stages.



Getting it right –We will ensure our policy complies with the relevant law and should be clear and easy to access. We should spend time planning the investigation at the beginning and be clear with the complainant what the outcome is and what we will be doing to make it right.

Being customer focused – We will make sure all our complainants are able to make a complaint if they want to, so we should have reasonable adjustments in place to accommodate everyone e.g. an easy read document. We should be clear on our timescales and update the complainant if there are any delays in response. Once a decision has been made, we should consider whether the complainant requires any support understanding the outcome, e.g. do they require an in person meeting to discuss the findings?

Being open and accountable – We will ensure our policy and website makes it clear to everyone that they can complain and how they can do it. We should ensure to feedback who is looking into the complaint and what information has been considered in the investigation.

Acting fairly and proportionately – We will offer support to our residents should they wish to complain, this means accepting complaints over the phone for those unable to read, write or providing interpreting services for those who need them (BSL/Language interpreters) .

The complainant will be made aware that there is the option to challenge the decision if they remain unhappy.

Putting things right – We will ensure that when something has been highlighted as being wrong, we should put this right as soon as possible, and not wait until the complaint has been closed, but ensure we tell the complainant how and when this will / has been put right.

Seeking improvement – We should monitor the reason for all our complaints. If we are receiving multiple complaints about the same issue, this can be a sign of systemic failure. By making sure there is a mechanism in place so we can learn from complaints will help us improve our services.

Local Authorities frequently provide services by arrangement with a third party partner or external provider. The law says the Ombudsman can treat the actions of third parties as if they were actions of the council, where any such third party arrangements exist (Local Government Act 1974, section 25(6) to 25(8)). We should work with our providers on what the complaint process will be and ensure they are aware of when they should refer to our complaint process and when other channels are more suitable.

Our goal is to make our senior officers more accountable for complaints, in the hope that this would encourage better investigations into the complaint. It is suggested that Assistant Directors / Head of Service will spot check complaints which will enable them to make changes to improve services.

We should be providing reports on our performance to internal staff on a monthly basis to ensure any trends are picked up at the earliest opportunity. We should also provide an annual report on our complaint handling performance and make this information available to the public in the interest of openness and transparency. This will also enable us to focus on the learning and improvements from complaints and not just on the numbers.

The Local Government Ombudsman identifies that councillors have an important dual role signposting and pursuing complaints on behalf of the members of the public, and scrutinising the delivery of local services. This has been highlighted as an area of improvement for the new policy whereby we will improve the Members Enquiry function, providing guidance for members and local officers on what constitutes a members enquiry and how they will be responded to, but will also include a standing item at scrutiny on a bi-monthly basis where the performance of complaints, including any lessons learned, will be fed back. This will be the opportunity for members to ask questions to ensure we are doing things right. There is a whole section on the Local Government Ombudsman website specific to [scrutiny questions](#), as well as a "[councillor handbook on handling complains for service improvement](#)".

Following on from this Cabinet report, Officers will undertake further work to refine the final recommendations before consulting with stakeholders, regulatory bodies and our residents. An updated report with a revised draft policy will be brought back to Cabinet in summer 2023.

Please note that any complaint against councillors will not fall under this complaints policy, they are subject to the Member's Code of Conduct.

REASONS AND OPTIONS

Not applicable.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no financial implications to make the recommendations highlighted in this report.

Legal implications and risks:

We must ensure we are adhering to all legislation for corporate, statutory and data protections complaints when updating our complaint policies, this includes but is not limited to:

- GDPR,
- FOI act,
- The Children's Act 1989
- The Local Authority Social Services and National Health Service Complaints (England) Regulations 2009

Human Resources implications and risks:

There are currently no HR implications or risks that impact on the Councils workforce as a result of reviewing and developing a new complaints process. However, should the outcome of the review lead to a need to make changes to the structure of the current complaints teams, these changes will be undertaken in accordance with the Councils Organisational Change policy and procedure.

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/identity.

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 initial EIA has been drafted in advance of writing the complaints policy to identify any potential areas of concern that would need to be included. At this time this includes potential impacts on those residents who does not have access to or know how to use a computer to complete online (Socio-economic/ age) as well as those residents who are unable to read / write (learning difficulties) or whose first language is not English (language). Reasonable adjustments will be identified and included in the new policy and a full EIA will be available alongside the updated complaints policy.

Health and Wellbeing implications and risks:

There are no health and wellbeing implications to make the recommendations highlighted in this report.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

Having more than one policy uses more carbon to store each of them on our website, and by only enabling our customers to use an online form also uses more carbon, so by reducing the number of documents we have and enabling our residents to contact us in a number of ways will reduce the amount of carbon we produce.

BACKGROUND PAPERS

[Corporate Complaints Policy \(current\)](#)

[Getting the best from complaints – Department of Education and Skills](#)

[Effective complaint handling for local authorities – Local Government and Social Care Ombudsman](#)

This page is intentionally left blank



Havering
LONDON BOROUGH

CABINET

Subject Heading:

Children and Young People Education
Place Planning Plan 2023-2027

Cabinet Member:

Councillor Oscar Ford, Cabinet Member
for Children and Young People

SLT Lead:

Robert South, Director of Children's
Services

Report Author and contact details:

Trevor Cook, Assistant Director for
Education

Trevor.cook@havering.gov.uk

Tel. 01708 431250

Policy context:

The Strategy has implications for all wards
in the borough.

Financial summary:

No financial implications from approving
the strategy, however, there will be
significant financial implications arising
from its delivery.

Is this a Key Decision?

Yes

When should this matter be reviewed?

August 2023

Reviewing OSC:

Children & Learning

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

People - Things that matter for residents **X**

Place - A great place to live, work and enjoy

Resources - A well run Council that delivers for People and Place.

SUMMARY

In Havering we have seen an increase of 52% in the number of births between calendar years 2002 to 2016. This includes a 19% increase in the birth rate from 2012 to 2016. However, since the birth rate peaked in 2016, we have seen a year on year reduction in the birth rate in Havering, with the birth rate decreasing by 11% between 2016 to 2021.

The birth rate in Havering has declined from 2016/17 onwards which in turn has resulted in a decrease in 0-5 population.

In the early years phase – the most recent data (2022) shows that the total number of 3 and 4 year old accessing 15 hours of free provision in all schools and settings has decreased from 3392 in 2020 to 3161 in 2022.

It is placed within the context of the coronavirus (COVID-19) pandemic which continues to have a significant impact on families resulting in a changed demand for childcare. The scale of the impact may take some time to be fully understood.

In the primary phase, the birth rate peaked in 2015/16 and has declined year on year since. This has resulted in lower Reception intakes in 2021/22 and 2022/23 following the peak intake in 2020/21.

It is too early to predict whether low primary rolls will continue in Havering. The school place planning team will continue to oversee School Organisation issues, monitoring each new release of school rolls and projections throughout the year to assess how schools can continue to be supported during this period of fluctuating demand for school places.

In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier projections had indicated. Plans for a new secondary school have therefore been paused.

To meet the growing need in SEND, Havering has submitted an application to the DfE for a new 300 place all through free school, to meet the growing need for children and young people aged 5 to 19 years old who have complex or severe ASD, SEMH and SLD needs.

Similarly, to meet the growing need for Alternative Provision places, Havering is applying for a new 150 place all through AP free school through the AP free school application wave, in partnership with KORU Independent provider.

This plan is intended to update the Cabinet on the latest school places data and set out the proposed approach to meet that growing demand for the next five

years, in the context of new national expectations about this changing role. The plan is also intended to:

- help the school community understand the longer term population trends and the implications for their schools;
- let parents and the wider community of Havering know what changes are planned and how their views and preferences have contributed to key planning decisions;
- outline to potential sponsors of new schools, such as Academies and Free schools, contextual information about Havering's changing school population.

RECOMMENDATIONS

That Cabinet:

1. Approve the draft Children & Young People Education Place Planning Plan (C&YPEPPP) in Havering 2023-27;
2. Approve the circulation of the draft C&YPEPPP for consultation to all stake holders in early years and school place planning;
3. Delegate the determination of the final C&YPEPPP, to the Cabinet Member for Children's Services in consultation with the Director of Children's services;
4. Approve for the LA to launch a competition to select a proposer for the new special free school if the application is successful.
5. To note that a further report will be going to Cabinet, that will set out the details of each proposal, the consultation process and indicative costs and funding for each scheme.

REPORT DETAIL

1. Introduction

- 1.1 In Havering we have seen an increase of 52% in the number of births between calendar years 2002 to 2016. This includes a 19% increase in the birth rate from 2012 to 2016. However since the birth rate peaked in 2016, we have seen a year on year reduction in the birth rate in Havering, with the birth rate decreasing by 11% between 2016 to 2021.
- 1.2 This reduction in birth rate is also reflected in a reduction in the total fertility rate- that is the average number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year throughout their childbearing lifespan. It is a better measure of trends than the number of livebirths, since it accounts for the size and age structure of the female population of childbearing age. In Havering in 2016, the total fertility rate was 1.97. By 2021, this had reduced to 1.66, similar to the rates seen 20 years ago. This shows that on average, the number of children women of childbearing age are having has reduced.
- 1.3 The lower birth rate and the lower total fertility rate all indicate that there will be a reduction in demand for mainstream education and school places in the future, due to fewer children being born in the borough.
- 1.4 The number of primary age pupils (Years R- 6) in Havering schools is expected to rise from 23,223 in 2021-22 to 24,619 in 2026-27. Despite the declining birth rate, the projected primary demand in Havering is driven by the new housing planned in the Romford and Rainham areas, hence the expected increase in the primary population between 2021-22 to 2026-27. By 2031-32, pupil numbers are forecast to be 24,246 (this is lower as a result of a declining Reception intake from 2021/22).
- 1.5 The number of secondary age pupils (years 7-11) in Havering schools is expected to rise significantly from 14,929 in 2021-22 to over 17,331 in 2028-29 (the end of the standard forecasting period). Beyond this point, the longer term strategic forecasts indicate that pupil numbers will continue to rise, although this estimate is heavily influenced by projections of new housing development beyond 2025, the principal driver for Havering's long term strategic forecasts. Any further major housing developments in any of the secondary planning areas may require new school sites and school provision in order to accommodate the school place demand.
- 1.6 The number of Havering pupils with an EHCP is expected to rise significantly from 2138 in 2021-22 to 3167 in 2026-27 – a 48% increase. A new special school and new SEND Units will be needed to meet this growing need.

- 1.7 This substantial change in primary, secondary and SEND population requires an agreed plan to enable the Council to continue to meet its responsibility to ensure there are sufficient school places available for children and young people in the right areas and at the right time to meet demand, whilst maintaining a focus on high quality education as well as enabling a culture of high performing and financially sustainable schools.

2. Early Years Education and Childcare

- 2.1 We are aware that assessing the childcare market and ensuring a sufficiency of provision is both a complex and a constantly moving challenge. Analysis of childcare places for 0-4 year olds shows that there continues to be sufficient across the borough.
- 2.2 Overall there is a decline in the 2,3 and 4 year olds projections in line with the decline in birth rate and 0-5 population.
- 2.3 We are projecting an increase in demand for 2,3 and 4 places in the following wards Beam Park, Rush Green & Crowlands and St Edward's. This is due to the amount of housing planned in those wards. Both new primary schools due to be open to meet demand in those areas will have a nursery.

3. Primary Places

- 3.1 As a result of declining birth rate we are projecting a decline in the Reception Intake from 2021/22 onwards.
- 3.2 In some planning areas, we will need to closely monitor and put measures in place to address surplus.
- 3.3 Primary School Forward Plan by planning area- Reception need

Planning Area	Surplus/Deficit of places				
	By 2022-23	By 2023-24	By 2024-25	By 2025-26	By 2026-27
Collier Row	2	2	3	4	2
Elm Park and S. Hornchurch	0	0	1	1	0
Harold Hill	1	1	2	2	1
Hornchurch	1	1	2	2	1
Rainham	0	-1	0	0	0
Romford	0	0	0	0	-2
Upminster and Cranham	1	0	1	1	0

**To note the 2026/27 forecast is based on a projected birth rate.*

- 3.4 Options to address surplus/deficit by planning area:

- **Collier Row-** In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. Permanent PAN reduction is required in order to reduce the surplus in this area.
 - **Elm Park and South Hornchurch-** No action required. A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area.
 - **Harold Hill-** In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area. Further permanent PAN reduction is required.
 - **Hornchurch-** In the immediate term will need to assess each year whether in-year variation(s) will be needed to manage the surplus in this area. Permanent PAN reduction is required in order to reduce the surplus in this area.
 - **Rainham** - No action required. As part of the Beam Park development in this area a new 2FE primary school is due to be delivered in 2026-27.
 - **Romford-** As part of the Bridge Close development in this area a new 3FE primary school is due to be delivered in 2026-27.
 - **Upminster-** A school in this area has already determined a lower PAN going forward via the determined admission arrangements in order to manage the surplus in this area.
- 3.5 Over the period of the plan, the projected primary demand in Romford and Rainham is driven by the new housing planned for these areas. As the future primary need is led by housing there is a need to ensure that the new schools planned to help meet the school place demand from the new housing are delivered at the right time. If the schools open and the housing is delayed, this will lead to surplus places that will impact all schools in the area. The timing of opening new schools is crucial in order to ensure school places are delivered in the right place at the right time.

4. Secondary Places

- 4.1 In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier

projections had indicated, and as the future demand is linked to housing being delivered, plans for a new secondary school have therefore been paused.

4.2 The current surplus capacity for Year 7 is 13 % across Havering, however this varies across planning areas. By the end of the forecasting period (2028/29) there is projected to be a capacity deficit of 1% in Year 7 across the borough (based on current capacity data).

4.3 Secondary School Forward Plan by planning area- Year 7 need

Planning Area	Surplus/ Deficit of places						
	By 2022-23	By 2023-24	By 2024-25	By 2025-26	By 2026-27	By 2027-28	By 2028-29
North	0	-1	-1	-1	-2	-2	-2
Central	4	1	1	0	-2	-5	-3
East	4	3	3	3	2	1	1
South	4	3	3	3	2	1	2

**To note the 2026/27 forecast onwards are based on a projected birth rate.*

- **Secondary-** Please note that both schools in the North planning area have already undergone permanent expansion; Redden Court has expanded by 2FE and Drapers' Academy has expanded by 1FE having declined to expand further. Therefore, the need for places in this planning area will have to be met by available places in the neighbouring Central planning area.
- The projected need in the Central planning area is towards the end of the planned period; however, this is linked to housing in the area being delivered. The need can initially be met via available places in secondary schools in the South and East planning areas.
- The 2027/28 year 7 intake represents the peak primary cohort transferring to secondary school and it is expected that after this year the year 6 cohorts transferring to secondary school the following year will be smaller. Therefore, the aim would be to implement temporary increases in PANs if needed in order to accommodate the larger cohorts transferring from primary to secondary, on the understanding that future year 7 intakes would start to reduce. Permanent solutions would be considered if the growth in 2027/28 were sustained.
- In the secondary phase, current projections indicate that there is no immediate demand for a new secondary school in Havering, as earlier projections had indicated, and as the future demand is linked to housing being delivered, plans for a new secondary school have therefore been paused.

- Nevertheless, we will closely monitor the year 7 intakes for future years and if it appears that the growth in year 7 in 2027/28 will be sustained, we will need to start discussions about the need for a new secondary school.

5. Post-16 Provision

- 5.1 Demographic forecasts from the GLA show that the 16-19 cohort in Havering is projected to increase over the next few years.
- 5.2 The projections show that the number of Havering residents accessing full or part time education is projected to continue to increase from 2022/23 onwards. The projected increase in demand can be met within the existing capacity of Havering Sixth Form College and FE college.
- 5.3 The projections show that the number of students expected to study at a Havering school sixth forms is projected to increase from 2024/25 onwards. The Harris Federation will open a new, co-educational, 16-19 sixth form in Rainham in September 2023. The new sixth form will have 400 places and partner with the sixth forms at Harris Academy Chafford Hundred and Harris Academy Riverside, once it opens. It will offer academic A-levels and Level 3 BTECs. The projected increase in demand will be met by the new sixth form.
- 5.4 Future priorities over the plan period - Post 16
- To secure sufficient resources for world class learning so that all young Havering residents are able to access such opportunities, particularly for learners with support needs.
 - Ensuring that the technical education reforms and the introduction of the Technical study programmes including the new T Levels help address Havering's need for a highly skilled workforce. The two year qualifications as an alternative to A Levels, other post-16 courses or an apprenticeship.
 - Improving the availability of high quality careers guidance throughout Havering raising aspirations amongst local young people. This includes increasing the need for schools and colleges to engage with employers in order to meet the Gatsby Benchmarks.
 - Continuing to promote and develop the Apprenticeship offer in Havering, including the Higher level Apprenticeship opportunities up to level 7.

6. SEND Places

- 6.1 The [Havering High Needs Strategy](#) has been developed and gives details of our local offer and the changes that will be implemented to ensure that the needs of children and young people with SEND are met.
- 6.2 Over the period of this plan we are projecting an increase of 48% in the number of Havering residents with an Education Health Care Plan statement attending primary, secondary, special school and post-16 provision in a Havering or in an out-borough SEND provision.
- 6.3 Borough wide projections for Havering residents with an Education Health Care Plan or a statement attending primary, secondary, special school and post 16 provision in a Havering or in out borough SEND provision.

Academic year	Cognition and Learning	Communication and Interaction	SEMH	Physical and/or Sensory	Totals
2020/21	544	905	272	173	1894
2021/22	574	1057	312	195	2138
2022/23	620	1110	361	191	2283
2023/24	660	1207	417	191	2474
2024/25	705	1310	489	192	2697
2025/26	738	1422	567	196	2922
2026/27	783	1536	642	206	3167

- 6.4 The table above highlights that for:

- Cognition and Learning – historical trend shows an increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- Communication and Interaction – historical trend shows a high increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- SEMH – historical trend shows an increase between 2020/21 and 2021/22. We expect this trend to continue going forward.
- Sensory and/or Physical - historical trend shows an increase between 2020/21 and 2021/22. We expect there to be a small decrease between 2021/22 and 2022/23 and for this to slowly increase from 2024/25 going forward.

6.5 Future priorities over the plan period- SEND;

To meet the growing need for SEND places, the LA will

- Deliver a new 300 place all through free school to meet the needs of children and young people aged 5-19 years who have complex or severe ASD, SEMH and SLD needs by 2026.
- Deliver more SEND Units in mainstream settings to create more places for pupils with Communication and Interaction, Cognition and Learning and SEMH needs, who can best be supported in mainstream provision or a SEND Unit where appropriate.
- Revisit capacity in current local special schools to increase place numbers where possible, investigating the need for additional space to accommodate more children and young people
- Develop a community base in conjunction with a specialist provider and establish a coordinated Education Other Than At School (EOTAS) provision for children with EHCPs to support children and families who are either out of school or who are struggling to attend mainstream school until more special school places are available.

7. AP Places

7.1 Havering's published permanent exclusions data over the last seven years is shown below:

Academic Year	Permanent Exclusions	Withdrawn Exclusions	Reinstated after panel hearing
2015/16	28	0	0
2016/17	44	0	0
2017/18	37	0	0
2018/19	17	0	0
2019/20	4	10	0
2020/21	0	32	0
2021/22	3	62	1

7.2 Havering saw an increase in permanent exclusions in 2016/17 which led to a restructure in 2018, strengthening the Havering's inclusions service and the implementation of the 'School Inclusions Referral Gateway' being established in collaboration with its schools and academies.

With Havering's permanent exclusions reducing year on year, it has given rise to an increase in withdrawn permanent exclusions and directions offsite to AP for a period of support and intervention, as illustrated in the table above.

This trend of withdrawn exclusions has resulted in schools and the local authority utilising alternative provisions to support these pupils who have complex backgrounds, presenting with non-engagement, dysregulation or mental ill health.

- 7.3 As a result 30% of the pupils who were placed into AP were supported to engage with Child & Adult Mental Health Service (CAMHS) and Havering's Special Educational Needs Service, which subsequently diagnosed disorders that in some cases led to the issuing of an EHCP.
- 7.4 During COVID-19 AP referrals reduced by 54% due to school closures. After the pandemic numbers increased by 78%, with cases being presented with more increased levels of complex needs. Havering also experienced over 100% increase in Elected Home Education (EHE) referrals during COVID, with currently there being 308 open cases on Havering EHE register.
- 7.5 As shown in the table below we are also projecting an increase of 59% in the number of pupils requiring an educational entitlement in alternative provision from 2020/21 to 2026/27.

Pupils referred to - AP actuals and predicted to 2026/27

Academic year	Autumn	Spring	Summer	Total
2018/19	133	112	48	293
2019/20	20	110	20	332
2020/21	138	105	142	385
2021/22	237	288	172	697
2022/23	197	198	175	571
2023/24	202	201	178	581
2024/25	205	205	181	591
2025/26	208	209	184	601
2026/27	212	212	187	611

10% of these pupils have been identified as having SEND or an EHCP

7.6 Future priorities over the plan period- Alternative Provision

- To apply for a new 150 place all through AP free school through Wave 2022 with KORU as the Lead provider.
- Further develop the 'AP Out Reach Offer' - utilise as an Early Intervention to address needs and avoid suspensions and permanent exclusions.
- To maintain the Havering prospectus of approved provisions, including independent and academy establishments that the Local Authority contributes funding towards to, ensuring Quality Monitoring and Evaluation visits are completed and standards are met.
- Work with schools to enable them to be inclusive, ensure Havering schools are inclusive in supporting vulnerable children and young people by identifying needs early and putting the right support in at the right time to enable them to achieve and be aspirational.
- Improve smooth transition of pupils from primary to secondary and provide extended out of school space and activities for vulnerable pupils who come from deprived and complex backgrounds.

8. Next steps

We are asking the Cabinet to approve the draft C&YPEPPP. The C&YPEPPP would then be circulated for consultation to schools, parents, the Dioceses and all other school place planning stakeholders. Following the end of the consultation period the C&YPEPP plan would be revised appropriately and then subject to approval by Lead Member be circulated as the approved C&YPEPPP for the next four years.

Key Milestones	Date
Cabinet decision on Draft C&YPEPPP	8 March 2023
Consultation Period	April – June 2023
Decision by Lead Member and Director of Children's Services on Final C&YPEPPP	July/Aug 2023
Circulation of approved plan	Sep 2023

REASONS AND OPTIONS

9. Reasons for the decision:

This decision is necessary to progress the strategy for ensuring there are sufficient school places in Havering to meet the rising pupil population.

10. Other options considered:

It was considered that the Council could proceed with the proposed changes without an agreed C&YPEPPP in place. However as the Council is in the leadership role for implementing any changes necessary to ensure sufficiency, it should be consulting with stake holders on its proposed strategy for meeting the challenge of the rising school population and in so doing reduce the risk of these plans being unsuccessful.

IMPLICATIONS AND RISKS

11. Financial implications and risks:

Approval of the plan, which sets out the authority's aims and aspirations for education provision in the borough, does not give rise to any financial implications. However, implementation of the plan will have significant financial implications. The most significant of these being capital costs arising from the delivery of additional school places and the associated revenue implication once these places are filled.

There are no costs associated with the submission of bids for free school as this will be completed by existing Council officers. A successful bid could attract millions of pounds of investment in providing a new school in the borough which otherwise would need to be funded by the Council. Before any successful bid is accepted the financial implications will be fully assessed.

CAPITAL

There was £21,953,472 of Basic Need grant awarded for 2020/21 and most of that funding is already committed to deliver additional SEND places. The most recent basic need announcement in March 2022 saw an allocation of £2,031,819 for Havering to fund places up to the 2025/26 academic year.

Until detailed plans for the provision of additional school places are formulated, it is difficult to say whether this funding will be sufficient to meet the costs arising. Havering has put in applications for a new special free school and a new AP free school through Wave 2022 of free schools. Both schools are needed by 2025 to meet the growing demand for SEND and AP

places. If the bids are not successful consideration needs to be given on how these will be funded or on alternative delivery options.

Potential options for bridging any funding gap are as follows:

- S106 contributions/Tariffs/CIL
- Contribution from the DSG as agreed by the Schools Forum
- Further grant allocations
- Council Receipts
- Successful bids to the DfE for funding Free Schools within the Borough
- Borrowing (although there would be associated revenue costs)

The financial implications of the whole school expansion programme will be kept under review as details plans for the delivery of additional places becomes clearer. This will consider the estimated capital cost and funding sources plus the revenue implications of schools and the local authority. Any significant issues will be reported through the appropriate channels as necessary. It is expected that an update will be provided to Cabinet in November 2023.

REVENUE

Revenue Implications

Revenue funding for mainstream schools is met from the Schools Block of the Dedicated Schools Grant (DSG). This includes a specific separate allocation for growth and falling rolls.

If the reduction in the number of primary school places is achieved as outlined above, then the funding allocated to schools will fall in line with the reduced Schools Block funding resulting from the overall fall in primary pupil numbers. If the reduction outlined above does not take place then the separate allocation for growth and falling rolls can be used to provide protection to those schools that will be operating with classes that are not filled. The allocation for growth and falling rolls may not be sufficient to provide full protection leading to budget pressures in those schools with unfilled places.

The growth in secondary school places will be met from the separate allocation for growth and falling rolls and by the increase in the Schools Block funding resulting from the overall increase in secondary pupil numbers.

Revenue funding for SEND and AP places is met from the High Needs Block of the dedicated schools grant. If the new 300 place special school is delivered and the application for a new 150 place AP academy is successful, the additional 450 places will need to be funded from Havering's High Needs Block allocation.

The annual cost per place, net of additional funding received, averages £24,000. Although 450 new places will need to be funded, it is expected that overall expenditure in the High Needs Block will be lower if the new places are created than if they are not. This is because pupils attending the new provisions would otherwise be placed in out of borough and independent settings costing more than £24,000 per annum.

12. Legal implications and risks:

The draft C&YPEPPP will be subject to consultation. It is critical to a sound consultation that it is meaningful, in other words the consultees must be given sufficient information and time to comment and their responses must be conscientiously taken into account by the decision maker before the decision is taken to finalise the C&YPEPPP.

The Council has a statutory duty to secure that efficient primary and secondary education are available to meet the needs of the population of their area. (Section 3 Education Act 1996). It is clear that without a strategy to increase the provision within the Borough over the next few years the Council may fall into breach of its statutory duty. Under Section 6A Education and Inspections Act 2006 if a local authority in England consider that a new school needs to be established in their area, they must seek proposals for the establishment of an Academy. The C&YPEPPP indicates that new schools are likely and as and when this arises officers will be provided with detailed legal advice.

Individual proposals will need to be submitted for approval for all those schemes requiring statutory approval. Detailed legal advice will be provided on individual cases as they arise.

13. Human Resources implications and risks:

There are no Human Resource implications of, or risks relating to, the proposed decision

14. 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.

If Cabinet approves the C&YPEPPP, then the Plan will be sent to all parents and stakeholders for consultation. A full EQHIA will be carried out when finalising the C&YPEPPP.

15. Health and Wellbeing implications and Risks

There are no health and wellbeing implications of, or risks relating to, the proposed decision.

16. ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

There are no environment and/or climate change implications associated with this Report.

That said, new builds are encouraged to adopt reduced carbon-centric approaches to development, and this is advanced through the tendering and procurement processes expected in all LBH engagement with external service providers as part of the pursuit of best value.

BACKGROUND PAPERS

Draft Children and Young People Education Place Planning Plan 2023-27



Havering
LONDON BOROUGH

CABINET

Subject Heading:

Policy on the release of sky lanterns, helium balloons and the unauthorised use of fireworks on Council owned or managed land

Cabinet Member:

Councillor Darvill

SLT Lead:

Sandy Hamberger – Assistant Director of Policy, Performance & Community

Report Author and contact details:

Jodie Gutteridge | Corporate Policy & Performance Lead

Nick Kingham | Corporate Projects Manager

Policy context:

Introducing a new policy on banning the release of sky lanterns, the release of helium balloons and the unauthorised use of fireworks on Council owned or managed land in line with the Council's Climate Change Action Plan and ambition to be carbon neutral by 2040 or sooner.

Financial summary:

The view of the Finance Department is that maintaining and enforcing this policy can be contained within existing resources.

Is this a Key Decision?

This proposal will have a significant effect on two or more wards

When should this matter be reviewed?

This policy will be reviewed in four years.

Reviewing OSC:

Places OSSC

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

People - Things that matter for residents

Place - A great place to live, work and enjoy **X**

Resources - A well run Council that delivers for People and Place.

SUMMARY

A briefing paper (attached as Appendix A) on a proposal to ban the release of sky lanterns and helium balloons and the unauthorised use of fireworks on Council owned or managed land was considered by Cabinet Members and the Senior Leadership Team in 2022.

Following consideration, it was agreed that officers would look at the options for the implementation and enforcement of a ban and undertake a public consultation with a view to banning these activities where practicable.

It was further agreed to bring a policy proposal to Cabinet (attached as Appendix B).

RECOMMENDATIONS

This report recommends that:

1. Cabinet decides, with immediate effect, to adopt the policy banning the release of sky lanterns and the release of helium balloons on Council owned or managed land.
2. Officers, in consultation with the Lead Member, develop a Communications Strategy to educate, influence and support alternative options in order to protect Havering's green heritage and wildlife, in line with the Havering Climate Change Action Plan (HCCAP) and the Council's Local Plan environmental ambitions.
3. Cabinet also agrees to include within the policy a ban on the unauthorised use of fireworks on Council owned or managed land.

REPORT DETAIL

EXECUTIVE SUMMARY

A briefing note on the release of sky lanterns was prepared following a number of representations from local residents. An updated briefing note, which outlines the background, issues and arguments for and against adopting a policy, is attached as Appendix A.

As part of the Council's commitment to listen to the community a consultation was launched on the Council website. This was publicised by the Communications Department via the usual channels.

The consultation closed on 12th February 2023. 512 responses were received and the analysis shows that there is overwhelming support for a ban on all items (see table below).

A copy of the analysis is appended to the report (Appendix C). The key findings are:

Question	Yes	No	Not Sure	Not Answered
Should Havering Council ban the release of sky lanterns on Council land?	94% (481)	4% (23)	1% (7)	1% (1)
Should Havering Council ban the release of helium balloons on Council land?	91% (467)	4% (21)	4% (20)	1% (4)
Should Havering Council prohibit unauthorised firework displays on Council land?	89% (454)	6% (33)	4% (22)	1% (3)

Comments from respondents included:

- *They are extremely dangerous and cause untold suffering to wildlife and farm animals.*
- *So dangerous and just end up as litter.*
- *They do look so pretty but we have to be sensible and accept they are too dangerous.*

- *It should be banned across Havering including on private land and peoples gardens.*
- *Ban their release across Havering.*
- *There should only be official firework displays, fireworks should not be sold to the public.*
- *The Council has more important things to focus on than trying to restrict residents. Once you have your own house in order, you can look at other things.*
- *I say no because they are beautiful yes they may be harmful but stay away to be safe and it might sadden many hearts that love the event and have seen them every year.*
- *I don't see that it will stop their release - people will just release them from domestic sites which may then be more dangerous.*
- *Havering doesn't own the sky.*

ISSUE

The issues are set out in the attached briefing note (Appendix A) and were considered by Cabinet and the Senior Leadership Team in 2022.

In summary of the briefing note the key issues are:

- Risk of harm to animals and wildlife
- Risk of fire
- Increased littering
- Increased use of plastics and bamboo
- Dangers of interference in air space
- Sky lanterns may be mistaken for distress flares
- Encouraging slave labour practices by less reputable manufacturers overseas.

BACKGROUND

The risks and dangers associated with the release of sky lanterns, helium balloons and the unauthorised use of fireworks are becoming more widely known. Although these items are legal to manufacture and sell, there have been increasing calls to ban their sale and use by organisations such as the Royal Society for the Prevention of Cruelty to Animals (RSPCA), the Civil Aviation Authority (CAA), the Local Government Association (LGA) and the National Fire Chiefs Council, among others.

The UK government has, to date, not banned the use of sky lanterns or helium balloons. To date, 188 local councils have banned the use of sky lanterns on their land. Locally, this includes Redbridge and Essex County Council.

The Policy

The policy proforma is attached as Appendix B and includes the principles and commitments set out below.

Havering Council will:

- i. Refuse permissions for the release of sky lanterns from any Council owned or managed land regardless of the purpose for the release.
- ii. Refuse the sale of sky lanterns at any Council event.
- iii. Refuse permissions for the release or permanent fixture of helium balloons from any Council owned or managed land regardless of the purpose for the release.
- iv. Refuse the sale of helium balloons for the purpose of release at any Council event.
- v. Require the Council's 'standard conditions of contract' relating to outdoor events and organised functions on land or property owned and/or managed by Havering Council to prohibit the release of sky lanterns and the release of helium balloons regardless of purpose.
- vi. Prohibit unauthorised firework displays on Council owned or managed land.

REASONS AND OPTIONS

Reasons for the decision:

1. Representations received by the Council from concerned residents.
2. Increased awareness of the risks and dangers posed by sky lanterns, helium balloons and the unauthorised use of fireworks.
3. The need to be clear and consistent about the Council's approach to these matters across all council services.
4. The consultation exercise shows that there is overwhelming support for a ban.
5. The ban would be consistent with the ambitions of Havering Council as set out in the Havering Climate Change Action Plan (HCCAP) and the Local Plan.

Other options considered:

1. Do nothing
2. Do not adopt a policy but run an awareness campaign to promote alternative means of celebration
3. Borough wide adoption of a Public Spaces Protection Order (PSPO) in respect of these matters.

IMPLICATIONS AND RISKS

Financial implications and risks:

If a policy were to be adopted, maintaining and enforcing it would need to be considered. The costs of enforcement have not yet been fully established but it is expected that the additional duties can be covered from existing resources.

Legal implications and risks:

The Council can insert a standard clause in the licences and hiring terms and conditions and possibly within Council owned properties, the tenancy terms and conditions which sets out that the release of balloons and sky lanterns in Council owned, or managed land and premises is prohibited because they can potentially lead to loss of life, damage to property, risk to wildlife and farm animals, and increase in pressure on the police, fire service and medical emergency services, and that the prohibition is reasonable. There are separate legal processes for the amendments of the above contracts. Where it is not possible to amend existing contractual arrangements, these could be addressed upon renewal or when a new contract is put in place for a lease, license or hire arrangement.

As stated in the report the consultation ended on 12th February 2023. The consultation was extensive and approximately 90% of constituents consulted agreed that sky lanterns and helium balloons should be prohibited on council owned land. In line with the case of *R v London Borough of Brent ex parte Gunning*, four principles must be met in order for there to be a legitimate consultation (*The Gunning Principles*). Members must be satisfied these have been followed. These are: i) the proposals were consulted on at a formative stage (a final decision has not been made or predetermined), ii) sufficient information and reasons have been given for the proposals to enable the consultees to consider them and respond intelligently, iii) adequate time has been allowed for consideration and response for participants, iv) 'conscientious consideration' has been given to the consultation responses before a final decision is made, providing evidence this has been undertaken.

Human Resources implications and risks:

If the Council introduces a policy banning the release of sky lanterns, helium balloons and the unauthorised use of fireworks on council owned or managed land, there will be resource implications in terms of people and money to develop, implement, manage and enforce it. However, if a policy is not introduced there could still be resource implications as a result of continued littering, or in response to a sky lantern causing a large fire in the borough.

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.

A full EqHIA has been completed for the policy and it has identified that the policy will impact on a number of our residents, but only if they would like to partake in activities on council owned or managed land. Examples of these would be weddings where fireworks are being requested or venue hire for baby showers / gender reveal parties where mass balloon releases may occur. It has been established within the policy for these occasions a standard clause is to be inserted in the licences and hiring terms and conditions which sets out clearly that the release of sky lanterns, the release of helium balloons and any unauthorised firework displays on Council owned or managed land and premises is prohibited and alternative options will be highlighted.

Health and Wellbeing Implications and Risks

The release of sky lanterns, mass balloon releases and unauthorised firework displays causes environmental effect to people's health through pollution the quality of air in Havering. Through the implementation of the policy to ban them will help mitigate the impact these have on peoples' health. This has been identified within the Equality & Health Impact Assessment.

Environmental and Climate Change Implications and Risks

The introduction of a policy to address these matters is consistent with Havering Council's climate ambitions as detailed in the Havering Climate Change Action Plan (HCCAP).

The policy provides an opportunity for the Council to signal to the wider community that it has a resolve to maintain and improve the green heritage of the Borough.

This matter has been considered and discussed at the Green Forum where it was supported.

With climate change already affecting the Borough, the adoption of this policy mitigates the risks of fires during hotter and drier summers.

BACKGROUND PAPERS

Key organisations campaigning for the government and council to ban the release of Sky Lanterns

<https://www.nationalfirechiefs.org.uk/News//government-joins-nfcc-in-urging-people-not-to-light-sky-lanterns/250773>

<https://www.rspca.org.uk/getinvolved/campaign/endskylitter>

<https://www.rspca.org.uk/adviceandwelfare/litter/chineselanterns>

<https://www.nfuonline.com/assets/33963>

<https://www.nfus.org.uk/news/news/councils-applauded-banning-sky-lanterns>

<https://www.recyclingwasteworld.co.uk/news/fire-chiefs-issue-nationwide-alert-on-chinese-lanterns/88054/>

https://www.farminguk.com/news/councils-across-uk-urged-to-introduce-ban-on-sky-lanterns_47792.html

<http://publicapps.caa.co.uk/docs/33/CAP736.PDF>

<https://www.countryside-alliance.org/news/2020/4/alliance-warn-against-setting-off-dangerous-sky-la>

<https://www.onegreenplanet.org/animalsandnature/balloon-releases-are-killing-animals/>

<https://www.mcsuk.org/campaigns/dont-let-go-councils>

https://www.mcsuk.org/downloads/pollution/beachwatch/MCS_balloons_and_chinese_lanterns_policy.pdf

<https://www.countrysideonline.co.uk/care-for-the-countryside/sky-lanterns/>

<https://www.horseandhound.co.uk/news/wales-sky-lantern-ban-643939>

Other information used to inform this briefing note

<https://services.parliament.uk/Bills/2017-19/skylanternsprohibition.html>

<http://www.legislation.gov.uk/ukxi/2005/1803/contents/made>

<https://www.tradingstandards.uk/news-policy/news-room/2014/industry-puts-safety-first-with-sky-lantern-code-of-practice> or
<https://www.nfuonline.com/assets/33963>

<https://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Commons/2019-05-20/256216/>
<https://services.parliament.uk/Bills/2017-9/skylanternsprohibition.html>

[https://hansard.parliament.uk/Commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns\(Prohibition\)](https://hansard.parliament.uk/Commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns(Prohibition))

<https://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Lords/2017-12-04/HL3838/>

<https://services.parliament.uk/Bills/2017-19/skylanternsprohibition.html>

<https://www.nightskylanterns.co.uk/files/sky-lanterns-report-20190403.pdf>

<http://www.bbc.co.uk/news/uk-england-28900374> Regulation EC No 1272/2008 and No 1907/2008

<https://www.bbc.co.uk/news/world-europe-50971250>

<https://metro.co.uk/2020/04/15/fire-chiefs-warn-campaign-light-sky-lanterns-nhs-workers-12557429/>

<https://www.independent.co.uk/news/uk/home-news/sky-lanterns-coronavirus-nhs-support-rspca-fire-legal-wildlife-a9466606.html>

<https://www.express.co.uk/news/uk/1199768/council-ban-sky-lantern-balloon-release-bonfire-night-environment>

<https://www.horseandhound.co.uk/plus/news-plus/calls-for-outright-ban-of-balloon-and-sky-lantern-releases-hh-plus-712727>

Sky Lanterns Prohibition bill: [https://hansard.parliament.uk/commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns\(Prohibition\)](https://hansard.parliament.uk/commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns(Prohibition))

ADAS report - Sky lanterns and helium balloons: http://randd.defra.gov.uk/Document.aspx?Document=11133_AC0229-DefraWAGReportFinal.pdf

Trading Standards Institute – Code of Practice
2014: https://www.nightskylanterns.co.uk/files/Sky_lanterns_Industry_Code_of_practice_final_v1_20140108.pdf

Important information on Sky
Lanterns: <https://www.nightskylanterns.co.uk/files/sky-lanterns-report-20190403.pdf>

Premium Sky Lanterns - Night Sky
Lanterns®: <https://www.nightskylanterns.co.uk/10-premium-sky-lanterns-white-eco-friendly.php>

Appeal to stop Councils from banning all sky
lanterns: <https://www.nightskylanterns.co.uk/blog/?appeal-to-stop-councils-from-banning-all-sky-lanterns>

<https://www.independent.co.uk/news/uk/home-news/sky-lanterns-coronavirus-nhs-support-rspca-fire-legal-wildlife-a9466606.html> But the company told *The*

BBC Gloucestershire, 2011). Glastonbury Festival boss Michael Eavis has also called for a nationwide ban on sky lanterns (BBC News Somerset, 2011).

<http://wales.gov.uk/docs/desh/publications/130514sky-lanternshelium-balloons-assessment-en.pdf>

<https://www.fwi.co.uk/news/oxfordshire-council-becomes-latest-ban-sky-lanterns>

<https://lincolnshirereporter.co.uk/2020/03/lincolnshire-county-council-to-consider-sky-lanterns-ban/>

Haverling officers contacted as part of the research and legislation cited:

1. James Rose Parks Development Manager
2. Karen Proudfoot|: Head of Enforcement and Safety
3. Louise Watkinson: Head of Public Protection
4. Trevor Meers: Corporate and Community Resilience Manager and Chair of SAG Board
5. Paul Ellis: Group Manager Public Realm
6. Keith Bush: Public Protection Manager (Licensing and Trading Standards Manager)
7. Gareth Nicholson: AD Customer and Communications (with regards to events)
8. Mark Butler: Director Asset Management

UK Parliament, Environmental Protection Act 1990

UK Parliament, Clean Neighbourhoods and Environment Act 2005

<https://www.tradingstandards.uk/news-policy/news-room/2014/industry-puts-safety-first-with-sky-lantern-code-of-practice>

https://www.havering.gov.uk/download/downloads/id/3157/parks_and_open_spaces_-_event_application_form.pdf

Council websites and public documentation reviewed as part of this briefing note

<https://cmis.essex.gov.uk/essexcmis5/Document.ashx?czJKcaeAi5tUFL1DTL2UE4zNRBcoShqo=yJ4FyN07t738pRF7vDSXgjhfuR4dBLEN69xzaNcLIAB7b65md6KC5q%3D%3D&>

<https://www.nottinghamshire.gov.uk/policy-library/40649/sky-lanterns>

<https://www.kent.gov.uk/about-the-council/strategies-and-policies/environment-waste-and-planning-policies/sky-lanterns>

https://www.birmingham.gov.uk/info/20100/policies_plans_and_strategies/2160/policy_prohibiting_the_intentional_release_of_balloons_and_sky_lanterns

https://www.orkney.gov.uk/Files/Committees-and-Agendas/Development%20and%20Infrastructure/DI2017/14-11-2017/Item09_Policy_Intentional_Balloon_Sky_Lantern_Re

<https://global.foreignaffairs.co.nz/2020/04/17/mil-osi-uk-highland-council-urges-do-not-light-sky-lanterns-for-nhs-and-social-care-workers/>

https://www.southlanarkshire.gov.uk/info/200172/plans_and_policies/1728/balloon_and_sky_lantern_releases

<https://democracy.hertfordshire.gov.uk/documents/s14934/09%20Item%206%20Sky%20Lanterns%20and%20Balloon%20Policy%20f.pdf>

https://www.norwich.gov.uk/info/20010/environmental_issues/2313/sky_lantern_and_balloon_release_ban

This page is intentionally left blank

Appendix A POLICY BRIEFING NOTE:

Should Havering Council ban the release of Sky Lanterns in the Borough, and what would the key policy ramifications be?

EXECUTIVE SUMMARY

The release of sky lanterns is controversial. They are not banned products, and are legal to buy and sell. They can be purchased from retailers, ranging from event and party suppliers to budget 'pound' stores and similar outlets. They are also widely available on the internet - a simple internet search provided some 1,100 + links. The economic value cannot be easily determined as they are usually made abroad, and can be part of a balloon or party industry offer. DEFRA's commissioned Sky Lanterns 2013 Report stated that they were not a significant employer or economic factor in the UK economy. Since then the number of sky lanterns purchased has reportedly reduced considerably to 200,000 a year, following the impact of the bans already in force across some 189 Councils (RSPCA & County Landowners Alliance).

A number of key organisations are campaigning for both the Government and Councils to ban sky lanterns (e.g. Countryside Landowners Alliance, National Farmers Union, National Firefighters Association, Marine Conservation Society, Civil Aviation Authority, and the RSPCA). The Welsh government and a number of countries have already taken this step.

Sky lanterns have not been banned by the UK government despite petitions and support from cross-party MPs for progressing a bill in relation to banning their usage but Councils were encouraged to adopt local measures. Subsequently over 189 Councils across England and Wales have adopted policies to ban the release of sky lanterns on their land, in support of the acknowledged key dangers, namely fire risk, harm to wildlife and other wider environmental factors.

DEFRA's report concluded that whilst there are significant risks, the probability was too low to warrant a wholesale ban, and encouraged individual Councils to determine their stance. Havering has a duty to consider steps to protect its Green Heritage, notably its Sites of Special Scientific Interest, nature reserves, trees, farmland and agricultural land. Against this, the Council must consider how to enforce a ban if a policy is agreed, and the inability to protect against the risk from sky lanterns that could travel from other Boroughs into Havering and those released within the Borough from private land sites.

There are four key options for consideration outlined in this briefing note. The recommendation is Option 4: to agree a policy banning the release of sky lanterns on Council land, together with adopting other decisions and actions for enforcement. The Council should also consider including banning the unauthorised use of fireworks on land it manages, indeed Members have already looked at this in light of RSCPA guidance. A number of further decisions and actions would be required to support this policy; these have already been identified and, after discussions with a number of relevant officers, are not considered onerous. This issue would be revisited as part of a Policy Report for Members.

The economic impact to the borough's economy is not considered significant and a policy supported by a compelling "hearts and mind" narrative may benefit Havering's Environment further through the encouragement of "alternatives" to Sky-Lantern releases such as "plant-a-tree" initiatives.

ISSUE

The key risks posed from the construction of sky lanterns, which typically comprise a paper balloon on a wire, plastic or bamboo frame are harm to wildlife, farm animals and marine life. They have caused issues in air-space and in coastal environments and impact on the issue of plastic usage, littering and bamboo stocks. The lanterns are 'powered' by a naked flame and, by design, are not controllable or predictable as to where they land. In the UK, sky lanterns must comply with relevant consumer product safety legislation, notably the General Product Safety Regulations 2005 (GPSR); however, that is not generally the case, as the market has seen inferior and non-complaint versions readily available. This carries an inherent fire risk: whilst incidents are low, they can be major when they happen as highlighted by some examples later in this briefing note.

BACKGROUND

In Asia and elsewhere around the world, sky lanterns have been made for centuries, to be launched for play or as part of long-established festivities.

The sky lantern market is relatively new to the UK, and the industry is not currently represented by any particular bodies. Theoretically, sky lantern sellers are eligible to join organisations such as the Balloon and Party Industry Alliance (BAPIA) and the Balloon Association (NABAS) as they are part of the 'party industry' but evidence suggests that few have done so.

Since early 2000, sky lanterns have become popular across the UK for individual use and at events, such as festivals. They have been subject to controversy, with the following incidents experienced:

- Causing fires, e.g. Smethwick Recycling Plant, Dorset Nature Reserve and Krefeld Zoo
- Injuring or killing wildlife, marine life and farm animals
- Being mistaken for distress flares
- Interfering in air space (one near miss recorded at 200,000 ft on a flight to City of London Airport)
- Littering - they are not all biodegradable
- Increasing plastic and bamboo usage
- Encouraging slave labour practises from less reputable manufacturers overseas.

In 2014 DEFRA published a Code of Practice, which set voluntary minimum standards to inform Authorities, Council Committees, members of the public and all stakeholders about the differences between sky lanterns and how they could be enjoyed safely.

In 2014, the Chartered Trading Standards Institute (CTSI), with co-operation from the Department for Rural Affairs and Industry, developed a detailed Industry Code of Practice for Sky Lanterns, with good practice guidance for designers, manufacturers, distributors, and retailers.

Havering Trading Standards Enforcement Service considers complaint allegations relating to the manufacture, distribution, or supply of unsafe consumer products. This would include specific complaints relating to the manufacture, distribution or supply of alleged unsafe sky lanterns occurring within the London Borough of Havering. Lanterns which are placed on the market, or are supplied, that do not adhere to the product safety recommendations within this Code of Practice, are more likely to breach the requirements of GPSR 2005.

Havering Trading Standards cannot instigate a wholesale ban on the sale, supply or use of sky lanterns and balloons within the London Borough of Havering. A ban would require the adoption of a Policy through the appropriate Council governance process. Alongside a policy a number of other decisions and actions would be required to support the enforcement of this in Havering.

Since 2014, a number of petitions and questions have been asked in Parliament, notably by Ruth George, then Labour MP for High Peak, who introduced a Ten Minute Rule Bill in the House of Commons in 2019 calling for the banning of sky lanterns. The bill passed its first reading but failed to complete its passage through Parliament before the end of the session. (This means that the Bill will make no further progress).

The national campaign to ban, came to the fore in April 2020, following the proposal by Fabio Paduanelli, owner of Sky Lanterns UK Ltd, for a national mass release of his lanterns in support of a fund-raising campaign to thank NHS staff for their efforts during COVID-19. There was significant public outcry and his proposal was rejected on the grounds of the danger with organisations such as NFA and DEFRA asking the public to use alternatives to sky lanterns due to the dangers they pose.

To date 189 Councils (across England and Wales) have banned the release of sky lanterns on their grounds. Locally this includes Redbridge, Lewisham, Basildon and Essex County Council.

Some Councils have supported their policy bans by citing their statutory duty to enforce the Environmental Protection Act 1990. These Councils have deemed sky lanterns to be litter, although they are not deemed as littering under the legislation.

One took the approach as “The Council would have justification to take appropriate action to deal with a nuisance which relates to its land management to ensure compliance with the Local Government Act 1972 Section 120(1b), the proposed policy must benefit, improve or develop the areas”. Others have not considered this appropriate.

This briefing note outlines the approach and ramifications that would be required to support the enforcement of a Policy and consider whether fireworks could be part of the Policy, as this has been under review by Members in line with RSPCA guidance.

Ramifications of adopting a Policy that bans the release of Sky Lanterns

Adopting a Policy would require the following actions for its enforcement to have teeth, in addition to the governance route for adopting a policy:

1. Applications required for running events which are submitted to the Safety Advisory Group, would need to clearly prohibit the release of sky lanterns in support of the Policy. The Chair has confirmed that the Fire Brigade, as part of SAG, would refuse the release of sky lanterns if they were included. This needs to be brought in line with Park and Open Spaces byelaw requirements.
2. Although the existing Parks and Open Spaces byelaws (“A person shall not in the pleasure ground light any fire or place, throw or let fall a lighted match or any thing so as to be likely to cause a fire”) can enforce a ban on releasing sky lanterns in parks and some open spaces, they do not specifically reference sky lanterns and this could be open to interpretation. The byelaws only cover parks and open spaces (with some sites missing), so do not cover Housing or Highways land. With this in mind, the Council would need to update the byelaws to include the release of sky lanterns and, potentially, the release of balloons when the byelaws are next reviewed.
3. The Enforcement Service would need to ask Members to agree a Public Spaces Protection Order (PSPO), which would prohibit the use of sky lanterns across the borough under section 59 of the Anti-Social Behaviour, Crime and Policing Act 2014, if officers are satisfied that the activity has, or is likely to have, a detrimental effect on the quality of life of those in the locality.
4. The Council must undertake public consultation prior to introducing a PSPO and consider any responses. The proposed PSPO must be publicised to ensure that people are aware of it to enable its enforcement. PSPOs can be enforced by designated Council officers and the Police. The penalty for a breach is a £100 Fixed Penalty Notice or a fine of up to £1000 if a case progresses to court. Following the initial consideration, officers have been advised that the likelihood of securing a PSPO is deemed disproportionate, inefficient and unlikely to be secured based on the available evidence.
5. Trading Standards have a duty to enforce legislation. There is no anticipated significant additional impact.
6. There is no identifiable significant economic impact on the Borough’s economy associated with adopting a Policy. If 200,000 units are purchased annually across the UK (the majority from the internet), at a guide price of £6 per sky lantern, the number sold and profit generated within Havering is considered minimal.
7. Finally, the adoption of a Policy cannot mitigate against the risk of sky lanterns “travelling in”, from outside of the borough but would reduce the risks overall and could be a compelling awareness narrative.

ARGUMENTS IN SUPPORT OF ADOPTING A POLICY IN HAVERING

1. Havering has a significant green heritage. This policy would enhance the Council's ambition to protect and enhance its green heritage as outlined in the Local Plan.
2. The Policy narrative could be an opportunity to raise awareness and encourage alternatives such as 'plant a tree to celebrate' which would further enhance the green environment.
3. In recent years, climate change has seen more frequent dry spells. These increase the fire risk posed by sky lanterns.
4. There is unlikely to be a major economic impact on the Borough. Whilst there is no significant, empirical data available for the sky lantern sector, Defra's 2013 report concluded that the sky lantern sector was not a major employer of staff in the UK, accounting for (perhaps) fewer than 100 individuals across the entire sector. In 2013 the estimated turnover was broadly equivalent to that of a busy petrol station and the market has since significantly contracted due to Council bans in place.
5. The RSPCA and other key organisations, referenced below, cite compelling evidence of the dangers of sky lanterns from cases they have been involved with.
6. The LGA, which represents all 49 fire and rescue authorities in England and Wales and over 370 local councils, supports the non-release of sky lanterns.
7. The Civil Aviation Authority (CAA), has cited incidents including:
 - the grounding of a 375-seater A340 plane that elected not to take off because of the sighting of a sky lantern in its path
 - a pilot of a 124-seater Airbus A319 witnessed half a dozen lanterns in the sky on his final descent to Heathrow – the world's busiest international airport
 - a pilot of a 30-seater Jetstream JS41 coming into close proximity with a sky lantern which he reported, "narrowly missing the wing of the aircraft" as it turned in its final approach.
8. In July 2018, the UK Airport Board, which investigates near-misses, said a lantern came within 100ft of crashing into an aeroplane traveling at 20,000 ft.
9. Police and coastguards report a loss of resources while having to deal with lantern sightings being mistaken for something else, such as a distress flare.
10. On 1 July 2013 the 'largest fire ever' in the West Midlands of England, involving 100,000 tonnes of recycling material and causing an estimated £6 million worth of damage, was started by a sky lantern which landed at a plastics recycling plant in Smethwick. Images of the lantern starting the fire were captured on CCTV. In response to the fire, Poundland, a national retail chain whose headquarters are in nearby Willenhall, decided to stop selling sky lanterns and recalled their entire stock on 6 July 2013.
11. In the early hours of 1 January 2020, more than 30 animals, primarily apes and monkeys, were killed at Krefeld Zoo in Germany in a fire caused by sky lanterns used in New Year's celebrations. Many of the species involved are endangered in the wild.

12. National Fire Chiefs Council Chairman Roy Wilsher stated publically that Fire Chiefs do not believe lanterns should be used under any circumstances.
13. A list of other organisational campaigns in support of the adoption of a policy is shown in the references below. The list is best summarised as substantial and relevant to Havering consideration.

ARGUMENTS AGAINST ADOPTING A POLICY IN HAVERING:

- 1) The ban would not extend to private land releases
- 2) The ban would be difficult to enforce
- 3) The ban would not stop the risk from a sky lantern travelling into the borough
- 4) The risk posed to Havering does not merit a policy approach and work to enforce it
- 5) There may be some public back lash and unintended consequences
- 6) Not all Councils have adopted a policy.

RECOMMENDATIONS:

That the following four options are considered and the most appropriate agreed:

- 1) Do not adopt a policy banning the release of sky lanterns on Havering Land
- 2) Do not ban the release of sky lanterns, but run an awareness campaign to consider alternative means of celebration, e.g." Plant-a -Tree" for a special occasion * see note below
- 3) Approve the establishment of a Council policy prohibiting the release of sky lanterns and:
 - a. Instruct officers to amend conditions of hire and event guidance, for use of Council land to stipulate the prohibition of lantern releases
 - b. Amend the new Park and Open Spaces by-laws to prohibit the release of sky lanterns
 - c. Instruct officers to ask Members to agree a Public Spaces Protection Order (PSPO), which would prohibit the use of sky lanterns across the borough
 - d. Instruct officers to amend the Council's Member and Employee Code of Conduct, to include reference to the prohibition of sky lantern releases
 - e. Instruct officers to undertake a positive awareness raising campaign as to why the policy and subsequent ban is needed
 - f. Identify any other actions not included in this briefing
- 4) Agree Option 3 and consider widening the policy to include balloons and fireworks.

*If the Council is seeking to reduce the risk of fires, environmental damage and lessen the impact on local wildlife it may wish to develop an awareness raising campaign regarding a range of common practices such as littering (cigarette butts and glass), BBQs, balloons and sky lanterns. The Council could highlight relevant local examples and use platforms such as Junior Citizens to raise

awareness. Agencies such as South Essex Wildlife Hospital could be involved and discuss the wildlife they have had to treat for fire related injuries. This is applicable to Option 3 and 4.

REFERENCES CONSIDERED AS PART OF THIS BRIEFING NOTE:

Key organisations campaigning for the government and council to ban the release of Sky Lanterns

<https://www.nationalfirechiefs.org.uk/News//government-joins-nfcc-in-urging-people-not-to-light-sky-lanterns/250773>

<https://www.rspca.org.uk/getinvolved/campaign/endskylitter>

<https://www.rspca.org.uk/adviceandwelfare/litter/chineselanterns>

<https://www.nfuonline.com/assets/33963>

<https://www.nfus.org.uk/news/news/councils-applauded-banning-sky-lanterns>

<https://www.recyclingwasteworld.co.uk/news/fire-chiefs-issue-nationwide-alert-on-chinese-lanterns/88054/>

https://www.farminguk.com/news/councils-across-uk-urged-to-introduce-ban-on-sky-lanterns_47792.html

<http://publicapps.caa.co.uk/docs/33/CAP736.PDF>

<https://www.countryside-alliance.org/news/2020/4/alliance-warn-against-setting-off-dangerous-sky-la>

<https://www.onegreenplanet.org/animalsandnature/balloon-releases-are-killing-animals/>

<https://www.mcsuk.org/campaigns/dont-let-go-councils>

[https://www.mcsuk.org/downloads/pollution/beachwatch/MCS balloons and chinese lanterns policy.pdf](https://www.mcsuk.org/downloads/pollution/beachwatch/MCS_balloons_and_chinese_lanterns_policy.pdf)

<https://www.countrysideonline.co.uk/care-for-the-countryside/sky-lanterns/>

<https://www.horseandhound.co.uk/news/wales-sky-lantern-ban-643939>

Other information used to inform this briefing note

<https://services.parliament.uk/Bills/2017-19/skylanternsprohibition.html>

<http://www.legislation.gov.uk/ukxi/2005/1803/contents/made>

<https://www.tradingstandards.uk/news-policy/news-room/2014/industry-puts-safety-first-with-sky-lantern-code-of-practice>
<https://www.nfuonline.com/assets/33963>

or

<https://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Commons/2019-05-20/256216/>
<https://services.parliament.uk/Bills/2017-9/skylanternsprohibition.html>

[https://hansard.parliament.uk/Commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns\(Prohibition\)](https://hansard.parliament.uk/Commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns(Prohibition))

<https://www.parliament.uk/business/publications/written-questions-answers-statements/written-question/Lords/2017-12-04/HL3838/>

<https://services.parliament.uk/Bills/2017-19/skylanternsprohibition.html>

<https://www.nightskylanterns.co.uk/files/sky-lanterns-report-20190403.pdf>

<http://www.bbc.co.uk/news/uk-england-28900374> Regulation EC No 1272/2008 and No 1907/2008

<https://www.bbc.co.uk/news/world-europe-50971250>

<https://metro.co.uk/2020/04/15/fire-chiefs-warn-campaign-light-sky-lanterns-nhs-workers-12557429/>

<https://www.independent.co.uk/news/uk/home-news/sky-lanterns-coronavirus-nhs-support-rspca-fire-legal-wildlife-a9466606.html>

<https://www.express.co.uk/news/uk/1199768/council-ban-sky-lantern-balloon-release-bonfire-night-environment>

<https://www.horseandhound.co.uk/plus/news-plus/calls-for-outright-ban-of-balloon-and-sky-lantern-releases-hh-plus-712727>

Sky Lanterns Prohibition bill: [https://hansard.parliament.uk/commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns\(Prohibition\)](https://hansard.parliament.uk/commons/2019-03-27/debates/0EAB4869-23CB-4422-9EB1-ABA96E1E4B94/SkyLanterns(Prohibition))

ADAS report - Sky lanterns and helium balloons: http://randd.defra.gov.uk/Document.aspx?Document=11133_AC0229-DefraWAGReportFinal.pdf

Trading Standards Institute – Code of Practice 2014: https://www.nightskylanterns.co.uk/files/Sky_lanterns_Industry_Code_of_practice_final_v1_20140108.pdf

Important information on Sky Lanterns: <https://www.nightskylanterns.co.uk/files/sky-lanterns-report-20190403.pdf>

Premium Sky Lanterns - Night Sky

Lanterns®: <https://www.nightskylanterns.co.uk/10-premium-sky-lanterns-white-eco-friendly.php>

Appeal to stop Councils from banning all sky

lanterns: <https://www.nightskylanterns.co.uk/blog/?appeal-to-stop-councils-from-banning-all-sky-lanterns>

<https://www.independent.co.uk/news/uk/home-news/sky-lanterns-coronavirus-nhs-support-rspca-fire-legal-wildlife-a9466606.html> But the company told *The*

BBC Gloucestershire, 2011). Glastonbury Festival boss Michael Eavis has also called for a nationwide ban on sky lanterns (BBC News Somerset, 2011).

<http://wales.gov.uk/docs/desh/publications/130514sky-lanternshelium-balloons-assessment-en.pdf>

<https://www.fwi.co.uk/news/oxfordshire-council-becomes-latest-ban-sky-lanterns>

<https://lincolnshirereporter.co.uk/2020/03/lincolnshire-county-council-to-consider-sky-lanterns-ban/>

Havering officers contacted as part of the research and legislation cited:

1. James Rose Parks Development Manager
2. Karen Proudfoot|: Head of Enforcement and Safety
3. Louise Watkinson: Head of Public Protection
4. Trevor Meers: Corporate and Community Resilience Manager and Chair of SAG Board
5. Paul Ellis: Group Manager Public Realm
6. Keith Bush: Public Protection Manager (Licensing and Trading Standards Manager)
7. Gareth Nicholson: AD Customer and Communications (with regards to events)
8. Mark Butler: Director Asset Management

UK Parliament, Environmental Protection Act 1990

UK Parliament, Clean Neighbourhoods and Environment Act 2005

<https://www.tradingstandards.uk/news-policy/news-room/2014/industry-puts-safety-first-with-sky-lantern-code-of-practice>

https://www.havering.gov.uk/download/downloads/id/3157/parks_and_open_spaces_event_application_form.pdf

Council websites and public documentation reviewed as part of this briefing note

<https://cmis.essex.gov.uk/essexcmis5/Document.ashx?czJKcaeAi5tUFL1DTL2UE4zNRBcoShgo=yJ4FyN07t738pRF7vDSXgjhfuR4dBLEN69xzaNcLIAB7b65md6KC5q%3D%3D&>

<https://www.nottinghamshire.gov.uk/policy-library/40649/sky-lanterns>

<https://www.kent.gov.uk/about-the-council/strategies-and-policies/environment-waste-and-planning-policies/sky-lanterns>

https://www.birmingham.gov.uk/info/20100/policies_plans_and_strategies/2160/policy_prohibiting_the_intentional_release_of_balloons_and_sky_lanterns

https://www.orkney.gov.uk/Files/Committees-and-Agendas/Development%20and%20Infrastructure/DI2017/14-11-2017/Item09_Policy_Intentional_Balloon_Sky_Lantern_Re

<https://global.foreignaffairs.co.nz/2020/04/17/mil-osi-uk-highland-council-urges-do-not-light-sky-lanterns-for-nhs-and-social-care-workers/>

https://www.southlanarkshire.gov.uk/info/200172/plans_and_policies/1728/balloon_and_sky_lantern_releases

<https://democracy.hertfordshire.gov.uk/documents/s14934/09%20Item%206%20Sky%20Lanterns%20and%20Balloon%20Policy%20f.pdf>

https://www.norwich.gov.uk/info/20010/environmental_issues/2313/sky_lantern_and_balloon_release_ban

This page is intentionally left blank

Equality & Health Impact Assessment (EqHIA)

Document control

Title of activity:	<i>Policy on the release of sky lanterns, helium balloons and the unauthorised use of fireworks on council owned or managed land</i>
Lead officer:	<i>Jodie Gutteridge Corporate Policy & Performance Lead Nick Kingham Corporate Projects manager</i>
Approved by:	
Date completed:	<i>01/02/2023</i>
Scheduled date for review:	<i>If applicable. Please provide a reason if it does not need to be reviewed.</i>

Please note that the Corporate Policy & Diversity and Public Health teams require at least **5 working days** to provide advice on EqHIAs.

Did you seek advice from the Corporate Policy & Diversity team?	Yes / No
Did you seek advice from the Public Health team?	Yes / No
Does the EqHIA contain any confidential or exempt information that would prevent you publishing it on the Council's website?	Yes / No

Please note that EqHIAs are **public** documents and must be made available on the Council's [EqHIA webpage](#).

Please submit the completed form via e-mail to EqHIA@haverling.gov.uk thank you.

1. Equality & Health Impact Assessment Checklist

Please complete the following checklist to determine whether or not you will need to complete an EqHIA and ensure you keep this section for your audit trail. If you have any questions, please contact EqHIA@havering.gov.uk for advice from either the Corporate Diversity or Public Health teams. Please refer to the Guidance in Appendix 1 on how to complete this form.

About your activity

1	Title of activity	<i>Policy on the release of sky lanterns, helium balloons and the unauthorised use of fireworks on Council owner or managed land.</i>		
2	Type of activity	<i>New Policy</i>		
3	Scope of activity	<i>Introducing a new policy on banning the release of sky lanterns, the release of helium balloons and the unauthorised use of fireworks on Council owned or managed land in line with the Council's Climate Change Action Plan and ambition to be carbon neutral by 2040 or sooner</i>		
4a	Are you changing, introducing a new, or removing a service, policy, strategy or function?	Yes	If the answer to <u>either</u> of these questions is 'YES', please continue to question 5.	
4b	Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?	Yes		
4c	Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?	Yes	Please use the Screening tool before you answer this questions	If you answer 'YES', please continue to question 5.
5	If you answered YES:	Please complete the EqHIA in Section 2 of this document. Please see Appendix 1 for Guidance.		
6	If you answered NO:	<i>Please provide a clear and robust explanation on why your activity does not require an EqHIA. This is essential in case the activity is challenged under the Equality Act 2010.</i> <i>Please keep this checklist for your audit trail.</i>		

Completed by:	<i>Jodie Gutteridge Corporate Policy & Performance Lead</i>
Date:	<i>01/02/2022</i>

2. The EqHIA – How will the strategy, policy, plan, procedure and/or service impact on people?

Background/context:

The risks and dangers associated with the release of sky lanterns, helium balloons and the unauthorised use of fireworks are becoming more widely known. Although these items are legal to manufacture and sell, there have been increasing calls to ban their sale and use by organisations such as the Royal Society for the Prevention of Cruelty to Animals (RSPCA), the Civil Aviation Authority (CAA), the Local Government Association (LGA) and the National Fire Chiefs Council, among others.

The UK government has, to date, not banned the use of sky lanterns or helium balloons. To date, 188 local councils have banned the use of sky lanterns on their land. Locally, this includes Redbridge and Essex County Council.

A briefing note on the release of sky lanterns was prepared following a number of representations from local residents.

As part of the Council's commitment to listen to the community a consultation was launched on the Council website to seek views on the banning of sky lanterns, mass balloon release and unauthorised firework displays on council owned and managed land.

From this consultation it shows that the majority of residents agree that they should all be banned and so a policy outlining this ban has been produced.

**Expand box as required*

Who will be affected by the activity?

There is a small proportion of residents in Havering who may be affected by the banning of sky lanterns, mass helium balloon release and the unauthorised release of fireworks on council owned and managed land. These include those residents who use them as a way of celebration in their culture / religion, as a way of showing their grief or in memory of a family member.

The refusal of permission for customers and residents using council facilities, i.e. South Essex Crematorium, Upminster, Hornchurch, Romford, Rainham Cemeteries and Langtons House, who wish to release helium balloons, sky lanterns or fireworks or fix helium balloons to a permanent memorial in memory of their loved one may trigger an emotional response. These potential negative impacts will be mitigated by an update of rules and regulations in licences and hiring terms on our website and any relevant literature.

Bereavement and Registration service will see a reduction in complaints by those users who see this practice as a threat to wildlife, an eyesore and a form of littering. Grounds maintenance work will be positively impacted by reduced litter picking, wildlife conservation concerns and dealing with the effects of debris in the lakes. The reduction of this practice will also have a positive effect on efforts to ensure that Bereavement Services current 'Charter for the Bereaved' status remains at Gold.

**Expand box as required*

Protected Characteristic - Age: Consider the full range of age groups																																						
Please tick (✓) the relevant box:		Overall impact:																																				
Positive		<p><i>Sky lanterns and fireworks are not suitable for use by persons under 18 years of age, and Havering has a growing population of children, which means less people eligible to purchase sky lanterns and fireworks.</i></p> <p><i>Havering has a large older population and a low proportion of working-age adults, showing that there is only a small number of residents this policy may impact on, however this age bracket tends to attend more funeral ceremonies, although you do not usually see fireworks at funerals there are occasions where helium balloons are left at gravesides and sky lanterns are released as a way of remembrance.</i></p> <p><i>Helium balloons are able to be purchased by anyone or any age, however they are usually only purchased in bulk for parties. With our increasing population of under 18's could potentially means more parties, with more helium balloons. However it is envisioned, if helium balloons are used at parties, a mass balloon release will not usually occur.</i></p> <p><i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their age.</i></p> <p style="text-align: right;"><i>*Expand box as required</i></p>																																				
Neutral	✓																																					
Negative																																						
Evidence: <p>The number of children aged 0-17(under 18 population) in Havering is 58,550. The number of people aged under 18 has increased by 15.2%.</p> <p>Havering still has one of the highest proportions of older people aged 65+ in London</p> <p>The combined impact of having both a large older population and now a large (and growing) young population is that Havering now has the lowest proportion of working-age adults in London</p> <table border="1"> <tbody> <tr> <td>All usual residents</td> <td>262,057</td> <td>100.0</td> </tr> <tr> <td>Aged 4 years and under</td> <td>16,491</td> <td>6.3</td> </tr> <tr> <td>Aged 5 to 9 years</td> <td>16,862</td> <td>6.4</td> </tr> <tr> <td>Aged 10 to 15 years</td> <td>18,971</td> <td>7.2</td> </tr> <tr> <td>Aged 16 to 19 years</td> <td>11,363</td> <td>4.3</td> </tr> <tr> <td>Aged 20 to 24 years</td> <td>14,106</td> <td>5.4</td> </tr> <tr> <td>Aged 25 to 34 years</td> <td>36,233</td> <td>13.8</td> </tr> <tr> <td>Aged 35 to 49 years</td> <td>52,844</td> <td>20.2</td> </tr> <tr> <td>Aged 50 to 64 years</td> <td>49,081</td> <td>18.7</td> </tr> <tr> <td>Aged 65 to 74 years</td> <td>23,993</td> <td>9.2</td> </tr> <tr> <td>Aged 75 to 84 years</td> <td>15,142</td> <td>5.8</td> </tr> <tr> <td>Aged 85 years and over</td> <td>6,971</td> <td>2.7</td> </tr> </tbody> </table> <p>Source: ONS - 2021 Census (TS007)</p>			All usual residents	262,057	100.0	Aged 4 years and under	16,491	6.3	Aged 5 to 9 years	16,862	6.4	Aged 10 to 15 years	18,971	7.2	Aged 16 to 19 years	11,363	4.3	Aged 20 to 24 years	14,106	5.4	Aged 25 to 34 years	36,233	13.8	Aged 35 to 49 years	52,844	20.2	Aged 50 to 64 years	49,081	18.7	Aged 65 to 74 years	23,993	9.2	Aged 75 to 84 years	15,142	5.8	Aged 85 years and over	6,971	2.7
All usual residents	262,057	100.0																																				
Aged 4 years and under	16,491	6.3																																				
Aged 5 to 9 years	16,862	6.4																																				
Aged 10 to 15 years	18,971	7.2																																				
Aged 16 to 19 years	11,363	4.3																																				
Aged 20 to 24 years	14,106	5.4																																				
Aged 25 to 34 years	36,233	13.8																																				
Aged 35 to 49 years	52,844	20.2																																				
Aged 50 to 64 years	49,081	18.7																																				
Aged 65 to 74 years	23,993	9.2																																				
Aged 75 to 84 years	15,142	5.8																																				
Aged 85 years and over	6,971	2.7																																				

*Expand box as required

Sources used:

<https://www.skylanternsonline.co.uk/instructions-for-use/>

Census 2021 Briefing #2

https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

*Expand box as required

Protected Characteristic - Disability: Consider the full range of disabilities; including physical, mental, sensory and progressive conditions

Please tick (✓) the relevant box:

Positive

Overall impact:

Havering has a small number of residents who are classed as disabled under the equality act.

Neutral

✓

By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their disability.

Negative

*Expand box as required

Evidence:

All usual residents	262,052	100.0
Disabled under the Equality Act: Day-to-day activities limited a lot	16,609	6.3
Disabled under the Equality Act: Day-to-day activities limited a little	21,840	8.3
Not disabled under the Equality Act: Has long term physical or mental health condition but day-to-day activities are not limited	14,935	5.7
Not disabled under the Equality Act: No long term physical or mental health conditions	208,668	79.6

Source: ONS - 2021 Census (TS038)

*Expand box as required

Sources used:

Census 2021 -

https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

*Expand box as required

Protected Characteristic - Sex/gender: Consider both men and women																	
Please tick (✓) the relevant box:		Overall impact:															
Positive		<i>Havering has a very similar split of males and females.</i> <i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their gender / sex.</i>															
Neutral	✓																
Negative																	
<i>*Expand box as required</i>																	
Evidence:																	
<table border="1"> <tbody> <tr> <td>All usual residents</td> <td>262,052</td> <td>100.0</td> </tr> <tr> <td>Female</td> <td>135,668</td> <td>51.8</td> </tr> <tr> <td>Male</td> <td>126,384</td> <td>48.2</td> </tr> </tbody> </table>				All usual residents	262,052	100.0	Female	135,668	51.8	Male	126,384	48.2					
All usual residents	262,052	100.0															
Female	135,668	51.8															
Male	126,384	48.2															
Source: ONS - 2021 Census (TS008)																	
<table border="0"> <tbody> <tr> <td>Gender identity the same as sex registered at birth</td> <td style="text-align: right;">196462</td> </tr> <tr> <td>Gender identity different from sex registered at birth but no specific identity given</td> <td style="text-align: right;">528</td> </tr> <tr> <td>Trans woman</td> <td style="text-align: right;">228</td> </tr> <tr> <td>Trans man</td> <td style="text-align: right;">212</td> </tr> <tr> <td>Non-binary</td> <td style="text-align: right;">60</td> </tr> <tr> <td>All other gender identities</td> <td style="text-align: right;">39</td> </tr> <tr> <td>Not answered</td> <td style="text-align: right;">12201</td> </tr> </tbody> </table>				Gender identity the same as sex registered at birth	196462	Gender identity different from sex registered at birth but no specific identity given	528	Trans woman	228	Trans man	212	Non-binary	60	All other gender identities	39	Not answered	12201
Gender identity the same as sex registered at birth	196462																
Gender identity different from sex registered at birth but no specific identity given	528																
Trans woman	228																
Trans man	212																
Non-binary	60																
All other gender identities	39																
Not answered	12201																
Source: ONS Census 2021 estimates that classify usual residents aged 16 years and over in England and Wales by gender identity.																	
<i>*Expand box as required</i>																	
Sources used:																	
Census 2021 - https://www.ons.gov.uk/datasets/TS070/editions/2021/versions/1																	
https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10																	
<i>*Expand box as required</i>																	

Protected Characteristic - Ethnicity/race: Consider the impact on different ethnic groups and nationalities			
Please tick (✓) the relevant box:		Overall impact:	
Positive		<i>Havering has a diverse population, with lots of different cultures and backgrounds. Some cultures have different beliefs which a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, may have an impact on a residents because of their ethnicity / race.</i>	
Neutral			
Negative	✓		
<i>*Expand box as required</i>			

Evidence:

After England, the most common countries of birth recorded for Havering residents are Romania (increased from 459 to 5,393), India (increased from 2,301 to 4,603) and other non-EU European countries (increased from 864 to 4,233).

Seven of the top ten wards in London where diversity increased the most were in Havering.

White: Gypsy or Irish Traveller	259
White: Roma	433
Other ethnic group: Arab	809
Mixed or Multiple ethnic groups: White and Black African	1535
Asian, Asian British or Asian Welsh: Chinese	2011
Mixed or Multiple ethnic groups: White and Asian	2344
Black, Black British, Black Welsh, Caribbean or African: Other Black	2597
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	2644
White: Irish	2894
Mixed or Multiple ethnic groups: White and Black Caribbean	3224
Asian, Asian British or Asian Welsh: Other Asian	4390
Other ethnic group: Any other ethnic group	4465
Asian, Asian British or Asian Welsh: Bangladeshi	4774
Black, Black British, Black Welsh, Caribbean or African: Caribbean	4832
Asian, Asian British or Asian Welsh: Pakistani	5683
Asian, Asian British or Asian Welsh: Indian	11292
Black, Black British, Black Welsh, Caribbean or African: African	14138
White: Other White	19496
White: English, Welsh, Scottish, Northern Irish or British	174232

Source ONS: Census 2021 estimates that classify usual residents in England and Wales by ethnic group.

**Expand box as required*

Sources used:

- Census 2021 – Briefing #2
- ONS CENSUS 2021 estimates by ethnic group
- https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

**Expand box as required*

Protected Characteristic - Religion/faith: Consider people from different religions or beliefs including those with no religion or belief

Please tick (✓) the relevant box:

Positive

Neutral

Negative

✓

Overall impact:

Havering has a high proportion of Christian, residents with no religion or non-stated religion according to the Census 2021 results. Havering does have a high proportion of Muslim residents and a significant number of Hindu, Sikh, Buddhist and Jewish residents also. There are some celebrations where sky lanterns, balloon releases and firework displays are used. These include:

- Pavarana the Theravada Buddhist tradition of launching sky lanterns
- Eid Al Adha – the end of Ramadan

		<ul style="list-style-type: none"> - Some weddings to mark the joining of families - In memory of a loved one <p><i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, may have an impact on a residents because of their religion faith. This will only affect them if they would like to hold this on council owned or managed land i.e. cemeteries, park and green spaces. In these occasions alternative options will be highlighted.</i></p>
		<i>*Expand box as required</i>

Evidence:

Christian	136765
Buddhist	1092
Hindu	6454
Jewish	1305
Muslim	16135
Sikh	4498
Other religion: Alevi	55
No religion: Agnostic	87
No religion: Atheist	35
No religion: Free Thinker	0
No religion: Humanist	23
No religion: No religion	80090
No religion: Realist	0
Other religion: Animism	3
Other religion: Baha'i	23
Other religion: Believe in God	4
Other religion: Brahma Kumari	1
Other religion: Chinese Religion	1
Other religion: Church of All Religion	0
Other religion: Confucianist	0
Other religion: Deist	2
Other religion: Druid	3
Other religion: Druze	0
Other religion: Eckankar	0
Other religion: Heathen	8
Other religion: Jain	105
Other religion: Mixed Religion	56
Other religion: Mysticism	0
Other religion: Native American Church	1
Other religion: New Age	0
Other religion: Occult	1
Other religion: Other religions	251
Other religion: Own Belief System	4
Other religion: Pagan	179
Other religion: Pantheism	6
Other religion: Rastafarian	14
Other religion: Ravidassia	33
Other religion: Reconstructionist	8

Other religion: Satanism	21
Other religion: Scientology	1
Other religion: Shamanism	22
Other religion: Shintoism	3
Other religion: Spiritual	83
Other religion: Spiritualist	96
Other religion: Taoist	8
Other religion: Theism	1
Other religion: Thelemite	2
Other religion: Traditional African Religion	6
Other religion: Unification Church	0
Other religion: Universalist	1
Other religion: Valmiki	2
Other religion: Vodun	0
Other religion: Wicca	37
Other religion: Witchcraft	1
Other religion: Yazidi	0
Other religion: Zoroastrian	14
Religion not stated	14512

Source: ONS Census 2021 estimates that classify usual residents in England and Wales by religion

**Expand box as required*

Sources used: Census 2021 - https://www.ons.gov.uk/datasets/TS031/editions/2021/versions/1 https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10
--

**Expand box as required*

Protected Characteristic - Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual		
Please tick (✓) the relevant box:		Overall impact: <i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their sexual orientation.</i>
Positive		
Neutral	✓	
Negative		

**Expand box as required*

Evidence:	
Straight or Heterosexual	191007
Gay or Lesbian	1993
Bisexual	1540
Pansexual	436
Asexual	56
Queer	21
All other sexual orientations	46
Not answered	14631

Source: ONS Census 2021 estimates that classify usual residents aged 16 years and over in England and Wales by sexual orientation.

**Expand box as required*

Sources used:

Census 2021 - <https://www.ons.gov.uk/datasets/TS079/editions/2021/versions/1>

https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

**Expand box as required*

Protected Characteristic - Gender reassignment: Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth

Please tick (✓)
the relevant box:

Positive

Neutral

Negative

Overall impact:

Although there is only a small number of residents in Havering who identify differently from the sex registered at birth, there is also a number of trans women, Trans men and non-binary residents living in Havering.

By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because they may have undergone gender reassignment.

**Expand box as required*

Evidence:

Gender identity the same as sex registered at birth	196462
Gender identity different from sex registered at birth but no specific identity given	528
Trans woman	228
Trans man	212
Non-binary	60
All other gender identities	39
Not answered	12201

Source: ONS Census 2021 estimates that classify usual residents aged 16 years and over in England and Wales by gender identity.

**Expand box as required*

Sources used:

Census 2021 - <https://www.ons.gov.uk/datasets/TS070/editions/2021/versions/1>

https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

**Expand box as required*

Protected Characteristic - Marriage/civil partnership: Consider people in a marriage or civil partnership

Please tick (✓) the relevant box:		Overall impact: <i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their marital status.</i> <i>*Expand box as required</i>
Positive		
Neutral	✓	
Negative		

Evidence:

All usual residents aged 16 and over	209,730	100.0
Never married and never registered a civil partnership	77,340	36.9
Married or in a registered civil partnership	98,547	47.0
Married	98,296	46.9
In a registered civil partnership	251	0.1
Separated, but still legally married or still legally in a civil partnership	4,018	1.9
Divorced or civil partnership dissolved	16,411	7.8
Widowed or surviving civil partnership partner	13,414	6.4

Source: ONS - 2021 Census (TS002)

**Expand box as required*

Sources used:

https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10

**Expand box as required*

Protected Characteristic - Pregnancy, maternity and paternity: Consider those who are pregnant and those who are undertaking maternity or paternity leave

Please tick (✓) the relevant box:		Overall impact: <i>A new celebration in the UK consist of gender reveal parties. At some parties pink or blue balloons are released to show the anticipated gender of the expected child. The council will be highlighting in their agreement at any of their owned or managed venues where a gender reveal party may take place that mass balloon releases are prohibited and will highlight alternative options.</i> <i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because they are pregnant or on maternity / paternity leave.</i> <i>*Expand box as required</i>
Positive		
Neutral	✓	
Negative		

Evidence:	<i>*Expand box as required</i>
Sources used:	<i>*Expand box as required</i>

Socio-economic status: Consider those who are from low income or financially excluded backgrounds		
<i>Please tick (✓) the relevant box:</i>		Overall impact: <i>By writing a policy to ban, sky lanterns, mass balloon releases or unauthorized firework displays, will not have an impact on a residents because of their socio-economic status.</i>
Positive		<i>*Expand box as required</i>
Neutral	✓	
Negative		
Evidence: <p>The proportion of households in Havering experiencing at least one dimension of deprivation has increased by 4%(1250 households), however the proportion of households experiencing multiple dimensions of deprivation has decreased.</p> <p>According to the Census, compared to the London (51.9%) and England (51.6%) average Havering has a marginally higher proportion of households living in deprivation (52.7%)</p> <p style="text-align: right;"><i>*Expand box as required</i></p>		
Sources used: <p>Census 2021 – Briefing #2</p> <p style="text-align: right;"><i>*Expand box as required</i></p>		

Health & Wellbeing Impact: Please use the Health and Wellbeing Impact Tool on the next page to help you answer this question.		
Consider both short and long-term impacts of the activity on a person's physical and mental health, particularly for disadvantaged, vulnerable or at-risk groups. Can health and wellbeing be positively promoted through this activity?		
<i>Please tick (✓) all the relevant boxes that apply:</i>		Overall impact: <i>Havering has a small number of residents with Fair, Bad or very bad health.</i>
Positive		<i>The release of sky lanterns, helium balloons and firworks has an impact on the environment, including air quality, noise levels, Hazards (through littering) and the landscape. All of which can cause harm to a persons health.</i>
Neutral		

Negative	✓	<p style="text-align: right;"><i>*Expand box as required</i></p> <p>Do you consider that a more in-depth HIA is required as a result of this brief assessment? Please tick (✓) the relevant box</p> <p style="text-align: right;">Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p>																		
<p>Evidence:</p> <hr/> <table border="0"> <tr> <td>All usual residents</td> <td>262,052</td> <td>100.0</td> </tr> <tr> <td>Very good health</td> <td>130,764</td> <td>49.9</td> </tr> <tr> <td>Good health</td> <td>89,013</td> <td>34.0</td> </tr> <tr> <td>Fair health</td> <td>30,642</td> <td>11.7</td> </tr> <tr> <td>Bad health</td> <td>8,941</td> <td>3.4</td> </tr> <tr> <td>Very bad health</td> <td>2,692</td> <td>1.0</td> </tr> </table> <hr/> <p>Source: ONS - 2021 Census (TS037)</p> <p style="text-align: right;"><i>*Expand box as required</i></p>			All usual residents	262,052	100.0	Very good health	130,764	49.9	Good health	89,013	34.0	Fair health	30,642	11.7	Bad health	8,941	3.4	Very bad health	2,692	1.0
All usual residents	262,052	100.0																		
Very good health	130,764	49.9																		
Good health	89,013	34.0																		
Fair health	30,642	11.7																		
Bad health	8,941	3.4																		
Very bad health	2,692	1.0																		
<p>Sources used:</p> <p>Census 2021 - https://www.nomisweb.co.uk/sources/census_2021/report?compare=E09000016#section_10</p> <p style="text-align: right;"><i>*Expand box as required</i></p>																				

3. Health & Wellbeing Screening Tool

Will the activity/service/policy/procedure affect any of the following characteristics? Please tick/check the boxes below

The following are a range of considerations that might help you to complete the assessment.

Lifestyle YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Personal circumstances YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Access to services/facilities/amenities YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>
<input type="checkbox"/> Diet <input type="checkbox"/> Exercise and physical activity <input type="checkbox"/> Smoking <input type="checkbox"/> Exposure to passive smoking <input type="checkbox"/> Alcohol intake <input type="checkbox"/> Dependency on prescription drugs <input type="checkbox"/> Illicit drug and substance use <input type="checkbox"/> Risky Sexual behaviour <input type="checkbox"/> Other health-related behaviours, such as tooth-brushing, bathing, and wound care	<input type="checkbox"/> Structure and cohesion of family unit <input type="checkbox"/> Parenting <input type="checkbox"/> Childhood development <input type="checkbox"/> Life skills <input type="checkbox"/> Personal safety <input type="checkbox"/> Employment status <input type="checkbox"/> Working conditions <input type="checkbox"/> Level of income, including benefits <input type="checkbox"/> Level of disposable income <input type="checkbox"/> Housing tenure <input type="checkbox"/> Housing conditions <input type="checkbox"/> Educational attainment <input type="checkbox"/> Skills levels including literacy and numeracy	<input type="checkbox"/> to Employment opportunities <input type="checkbox"/> to Workplaces <input type="checkbox"/> to Housing <input type="checkbox"/> to Shops (to supply basic needs) <input type="checkbox"/> to Community facilities <input type="checkbox"/> to Public transport <input type="checkbox"/> to Education <input type="checkbox"/> to Training and skills development <input type="checkbox"/> to Healthcare <input type="checkbox"/> to Social services <input type="checkbox"/> to Childcare <input type="checkbox"/> to Respite care <input type="checkbox"/> to Leisure and recreation services and facilities
Social Factors YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Economic Factors YES <input type="checkbox"/> NO <input checked="" type="checkbox"/>	Environmental Factors YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>
<input type="checkbox"/> Social contact <input checked="" type="checkbox"/> Social support <input type="checkbox"/> Neighbourliness <input type="checkbox"/> Participation in the community <input type="checkbox"/> Membership of community groups <input type="checkbox"/> Reputation of community/area <input type="checkbox"/> Participation in public affairs <input type="checkbox"/> Level of crime and disorder <input type="checkbox"/> Fear of crime and disorder <input type="checkbox"/> Level of antisocial behaviour <input type="checkbox"/> Fear of antisocial behaviour <input type="checkbox"/> Discrimination <input type="checkbox"/> Fear of discrimination <input type="checkbox"/> Public safety measures <input type="checkbox"/> Road safety measures	<input type="checkbox"/> Creation of wealth <input type="checkbox"/> Distribution of wealth <input type="checkbox"/> Retention of wealth in local area/economy <input type="checkbox"/> Distribution of income <input type="checkbox"/> Business activity <input type="checkbox"/> Job creation <input type="checkbox"/> Availability of employment opportunities <input type="checkbox"/> Quality of employment opportunities <input type="checkbox"/> Availability of education opportunities <input type="checkbox"/> Quality of education opportunities <input type="checkbox"/> Availability of training and skills development opportunities <input type="checkbox"/> Quality of training and skills development opportunities <input type="checkbox"/> Technological development <input type="checkbox"/> Amount of traffic congestion	<input checked="" type="checkbox"/> Air quality <input type="checkbox"/> Water quality <input type="checkbox"/> Soil quality/Level of contamination/Odour <input checked="" type="checkbox"/> Noise levels <input type="checkbox"/> Vibration <input checked="" type="checkbox"/> Hazards <input type="checkbox"/> Land use <input type="checkbox"/> Natural habitats <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Landscape, including green and open spaces <input type="checkbox"/> Townscape, including civic areas and public realm <input type="checkbox"/> Use/consumption of natural resources <input type="checkbox"/> Energy use: CO2/other greenhouse gas emissions <input type="checkbox"/> Solid waste management <input type="checkbox"/> Public transport infrastructure

Page 92

4. Outcome of the Assessment

The EqHIA assessment is intended to be used as an improvement tool to make sure the activity maximises the positive impacts and eliminates or minimises the negative impacts. The possible outcomes of the assessment are listed below and what the next steps to take are:

Please tick (✓) what the overall outcome of your assessment was:

	1. The EqHIA identified <u>no significant concerns</u> OR the identified <u>negative concerns</u> have already been <u>addressed</u>	➔	Proceed with implementation of your activity
	2. The EqHIA identified some <u>negative impact</u> which still needs <u>to be addressed</u>	➔	COMPLETE SECTION 5: Complete action plan with measures to mitigate the and finalise the EqHIA
	3. The EqHIA identified some <u>major concerns</u> and showed that it is <u>impossible to diminish negative impacts</u> from the activity to an acceptable or even lawful level	➔	Stop and remove the activity or revise the activity thoroughly . Complete an EqHIA on the revised proposal.

5. Action Plan

The real value of completing an EqHIA comes from the identifying the actions that can be taken to eliminate/minimise **negative** impacts and enhance/optimize positive impacts. In this section you should list the specific actions that set out how you will address any **negative** equality and health & wellbeing impacts you have identified in this assessment. Please ensure that your action plan is: more than just a list of proposals and good intentions; sets ambitious yet achievable outcomes and timescales; and is clear about resource implications.

Protected characteristic / health & wellbeing impact	Identified Negative or Positive impact	Recommended actions to mitigate Negative impact* or further promote Positive impact	Outcomes and monitoring**	Timescale	Lead officer
Ethnicity / Race	Negative	A standard clause is to be inserted in the licences and hiring terms and conditions which sets out clearly that the release of sky lanterns, the release of helium balloons and any unauthorised firework displays on Council owned or managed land and premises is prohibited and alternative options will be highlighted.			
Religion / Faith	Negative				
Health	Negative	By Banning the sky lanterns, balloon releases and unauthorized fireworks on council land will help address the health implications from their release.			

Add further rows as necessary

* You should include details of any future consultations and any actions to be undertaken to mitigate negative impacts

** Monitoring: You should state how the impact (positive or negative) will be monitored; what outcome measures will be used; the known (or likely) data source for outcome measurements; how regularly it will be monitored; and who will be monitoring it (if this is different from the lead officer).

6. Review

In this section you should identify how frequently the EqHIA will be reviewed; the date for next review; and who will be reviewing it.

Review:

Scheduled date of review:

Lead Officer conducting the review:

**Expand box as required*

Please submit the completed form via e-mail to EqHIA@havering.gov.uk thank you.

Appendix 1. Guidance on Undertaking an EqHIA

This Guidance can be deleted prior to publication.

What is it?

The Equality & Health Impact Assessment (EqHIA) is a tool to ensure that your activity meets the needs of individuals and groups that use your service, whilst at the same time ensuring a person's chance of leading a healthy life is the same wherever they live and whoever they are. We want to ensure that the activities of the Council are 'fit for purpose' and meet the needs of Havering's increasingly diverse communities and employees. This robust and systematic EqHIA process ensures that any potential detrimental effects or discrimination is identified, removed, or mitigated and positive impacts are enhanced.

When to Assess:

An EqHIA should be carried out when you are changing, removing or introducing a new service, policy, strategy or function; for simplicity, these are referred to as an "activity" throughout this document. It is best to conduct the assessment as early as possible in the decision-making process.

Guidance: Equality & Health Impact Assessment Checklist

The Checklist in Section 1 asks the key questions,

4a) Are you changing, introducing a new, or removing a service, policy, strategy or function?

4b) Does this activity (policy/strategy/service/decision) have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?

4c) Does this activity (policy/strategy/service/decision) have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?

- If the answer to ANY of the questions 4a, 4b or 4c of the Checklist is 'YES' then you must carry out an assessment. e.g. Proposed changes to Contact Centre Opening Hours
'YES' = you need to carry out an EqHIA
- If the answer to ALL of the questions, 4a or 4b of the Checklist is NO, then you do not need to carry out an EqHIA assessment. e.g. Quarterly Performance Report
'NO' = you DO NOT need to carry out an EqHIA. Please provide a clear explanation as to why you consider an EqHIA is not required for your activity.

Using the Checklist

The assessment should take into account all the potential impacts of the proposed activity, be it a major financial decision, or a seemingly simple policy change. Considering and completing this EqHIA will ensure that all Council plans, strategies, policies, procedures, services or other activity comply with relevant statutory obligations and responsibilities. In particular it helps the Council to meet its legal obligation under the [Equality Act 2010 and the Public Sector Equality Duty](#) and its public health duties under the [Health and Social Care Act 2012](#).

Having Due Regard

To have due regard means that in making decisions and in its other day-to-day activities, the Council must consciously consider the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between different groups
- Foster good relations between different groups
- Reduce inequalities in health outcomes

Combining Equality and Health Impact Assessment:

[Equality Impact Assessments \(EIAs\)](#) provide a systematic way of ensuring that legal obligations are met. They assess whether a proposed policy, procedure, service change or plan will affect people different on the basis of their 'protected characteristics' and if it will affect their human rights. Currently there are **nine protected characteristics** (previously known as 'equality groups' or 'equality strands'): age, disability, sex/gender, ethnicity/race, religion/faith, sexual orientation, gender reassignment, marriage/civil partnership, and pregnancy/ maternity/paternity.

An activity does not need to impact on all 9 protected characteristics – impacting on just one is sufficient justification to complete an EqHIA.

[Health Impact Assessments \(HIAs\)](#) consider the potential impact of any change or amendment to a policy, service, plan, procedure or programme on the health and wellbeing of the population. HIAs help identify how people may be affected differently on the basis of where they live and potential impacts on health inequalities and health equity by assessing the distribution of potential effects within the population, particularly within vulnerable groups. 'Health' is not restricted to medical conditions, or the provision of health services, but rather encompasses the wide range of influences on people's health and wellbeing. This includes, but is not limited to, experience of discrimination, access to transport, housing, education, employment - known as the 'wider determinants of health'.

This [Equality and Health Impact Assessment \(EqHIA\)](#) brings together both impact assessments into a single tool which will result in a set of recommendations to eliminate discrimination and inequality; enhance potential positive impacts and mitigate where possible for negative impacts. In conducting this EqHIA you will need to assess the impact (positive, neutral or negative) of your activity on individuals and groups with **protected characteristics** (this includes staff delivering your activity), **socio-economic status** and **health & wellbeing**. Guidance on what to include in each section is given on the next pages.

Guidance: What to include in background/context

In this section you will need to add the background/context of your activity, i.e. what is the activity intending to do, and why?

Make sure you include the scope and intended outcomes of the activity being assessed; and highlight any proposed changes. Please include a brief rationale for your activity and any supporting evidence for the proposal. Some questions to consider:

- What is the aim, objectives and intended outcomes?
- How does this activity meet the needs of the local population?
- Has this activity been implemented in another area? What were the outcomes?
- Is this activity being implemented as per best practice guidelines?
- Who were the key stakeholders in this activity?

*Note that the boxes will expand as required

Guidance: Who will be affected by the activity?

The people who will be affected may be

Residents: pay particular attention to vulnerable groups in the population who may be affected by this activity

Businesses/ manufacturing / developers / small, medium or large enterprises

Employees: e.g. Council staff for an internal activity, other statutory or voluntary sector employees, local businesses and services

*Note that the boxes will expand as required

Guidance: What to include in assessing a Protected Characteristic e.g. AGE

Please tick (✓) the relevant box:

Positive

Neutral

Negative

Overall impact: In this section you will need to consider and note what impact your activity will have on individuals and groups (including staff) with protected characteristics based on the data and information you have. You should note whether this is a positive, neutral or negative impact.

It is essential that you note all negative impacts. This will demonstrate that you have paid 'due regard' to the Public Sector Equality Duty if your activity is challenged under the Equality Act.

*Note that the boxes will expand as required

Evidence: In this section you will need to document the evidence that you have used to assess the impact of your activity.

When assessing the impact, please consider and note how your activity contributes to the three aims of the Public Sector Equality Duty (PSED) as stated in the section above.

It is essential that you note the full impact of your activity, so you can demonstrate that you have fully considered the equality implications and have paid 'due regard' to the PSED should the Council be challenged.

- If you have identified a **positive impact**, please note this.
- If you think there is a **neutral impact** or the impact is not known, please provide a full reason why this is the case.
- If you have identified a **negative impact**, please note what steps you will take to mitigate this impact. If you are unable to take any mitigating steps, please provide a full reason why. All negative impacts that have mitigating actions must be recorded in the **Action Plan**.
- **Please ensure that appropriate consultation with affected parties has been undertaken and evidenced**

Sources used: In this section you should list all sources of the evidence you used to assess the impact of your activity. This can include:

- Service specific data
- Population, demographic and socio-economic data. Suggested sources include:
 - o Service user monitoring data that your service collects
 - o [Havering Data Intelligence Hub](#)
 - o [Office for National Statistics \(ONS\)](#)

If you do not have any relevant data, please provide the reason why.

*Note that the boxes will expand as required

Guidance: What to include in assessing Health & Wellbeing Impact:

Please tick (✓) all the relevant boxes that apply:

Positive

Neutral

Negative

Overall impact: In this section you will need to consider and note whether the proposal could have an overall impact on, or implications for, people's health and wellbeing or any factors which determine people's health. **It is important to use the Health Impact Tool to ensure a full range of all health impacts are considered.**

How will the activity help address inequalities in health?

Include here a brief outline of what could be done to enhance the positive impacts and, where possible, mitigate for the negative impacts.

*Note that the boxes will expand as required

Do you consider that a more in-depth HIA is required as a result of this brief assessment? Please tick (✓) the relevant box

Yes

☐

No

☐

Evidence: In this section you will need to outline in more detail how you came to your conclusions above:

- What is the nature of the impact?
- Is the impact **positive** or **negative**? It is possible for an activity to have **both positive and negative impacts**. Consider here whether people will be able to access the service being offered; improve or maintain healthy lifestyles; improve their opportunities for employment/income; whether and how it will affect the environment in which they live (housing, access to parks & green space); what the impact on the family, social support and community networks might be
- What can be done to mitigate the negative impacts and/or enhance the positive impacts?
- If you think there is a **neutral impact**, or the impact is not known, please provide a brief reason why this is the case.
- What is the likelihood of the impact? Will the impact(s) be in weeks, months or years? In some cases the short-term risks to health may be worth the longer term benefits.
- Will the proposal affect different groups of people in different ways? A proposal that is likely to benefit one section of the community may not benefit others and could lead to inequalities in health.

Please use the Health & Wellbeing Screening Tool, immediately below, as a guide/checklist to assess the potential wider determinants of health impacts.

This tool will help guide your thinking as to what factors affect people's health and wellbeing, such as social support, their housing conditions, access to transport, employment, education, crime and disorder and environmental factors. It is not an exhaustive list, merely a tool to guide your assessment; there may be other factors specific to your activity.

Some questions you may wish to ask include:

- Will the activity impact on people's ability to socialise, potentially leading to social isolation?
- Will the activity affect a person's income and/or have an effect on their housing status?
- Is the activity likely to cause the recipient of a service more or less stress?
- Will any change in the service take into account different needs, such as those with learning difficulties?
- Will the activity affect the health and wellbeing of persons not directly related to the service/activity, such as carers, family members, other residents living nearby?

- If there is a short-term negative effect, what will be done to minimise the impact as much as possible?
- Are the longer-term impacts positive or negative? What will be done to either promote the positive effects or minimise the negative effects?
- Do the longer term positive outcomes outweigh the short term impacts?

*Note that the boxes will expand as required

Sources used: In this section you should list all sources of the evidence you used to assess the impact of your activity. This could include, e.g.:

Information on the population affected

- Routinely collected local statistics (e.g. quality of life, health status, unemployment, crime, air quality, educational attainment, transport etc.)
- Local research/ Surveys of local conditions
- Community profiles

Wider Evidence

- Published Research, including evidence about similar proposals implemented elsewhere (e.g. Case Studies).
- Predictions from local or national models
- Locally commissioned research by statutory/voluntary/private organisations

Expert Opinion

- Views of residents and professionals with local knowledge and insight

*Note that the boxes will expand as required

Guidance: Outcome of the Assessment

On reflection, what is your overall assessment of the activity?

The purpose of conducting this assessment is to offer an opportunity to think, reflect and **improve** the proposed activity. It will make sure that the Council can evidence that it has considered its due regard to equality and health & wellbeing to its best ability.

It is not expected that all proposals will be immediately without negative impacts! However, where these arise, what actions can be taken to mitigate against potential negative effects, or further promote the positive impacts?

Please tick one of the 3 boxes in this section to indicate whether you think:

1. all equality and health impacts are adequately addressed in the activity – proceed with your activity pending all other relevant approval processes
2. the assessment identified some negative impacts which could be addressed – please complete the Action Plan in Section 4.
3. If the assessment reveals some significant concerns, this is the time to stop and re-think, making sure that we spend our Council resources wisely and fairly. There is no shame in stopping a proposal.

*Note that the boxes will expand as required

Guidance: Action Plan

For each protected characteristic/health & wellbeing impact where an impact on people or their lives has been identified, complete one row of the action plan. You can add as many further rows as required.

State whether the impact is Positive or Negative

Briefly outline the actions that can be taken to mitigate against the negative impact or further enhance a positive impact. These actions could be to make changes to the activity itself (service, proposal, strategy etc.) or to make contingencies/alterations in the setting/environment where the activity will take place.

For example, might staff need additional training in communicating effectively with people with learning difficulties, if a new service is opened specifically targeting those people? Is access to the service fair and equitable? What will the impact on other service users be? How can we ensure equity of access to the service by all users? Will any signage need changing? Does the building where the service being delivered comply with disability regulations?

Guidance: Review

Changes happen all the time! A service/strategy/policy/activity that is appropriate at one time, may no longer be appropriate as the environment around us changes. This may be changes in our population, growth and makeup, legislative changes, environmental changes or socio-political changes.

Although we can't predict what's going to happen in the future, a review is recommended to ensure that what we are delivering as a Council is still the best use of our limited resources. The timescale for review will be dependent on the scale of the activity.

A major financial investment may require a review every 2-3 years for a large scale regeneration project over 10-15 years.

A small policy change may require a review in 6 months to assess whether there are any unintended outcomes of such a change.

Please indicate here how frequently it is expected to review your activity and a brief justification as to why this timescale is recommended.

This page is intentionally left blank



CABINET

Subject Heading:	Havering Local Development Scheme 2023-2025
Cabinet Member:	Councillor Williamson, Lead Member for Planning and Regeneration
SLT Lead:	Neil Stubbings, Director of Regeneration Programme Delivery
Report Author and contact details:	Lauren Miller, Development Planning Team Leader Lauren.miller@havering.gov.uk 01708433051
Policy context:	National Planning Policy Framework 2021 London Plan 2021 Havering Local Plan 2016-2031
Financial summary:	£0.434m has been identified from the Local Plan Earmarked Reserve for Local Plan work. £0.032m of this will be spent in 2022/23. Any costs associated with the work above £0.434m will be met from existing resources.
Is this a Key Decision?	Yes Significant effect on two or more Wards
When should this matter be reviewed?	March 2025
Reviewing OSC:	Towns and Communities

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

- X People - Things that matter for residents
- X Place - A great place to live, work and enjoy
- X Resources - A well run Council that delivers for People and Place

SUMMARY

- 1.1 Local planning authorities are required to prepare and maintain a Local Development Scheme (LDS).
- 1.2 The LDS is a timetable for the preparation and adoption of local planning policy and guidance documents including the Local Plan.
- 1.3 This report seeks approval to publish an updated LDS which will cover the period 2023-25.

RECOMMENDATIONS

That Cabinet:

- 1. **APPROVE** the publication of the Local Development Scheme as set out in Annex 1
- 2. **DELEGATE** authority to the Assistant Director of Planning and Public Protection following consultation with the Leader of the Council to approve changes to the wording and content of the Local Development Scheme as required.

REPORT DETAIL

- 2.1 Local planning authorities are required to prepare and maintain a Local Development Scheme under Section 15 of the Planning and Compulsory Purchase Act 2004, as amended by the section 111 of the Localism Act 2011 and the Housing and Planning Act 2016.
- 2.2 The LDS provides opportunities for the local community and stakeholders to be involved in preparing planning policies by setting out an indicative timetable for the preparation of each document.

2.3 The LDS (2023-25) sets out:

- The planning policy documents that the Council has already prepared;
- The planning policy documents that Havering intend to produce;
- The subject matter and geographical area of each of the proposed documents;
- The timetable for the preparation of the documents over the next three years.

2.4 The principal policy document is the Local Plan. The current Local Plan was adopted in 2021 following examination by an independent planning inspector. The Inspector found the Local Plan sound and allowed the Council to adopt the plan subject to an immediate review. The LDS 2023-2025 sets out the timeframe for the production of an updated Local Plan and supersedes the previous LDS (2021).

REASONS AND OPTIONS

Reasons for the decision:

- 3.1 Local planning authorities are required to prepare and maintain a Local Development Scheme under Section 15 of the Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011 and the Housing and Planning Act 2016.
- 3.2 The 2021 version of the LDS is out of date and does not reflect the latest time table for the preparation of the Local Plan and other related planning policy documents.

Other options considered:

- 3.3 The option of not publishing an up to date LDS has been rejected as the current version is out of date and does not reflect the latest time table for the preparation of the Local Plan and the legal requirement to have an up to date LDS.

IMPLICATIONS AND RISKS

Financial implications and risks:

- 4.1 The cost of the work set out in the LDS will be met within existing resources.
- 4.2 An annual base budget of 0.166 is available for Local Plan and Strategic Transport work (such as Development Consent Orders) and a further £0.434m is available from earmarked reserves. £0.032m of the reserve will be spent in 2022/23.

Legal implications and risks:

- 4.3 The Local Planning Authority is required pursuant to section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) to prepare, revise and make a Local Development Scheme available to the public. This Duty by necessity also requires the Council to ensure that the Local Development Scheme is maintained as an up to date document, pursuant to section 15 subsection 9A of the Planning and Compulsory Purchase Act 2004 (as amended).
- 4.4 There is a risk that by not ensuring an up to date Local Development Scheme is published and available to the public that the Council will be found to be in breach of its statutory duties. Approval of the Local Development Scheme is recommended

Human Resources implications and risks:

- 4.5 The planning policy documents set out in the LDS will be delivered by existing staff as well as external consultants. The technical and specialist nature of the some of the work will require external support. Consultants will be engaged via an appropriate procurement route using the Council's existing procedures.

Equalities implications and risks:

- 4.6 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.
- 8.2 Note: 'Protected characteristics' are: age, sex, race, disability, sexual orientation, marriage and civil partnerships, religion or belief, pregnancy and maternity and gender reassignment.

- 4.7 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.
- 4.8 The new Local Plan and other relevant planning policy documents will be subject to a full Equalities Impact Assessment.

Health and Wellbeing implications and Risks

- 4.9 There are no health and wellbeing implications and risks associated with the publishing an updated Local Development Scheme.
- 4.10 The new Local Plan and other relevant planning policy documents will be subject to full Health Impact Assessments.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

There are no environmental or climate change implications and risks associated with publishing an updated Local Development Scheme. However, the preparation of a new Local Plan and other relevant planning policy documents will provide the opportunity to secure further environmental benefits and contribute to the Council's ambition to be carbon neutral by 2040.

BACKGROUND PAPERS

None

This page is intentionally left blank



LOCAL DEVELOPMENT SCHEME (LDS)

2023-2025

1. Introduction

What is the Local Development Scheme?

- 1.1 Local planning authorities are required to prepare and maintain a Local Development Scheme (LDS) under Section 15 of the Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011 and the Housing and Planning Act 2016. A Local Development Scheme sets out all the planning policy documents to be produced by the authority over a 3 year period.
- 1.2 This LDS sets out:
 - The planning policy documents that Havering have already adopted;
 - The planning policy documents that Havering intend to produce;
 - The subject matter and geographical area of each of the proposed documents;
 - The timetable for the preparation of the documents over the next three years; and
 - The opportunities for the local community and stakeholders to be involved in preparing planning policies by setting out an indicative timetable for the preparation of each document.
- 1.3 Progress on the implementation of the LDS will be reported annually in the Authorities Monitoring Report.

2. Planning Policy Context

National Planning Policy

- 2.1 National Planning Policy Framework (NPPF) sets the national policy context for preparation of local plans. Local plans must be consistent with national policy and should enable the delivery of sustainable development in accordance with the policies in the framework.
- 2.2 National Planning Policy for Waste was published in October 2014 and National Planning Policy for Traveller Sites was published in August 2015.

Regional Planning Policy

- 2.3 The Greater London Authority Act 1999 requires the Mayor of London to produce a spatial development strategy – which has become known as ‘the London Plan’ - and keep it under review. London borough Local Development Documents (such as local plans) must be ‘in general conformity’ with the London Plan. A new London Plan was published in 2021 and this forms part of Havering’s Development Plan, against which planning applications must be determined.

- 2.4 The Mayor of London has also published Supplementary Planning Guidance on a range of topics. These documents provide additional guidance on the implementation of London Plan policies.

3. *Havering's adopted Planning Policy Documents*

Havering Local Plan 2016-2031 and Policies Map

- 3.1 The Havering Local Plan 2016-2031 was adopted in November 2021. The Local Plan sets the vision and objectives for the spatial development of the borough.
- 3.2 The Local Plan replaced the Core Strategy and Development Management Policies Development Plan Document (DPD) and the policies within the Romford Area Action Plan.

Site Specific Allocations

- 3.3 The Local Plan 2016-2031 does not include Site Specific Allocations and for this reason the Site Specific Allocations DPD 2008 and site allocations in the Romford Area Action Plan (2008) have been retained until they are replaced.

Joint East London Waste Plan

- 3.4 The Joint East London Waste Plan was adopted by the four East London Waste Authorities, Havering Newham, Barking and Dagenham and Redbridge. The Waste Plan sets out a planning strategy for sustainable waste management enabling the adequate provision of waste management facilities) in appropriate locations for municipal wastes, and commercial and industrial waste, construction, excavation and demolition, and hazardous wastes.

Supplementary Planning Documents

- 3.5 Supplementary Planning Documents provide additional guidance on the implementation of policies in the Development Plan.
- 3.6 On adoption of the Local Plan 2016-2031 in November 2021, a number of previous SPDs were retained to support the new Local Plan, with the intention of being reviewed (refer to table 1 for further detail).

The following SPDs remain in place:

- Residential Extensions and Alterations SPD 2011
- Hall Lane Policy Area SPD 2009
- Emerson Park Policy Area SPD 2009
- Heritage SPD 2011 (including the Local List of Heritage Assets)

Other Planning Documents

3.7 There are a number of other planning documents that the Council prepares:

- *Statement of Community Involvement 2021* The purpose of the SCI is to set out the preferred options and legal requirements for involving the community and other stakeholders in the preparation of planning policies and the determination of planning applications.
- *Authority Monitoring Report* The Localism Act 2011 requires local authorities to prepare and publish an Authority Monitoring Report containing information on the implementation of the Local Development Scheme and the extent to which the policies set out in the Local Plan are being achieved. The AMR is published annually.

4. *Future Commitments*

- 4.1 The Inspector for the Local Plan examination found the Plan sound subject to an immediate update. In addition to the update of the Local Plan there are a number of other priority policy documents that will be taken forward over the next three years.
- 4.2 The Council's commitments are set out in Tables 1 and 2 below. Table 1 sets out the existing documents and any plans for them to be reviewed and updated. Table 2 sets out the new documents that the Council intends to produce.

Table 1 – Existing planning policy documents and programme for their review

Existing document and date of adoption	Description	Geographical Coverage	Timescale for review
Local Plan 2016-2031 Adopted 2021 and Policies Map 2021	Sets out the Council's vision, objectives and spatial strategy for the future development of the Borough and will contain strategic policies, detailed policies and site allocations. The Policies Map provides a spatial representation of the policies in the Local Plan	Borough wide	<ul style="list-style-type: none"> • Preparation of evidence base – throughout 2023 • Regulation 18 consultation – Autumn 2023 • Regulation 19 consultation – spring 2024 • Submission to the Secretary of State - summer 2024 <p>The adoption of the Local Plan is dependent on the Examination Process and is outside the control of the Council.</p>
Site Specific Allocations Development Plan Document 2008	Sets out the specific allocations for individual sites across the borough except for site in Romford Town Centre which are set out in the Romford Area Action Plan and site for Waste management which are identified in the Joint Waste Development Plan Document	Borough wide	To be revoked upon adoption of the Local Plan update, which will include updated site specific allocations
Site Specific Allocations in the Romford Area Action Plan 2008	Sets out the specific allocations for individual sites within Romford	Romford	To be revoked upon adoption of the Local Plan update, which will include updated site specific allocations for Romford
Joint East London Waste Plan	Sets out a planning strategy for sustainable waste management	Havering, Barking and	Progression of Joint Waste Plan 2023 onwards subject to agreement with the other boroughs.

	enabling the adequate provision of waste management facilities in appropriate locations.	Dagenham, Redbridge and Newham Local Authority Areas	
Heritage SPD 2011 including Local List of Heritage Assets	Seeks to ensure appropriate identification, protection, enhancement and management of Havering's heritage assets by providing additional guidance on the implementation of policies relating to heritage	Borough wide	Local List of Heritage Assets to be reviewed separately throughout 2023. The approach to SPDs is to be considered in light of the government's consultation on proposed changes to the NPPF which suggests SPDs will no longer exist
Residential extensions and alterations SPD 2011	Provides design guidance to ensure householder development is sympathetic to the existing property and the street scene and does not detrimentally affect the living conditions of neighbouring properties	Borough wide	The approach to SPDs is to be considered in light of the government's consultation on proposed changes to the NPPF which suggests SPDs will no longer exist
Hall Lane Policy Area 2009	Provides guidance on maintaining and enhancing the special character of the Hall Lane Policy Area	Hall Lane Policy Area	Hall Lane Policy Area to be considered as part of the Characterisation Study which will form part of the evidence base for the new Local Plan
Emerson Park Policy Area 2009	Provides guidance on maintaining and enhancing the special character of the Emerson Park Policy Area.	Emerson Park Policy Area	Emerson Park Policy Area to be considered as part of the Characterisation Study which will form part of the evidence base for the new Local Plan
Statement of Community Involvement 2021	Sets out how the community and other stakeholders will be involved in the preparation of future planning policy documents and in decisions regarding planning applications	Borough-wide	The SCI remains up to date and no review is currently planned

Conservation Area Appraisals and Management Plans for each of the designated conservation areas	These documents identify the special interest of each conservation area and provide a clear basis for assessing how far planning proposals preserve or enhance their character or appearance.	Individual Conservation Areas across the borough	A review of all Conservation Area Appraisals and Management Plans will take place in 2023. The review will identify any necessary updates. Consultation will take place on any updates to Conservation Area Appraisals in 2023 and 2024.
---	---	--	--

Table 2 – Programme for the preparation of new planning policy documents

Policy Document	Description	Geographical coverage	Key Milestones
Planning obligations Supplementary Planning Document	This SPD will set out the council's approach to funding and delivering the infrastructure needed to support sustainable development and good growth across the borough through the use of planning obligations (S106). The document will explain the Council's approach to the Community Infrastructure Levy (CIL) and the interaction between CIL and S106. It will also detail the council's approach to securing non-financial obligations such as affordable housing or other restrictions over the use of the land. In addition, it will include the process and fees for monitoring S106 clauses.	Borough Wide	The approach to SPDs is to be considered in light of the government's consultation on proposed changes to the NPPF which suggests SPDs will no longer exist
Design guide	The NPPF 2021 states that all local planning authorities should prepare design guides or codes consistent with the principles set out in the National Design Guide and National Model Design Code, and which reflect local character and design preferences. Design guides and codes provide a local framework for creating beautiful and distinctive places with a consistent and high quality standard of design. They should be produced as part of a Plan or as SPD	The NPPF states that guides and codes can be prepared at an area-wide, neighbourhood or site specific scale.	<p>The Council is currently considering the best way of implementing the new requirement for design guidance and is following the pilot schemes currently underway elsewhere in the Country.</p> <p>As part of the evidence base for this work and for the Local Plan in general, there will be a need to undertake a Characterisation study, this work will progress during 2023.</p>

Area based Supplementary Planning Documents	Guidance for specific areas of the borough	Area specific	<p>The approach to area based SPDs under consideration in light of the government's consultation on proposed changes to the NPPF which suggests SPDs will no longer exist.</p> <p>Further detail will be set out in future updates to this Local Development Scheme</p>
--	--	---------------	---

This page is intentionally left blank



CABINET

Subject Heading:

Authority Monitoring Report

Cabinet Member:

Councillor Graham Williamson, Lead Member for Planning and Regeneration

SLT Lead:

Neil Stubbings, Director of Regeneration Programme Delivery

Report Author and contact details:

Cara Collier, cara.collier@havering.gov.uk, 01708434083

Policy context:

Havering Local Plan 2016-2031

Financial summary:

No financial implications

Is this a Key Decision?

Non-key

When should this matter be reviewed?

8th March 2023

Reviewing OSC:

Places

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

X People - Things that matter for residents

X Place - A great place to live, work and enjoy

X Resources - A well run Council that delivers for People and Place.

SUMMARY

The Authority Monitoring Report (AMR) is a monitoring report based on indicators set out in the Havering Local Plan 2016-2031. The requirement for Local Authorities to produce an AMR is set out in section 113 of the Localism Act 2011.

This report seeks approval to publish the AMR 2021-22.

RECOMMENDATIONS

That Cabinet:

1. APPROVE the publication of the AMR 2021-22
2. DELEGATE authority to the Assistant Director of Planning and Public Protection following consultation with the Lead member for Planning and Regeneration to publish future Authority Monitoring Reports on an annual basis.

REPORT DETAIL

1. Havering adopted its Local Plan (2016-2031) in November 2021. The Local Plan commits to monitoring the effectiveness of the Local Plan in delivering its objectives through regularly assessing its performance against a series of key monitoring indicators. The monitoring indicators are laid out in Table 18 of Annex 8 of the Local Plan. There are 56 indicators.
2. AMRs are expected to cover the previous financial year and usually run from 1st April to 31st March but as Havering's Local Plan was adopted in November 2021, the time period measured for this AMR is 17th November 2021 – 31st March 2022. Some indicators cover the entire financial year, such as housing completions and affordability as these are more general indicators, but indicators relating to a specific policy requirement introduced by the Local Plan are only measured from November 2021. The period monitored is made clear for each indicator throughout the document.
3. The most recent AMR Havering produced was for 2017/18 and was based on the previous Local Development Framework. No AMRs have been published since the Local Plan was submitted for examination in 2018. Therefore, this is the first AMR produced based on the new Local Plan indicators.
4. The monitoring indicators cover the 8 sections of the Local Plan; places to live, thriving communities, opportunities to prosper, connections, high quality places, green places, minerals, monitoring and delivery. Indicators touch on specifics such as housing delivery, retail floorspace, vacancy rates in town centres, park quality, student transport modes, changes in biodiversity sites, recycling rates, progress on key projects, etc. The AMR document highlights positive progress the Council has made, such as 624 homes completed in 2021/22 (built by a range of developers), including 231 family homes. In addition it highlights the following achievements;

- 55% of all 3 bed homes completed in 2021/22 were affordable
 - There was a net gain of 2786 square meters of social infrastructure facilities
 - 57% of students in Havering are walking, scooting, or cycling to school
 - There are now 17 park in Havering that have the Green Flag Award
 - Health Impact Assessments are now required for all major planning applications
5. The AMR includes an update of the 2019 housing trajectory that was submitted as part of the Local Plan examination. The updated housing trajectory shows the projected net additional dwellings that will be delivered up to the end of the Local Plan period.
6. Based on the housing trajectory, the AMR sets out the Borough's current 5 year land supply. The 5 year land supply is the supply of deliverable sites sufficient to provide 5 years' worth of housing (plus a buffer), against the Council's housing target. Demonstrating a 5 year housing land supply is important to provide an indication of whether there are sufficient sites available to meet the housing requirement. If an authority cannot demonstrate a 5 year housing land supply, including any appropriate buffer, the presumption in favour of sustainable development will apply (NPPF, paragraph 11). This means that authorities should grant permission unless:
- a. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - b. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
7. Fundamentally, this means that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.
8. At the time of the Local Plan adoption in 2021, Havering had a housing supply of 4.87 years. The AMR updates this to show a 4 years supply.
9. The AMR will help to assess the effectiveness of Local Plan policies, and therefore feed into the Local Plan review as potential changes to policies are recognised. This will become a useful annual exercise to help inform future policy development.
10. Appendix 1 shows the draft 2021-22 AMR document in full.



REASONS AND OPTIONS

Reasons for the decision:

Local Authorities are required to produce an AMR under section 113 of the Localism Act 2011.

Other options considered:

The option to not publish an AMR was rejected, as it would go against requirements in the Localism Act, and commitments made in Havering's Local Plan.

IMPLICATIONS AND RISKS

Financial implications and risks: There are no financial implications from publishing the AMR.

Legal implications and risks: The AMR includes an updated housing trajectory and 5 year land supply calculation. It shows that Havering is able to identify a supply of 4 years. In light of this, the Council will continue to be subject to the presumption in favour of sustainable development which means that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole (as required by the NPPF, paragraph 11d).

Human Resources implications and risks: There are no human resources implications from publishing the AMR.

Equalities implications and risks: There are no equalities implications from publishing the AMR. An equalities assessment is not considered necessary as the document is just reporting facts.

Health and Wellbeing implications and Risks: There are no health and wellbeing implications relating to the proposed decision.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

There are no environmental or climate change impacts from this decision. The recommendations made in this report do not appear to conflict with the Council's policy on Environmental and Climate implications.

BACKGROUND PAPERS

None

This page is intentionally left blank

Authority Monitoring Report 2021-22

+231
family
homes



Housing Completions



The Havering
Local Plan
was adopted
in 2021



55% of
completed
3 bed
homes were
affordable



17 parks in
Havering have
the Green Flag
Award



57% of students
are walking,
scooting, or
cycling to school



Contents

Introduction.....	4
1. PLACES TO LIVE	5
2. THRIVING COMMUNITIES	11
3. OPPORTUNITIES TO PROSPER	16
4. CONNECTIONS.....	18
5. HIGH QUALITY PLACES	24
6. GREEN PLACES	27
7. MINERALS.....	32
8. MONITORING AND DELIVERY	33

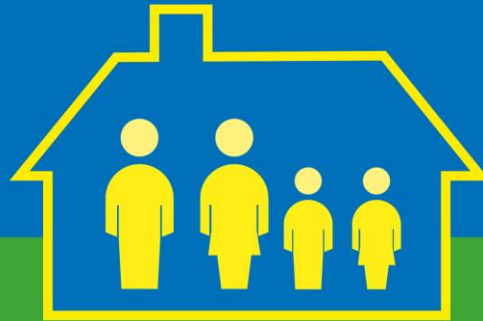
The Havering Local Plan was adopted in 2021



Housing Completions



+231
family
homes



55% of
completed
3 bed
homes were
affordable



+2786
square meters
of social
infrastructure
facilities



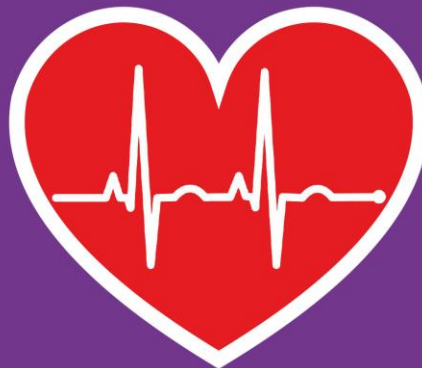
57% of students
walking,
scooting, or
cycling to school



17 parks in
Havering have
the Green Flag
Award



Health Impact
Assessments are
now required
for all major
planning
applications



Introduction

The Authority Monitoring Report (AMR) tracks the progress and achievements of Local Plan policies. Monitoring indicators are set out in Havering's Local Plan 2016-2031. This AMR sets out Havering's current position on each indicator.

Indicators are split into the 8 categories of the Local Plan. AMRs usually monitor the financial year period between April and March of each year. This is the case for indicators here that track housing completions for example. However, several indicators specifically relate to a new Local Plan policy and therefore this AMR tracks and measures their progress since the Local Plan adoption on 17th November 2021.

The layout of this document shows each indicator, alongside a detailed target and the indicator's relation to specific Local Plan policies.

Havering is committed to tackling climate change, as laid out in the Council's [climate change action plan](#). The Council will consider whether to include additional climate change indicators in the next AMR to assist in tracking these commitments.

1. PLACES TO LIVE

Related Local Plan Policy	Indicators	Target	Results
Housing (policies 1, 2 and 3)	Annual Net additional dwellings completed	Delivering a minimum of: <ul style="list-style-type: none"> • 700 new dwellings per year during Phase 1 of the Plan Period (2016/2017-2020/2021) • 1,801 new dwellings per year during Phase 2 (2021/2022-2025/2026) of the Plan Period and 1641 (2025/2026) • 1170 new dwellings per year during Phase 4 of the Plan Period (2026/2027-2030/2031) in accordance with Policy 3	Havering has achieved 624 net additional dwellings for 2021/22. The target for this period in the Council's Local Plan was 1,801.
	Net additional dwellings completed from the 2016 financial year onwards	Meeting the cumulative housing requirement target since (and including) the 2016 financial year	Net additional dwellings from 2015 to 2022 are as follows; <ul style="list-style-type: none"> • 2016/2017 = 607 • 2017/2018 = 277 • 2018/2019 = 465 • 2019/2020 = 519 • 2020/2021 = 512 • 2021/2022 = 624 Cumulative Housing Target 2016 – 2022 = 5301 Total net homes delivered 2016 – 2022 = 3004

	<p>Net additional dwellings in:</p> <ul style="list-style-type: none"> i. Romford Strategic Development Area ii. Rainham Strategic Development Area iii. Council housing estates outside the Strategic Development Areas iv. Other major sites outside the Strategic Development Areas and Council housing estates v. Small sites and through vacant units returning to use 	<p>Sites within Havering being delivered in accordance with the numbers set out within Policies 1,2 and 3 to achieve the following over the first 10 years of the Plan Period:</p> <ul style="list-style-type: none"> • At least 5,000 new homes on Major sites in the Romford Strategic Development Area (including Twelve Estate Regeneration Programme sites) • At least new 3,000 homes on Major sites in the Rainham and Beam Park Strategic Development Area (including Twelve Estate Regeneration Programme sites) • At least new 300 homes through the Twelve Estates Programme (these sites are outside the Strategic Development Areas) • At least 1,500 homes on other major sites outside the Strategic Development Areas and Twelve Estates Regeneration Programme sites 	<p>Completions from 2021/22 are as follows;</p> <ul style="list-style-type: none"> • Romford Strategic Development Area = 87 net homes • Rainham and Beam Park Strategic Development Area = 277 net homes • Twelve Estates Programme = -55 net homes • Major sites outside the Strategic Development Areas and Twelve Estates Regeneration Programme sites = 224 net homes • Small sites and vacant units returning to use = 91 net homes <p>Please note that the indicator relates to homes being delivered over the first 10 years of the plan period. The above data is based on completions only in the period 2021/22.</p>
--	--	---	--

		<ul style="list-style-type: none">At least 1,500 homes on small sites and vacant units returning to use													
	Percentage of dwellings built on previously developed land	100%	96.5% of dwellings were built on previously developed land in 2021/22.												
	Number of dwellings lost to other uses (without re-provision)	Minimal loss of housing to other uses	There has been no loss of dwellings to other uses in the monitored period.												
	Projected net additional dwellings up to the end of the Local Plan period	18,930 net units provided over the Plan Period in accordance with Policy 3	Refer to Annex 1: Housing Trajectory and Annex 2: 5 year land supply.												
Affordable Housing (policy 4)	Net affordable housing completions (number and as a percentage of net housing completions)	Delivering at least 35% or 50%* new affordable homes per year on threshold sites in accordance with Policy 4. *on public land and industrial sites (see policy 4)	<table><tr><th>Type of affordable housing</th><th>Net completions</th></tr><tr><td>Affordable rent</td><td>20</td></tr><tr><td>Intermediate</td><td>57</td></tr><tr><td>Shared equity</td><td>12</td></tr><tr><td>Social rent</td><td>-19</td></tr><tr><td>Total Net affordable homes 2021/22</td><td>70*</td></tr></table>	Type of affordable housing	Net completions	Affordable rent	20	Intermediate	57	Shared equity	12	Social rent	-19	Total Net affordable homes 2021/22	70*
			Type of affordable housing	Net completions											
			Affordable rent	20											
			Intermediate	57											
			Shared equity	12											
			Social rent	-19											
	Total Net affordable homes 2021/22	70*													
<p>The total net market homes delivered for 2021/22 was 526 homes. This makes the percentage of affordable homes delivered 12%.</p> <p>*28 units had an unspecified tenure. These units were therefore not counted towards the affordable figure or the overall market figures.</p>															
Net affordable housing completions by tenure type (number and as a	Delivering a tenure mix of 70% social / affordable rent and 30% intermediate provision on	For the period 2021/22, affordable homes delivery percentages were 98% intermediate and 2% social /affordable rent.													

	percentage of net affordable housing completions)	threshold sites in accordance with Policy 4																									
Housing Mix (Policy 5)	Net completions by housing size and type	<p>Delivering housing mix comprising:</p> <ul style="list-style-type: none"> Market Housing : 5% (1 Bed), 15% (2 Bed), 64% (3 Bed) and 16% (4+ Bed) Affordable Housing : 10% (1 Bed), 40% (2 Bed), 40% (3 Bed) and 10 (4+ Bed) <p>in accordance with Policy 5</p>	<table border="1"> <thead> <tr> <th></th><th>Net completions</th><th>Market %</th><th>Affordable %</th></tr> </thead> <tbody> <tr> <td>1 bed</td><td>131</td><td>100%</td><td>0%</td></tr> <tr> <td>2 bed</td><td>228</td><td>87%</td><td>13%</td></tr> <tr> <td>3 bed</td><td>132</td><td>45%</td><td>55%</td></tr> <tr> <td>4 bed</td><td>88</td><td>87%</td><td>13%</td></tr> <tr> <td>5 bed+</td><td>11</td><td>45%</td><td>55%</td></tr> </tbody> </table> <p>*34 units unknown as bedrooms not recorded</p>		Net completions	Market %	Affordable %	1 bed	131	100%	0%	2 bed	228	87%	13%	3 bed	132	45%	55%	4 bed	88	87%	13%	5 bed+	11	45%	55%
	Net completions	Market %	Affordable %																								
1 bed	131	100%	0%																								
2 bed	228	87%	13%																								
3 bed	132	45%	55%																								
4 bed	88	87%	13%																								
5 bed+	11	45%	55%																								
Specialist Housing (policy 6)	Net additional specialist housing completions	Delivering 255 new homes per year in accordance with Policy 6 until updated by subsequent reviews of the Havering Specialist Older Persons Accommodation Report (2015)	No specialist housing has been completed in the time period monitored.																								
Residential design and amenity (policy 7)	Number and proportion of housing completions that meet the National Space Standards	All new homes to meet National Standard	All new homes in Havering are expected to meet National Space Standards. Only in extremely special circumstances are units allowed to deviate from this standard.																								
Houses in Multiple Occupation (policy 8)	Net additional HMO completions	Proposals do not result in more than 10% of properties in one street becoming HMOs (including lawful HMOs) in accordance with Policy 8	There was a net gain of 12 bedrooms in HMOs in the period monitored. These applications were approved before the new local plan policies were introduced in November 2021. Therefore, they were assessed against old policies, which did not include a consideration of the 10% HMO threshold.																								
Conversions and sub-	Net additional completions arising from:	Proposals to increase housing stock in Havering comply with	Conversions of existing non-residential buildings = 115 net homes																								

government on an annual basis.			<table><tr><td>Total</td><td>443</td><td>6</td></tr></table>	Total	443	6											
			Total	443	6												
			Plots approved over the past 5 years are as follows;														
			<table><tr><th>Year</th><th>Self-build units approved</th></tr><tr><td>2017-18</td><td>0</td></tr><tr><td>2018-19</td><td>0</td></tr><tr><td>2019-20</td><td>0</td></tr><tr><td>2020-21</td><td>0</td></tr><tr><td>2021-22</td><td>3</td></tr><tr><td>Total</td><td>3</td></tr></table>	Year	Self-build units approved	2017-18	0	2018-19	0	2019-20	0	2020-21	0	2021-22	3	Total	3
			Year	Self-build units approved													
			2017-18	0													
			2018-19	0													
			2019-20	0													
			2020-21	0													
2021-22	3																
Total	3																

2. THRIVING COMMUNITIES

Related Local Plan Policy	Indicators	Target	Results
Healthy Communities (Policy 12)	Percentage of major applications submitted with a Health Impact Assessment	All major proposals to be submitted with a Health Impact Assessment in accordance with Policy 12	Of the 4 major applications submitted since the adoption of the Local Plan, only one was submitted with a HIA. However, an updated validation list was published in September 2022 which reflects the need for HIAs to be submitted. Moving forward all major applications will no longer be validated without a HIA.
Town Centre Development (Policy 13)	Position of Havering's town centres in the London strategic town centre network	Havering town centres retain their position in the London Strategic town centre network (as defined in the London Plan) in accordance with Policy 13 and Map 1	<p>There has been no change to local town centre designations in the period monitored.</p> <p>Current town centre designations;</p> <ul style="list-style-type: none"> • Romford (Metropolitan centre) • Hornchurch (district centre) • Upminster (district centre) • Collier Row (district centre) • Elm Park (district centre) • Harold Hill (district centre) • Rainham (district centre)
Town centre Development (Policy 13)	Amount of completed retail floorspace in Havering's metropolitan and district centres	<p>In accordance with Policy 13:</p> <ul style="list-style-type: none"> • make provision for a minimum of 20,722 square metres of comparison floorspace in Havering by 2031 • make provision for a minimum of 10,881 square 	There was a net loss of 2,285 square metres of retail floorspace in Havering's metropolitan and district centres.

		<p>metres of convenience floorspace in Havering by 2031</p> <ul style="list-style-type: none"> • make provision for a minimum of 10,619 square metres of commercial leisure floorspace in Havering by 2031 	
<p>Town centre Development (policy 13)</p> <p>Page 139</p>	<p>In Havering's primary and secondary frontages, the number and percentage of: (i) Vacancies, (ii) A1 and A2 units, (iii) A5 units, (iv) betting shops, (v) payday loan shops</p>	<p>In accordance with Policy 13, ensure that:</p> <ul style="list-style-type: none"> • the proportion of A1 and A2 uses is more than 60% in primary frontages • the proportion of A5 uses to be greater than 10% in primary frontages and to maintain a minimum of 3 units in alternative uses between A5 uses • the proportion of betting shops and pay day loan shops in primary and secondary frontages and local centres to comprise a maximum of 5% or 1 unit (whichever is the greater) and there to be a minimum of 3 units in alternative use between these uses 	<p>The data is based on metropolitan and district centres (rather than primary and secondary frontages specifically). See Table 1 for the full dataset.</p> <ul style="list-style-type: none"> • The average proportion of A1 and A2 uses in metropolitan and district centres is 69.8% • The average proportion of A5 uses in metropolitan and district centres is 8% • The average proportion of sui generis uses (which includes but is not limited to betting shops and pay day loan shops) in metropolitan and district centres is 0.6% <p>Please also note that A1 and A2 uses now fall under Use Class E, and A5, betting shops and payday loans shops all fall under Use Class Sui Generis.</p>

Eating and Drinking (policy 14)	Net additional A3 and A4 units and floorspace in Havering's metropolitan and district centres	Enhancing the quality of Romford and Havering's District Centres	A3 uses had no change. A4 uses had a net loss of 340 sqm.
Culture and creativity (policy 15)	Net additional arts, cultural and leisure floorspace in town centres and out of town centres	Enhancing Havering's town centres and out of town locations	There was no change in arts, cultural or leisure facility floorspace.
Social Infrastructure (Policy 16)	Net additional floorspace for social infrastructure facilities	Provision of new social and community infrastructure in a timely and efficient manner and in appropriate locations to support, population, housing, employment and economic growth in accordance with Policies 1, 2 and 16 of the Local Plan and the Infrastructure Delivery Plan	There was a net gain of 2,786 square meters for social infrastructure facilities. The largest contribution to this was from the Construction and Infrastructure Skills and Innovation Centre (CISIC) in Rainham.
Social Infrastructure (Policy 16)	Average size of GP patient list	Securing GP medical facilities to improve the ratio for the average number of patients per GP currently 1:1,991)	There are currently 41 GP practises covering Havering. This is equal to 132 full time equivalent GPs covering 284,367 patients, putting the current GP to patient ratio at 1:2173. This is slightly higher than the ratio of 1:1991 stated in the Local Plan.
Social Infrastructure (Policy 16)	Net additional floorspace for educational purposes	Provision of education infrastructure in a timely and efficient manner and in appropriate locations to support, population and housing growth in accordance with the Policies 1, 2 and 17 of the Local Plan and the Infrastructure Delivery Plan	There was no change in floorspace for educational purposes in the time period monitored.

Open space, leisure and recreation (policy 18)	Net loss/gain of public open space, playing fields and leisure floorspace	No net loss of open space designated for protection in the Local Plan in accordance with Policy 18	There was no change in open space, playing fields or leisure floorspace in the time period monitored.
Open space, leisure and recreation (policy 18)	Number of open spaces with Green Flag Awards	To maintain and increase the number of open spaces that secure Green Flag status	<p>There are 17 parks in Havering that have the Green Flag Award. This is an increase from the 11 parks that held the award listed in the local plan;</p> <ol style="list-style-type: none"> 1. Central park 2. Bedfords Park 3. Rise park 4. Lawns Park 5. Harold Wood 6. Cottons Park 7. St Andrews Park 8. Hylands park 9. Haynes park 10. Raphael park 11. Lodge farm park 12. Upminster park 13. Belhus woods country park 14. Spring farm 15. Hornchurch country park 16. Langtons gardens 17. Harrow Lodge Park

*Table 1:

	Vacancies	A1 units	A2 units	A5 units	Betting and payday loan shops (sui generis class)
Collier Row	4 (5.1%)	38 (51.4%)	10 (13.5%)	9 (12.2%)	0

Elm Park	6 (4.8%)	74 (62.7%)	12 (10.2%)	15 (12.7%)	2 (1.7%)
Harold Hill	17 (24.3%)	40 (75.5%)	6 (11.3%)	2 (3.8%)	0
Hornchurch	9 (4.8%)	85 (47.2%)	30 (6.7%)	7 (3.9%)	2 (1.1%)
Rainham	3 (7.0%)	20 (50. 0%)	9 (22.5%)	6 (15.0%)	0
Romford	55 (13.1%)	242 (66.3%)	26 (7.1%)	3 (0.8%)	6 (1.6%)
Upminster	12 (6.8%)	93 (56.7%)	13 (7.9%)	13 (7.9%)	0
AVERAGE %	9.4%	58.5%	11.3%	8.0%	0.6%

3. OPPORTUNITIES TO PROSPER

Related Local Plan Policy	Indicators	Target	Results
Business Growth (policy 19)	Amount of designated and non-designated industrial floorspace lost to non-industrial uses	The amount of industrial land released to other uses will not exceed 24.5 hectares in Havering over the Plan Period in accordance with Policy 19	854 sqm of non-designated industrial land was lost to other uses. This equates to 0.0854 hectares. No designated industrial land was lost to other uses.
	Net additional office floorspace	Delivery of additional 17,132 square metres of B1 floorspace in Havering over the Plan Period in accordance with Policy 19	947 net sqm of B1 floor space gained. This includes B1a (b) and (c) uses.
Loss of locally significant industrial sites and non-designated land (policy 20)	Amount of employment land lost to residential and/or commercial developments	The amount of industrial land released to other uses in Havering will not exceed 24.5 hectares over the Plan Period in accordance with Policy 19	854 sqm of non-designated industrial land was lost to other uses. This equates to 0.0854 hectares. No designated industrial land was lost to other uses.
Affordable workspace (Policy 21)	Number of affordable workspace units delivered	A net increase in the number of affordable workspaces over the Plan Period in accordance with Policy 21	Based on completions in 2021/22, no affordable workspace units were provided. However, the Local Plan policy was only adopted in November 2021 and will take time to feed through into completions.
	Net additional affordable workspace floorspace	Provision of a minimum of 10% of floorspace in major commercial and mixed use schemes over the	Based on completions in 2021/22, no affordable workspace was provided. However, the Local Plan policy was only adopted in November 2021

		Plan Period in accordance with Policy 21	and will take time to feed through into completions.
Skills and training (Policy 22)	Percentage of local labour used in the construction of new developments and end user phase where applicable	<p>In accordance with Policy 22:</p> <ul style="list-style-type: none"> • A minimum local labour target of 20% during construction and end user phase for major commercial or mixed use developments including a proportion of apprenticeships where the length of construction phase allows • A minimum local labour target of 20% during construction for major residential developments 	For the one major application approved over the time period monitored, conditions were set so that 20% of labor was local (Havering or neighboring boroughs), plus additional skills training roles are to be created (1 for every 10,000sqm of development). See application P0882.20 for details.

4. CONNECTIONS

Related Local Plan Policy	Indicators	Target	Results
Transport connections (Policy 23)	Proportion of journeys made by Havering school pupils to school by walking and cycling	Pupil hands up survey data collected via the TfL STARS accreditation scheme to demonstrate that car use is maintained annually at 21% and cycling at 5%.	<p>School travel data is collected per academic year, rather than financial year as the AMR monitoring period follows. The data presented is for the academic year 2021/2022. This data is collected from 42 schools in the borough, which is not all schools in the borough, however it serves as a good representation of the whole borough's average travel modes;</p> <ul style="list-style-type: none"> - Walking 45% - Scooting 8% - Cycling 4% - Rail 1% - Tube 0% - Public Bus 10% - School Bus 1% - Car 20% - Car Share 2% - Park and stride 9% <p>The totals for walking, scooting and cycling over the last 4 years are as follows;</p> <ul style="list-style-type: none"> - 2018/19 = 56% - 2019/20 = 58% - 2020/21 = 54% - 2021/22 = 57%
	Number of jobs within a 45 minute public transport	Provide an annual increasing the number of jobs available within 45	This indicator is not measurable as data is not available for jobs within a 45 minute public

	journey of each local centre and town centre (as measured in the AM peak)	minutes of each town centre and local centre	transport journey of each local centre and town centre.
	Car use and car ownership across the borough	Mode share for car use in Havering does not increase above current level of 58%.	Car use in Havering is 59% (data from 2022, Q2).
	Number of road accidents (collisions) by age and by Ward	Reduce borough wide KSI's to no more than 19 per annum by 2030 on borough roads	<p>This data is measured on an annual basis (1st January 2021 – 31st December 2021), rather than a financial year basis, so differs slightly from the AMR timescale. Additionally, road accident data is not collected by age or by ward, but instead is collected on a borough-wide scale.</p> <p>Havering had a total of 683 road accidents in 2021. The breakdown of these accidents are below;</p> <ul style="list-style-type: none"> • Fatal = 5 • Serious = 72 • Slight = 606 <p>KSI's include both fatal and serious injuries, so the KSI's total is 77.</p> <p>For comparison, previous year's KSI's are as follows;</p> <p>2017= 70 2018 = 79 2019 = 86 2020 = 71</p>
	Progress on the delivery of key transport infrastructure projects as set out in	Feasibility studies progressed in accordance with their respective programme	See Table 2** below for details

	Policy 23 and others that arise over the Plan Period		
Parking provision and design (Policy 24)	Percentage of completed development schemes meeting the required parking standards	All permissions granted for new development are in accordance with Policy 24	The one major scheme approved in the monitoring period did meet Havering parking standards (see application P0882.20).
Digital Connections (Policy 25)	Percentage of new developments with access to high-speed broadband	All permissions granted for new residential and non-residential properties allow for the provision of superfast broadband in order to allow connection to that network as and when it is made available in accordance with Policy 25	New Building Regulations came into force on 26 th December 2022, requiring developers to install gigabit-ready infrastructure and gigabit-capable broadband connection in new homes. For the Council's Joint Venture housing schemes, fiberoptic broadband will be installed.

**Table 2: Transport Projects

Project (listed in policy 23)	Update for 1st April 2021-31st March 2022
Maximising the development opportunities supported by Crossrail as well as the benefits for local businesses and residents;	Direct services to Paddington on the Elizabeth line from Harold Wood Gidea Park and Romford were introduced in November 2022.
Lobbying for an increased train frequency and greater capacity on the Essex Thameside (C2C) line serving Rainham, Upminster and the proposed Beam Park stations;	Ongoing discussions with TfL, GLA and the DfT to secure the delivery of Beam Park Station.
Lobbying for peak time 'fast' services serving Romford Station;	This continues to be a station aspiration for Havering. Fast services to Southend Victoria and Clacton on Sea currently only run during the off peak. Whilst the Council will continue to lobby Network Rail and the Train Operating Company for such improvement challenges around rail capacity on the network remain.

Progressing improved north to south public transport connections in the borough, improving access to the Romford and Rainham and Beam Park Strategic Development Areas and Queens Hospital	A high level feasibility study has been carried out looking at a potential new north south public transport link between Romford and Rainham and Beam Park Housing Zones. This study needs to be reviewed before a decision is taken on whether to progress the study to the next stage.
Improving bus connections to/from key trip generators such as Queens Hospital;	Funding has been secured through a developer S106 Contribution for an additional bus stop at Queens Hospital Bus interchange. An additional bus stop is needed before any further bus routes can be rerouted to Queens hospital and further discussions with TfL Buses will take place once this S106 funding has been released. The Council is working with the BHURT Sustainability team to update their Travel Plan and to also undertake a patient and staff survey to better understand travel patterns.
Enhancing strategic transport links across the borough;	A walking and cycling strategy is currently being developed which will set out the long-term vision for the council for improving walking and cycling links.
Improving road safety in the borough, especially in the vicinity of schools and KSI “hotspots”;	<p>The Council implemented a second round of School Street schemes at the start of the 2022/23 Academic year. There are 10 School Street locations in Havering covering 13 schools. A further round of School Streets is anticipated to be delivered for the September 2023/24 Academic year.</p> <p>Through the Local Implementation Plan, accident reduction schemes are being delivered to improve safety including Station Lane/Hall Lane in Upminster and in Havering Village.</p> <p>See the table above for updates on current KSIs in the borough.</p>
Providing residents with options to travel sustainably and enabling walking and cycling	A residential Cycle Parking Programme is being delivered which will see over 100 cycle parking spaces installed across 7

	Council Residential Estates across the borough. This programme will continue in 2023/24 with a further round of estates having cycle parking installed, subject to funding from TfL.
Working with partners to provide sustainable access to key employment areas across the borough including Rainham Employment Area and Queens Hospital;	Working with Queens Hospital to update their Travel Plan. The Council is working with the London Riverside Business Improvement District (BID) to develop a business case to TfL for bus services to access the area. A survey has been commissioned to better understand staff travel patterns.
Requiring new development to optimise sustainable access and other future transport connections, wherever applicable;	Working with TfL London Buses to improve transport connections in and around the Rainham and Beam Park Strategic Development Area. This includes looking at potential new bus connections and the re-routing of existing connections.
xi. Tackling key congestion “hotspots” through remodelling of Gallows Corner and Romford Ring Road to improve motor vehicle traffic flow and improve air quality;	<p>The Council has been working with TfL who have put forward a business case to the DfT for Major Roads Network funding to replace the existing flyover at Gallows Corner. It is not known at this stage whether or not their funding bid has been successful.</p> <p>£50K has recently been received from TfL to carry out some further design work for the Romford Liveable Neighbourhoods scheme, which is looking at improving access across the ring road for pedestrians and cyclists.</p>
Promoting the benefits of active travel to schools, local businesses and developers and supporting the development, delivery and monitoring of school, residential and workplace travel plans;	The Council continues to work closely with schools and support them with their School Travel Plans. Around two thirds of the schools in Havering are actively engaged in the TfL STARS Accreditation process.
Ensuring good sustainable access between new developments and public transport interchanges in the borough to promote active travel;	The Council is supportive of schemes that demonstrate a commitment to active travel. All Major schemes have to submit a transport assessment, which sets out how a development supports the Mayor's Vision Zero initiative and Healthy Streets approach. Full Travel Plans or Travel Plan Statements are

	expected as part of Planning Applications for smaller size developments.
Supporting new developments that include shared use routes for people walking and cycling which lead to public open spaces and parks to promote active recreational activities;	The Council is supportive of schemes that demonstrate a commitment to active travel and that support the Healthy Streets and Vision Zero agendas.
Taking an active role in the A127 Corridor for Growth project through cross borough engagement with Essex County Council and seeking improvements to the A127 that will facilitate growth along this corridor;	The Council is working with National Highway to secure improvements to the A127 to mitigate the impact of the Lower Tames Crossing project. To date this has included a commitment from National Highway to deliver a pedestrian, cycling and horse-riding bridge over the A127 between Moor Lane and Folkes Lane.
Working with neighbouring authorities to better co-ordinate highway works.	Under the NRSWA 1991 and Traffic Management Act 2004 any works that affect neighbouring boroughs are coordinated with those respective authorities. Neighbouring authorities attend Havering NRSWA meetings so they are kept fully engaged and are aware of upcoming works that may impact on their own network.
Working with partners including the port of London Authority to explore opportunities for utilising the River Thames for freight and passenger transport to reduce traffic congestion and support local businesses	Officers hold regular meetings with the Port of London Authority in the context of the Lower Tames Crossing project. The opportunity to utilise the river more for both freight and passenger transport is something that the PLA are happy to support and the Council is looking to get some funding from National Highways' Designated Funds programme to undertake feasibility work for upgrading wharf infrastructure in Havering to support freight and passenger movements.

5. HIGH QUALITY PLACES

Related Local Plan Policy	Indicators	Target	Results
Urban Design (Policy 26)	Number of schemes subject to the Quality Review Panel	<p>Promoting good design in all new development schemes in accordance with Policy 26.</p> <p>Ensuring development makes a positive contribution to place making and local distinctiveness in accordance with Policy 26.</p>	<p>The Quality Review Panel (QRP) was set up to provide additional expert advice to inform the planning process that already takes place at Havering. By offering advice to applicants during the pre-application process and by commenting on planning applications, the Quality Review Panel supports Havering's planning officers and planning committee in securing high quality development.</p> <p>There have been 5 schemes taken to QRP in the time period measured:</p> <ul style="list-style-type: none"> • 20/4/21 Tesco extra (Pre-app) • 20/4/21 St Edwards Academy (Pre-app) • 21/05/21 Draft Romford Masterplan • 15/06/21 Farnham and Hildene (Emergency Family Housing and Medical Centre) (Pre-app) • 15/02/22 Seedbed Centre (Pre-app)
Landscaping (Policy 27)	Number of major applications approved without a detailed landscape scheme	Ensuring that all major developments are supported by a high-quality landscaping scheme to make a positive contribution place making and local distinctiveness in accordance with Policy 27	The Council requires all major schemes to be submitted with a landscaping scheme through the validation list. No major applications have been approved without a detailed landscape scheme in the time period measured.

Heritage Assets (Policy 28)	Number of heritage assets on the Heritage at Risk Register	Annual reduction in the number of assets on the heritage at risk register Heritage assets within Havering are conserved and enhanced in a manner appropriate to their special interest, character or appearance and significance in accordance with Policy 28	<p>The number of assets on the register has slowly decreased over time. The following 11 assets are on the list currently;</p> <ol style="list-style-type: none"> 1. Garden Walls at Cranham Hall, The Chase, Cranham, Havering 2. Garden walls to former North Ockendon Hall, Church Lane, North Ockendon, Havering 3. Two brick barns and garden walls to south of Bretons House, Rainham Road, Hornchurch 4. Footbridge to rear of Nos. 52 and 54, The Grove, Upminster, Havering 5. Mill Cottage, The Dell, High Street, Hornchurch, Havering 6. Outbuilding to the rear of The Old Anchor, Harwood Hall Lane, Havering 7. The Rom Skatepark, Havering 8. Dagenham Park Farm moated site, Noak Hill, Romford 9. Upminster Windmill, St Mary's Lane, Upminster 10. High House Farmhouse, Ockendon Road 11. Romford Conservation area <p>More detail of these heritage assets, and the reasons for them being at risk, can be found on the Heritage England website here.</p> <p>The Council is currently reviewing assets on the At Risk register and working with Historic</p>
--------------------------------	--	---	---

			England to see what can be set up to help move towards removal of assets from the register.
	Number of applications permitted affecting designated heritage assets	All permissions granted which affect a designated heritage asset are in accordance with Policy 28	No major applications have been approved that affected a designated heritage asset in the time period studied for this AMR.
	Number of Conservation Areas with up-to date Appraisals and Management Plans	Appraisals and Management Plans for Conservation Areas in Havering are less than 5 years old	Havering's LDS commits to a review of all conservation area appraisals and management plans in the near future.

6. GREEN PLACES

Related Local Plan Policy	Indicators	Target	Results
Green Infrastructure (Policy 29)	Progress on the key green infrastructure projects as set out in Policy 29	<p>The quality of the features set out in Policy 29:</p> <ul style="list-style-type: none"> • All London Green Grid • Thames Chase Community Forest • Rainham Wildspace • Land of the Fanns Landscape Partnership; and • Roding, Beam and Ingrebourne Catchment Partnership <p>is maintained and expanded</p>	<p><u>All London Green Grid</u></p> <p>The all London green grid is a policy framework to promote the delivery of green infrastructure. There has been some greening projects completed in Havering related to this (e.g. 'Greenways' project). The Green Grid includes Thames Chase Community Forest, Land of the Fanns Landscape Partnership, Rainham Wildspace, Roding, Beam and Ingrebourne Catchment Partnership.</p> <p><u>Thames Chase Community Forest</u></p> <p>This is an ongoing programme of improvements to the Thames Chase Community Forest. Current projects can be found here.</p> <p><u>Land of the Fanns Landscape Partnership</u></p> <p>This partnership was set up in 2017 to engaging the local community about the special nature of the Land of the Fanns and record, restore and conserve some of the distinct wildlife and heritage assets of the landscape. The area this covered included East London (including Havering), and South West Essex.</p>

			<p>The lifetime of this partnership (5 years) has now come to an end. You can read about the legacy it has left on their website and find information about the projects delivered under this partnership.</p> <p><u>Rainham Wildspace</u></p> <p>This project involves the provision of open space (140 hectares) on current landfill site with importation of waste due to cease by the end of 2024, final land form be complete by the end of 2026 and aftercare through to the end of 2031, after which the land will be available as public open space. Details of the delivery and type of open space depends on funding. Updates will come closer to the end of the aftercare period.</p> <p><u>Roding, Beam and Ingrebourne Catchment Partnership</u></p> <p>This partnership was established to improve the rivers within the catchment and bring direct on-the-ground benefit to people and wildlife as set out in the Roding, Beam & Ingrebourne Catchment Plan.</p> <p>In terms of delivery, the partnership recently completed floodplain reconnection works on the Chase Local Nature Reserve (which has involved excavations on the Havering and Barking and Dagenham sides). Work is also progressing with the Havering Parks team to develop and fund a flood retention wetland in Rise park.</p>
--	--	--	--

Nature conservation (Policy 30)	<p>Changes in areas and populations of biodiversity importance, including:</p> <ul style="list-style-type: none"> i. Changes in priority habitats and species (by type); and ii. Changes in areas designated for their intrinsic environmental value; including sites of international, national, regional, sub-regional or local significance 	<p>No net loss of designated biodiversity sites including:</p> <ol style="list-style-type: none"> 1. Sites of Special Scientific Interest 2. Local Nature Reserves; and 3. Sites of Importance for Nature Conservation <p>in accordance with Policy 30</p>	<p>i) Data quantifying all priority habitat and species for the borough is not available.</p> <p>ii) The Local Plan 2021 protects 3 SSSIs; 7 Local Nature Reserves; and 95 Sites of Importance for Nature Conservation. Some sites have more than one designation.</p> <p>There was no loss of designated biodiversity sites for the monitoring period.</p> <p>The Local Plan adopted in November 2021 designated 7 new SINCS and upgraded two Borough SINC to Metropolitan SINC.</p>
Rivers and River Corridors (Policy 31)	Percentage of main rivers of good or fair chemical and biological quality	In accordance with targets established by Environment Agency	<p>The main rivers in Havering are the Beam, Ravensbourne, Rom, Ingrebourne and Southall Sewer and Runningwater Brook.</p> <p>The most recent data available from the Environment Agency is for 2019 (England Catchment Data Explorer).</p> <p>For all rivers their status was:</p> <ul style="list-style-type: none"> • Ecological: Overall – Moderate • Chemical: Overall - Fail <p>The 2019 assessment included four groups of global pollutants (uPBTs) and these are</p>

			responsible for all water bodies now having fail chemical status.
Flood Management (Policy 32)	Number of planning permissions granted contrary to the advice of the Environmental Agency	All applications granted are in accordance with Policy 32	All applications were granted in accordance with Policy 32 during the monitoring period.
	Number and proportion of developments which incorporate Sustainable Drainage Systems (SuDS)	All applications granted are in accordance with Policy 32	The one major scheme which was approved in the time period studied did incorporate SuDS (see application P0883.20, submitted sustainability statement).
Air Quality (Policy 33)	Improve air quality in Havering by reducing the level of NO2	To reduce levels of NO2 at identified 'hot-spots', in accordance with the implementation of the strategic Air Quality Action Plan for Havering (2018/23) (as approved by the Mayor of London).	<p>There were 5 'hotspots' for NO2 identified in Havering's 2018-23 Air Quality Action Plan (Romford town Centre, Romford/Rush Green A124, Gallows Corner, Rainham Broadway, and Roneo Corner). Two locations were identified by the GLA as Air Quality Focus areas (Romford Town centre and Rainham Broadway).</p> <p>There are 10 monitoring stations across the borough. Annual NO2 means exceeded the legal limit in 4 of these stations. Rainham Broadway did not exceed the legal limit and has now been removed from its designation as an Air Quality Focus Area by the GLA.</p> <p>Havering now only has one Air Quality Focus Area (Romford Town Centre). Havering produces an Air Quality Action Plan to continue to improve the borough's air quality, which can be found here.</p>
On-site waste management (Policy 35)	Percentage of household waste recycled/re-used/composted	All applications granted are in accordance with Policy 35	Havering's overall recycling rate for 2021/22 was 36.6%, the breakdown of which is below. Other East London borough recycling rates are

			<p>31.44% (Barking and Dagenham), 31.78% (Redbridge), and 24.44% (Newham).</p> <p>Dry recycling = 20.78%</p> <p>Composting = 15.48%</p> <p>Re-used waste = 0.34%</p> <p>Overall recycling rate = 36.6%</p>
--	--	--	---

7. MINERALS

Related Local Plan Policy	Indicators	Target	Results
Mineral Reserves (Policy 37)	Loss of mineral safeguarded land to development	No loss of safeguarded land in accordance with Policy 37	In the period covered by the AMR, there were no planning applications that permitted the loss of mineral safeguarded land to development.
Mineral Extraction (Policy 38)	Production (tonnes) of primary land won aggregates	Production in line with approved schemes for mineral working	For the period 1 January to 31 December 2021, sales of primary aggregates were within the annual limits imposed by planning conditions on the exports of minerals from mineral sites.
Secondary Aggregates (Policy 39)	Production (tonnes) of secondary/recycled aggregates	Production in line with approved schemes for mineral working	Data for the production (tonnes) of secondary/recycled aggregates is not yet available for the period covered by the AMR.

8. MONITORING AND DELIVERY

The first indicator for monitoring and delivery is the “Amount of Planning Obligations/CIL funding secured and spent (including by type)”. The target for this indicator is “Developer contributions secured to be maximised and spending to be optimised in accordance with identified priorities”. Our infrastructure planning team produces an annual infrastructure statement each year on the details of our planning obligations and CIL funding. This report can be found [here](#).

The last indicator for monitoring and delivery is a review of the Council’s LDS milestones. Our most recent LDS can be found [here](#). Below lays out the updates for each milestone in our 2022-2024 LDS.

LDS Milestones:

Existing planning policy documents	Timescale stated in the LDS	Update
Local Plan 2016-31 and policies map 2021	<ul style="list-style-type: none"> - Preparation of evidence base – throughout 2021 and 2022 - Regulation 18 consultation – summer 2022 - Regulation 19 consultation – spring 2023 - Submission to the Secretary of State - late summer 2023 	<p>Preparation of evidence base is underway and will continue throughout 2023.</p> <p>Updated timescales;</p> <ul style="list-style-type: none"> - Reg 18 consultation = summer 2023 - Reg 19 consultation = spring 2024 - Submission to SoS = late summer 2024
Site Specific Allocations Development Plan Document 2008	To be revoked on adoption of the Local Plan update	Was revoked on adoption of the Local Plan on 17 th November 2021
Site Allocations in the Romford Area Action Plan 2008	To be revoked on adoption of the Local Plan update	Was revoked on adoption of the Local Plan on 17 th November 2021
Joint East London Waste Plan	Completion of joint evidence base 2021. Progression of Joint Waste Plan 2022	Evidence base published December 2022. Progression of Joint Waste Plan 2023 onward.

	onwards subject to agreement with the other boroughs	
Heritage SPD 2011 including Local List of Heritage Assets	Consultation on updated Heritage SPD – Summer 2022 Adoption of updated by SPD – by end of 2022 Local List of Heritage Assets to be reviewed separately throughout 2022.	Consultation on updated Heritage SPD = Summer 2023 Adoption of updated by SPD = by end of 2023 Local List of Heritage Assets to be reviewed separately throughout 2023.
Residential extensions and alterations SPD 2011	Consultation on updated Residential Extensions and Alterations SPD (2011) – Summer 2022 Adoption of updated SPD by end of 2022	Consultation on updated Residential Extensions and Alterations SPD (2011) = Summer 2023 Adoption of updated SPD by end of 2023
Hall Lane Policy Area 2009	Consultation on updated Hall Lane Policy Area SPD – Summer 2022 Adoption of updated SPD – by end of 2022	Hall Lane Policy Area is to be reviewed as part of the Characterisation study, which is underway and will form part of the evidence base for the Local Plan.
Emerson Park Policy Area 2009	Consultation on updated Emerson Park Policy Area SPD - Summer 2022 Adoption updated SPD – by end of 2022	Emmerson Park Policy Area is to be reviewed as part of the Characterisation study, which is underway and will form part of the evidence base for the Local Plan.
Conservation Area Appraisals and Management Plans for each of the designated conservation areas	A review of all Conservation Area Appraisals and Management Plans will take place by the end of 2022. Consultation will take place on any updates to conservation area appraisals in late 2022 and 2023.	A review of all Conservation Area Appraisals and Management Plans will take place by the end of summer 2023. Consultation will take place on any updates to conservation area appraisals in late 2023 and 2024.
Planning obligations Supplementary Planning Document	Public consultation – Summer 2022 Adoption – Summer 2023	Public consultation – Summer 2023 Adoption – by the end of 2023

Design guide	The Council is currently considering the best way of implementing the new requirement for design guidance and is following the pilot schemes currently underway elsewhere in the Country. As part of the evidence base for this work and for the Local Plan in general, there will be a need to undertake a characterisation study, this work will progress during 2022.	Characterisation Study is underway and will progress during 2023.
Area based SPDs	The approach to area based Supplementary Planning Documents is under consideration. Further detail will be set out in future updates to this Local Development Scheme	No further update.

Site Allocations update:

Allocation	Status
SSA1 Harold Wood Hospital	Delivered
SSA2 Whitworth and Broxhill Centres	Delivered
SSA3 Elm Park parades	Unimplemented
SSA4 Arnold's Field Community Woodland	The community woodland has not been implemented
SSA5 Warwick Lane Community Woodland	Delivered
SSA6 Rainham Quarry Community Woodland	Rainham Quarry continues to be operational due to use as a processing plant for mineral extraction nearby. The planning approval requires restoration and community use.
SSA7 Romford Ice Rink	Planning permission granted
SSA8 Upminster Cemetery and South Essex Crematorium	Delivered
SSA9 Channel Tunnel Rail Link	The government issued updated safeguarding directions for HS1 in September 2018
SSA10 Crossrail	The safeguarding remains in place
SSA11 Beam Park	Planning Permission currently being implemented

SSA12 Rainham West	A number of planning permissions have been approved.
SSA13 Rainham – Land Between Railway and Broadway	Planning permission being implemented
SSA14 Rainham Traffic Management System	Delivered
SSA15 Rainham Station Transport Interchange and Civic Square	Partially Delivered including the new Rainham Library
SSA16 Rainham Central	Unimplemented
SSA17 London Riverside Conservation Park	Unimplemented (see updates on the Rainham Wildspace project for further details)
SSA18 Ingrebourne Creek	Unimplemented
SSA19 Rainham Hall and Grounds	Rainham Hall and Grounds continue to be preserved and enhanced in line with the Allocation
ROMSSA1: Angel Way	Unimplemented
ROMSSA2 Bridge Close	Unimplemented
ROMSSA3 Como Street	Unimplemented
ROMSSA4 18-46 High Street	Unimplemented
ROMSSA5 37-59 High Street	Unimplemented
ROMSSA6 Station Gateway and Interchange	Unimplemented

Annex 1: Housing Trajectory

Site	Applicati on No.	Gross units	Demolit ions	Net Units	Actual Completions (First 5 Years of Local Plan)					Actual/Expected Completions (5- 10 Years)					Expected Completions (10-15 Years)				
					2016 /17	2017 /18	2018 /19	2019 /20	2020 /21	2021 /22	2022 /23	2023 /24	2024 /25	2025 /26	2026 /27	2027 /28	2028 /29	2029 /30	2030 /31
Solar, Serena, Sunrise (12 Estates)		175	55	120						-55		175							
Maygreen (12 Estates)		295	111	184											-111		150	145	
Royal Jubilee Court (12 Estates)		152	79	73													-79		63
Delta (12 Estates)		495	223	272														-223	
Devi Court (12 Estates)		80	29	51											-29		80		
Delderfiel d (12 Estates)		22	14	8											-14		22		
Farnham, Hilldene (12 Estates)		623	145	478										145	40	40	70	40	100
Brunswic k (12 Estates)		54	47	7										-47	54				
Chippenh am Road (12 Estates)		182	32	150							-32	15	120	47					
Angel Way Retail Park	P2246.07 and P1443.15	350	0	350										100	100	150			
Enterpris e House	J0003.18 and P0046.18	17	0	17							17								

6 Holgate Court, Western Road, Romford	J0018.17 and P0525.18	17	0	17							17							
29-33 Victoria Road	P0716.17	35	0	35							35							
7 Eastern Road	J0020.17	12	0	12							12							
Land at Rom Valley Way (former icerink)	P0615.21	972	0	972								320	320	332				
Phoenix House, 102-106 South Street	J0006.18	10	0	10							10							
19-22 Western Road, Romford	J0011.20	92	0	92							92							
20-221 North Street, Romford	P1181.19	66	1	65							65							
Former Car Park, London Road, Romford, RM7 9DU	P1609.19	88		88								88						
23-55 North Street, Romford	P1292.15	98	0	98								98						
Brooklands House and Detection House	P2075.17	67	0	67								67						
222-226 South Street		79	0	79									79					

Land adjacent to Hexagon House	P1730.18	92	0	92								92							
6 Eastern Avenue	P1833.18	21	0	21								21							
Waterloo(and Queen Street)	P0761.20	165 1	271	13 80							-121	-150	371	299			445	120	167
Old Church Gardens		306	86	22 0													-86		156
Bridge Close Estate		107 0	37	10 33								-37		385		259	426		
Homebase		550	0	55 0										200	200	150			
Como Street Car Park		150	0	15 0									75	75					
Romford Gas Works		450	0	45 0									100	100	150	100			
Station Gateway and Interchange.		670	0	67 0										100	100	100	100	100	100
37-59 high street		88	18	70											70				
Angel Way Car Park and High Street		300	30	27 0										150	120				
117 North Street, Romford (Matalan)		147	0	14 7											147				
Former Somerfield Depot (90 New Road)	P1039.19	717	0	71 7								117	200	200	200				

Dovers Corner	P0922.15	394	0	39 4					123	150	121							
NR11 (21 New Road)		24	3	21							21							
NR2/3 (195-205 New Road)	P0890.20	77	2	75								75						
NR06b (149-153 New Road)	P0726.17	14	0	14						14								
NR10 (35-43 New Road)	P1241.17	62	4	58									58					
NR08 (89-101 New Road)	P1229.17	62	2	60							60							
NR06a (143 New Road)	P1239.17	34	0	34								34						
Beam Park	P1242.17	834	0	83 4					154	170	170	170	170					
Former R20 R20 R20 Library offices at 21 Broadway and land to the rear of 29 Broadway	P1701.17	57	0	57						57								
NR09 (49-87 New Road)	P0947.17	259	0	25 9							48	211						
NR4/5 (165-193 New Road)	P1057.17	110	2	10 8									110					
84-86 New Road (Former Rts	P1022.20	54		54									54					

Motors Site)																		
RW4B (148-192 New Road)	P1604.17	239	0	239											75	164		
NAPIER & NEW PLYMOUTH	P0751.19	197	97	100							100							
Mudlands	PE/00681/2017	202	0	202									101	101				
St Georges Hospital	P0321.15 and P1917.18	352	0	352						90	133	133						
Neopost House, South Street, Romford	P0030.19	110	0	110							120							
Newstead House	P1513.16	28	0	28							28							
168 Station Lane, Hornchurch	P0708.20	27	0	27							27							
Mardyke Estate (Phase 4)	P0047.14	87	24	63							56							
The Pumpaours, Edenhall, Romford	P1859.17	21	0	21							21							
Land to the rear of 99-103 Marlborough Road, Romford	P0482.20	10	1	9								18						
Carlisle House, 198 Victoria Road	JOO36.19	11	0	11							11							

307-309 South Street/Jewsons Lyon Road, Romford	P0109.20	47	0	47							47								
Ockendon Kennels	P0862.18	14	0	14							14								
Victoria Hospital	NA	52	0	52												52			
Station Approach, Upminster	PE/01049/2016	100	0	100										50	50				
6-14 High Street, Romford	P2190.21	68	0	68								34	34						
1-3 Western Road, Romford	J0021.19	12	0	12								12							
Seedbed Centre	P1226.20 (withdrawn)	1072	0	1072									357	357	358				
28-36 Eastern Road	J0009.16	52	0	52								52							
Vickers House (phase 2), Roneo Corner Junction of Rom Valley Way & Rush Green Road	P0549.17	141	0	141								141							
Quarles Campus	P0883.20	120	0	120								120							
											1043	1623	2313	2932	1536	874	1344	182	586

Annex 2: 5 year land supply.

Year	2016/ 17	2017/ 18	2018/ 19	2019/ 20	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31
Housing Target	700	700	700	700	700	1,801	1,801	1,801	1,801	1,801	1,285	1,285	1,285	1,285	1,285
Large Sites	607	277	465	519	512	624	1,043	1,623	2,313	2,932	1,536	874	1,344	182	586
Small Sites							180	180	180	180	180	180	180	180	180
Totals	-93	-423	-235	-181	-188	-1,177	-578	2	692	1,311	431	-231	239	-923	-519

5 Year Land Supply	
Target	8,489
Shortfall	2,297
five year target +shortfall	10,786
20% buffer	12,943
Annualised Target with 20% Buffer	2,589
Supply	10,347
Supply divided by annualised target with 20% buffer	4.00

This page is intentionally left blank

CABINET	
Subject Heading:	Budget Monitoring Report - Period 9 December 2022
Cabinet Member:	Councillor Chris Wilkins (Cabinet Member for Finance and transformation)
SLT Lead:	Dave McNamara Section 151 Officer
Report Author and contact details:	Richard Tyler Head of Financial Strategy and Business Intelligence 01708 433 957 Richard.Tyler@oneSource.co.uk
Policy context:	The report provides an update on the Financial monitoring position of the Council at the end of Period 9
Financial summary:	This report includes: <ul style="list-style-type: none">• Projected Revenue Outturn at Period 9• Projected Capital spend as at Period 9• Update on 2022/23 savings
Is this a Key Decision?	No

1. EXECUTIVE SUMMARY

- 1.1. This Report sets out the monitoring position for the Council for 2022/23 based on figures to period nine (31st December). The section also sets out the mitigations and action plans the services are undertaking in order to reduce the current overspend.
- 1.2. The overall Council overspend has reduced since Period 6 by £2.3m to £11.8m at Period 9. The Council will continue to work hard to reduce the overspend in the remaining months of the year. Both Adults and Children Services are particularly vulnerable to changes in demand at this time of year and have accordingly been prudent with their forecasting. This position is reflected in the commentary for those services in this report.
- 1.3. The table below shows the net service budgets, forecast outturn and variances.

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A3000B-Public Health Total	(1.650)	(0.274)	(0.274)	0.000	0.000
A4000B-Childrens Total	46.496	52.342	57.515	5.173	5.994
A4600B-Adults Total	72.523	73.403	75.684	2.281	4.141
A5000B-Neighbourhoods Total	11.514	12.109	16.117	4.008	2.444
A5500B-Regeneration Programme Delivery Total	1.262	1.324	0.952	(0.372)	(0.282)
A5700B-Housing Total	3.883	4.016	4.016	0.000	0.000
A7000B-oneSource Shared Total	1.895	3.521	6.059	2.538	2.014
A8000B-oneSource Non-Shared LBH Total	0.361	0.726	1.607	0.881	1.269
A9000B-Chief Operating Officer Total	4.891	5.870	4.949	(0.931)	0.088
Service Total	141.175	153.037	166.616	13.579	15.668
Treasury Management	8.136	8.136	5.136	(3.000)	(2.800)
Corporate Contingency Total	1.000	1.000	0.000	(1.000)	(1.000)
Other Corporate budgets	22.599	10.737	12.987	2.250	2.250
Overall Total	172.910	172.910	184.739	11.829	14.118

- 1.4. Further details of the reported variances are set out in Section 3 of this report. This section also sets out the steps being taken to address the reported overspend.
- 1.5. There are then sections setting out the Corporate position, including Treasury and the Collection Fund.
- 1.6. The report then has a section setting out the position on the HRA and Capital.

2. RECOMMENDATIONS

- 2.1 Cabinet are asked to note the revenue and Capital financial positions at Period 9 and the action plans being taken by services to reduce the overspend.

3. REPORT DETAIL

3.1 Background

The combined effects of the recovery from the COVID pandemic and the current economic crisis has placed pressure on the Council's finances. In March 2022 the Council set a balanced budget for 2022/23 but since then the combined effect of increased demand in Social Care, rising costs and inflation have caused the Council to project a significant overspend in the current year.

3.2 Current Variances by Department

This monitoring report sets out the service reported position at the end of December and the directorates view on the potential outturn position from all known information. The paragraphs below set out department commentary on the current variances.

3.3 Public Health Directorate

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A3100C-Public Health Total	(1.650)	(0.274)	(0.274)	0.000	0.000
A3105C-Public Health - Non Grant Expenditure Total	0.000	0.000	0.000	0.000	0.000
A3000B-Public Health Total	(1.650)	(0.274)	(0.274)	0.000	0.000

The Public Health Directorate is reporting a nil BAU variance. As at period 9 expenditure for the 22/23 financial year is forecast to be £11.557m against £11.622m ring-fenced Public Health grant. This results in a £0.065m underspend against the Public Health Grant which will be transferred to the Public Health reserve to bring the BAU variance back to zero.

3.4 Children's Directorate

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A4100C-Learning & Achievement Total	11.030	11.643	16.816	5.173	4.864
A4200C-Childrens Services Total	33.856	38.992	38.992	0.000	0.944
A4250C-Safeguarding - Quality and Assurance Total	1.610	1.708	1.708	0.000	0.186
A4000B-Childrens Total	46.496	52.342	57.515	5.173	5.994

Children's is forecasting an overspend position at P9 of £5.173m this is an overall decrease of £0.821m from the position reported at P6. This decrease is primarily due to

a decrease in the forecast overspend on SEN transport, release of contingency for SEN placements and delays to recruitment in Children's Social Care.

These figures include £5.000m growth allocated as part of the 2022/23 budget round. The analysis of the forecast position is as follows:

LAC Placements	£2.454m
CWD Placements/Short Breaks/SEND	£0.254m
SEN Transport	£2.055m
Catering	£0.219m
UASC 18+	£0.539m
Staffing	£0.080m
Sub-total	£5.601m
Savings already identified	(£0.428m)
P9 pressure	£5.173m

The Service received £5m growth as part of the 2022/23 budget process. This has been applied across the three main areas of overspend. The balances above are the remaining pressures in those areas. The 2023/24 budget process recognises these remaining pressures and funding has been added to these areas to mitigate these pressures in the new year.

3.4.1 Learning and Achievement

- The SEN Transport budget is forecasting a significant overspend of £2.055m (includes £1m of allocated growth). The increase in the overspend is due to a change in the taxi spend for under 16's, and budget adjustments by PTS. Demand for transport assistance is still increasing following a continuing increase in EHCPs. PTS have now finalised the bus charges for the new academic year, and whilst the total number of routes have reduced, the unit costs have increased. The routes continue to be closely monitored, and the transport assessor in the JCU is working with families currently applying for transport assistance to ensure they are offered the most cost-effective support.
- LAC placements continue to increase in numbers. The forecast has been increased by £0.199m this month to reflect new high cost residential placements. The contingency being held has been reduced to offset some of this increase, as there are some cases in court that may result in extremely costly placements. The budget remains under significant pressure.
- The data on CWD indicate increased client numbers and more complex needs. The forecast assumes an overall increase in expenditure of 25% for CWD over 2021/22 levels based on client data and projections. However, despite this, the service has continued to be able to avoid new placements. However, expenditure continues to rise on short break provision, though this course of action is preventing more expensive placements. Whilst the number of new placements this year remains very low, children are being supported in their own families with access to short breaks, and this is testing family resilience, and therefore could result in new placements being

required later this year. As the service has been able to hold the position, despite the pressure on short breaks, the contingency has been reduced to £0.200m for any potential additional costs.

- The Catering Service is forecasting a year-end overspend of £0.219m. The overspend is in part due to inflationary increases in supply chain costs, currently estimated at £0.162m. There have also been variations in meal uptake linked to the cost of living crisis, which we expect will see an increased number of children becoming eligible for FSM. In addition, the equipment maintenance costs are forecast to overspend by £0.050m, although this has been offset in part by contributions from schools as part of an equipment SLA. The service is also exploring the possibility of increasing charges to schools for meals as part of a review of Fees and Charges.

3.4.2 Children's Services

- Dependency on agency continues to be an issue in Social Care despite significant efforts to recruit and retain permanent staff. However, there has been an improvement in the staffing forecast of £0.430m due to a number of staff departures and the inability to recruit even agency workers to some posts. Additionally, there have been delays to on-boarding staff, which has resulted in a reduction in the forecast. Whilst this financial improvement is positive, having a stable permanent workforce is key if the service is to be able to control placement costs going forward.
- UASC 18+ cases are increasing and the costs of these clients exceed the Government's weekly allowance. Additionally, the threshold at which an authority does not have to accept new clients has increased from 0.07% to 0.1% of the general child population. This equates to an additional 50 clients that the authority could be asked to accommodate. The forecast overspend increased by £0.087m this month, based on lower estimates of under 18 cases for the remainder of this financial year. As income for under 18's covers and in most cases exceeds costs, there is estimated to be a lower than previously expected surplus in this area to mitigate some of the 18+ pressure.

The Directorate has undertaken a ZBB exercise which has informed the above forecast. As part of this review, the service has looked closely at activities that can be controlled further to avoid cost or reduced in order to alleviate the financial pressure. This exercise has resulted in a reduction in the predicted overspend of £0.428m through the service realigning budget to the overspending areas and through the release of some one-off grant funding. These savings are already incorporated into the overspend figures reported above.

The Directorate is proactively implementing a workforce strategy in an effort to recruit and retain higher levels of permanent staff to reduce caseloads, thereby making the roles more attractive to potential applicants and driving consistent practice performance. The strategy is focused on developing improved recruitment offers/promotional activity, strengthened on-boarding and projects to target potential recruits from particular sectors including growing the newly qualified social worker cohort, scoping a business case for recruitment from abroad and reorganising work flow mechanisms via service reshaping.

In order to try to mitigate the pressure from SEND activity, the service is endeavouring to increase travel training to reduce the demand for more expensive transport. Other areas being scoped include a further full end to end review of SEND and Passenger Transport Services eligibility criteria, processes and overarching policy. The Directorate is working intensively with colleagues across the Council, DfE and regional/sub-regional groups to plan and develop a wide range of provision for children with disabilities and children in care placements designed to reduce the use of high cost external provision, improve quality and keep even more children in Borough.

Additionally, the Service is reviewing commissioning processes with colleagues in the JCU, and have strengthened the Havering Access to Resources panel which rigorously scrutinises all placement requests. A similar multi-agency panel has been introduced to ensure partner contributions to costs are rigorously benchmarked, pursued and challenge applied as required.

3.4.3 DSG

The DSG remains under significant pressure. Projections for 22-23 take into account the £2.5m in-year overspend, and a cumulative overspend of £7.2m is now projected for the High Needs budget.

3.5 Adults Directorate

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A4600C-Adult Services Total	6.970	7.983	8.035	0.052	0.607
A4610C-ASC Business Management Total	12.479	3.941	3.866	(0.075)	(0.114)
A4620C-ASC Integrated Services Total	53.075	61.479	63.783	2.304	3.648
A4600B-Adults Total	72.523	73.403	75.684	2.281	4.141

3.5.1 The period 9 reported position for the Adults' Directorate is an overspend of £2.281m, a decrease of £1.8m from P6. The main factor in this reduction is due to allocating an addition £0.994m of Hospital Discharge Funding to the forecast. In addition to this 2 cases have received backdated CHC funding which has reduced the forecast by a further £200k.

3.5.2 The forecast now includes £1.394m of the £2.273m allocated to Havering from the Governments national fund of £500 million. This funding has been allocated across various activity areas which has resulted in large swings in the variances across several activity areas.

The service is currently reviewing this planned expenditure through the winter period, against the funding received, and has been able to reduce the forecast for P9. Further forecast reductions are anticipated, particularly should expected activity not materialise.

The overall overspend is largely due to placement pressures in both Community Teams and LD, as well as increasing demand in Mental Health.

Targeted Reviews savings achieved to date are £1.39m. Due to considerable efforts and focus on challenging Continuing Health Care funding in both the last financial year and this year, the service has achieved significant cost transfers to date.

There is increasing pressure on the service from providers and increasing costs. A small number of providers are leaving the market meaning clients are needing to be rehomed often at a higher cost. This has started happening and several more cases are in the process of being relocated. There are also increasing pressures from carers. There were a significant number of elderly carers who advise of their difficulties in maintaining their caring role and have said they would be seeking increased resources and potentially long term placements for the people they care for. This is an area of concern, as those engaged with to date are a small proportion of the total number of carers / families with caring responsibilities.

It is becoming more difficult to find providers who will accept LBH rates with rates now exceeding £1000pw for residential and respite. This is due to neighbouring boroughs and Essex increasing the number of beds they are using in Havering, the overall increase across the NEL footprint in demand for care home placements, and the likelihood of some providers are now pricing in inflationary and wage cost pressures. There is a further concern that as self-funding clients run out of funds they will become a Havering client with the associated costs.

Better Living savings achieved to date are £1.158m. We are assuming full delivery of the MTFS for both Better Living and Targeted Reviews at this stage, however further work is being undertaken to establish whether this is still realistic. It will be challenging to achieve full savings delivery in some areas, particularly LD, so there is some risk attached to our current budget assumptions which will be revisited during the final quarter.

The MTFS plan agreed by Cabinet in February 2022, assumed £4m income based on dialogue with NEL CCG at the time, and was based on project income for Discharge to Assess for 2021/22, however ASC received £1.9m from the NHS, with an additional £1.4m specifically for reablement.

The main variances at period 9 relate to:

Learning Disabilities	£2.368m
Adult Community Team	(£0.021m)
Mental Health	£0.506m
Adult Safeguarding	(£0.310m)
Other Minor Variances	(£0.262m)
P9 pressure	£2.281m

An overspend within Learning Disability Services of £2.368m –The increase from period 9 is mainly due to an increase in existing client costs and an adjustment to the estimated clawback in direct payments that is anticipated by year end. LD is facing an issue of high cost clients, which is becoming an increasing problem when clients need to be rehomed at an increased rate. Costs of Care in this area are also being worked on.

There are various risks and pressures:

LD provider uplifts:

All LD providers are raising with the service cost pressures related to inflation and other pressures. To look at provider requests on an individual basis risks significant impact to the service budget, however not addressing this carries market risks. Providers leaving the market is starting to occur with a number of clients in a residential setting being moved, in some cases to higher costs placements. Work is currently being undertaken by the Joint Commissioning Unit and an allocation of an in year uplift to some of these providers is being discussed. The cost of which is not currently factored into the period 9 forecast.

Rents: Supported Living is an area that needs attention, in terms of costs and rates.

Better Living:

The team continues to work to deliver Better Living savings. Senior managers and the LD resource panel are scrutinising all requests for appropriateness and proportionality.

Targeted reviews:

There are capacity issues within the team, with the volume of unplanned activity extremely high. Complaints are increasing and some quality issues are arising. A new resource is in place who is scoping what cases could be targeted to drive savings.

An underspend of £0.021m against the Adult Community Team Budget –

Period 9 is showing in a reduction in the forecast overspend position which is due to allocating £500k Hospital Discharge Funding and also due to 2 cases having backdated CHC funding applied which resulted in a reduction of £200k along with an increase in the anticipated income received by year end. The cost pressures and volume of demand continue to impact on the Community budget. Over half of placements commissioned are above the usual LBH rates. This is due to a combination of limited availability and homes requesting higher rates due to the complex needs of residents being placed. Our average rate is now around £900 per week, with some costing over £1,000 per week. Respite placement costs are also increasing. There are more 121 nursing placements coming through.

Nursing - We have seen new starters costing more than leavers, driving up overall cost to the council. The 1:1 packages are all on the targeted review list.

- **An overspend of £0.506m in respect of Mental Health non S75 –**

The overspend is driven by placement pressures in year. A plan is being put in place to bring spend down as far as is feasible for the remainder of the year. The pressure is mainly due to provision costs, supported accommodation/living and homecare. This month's reduction is due to the allocation of £300k Hospital Discharge Funding. Work is ongoing to reduce the budget pressure, including identifying clients that are applicable for health funding.

- **An underspend of £0.310m on Adult Safeguarding –**
This underspend is a result of additional LPS funding allocated to this area, the scheme has not been fully implemented which is causing a budget underspend but this funding will be needed when the LPS scheme is fully implemented.
- **Other budget areas** with minor variances cumulatively offset the above pressures by c£0.262m, leaving a net pressure of £2.281m

3.6 Neighbourhoods

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A2300C-Public Realm Total	8.254	8.772	12.388	3.616	2.126
A2310C-Civil Protection Total	1.476	1.278	1.186	(0.092)	(0.053)
A2350C-Bereavement and Registration Services Total	(2.631)	(2.197)	(2.103)	0.094	0.038
A2860C-Planning Total	3.058	2.814	3.403	0.589	0.507
A2900C-Business Support - Neighbourhoods Total	1.359	1.442	1.243	(0.199)	(0.174)
A5000B-Neighbourhoods Total	11.514	12.109	16.117	4.008	2.445

At P9 Neighbourhoods has identified potential pressures of £4.008m across its services, an increase of £1.6m on the previously reported over spend position at P6. The variance is primarily due to reduced income forecasts for parking services. The service have developed further action plans to try to contain these pressures.

The main pressure areas are:

3.6.1 Public Realm

Environment - currently projecting a pressure of £0.971m, The pressure is mainly as a result of costs relating to the deferral of the integrated Public Realm Contract work to 22/23, which was paused when the nation went into lock down in 2020. The increase in the Household waste and recycling collection cost is as a result of the post extension contract cost with SERCO including enhanced staff cost, 50:50 vehicle share cost. These costs are now agreed with SERCO and incorporated within the latest forecast projections. There are a number of mitigating actions (removal of the final weed spray

for 2022/23, reducing the number of waste round collection made in one day, restriction on the use of agency staff) being implemented to reduce the overall pressure.

Parking - currently projecting a pressure of £1.545m; a movement of £1.3m on previously reported £0.175m pressure at P6. The movement is mainly as a result of revised income projection in the PCN / MTC. There has been a slower roll out of the new MTC camera's than was previously envisaged, due to further member's engagement on some sites and some supplier chain issue with the contract, both have resulted in a reduction in the income projections. In addition, the number of CEOs recruited is slightly below target which means the PCN forecast is below the levels expected. The Council has also suffered a reduction in P&D income due to a reduction in overall paid for parking sessions.

Highways - currently anticipate a £1.256m pressure. The impact of reduced external works for TFL funded projects has reduced anticipated income. The Service has suffered an unsuccessful recruitment plan in DSO. As a part of the mitigation plan. more works are now under taken by external suppliers, this has resulted in additional pressure. Other mitigating plans introduced by the Service and constantly monitored include, reducing spend on minor operational adjustments, structures and schemes budgets. These pressures are slightly offset by an increase in the licensing income (scaffolding, hoarding and skips).

3.6.2 Planning

There is a potential budget pressure of £0.589m in planning services. Public Protection, which used to be part of Civil Protection has now transferred over and is reported under Planning. The potential pressure within Planning is as a result of unbudgeted legal costs in relation to an upcoming Public Inquiry, in addition, the under achievement of the planning application fee and building control fee income.

3.6.3 Civil Protection

Civil Protection is currently projecting an under spend of £0.092m this is due to a reduction in staff costs across the Enforcement team.

3.6.4 Bereavement and Registration Services

There are also potential pressures of £0.094m across Bereavement and Registration Services. which the Service is working towards mitigating for the end of the financial year.

The forecast position includes Directorate underspends of £0.354m mainly as a result of staffing underspend within Business Support, and reduced consultancy cost.

3.7 Regeneration Programme Delivery

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A2850C-Regeneration Total	1.262	1.324	0.952	(0.372)	(0.282)
A5500B-Regeneration Programme Delivery Total	1.262	1.324	0.952	(0.372)	(0.330)

3.7.1 Regeneration

Regeneration are reporting an underspend position of (£0.372m) on revenue at Period 9. This is mainly due to a planned reduction in business development costs in response to corporate budget pressures and capitalisation of project management costs. This also includes meeting the planned achievable MTFS savings of (£0.1m).

3.8 Housing General Fund

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A4300C-Housing Services (GF) Total	3.883	4.016	4.016	0.000	0.000
A5700B-Housing Total	3.883	4.016	4.016	0.000	0.000

3.8.1 Housing General Fund

As at Period 9, Housing Services (GF) is projecting to spend to budget. There are undeliverable MTFS savings this year (details below) and other pressures listed but at the service expects these costs to be covered by containing expenditure and application of grants. There is some degree of risk to this position which will be closely monitored through the remainder of the financial year.

The £100k MLH saving is undeliverable as the project to provide 125 units of accommodation is no longer going ahead. The price per property saving of £102k is also undeliverable, as PSL property numbers continue to fall and there is a lack of interest from landlords to take up the scheme. The scheme was expected to deliver further saving in 23/24 and 24/25. It is also worth noting that Capital Letters have not been able to deliver this year on their targets, as they also have been experiencing significant market challenges trying to secure private rented accommodation.

We have seen a £70k increase in PSL void responsive repairs costs and are projecting to spend £170k on Ukrainian refugee households. This group do not qualify for full Universal Credit, due to being benefit capped, this also applies to those on family visas. These costs are being absorbed by the Homeless Prevention Grant (HPG).

The cost of living crisis and hotel spend has given cause for concern with projected hotel costs becoming particularly challenging during the current winter period. We anticipate hotel costs to reach £834k as a result of the private rented market drying up and our the increased number of homeless approaches. Some of these costs will be met by the Homeless Prevention Grant

This forecast assumes that the balance of the 2022/23 Homeless Prevention Grant and Rough Sleepers Initiative Grant, ring-fenced to address homelessness can be carried forward to help us to deliver on our homelessness obligations for 2023/24.

3.9 OneSource Shared

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A7100C-oS Finance Total	(0.063)	0.018	0.019	0.001	0.007
A7131C-Procurement Total	0.006	0.019	0.184	0.165	0.156
A7200C-oS Business Services Total	(0.035)	0.111	0.358	0.247	0.237
A7300C-oS Exchequer & Transactional Services Total	1.970	2.814	3.890	1.076	0.945
A7500C-oS Legal & Governance Total	0.026	0.325	0.420	0.095	0.100
A7600C-oS ICT Services Total	(0.073)	0.054	1.018	0.964	0.568
A7700C-oS Asset Management Services Total	0.044	0.102	0.093	(0.009)	0.001
A7800C-oS Strategic & Operational HR Total	0.020	0.078	0.077	(0.001)	(0.000)
A7000B-oneSource Shared Total	1.895	3.521	6.059	2.538	2.014

3.9.1 ICT Services

ICT Services is forecasting an overspend of £1.0m. This is due to an increase in costs relating to Microsoft Enterprise Licences due to increased functionality, coupled with some additional recruitment within the information assurance team.

3.9.2 Exchequer and Transactional Services

The Exchequer and Transactional Service is forecasting an overspend of £1m which relates in the main to an anticipated enforcement income shortfall against target. The income target has recently been increased in recent years whilst the level of income has not increased at the same rate.

A contract delivered on behalf of another London Borough ended this year which has partially caused the overspend. The service continually aim to increase income and as and when new contracts are secured, or caseloads increase, the income forecast will be updated accordingly.

3.9.3 Procurement

Procurement is forecasting an overspend of £0.1m which is largely due to interim posts that are being retained in order to support the delivery of the council's procurement

savings target and to prepare the service for upcoming procurement legislation changes which are being brought in since leaving the EU.

3.9.4 Legal

An overspend of £0.1m is projected within Legal Services due to locum and agency spend; as and when recruitment concludes the forecasts will be updated/improved accordingly.

3.9.5 Business Service

Prior years undelivered savings targets are causing an overspend of £0.2m; it is anticipated that these will be addressed as part of the ongoing review of the future of oneSource.

3.10 OneSource Non-Shared

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 8 Forecast Variance to Budget £'m
A5200C-Exchequer Services Total	(1.396)	(1.595)	(1.693)	(0.098)	(0.060)
A5350C-Business Services Total	0.002	0.002	0.000	(0.002)	(0.002)
A5750C-oS non Shared Finance Total	0.933	1.204	1.162	(0.042)	0.281
A5800C-Asset Management Total	(1.264)	(1.095)	(0.124)	0.971	0.994
A5850C-Strategic HR & OD Total	0.012	0.124	0.178	0.054	(0.002)
A5900C-Legal & Democratic Svs Total	2.096	2.086	2.144	0.059	0.114
A5950C-ICT Services Total	(0.022)	0.000	(0.060)	(0.060)	(0.055)
A8000B-oneSource Non-Shared LBH Total	0.361	0.726	1.607	0.881	1.269

3.10.1 Asset Management

There is a combination of pressure points within the service which have contributed to the £1.0m forecasted overspend:

- The budget contains a £0.6m savings target which relates to the decant of Mercury House office accommodation as a result of increased working from home since the pandemic; of this, only £0.2m is being forecasted as achieved in 22/23 due to the continuation of some residual occupation. The forecasted partial delivery of £0.2m relates to some reduced running costs, NNDR exemptions and rental income (relating to River Chambers).
- Commercial property is forecasting an income shortfall of £0.5m, due to commercial rents £0.3m and Romford Market £0.2m. The income target for the commercial property income is suffering from a higher than usual number vacant properties within the Hildene area owing to uncertainty over plans for its future development. This pressure has been mitigated by a £0.3m drawdown from reserves

- Corporate Landlord is projecting an overspend on building repairs and maintenance costs of £0.1m; the service will continue to review the prioritisation of works, the ability to capitalise spend and the costs paid for repairs and maintenance contracts with a view to improving the forecasted overspend.
- Within the forecast, it is assumed that a transfer to reserves will be agreed for the Health and Safety settlement monies of £0.2m following the separation of the shared service with Newham in April 2022.

3.10.2 Legal

The forecasted over spend of £0.1m relates to a combination of slippage on the delivery of a £0.055m savings target relating to reducing the cost of external legal spend in wider council budgets coupled with income pressures resulting from a reduction in school appeal income.

3.10.3 Transactional & Exchequer

There is a projected (£0.1m) surplus relating to Housing Benefit overpayment recovery income. It should be noted this activity is difficult to forecast with a high degree of accuracy due to its complexity, the volume of transactions, and the total values involved, however, indications are that the service is performing well with regard to maximising the amount of benefit overpayment recovered from central government and from claimants.

3.11 Chief Operating Officer

Service	Original Budget £'m	Revised Budget £'m	Forecast £'m	Current Forecast Variance to Budget £'m	Period 6 Forecast Variance to Budget £'m
A2100C-Customer and Communications Total	1.214	1.735	1.949	0.214	0.472
A2600C-Policy, Performance and Community Total	3.119	3.395	3.149	(0.246)	0.000
A3150C-Joint Commissioning Unit Total	0.040	0.179	(0.134)	(0.313)	(0.000)
A5300C-Transformation Agenda Total	0.519	0.561	0.552	(0.009)	0.193
One off use of reserves to support budget			(0.577)	(0.577)	(0.577)
A9000B-Chief Operating Officer Total	4.891	5.870	4.949	(0.931)	0.088

3.11.1 Customer and Communications

There are continuing income shortfalls in relation to the Council's leisure contract with SLM, which at period 9 is £0.3m. The Council is monitoring the position closely through regular recovery meetings with SLM, but it is widely recognised that the pandemic has had a significant impact on the leisure industry.

Havering Music School is experiencing a £0.2m shortfall of income largely due to a decline in pupil numbers and reduced school uptake, however this is partly offset by approx. £0.1m of salary underspends. The Music School is seeing the impact of families

who are weighing up the cost of living versus continuing with music lessons. The service is working hard to attract new pupils and increase school uptake by prioritising Marketing with the Council's internal communication team and Traded Services unit. Additionally, further costs may be incurred such as hall hire due to rising inflation however at present, this is contained within existing budgets.

Offsetting the aforementioned pressures are a number of smaller variances across the service as a whole totalling approx. (£0.1m) which relate in the main to vacancy management.

3.11.2 Transformation Agenda

Although the Transformation Service appear to be on budget, there is an on-going unachieved £0.2m corporate savings target in relation to Digital Platform for delivery of the CRM and D365 project offset by a one-off £0.2m underspend in relation to vacancy management within the Transformation area.

3.11.3 Joint Commissioning Unit

The service is forecasting an underspend of £0.3m in period 9 as a result of holding off recruiting to a number of vacant posts, which will no longer be filled in the course of this financial year due to a service restructure.

3.11.4 Policy, Performance & Community

The service is forecasting an underspend of £0.3m in period 9 due to a lag in recruiting to vacant posts for the READI and HATE crime projects. The period 9 forecast assumes the approval of carry forward to reserves of £0.4m for the following projects: £0.2m READI; £0.05m PMO Insight; £0.06m Liquid Logic unfunded post and £0.05m for equalities & diversity training for members and Employment & Skills match funding.

4. ACHIEVEMENT OF SAVINGS

In setting the 2022/23 budget the Council identified £15.028m of savings proposals which would need to be delivered in order to balance the budget. These proposals were partially offset by a £2.0m budget provision recognising that potentially some proposals might not be fully realised. Departments are working collectively to achieve savings wherever possible. Below however is a list of the reported unachievable savings.

4.1 Unachieved Savings

Directorate	2022/23 MTFS Description	2022/23 MTFS Ref	2022/23 MTFS Variance	2022/23 Theme	2022/23 RAG Rating
A5700B : Housing	PSL Capital Letters	Ref.060	100,000	Communities	red
A5700B : Housing	Introduce price per property repairs service for PSLs.	Ref.061	102,000	Communities	red
A7000B : oneSource Shared	ICT Restructure	Ref.081	150,000	Opportunities	red
A7000B : oneSource Shared	Increase net contribution from providing enforcement to others OSS	Ref.082	450,000	Opportunities	red
			852,000		

4.1.1 Staffing Savings

The Council is fundamentally reviewing its staff base and structures to modernise services and improve efficiency. The main initiatives to identify post savings are:

- A voluntary release scheme. This will allow the Council to release a number of individuals and make staffing savings through restructure and reorganisation of services. The process is well underway and the posts that will be able to be released will be confirmed in the next few weeks. It is anticipated this will deliver a significant saving in 2022/23 with a full year effect in 2023/24. At present is estimated £0.750m will be realised through this process in 2022/23 with a full year effect of £1.6m.
- The Council is reviewing all agency placements with the aim of significantly reducing the need for these more expensive costs. The review will identify where recruitment to permanent posts can take place and if the agency placement is project based look at other means to deliver that project to minimise the level of agency cover required. It is accepted that in some difficult to recruit areas such as social care there will always be an element of agency costs but those services are doing everything they can to promote and encourage permanent recruitment.
- The Council is looking at its Target operating model (TOM) and staffing structures to flatten management structures and reduce management costs where possible and also to restructure service provision to deliver more efficient outcomes. There was a full report to November Cabinet which set out the planned approach to delivering the new target operating model
- The Council is also reviewing all current vacant posts to establish if those roles are required or if the services can reconfigure to continue to deliver outcomes without the need for recruitment

The VR exercise will generate savings of the order of £1.6m in a full year. The work described above is expected to deliver further staffing savings although it is recognised the majority of the achievement will be in 23/24. This position is recognised both in this monitoring report and the Council's medium term financial strategy.

5 CORPORATE BUDGETS AND CONTINGENCY

- 5.1** The Council holds a central contingency of £1m each year. This is held for unforeseen events and the Council would only use this as a last resort if no other funding is available.

The Contingency has been released to support the overall budget position. The Provision set aside for unachieved savings has also been added to this table.

- 5.1.1** The Council also holds a number of budgets centrally mostly pending allocation to departments. These budgets are reviewed, on a monthly basis, by the Section 151 Officer, as part of the monitoring cycle.

5.1.2 Corporate Budgets

Corporate Variances			
	Budget	Known Commitments	(Under)/ Over spend
Corporate Items	£m	£m	£m
Corporate Contingency	1.000	0.000	(1.000)
Treasury Management Underspend	8.136	5.136	(3.000)
Other Corporate Budgets	17.255	19.505	2.250
Total	26.391	24.641	(1.750)

5.2 The Collection Fund

The Council continues to collect both Council Tax and Business Rates income where chargeable. Council Tax collection over the current year is strong despite the effects of the pandemic and at this stage is on target for the collection rates set in the budget.

5.3 Treasury Management Forecast

The Council sets its treasury budgets based on the assumed Capital programme and forecasted level of cash balances each year. There are fluctuations on these budgets due to slippage and changes to the Capital programme, prevailing interest rates and borrowing decisions and the level of cash balances held by the Council.

Slippage in the Capital programme and current cash balances of over £100m has meant that there has been no General Fund external borrowing to date in 2022/23. It should be noted that the Council is reliant on internal borrowing to fund its CFR and further borrowing maybe necessary in 2022/23 and interest rates are rising. The Council

remains in regular contact with its treasury advisors to determine the most appropriate time to undertake any external borrowing.

The Council has also benefitted from increased interest receivable from its deposits. At the time the budget was set interest rates were extremely low and therefore the budget was set to reflect this. Rates have now risen which has increased the yield on cash deposits. These factors have resulted in a forecasted underspend on the treasury budget of £3.0m.

6 EARMARKED AND GENERAL RESERVES

- 6.1** The Council holds general balances to mitigate against unforeseen risks. At the end of 2021/22 General Fund Balances stood at £10.942m. The Council has planned contributions to general balances in 2022/23 of £2m. There is however a current year overspend and Council will do everything it can to identify efficiencies in order to reduce this to minimise the impact on general balances.
- 6.2** In a previous budget round the Council identified and agreed that balances should be increased to £20m over the next few years to properly reflect both the size of the authority and also the current risks it faces. This remains a priority for the authority and the Council is on track despite the current year overspend. The budget for 2023/24 contains further planned contributions so even if the current year overspend results in a lower than planned level of balances it is expected that this position will be recovered in future years.
- 6.3** The Council held General Fund Earmarked Reserves which totalled £59.633m* at the end of 2021/22. These reserves are held for planned purposes and some have been drawn down during the course of 2022/23 for those specific purposes. The table below sets out the expected year end position on Earmarked Reserves. Further details of these reserves can be found at **Appendix A**

Reserves are reviewed regularly and at year end in particular some reserves are either released or replenished in order to best represent future need moving into the new year.

Earmarked Reserve	2022/23 Opening Balance (M)	2022/23 Expected Drawdown or contribution (M)	2022/23 Projected Closing Balance (M)
Public Health Reserve	-2.643	-0.157	-2.800
Reserve earmarked for Regeneration and future Capital	-8.549	2.961	-5.588
Sub Total Corporate Reserves	-29.998	15.526	-14.472
Sub Total Service Reserves	-18.443	5.628	-12.815
TOTAL GF EARMARKED RESERVES	-59.633	23.958	-35.675

HOUSING REVENUE ACCOUNT

	2022-23 Budget £m	2022-23 Forecast £m	Current Forecast Variance £m	Previous Forecast Variance £m
Income and Expenditure				
Income				
Dwelling rents	(49.025)	(49.216)	(0.191)	(0.191)
Garages	(0.370)	(0.370)	-	-
Charges for services and facilities - Tenants	(6.547)	(6.547)	-	-
Charges for services and facilities - Leaseholders	(1.745)	(1.745)	-	-
Shared ownership	(0.279)	(0.279)	-	-
Other	(0.733)	(0.733)	-	-
Total Income	(58.698)	(58.889)	(0.191)	(0.191)
Expenditure				
Repairs and maintenance	10.864	10.864	-	-
Supervision and management plus recharges	26.859	25.879	(0.980)	(1.522)
Depreciation and impairment	16.590	16.590	-	-
Debt management costs	0.048	0.048	-	-
Bad debt	0.665	0.665	-	-
Total Expenditure	55.027	54.047	(0.980)	(1.522)
Net cost of HRA services	(3.671)	(4.842)	(1.171)	(1.713)
Interest payable and similar charges	9.701	9.701	-	-
Interest and investment income	(0.036)	(0.036)	-	-
Surplus or deficit for the year on HRA services	5.994	4.823	(1.171)	(1.713)

Statement on movement of HRA balances				
Surplus or deficit for the year on HRA services	5.994	4.823	(1.171)	(1.713)
Capital expenditure funded by the HRA	4.270	4.270	-	-
Reversal of impairment charge	(7.110)	(7.110)	-	-
Net (income)/Expenditure	3.154	1.983	(1.171)	(1.713)

HRA balance brought forward	(17.029)	(17.029)	-	-
Net (income)/Expenditure	3.154	1.983	(1.171)	(1.713)
HRA balance carried forward	(13.874)	(15.045)	(1.171)	(1.713)

The HRA is projecting an underspend of £1.171m. This is due to delays in the commencement of the Open Housing Upgrade/Replacement Project, which has been delayed until next year.

There has been additional income generated from properties let at Brunswick Court, Dell Court and Royal Jubilee Court, which has also reduced the void loss, as many of the properties were long term voids.

There are pressures coming from the increase cost of utility bills, the decant costs for Abercrombie House and the security required at the New Green development.

The movement since last month is due to the impact of the 2022/23 pay award.

6.4 **Rent & Service Charge Income.**

The figures below are up to and including month 8 of 2022/23.

	Rent Debit Raised	Income			Arrears	Collection Rate
		Housing Benefit	Direct Payments	Total Income		
Rent	44,717,257.96	- 14,169,655.89	- 29,626,400.97	- 43,796,056.86	921,201.10	98%

7 CAPITAL MONITORING

7.1 Capital Programme Overview

The Capital programme for 2022/23 through to 2026/27 was agreed at Council in February 2022. In addition to the approved capital programme, slippage from 2021/22 has since been added (detailed in the capital outturn report) and there have been some additions relating to external grants and contributions. The current approved full Capital Programme is set out below.

Summary of Existing Approved Capital Programme	Previous Years Budget	2022/23 Budget	2023/24 Budget	2024/25 to 2026/27	Total Budget
	£m	£m	£m	£m	£m
Adults Services	3.434	3.109	4.252	0.000	10.794
Adults Services	3.434	3.109	4.252	0.000	10.794
Customer & Communications Transformation	28.191	6.560	1.033	4.552	40.336
Chief Operating Officer	3.182	4.607	9.457	9.654	26.900
	31.373	11.167	10.490	14.206	67.236
Children's Services	0.254	1.039	2.225	0.000	3.518
Learning & Achievement Service	0.512	1.486	0.837	0.022	2.857
Children's Services	0.766	2.525	3.062	0.022	6.374
Housing Services	211.948	150.149	195.982	652.557	1,210.636
Housing Services	211.948	150.149	195.982	652.557	1,210.636
Bereavement Services	5.392	1.502	0.070	0.000	6.964
Environment	36.462	23.396	3.838	0.932	64.628
Civil Protection	0.151	1.503	0.000	0.000	1.653
Neighbourhoods	42.005	26.400	3.908	0.932	73.245
Asset Management	32.917	13.602	23.761	22.883	93.163
ICT Services	4.231	5.646	6.982	5.261	22.121
Finance	0.000	7.291	0.000	0.000	7.291
OneSource	37.149	26.539	30.743	28.145	122.575
Regeneration	27.808	36.328	210.360	190.733	465.229
Regeneration	27.808	36.328	210.360	190.733	465.229
Grand Total	354.482	256.216	458.797	886.595	1,956.090

7.2 Financing

The Council finances its capital expenditure through a combination of resources both internal and externally generated. Each funding stream is considered in terms of risk and affordability in the short and long term. The current and future climates have a significant influence on capital funding decisions. As a result planned disposals and borrowing costs are kept under regular review to ensure timing maximises any potential receipts and reduces borrowing costs.

Excluding previous years spend (totalling £354.482m shown for information above) the total programme for 2022/23 and beyond is £1,601.608m and for information purposes is funded as set out in the following table.

Financing	2022/23 Financing Budgets	2023/24 Financing Budgets	2024/25 to 2026/27 Financing Budgets	Total Financing Budgets
	£m	£m	£m	£m
Capital Receipts	33.318	110.873	81.563	225.754
HRA Specific Capital Receipts	43.738	78.261	293.065	415.063
Revenue & Reserves	11.475	3.340	23.483	38.298
Grants and Other Contributions	20.786	35.520	24.686	80.993
Borrowing	146.899	230.803	463.798	841.501
Total	256.216	458.797	886.595	1,601.608

7.3 Capital Achievements

Capital expenditure as at the 31st December is £94.853m to date. Notable achievements so far for 2022/23 are as follows:

- £37.491m on the 12 estates project to improve housing across the borough
- £15.674m spent on enhancing and increasing our existing housing stock
- £7.490m on improving the quality of our roads and infrastructure
- £2.366m on improving and refurbishing the Town Hall
- £3.459m on the construction of a new leisure centre in Rainham
- £0.8m on improving the council's IT infrastructure
- £1.2m on improving Traffic safety via the implementation of CCTV cameras
- £1m on improving parks and open spaces across the borough
- £2.98m on improvements to our school buildings
- £1m on the Rainham & Beam Park regeneration project

7.4 Capital Monitoring @ Period 9

The report below sets out the latest Period 9 position for the Council's capital programme for the 2022/23 financial year.

Directorate	Budget 2022/23	2022/23 Forecast Period 9	2022/23 Variance	Current Year Actuals @ Per 9
	£m	£m	£m	£m
Adults Services	3.109	2.776	(0.332)	0.476

Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m	Current Year Actuals @ Per 9 £m
OneSource	26.539	13.051	(13.488)	6.755
Neighbourhoods	26.400	24.943	(1.457)	11.071
Regeneration Programme	36.328	10.909	(25.419)	1.229
Childrens Services	2.525	1.489	(1.036)	0.202
Chief Operating Officer	11.167	9.810	(1.357)	5.030
Housing Services	150.149	135.574	(14.575)	70.092
Total	256.216	198.552	(57.665)	94.853

The forecast expenditure for 2022/23 is £198.552m with actual expenditure at the end of Period 9 of £94.853m. Whilst most project budgets are on track to be spent over the full MTFS period there are a number of projects where expenditure has slipped back into future years, the explanations for the main programmes that contribute towards the slippage provided below:

7.5 Adult Services

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Adults - DFG	2.056	1.847	(0.209)
Adults - Other	1.053	0.929	(0.124)
Adults Services	3.109	2.776	(0.332)
Adults Services	3.109	2.776	(0.332)

7.6 OneSource

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Asset Management - Other	1.333	0.542	(0.791)
Corporate Buildings	3.448	3.428	(0.020)
Health & Safety	0.199	0.169	(0.030)
Pre Sale Expenses	0.161	0.119	(0.043)
Schools Building Maintenance	3.883	4.151	0.268
Schools Expansions	2.531	2.435	(0.095)
Vehicle Replacement	2.046	0.046	(2.000)
Asset Management	13.602	10.891	(2.712)
ICT Infrastructure	5.646	2.160	(3.486)
ICT Services	5.646	2.160	(3.486)

Contingency	0.691	0.000	(0.691)
Internal Leasing	6.600	0.000	(6.600)
Finance	7.291	0.000	(7.291)
OneSource	26.539	13.051	(13.488)

Asset Management - Other – Slippage of £0.791m

The slippage of £0.791m relates to Emmanuel Community Free School. The project is further delayed and invoice will be issued in 2023/24 financial year.

ICT Infrastructure – Slippage of £3.486m

£2.362m of the slippage relates to the Data Centre & Core Network. The Programme has experienced delays and Tender clarifications have pushed back the award date and therefore bulk of spend will be incurred in 2023/24.

Vehicle Replacement – Slippage of £2.000m

The slippage of £2.000m relates to the procurement 27 vehicles for Passenger Travel Services scheme. The Tender exercise has been completed to replace some of these vehicles. The 8 oldest vehicles will be replaced instead of all 27 vehicles at this current time. The remaining 19 vehicles may still be replaced depending on the outcome of the review being undertaken by the Director of Children Services and is expected to be completed in March 2023.

Finance

The Contingency budget is used for projects that are allocated as and when required. The budget is allocated to services by the Section 151 Officer.

The Internal Leasing budget is used to purchase vehicles that would otherwise have been leased by a service. The service repays the purchase cost over the life of the asset thus replenishing the budget for future purchases.

Expenditure is not shown against these programme areas as the budget is allocated to existing or new schemes across all directorates.

7.7 Neighbourhoods

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Public Protection	1.503	1.503	0.000
Civil Protection	1.503	1.503	0.000
Cemeteries and Crematorium	1.502	1.012	(0.490)
Bereavement Services - Cems & Crems	1.502	1.012	(0.490)
Environment - Other	8.250	8.220	(0.030)
Environment - TFL	0.950	0.803	(0.146)
Grounds Maintenance	0.100	0.150	0.050
Environment - Highways	11.078	10.824	(0.254)
Environment - Parking	0.405	0.407	0.002
Environment - Parks	2.613	2.023	(0.590)
Environment	23.396	22.428	(0.968)
Neighbourhoods	26.400	24.943	(1.457)

Environment – Parks – Slippage of £0.590m

The slippage relates to the Parks Improvement Programme. This project has experienced delays and will complete in 2023/24.

7.8 Regeneration

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Mercury Land Holdings	11.600	7.835	(3.765)
Rainham & Beam Park	20.901	2.430	(18.470)
Regeneration - Other	3.327	0.493	(2.834)
Regeneration - TFL	0.500	0.150	(0.350)
Regeneration	36.328	10.909	(25.419)
Regeneration	36.328	10.909	(25.419)

MLH – Slippage of £3.765m

£3.765m of the slippage relates to the Quarles scheme. The Quarles scheme is ready for a start on site in 2022/23, expected by the end of January 2023, confirmed with MLH for Period 9.

Rainham & Beam Park – Slippage of £18.470m

The Rainham Beam Park equity budget acquisitions funds drawdowns to the RBP joint venture. The scheme is currently impacted by delays with the approval/delivery of Beam Parkway station, equity drawdown requirements for the 2022/23 financial year are significantly reduced.

Regeneration - Other – Slippage of £2.834m

The slippage relates to the Farnham & Hilldene - Medical Centre. The scheme is currently in the planning process with a resolution to grant having been awarded. Construction to progress in 2023/24 with some pre-construction costs expected beforehand.

Regeneration – TfL – Slippage of £0.350m

The slippage of £0.350m relates to the Beam Parkway Major Scheme, which is part funded by TfL. The estimated spend for 2022/23 is for consultancy costs for the scheme. No further funding has been confirmed by TfL, scope and other funding options are being explored.

7.9 Children's Services

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Learning & Achievement - Other	0.000	0.000	0.000
Schools	1.486	0.450	(1.036)
Learning & Achievement Service	1.486	0.450	(1.036)
Childrens - Other	1.039	1.039	0.000

Childrens Services	1.039	1.039	0.000
Childrens Services	2.525	1.489	(1.036)

Schools – Slippage of £1.036m

Most of the slippage relates to two schemes, £0.450m Harris Academy ARP and £0.542m St Edward's Primary School. The Harris Academy ARP scheme will be delivered by the Academy. The payment schedule has been agreed. The St Edward's Primary School scheme start on site was delayed by planning issues. The scheme is now expected to complete by October 2023.

7.10 Chief Operating Officer

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Leisure Other	5.875	5.516	(0.359)
Leisure SLM	0.415	0.397	(0.018)
Libraries	0.270	0.270	0.000
Customer, Communication & Culture	6.560	6.183	(0.377)
Transformation	4.607	3.627	(0.980)
Transformation	4.607	3.627	(0.980)
Chief Operating Officer	11.167	9.810	(1.357)

Transformation – Slippage of £0.980m

The main elements of the slippage are discussed below –

£0.479m of the slippage relates to Platforms & Integration programme. This programme includes the Alloy Implementation, Civica APP Replacement, a Cyber Security/ Business Continuity project and Application Risk Management Review and a new Digital Strategy. Programme estimates are broadly in line with Period 6 estimates, although there is variance at a project level as scope, plans and maturity have been progressed.

£0.126m of the slippage relate to the Smart Working plus budget. It has been agreed to formally close Smart Working plus budget by SLT 6th December 2022. This is subject to understanding Business Support Review (BSR) and Potential Digital Signatures with the MS Suite.

Discussions on how remaining budget to be allocated and apportioned to be agreed for Period 9. The remaining budget has been moved to Platforms & Integration programme to be reallocated in 2023/24.

£0.100m of the slippage relates to the Evergreening Capital – Digital Portfolio. This project is currently being revised to reflect current requirements. Work is currently underway to rescope this project for 2023/24.

7.11 Housing Services

Programme Area /Service/ Directorate	Budget 2022/23 £m	2022/23 Forecast Period 9 £m	2022/23 Variance £m
Bridge Close Acquisitions	31.827	22.471	(9.356)
Bridge Close Regeneration	1.003	0.557	(0.447)
HRA	37.725	32.858	(4.867)
HRA Regeneration	57.705	59.236	1.531
HRA Stock Adjustments	21.888	20.453	(1.435)
Housing Services	150.149	135.574	(14.575)
Housing Services	150.149	135.574	(14.575)

Bridge Close Acquisitions – Slippage of £9.356m

£9.356m of the slippage relates to the Acquisitions budget. The forecast has been updated to reflect likely completions of property acquisitions, there is £8.720m made up of 2 items due to complete shortly and a further £11.900m made up of a further 3 items for land assembly. It should be noted that if these items do not complete in 2022/23 the outturn would be significant lower than is currently being anticipated.

HRA – Slippage of £4.867m

£2.338m of the slippage relates to the Decent Homes Works – External. There are variance £0.855m on the Roofing budget due to no current contract in place, however Officers are in negotiations with Mears. £0.750m underspend on the Environment Improvement Works budget, this will be allocated in year to Corporate CCTV project. £0.990m slippage relates to the Residents Safety Related Works budget.

HRA Regeneration – Acceleration of £1.531m

The main elements of the acceleration are discussed below –

£1.531m of the acceleration relates to the 12 Estates Affordable Housing Programme. Projections have been revised in line with JV partner cash flows for active schemes, NNP and SSS, with NNP concluding in December 2022/January 2023. Waterloo construction will not begin until 2023/24 and intermediate costs will be picked up through demolition contract and PCSA (cash drawdowns budget)

HRA Stock Adjustments – Slippage of £1.435m

£1.435m of the slippage relates to the Affordable Housing budget. St Georges completion has slipped to May/June 2023. This budget will be carried forward to spend in 2023/24.

9.0 BACKGROUND PAPERS

None

10.0 IMPLICATIONS AND RISKS

10.1 Financial Implications and Risks

The Council set the 2022/23 budget in March 2022. This report is an important part of the monitoring process and sets out progress against the budget. The report explains the variances to the budget and this information can be used to develop action plans to reduce spend and also to inform the 2023/24 budget development process

10.2 Legal Implications and Risks

The Council is required by section S151 of the Local Government Act 1972 to make arrangements for the proper administration of its financial affairs.

Under S28 of the Local Government Act 2003, a local authority must review its budget calculations from time to time during the financial year and take appropriate action if there is any deterioration in its financial position. The proposals set out in this report aim to address the Council's current position.

In accordance with section 3 of the Local Government Act 1999, a local authority has a duty "to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness." (This is "the best value duty".) The monitoring of the financial position assists the Council in meeting that duty.

10.3 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."

10.4 Equalities and Social Inclusion Implications and Risks

Havering has a diverse community made up of many different groups and individuals. The Council values diversity and believes it essential to understand and include the different contributions, perspectives and experience that people from different backgrounds bring.

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

The Council demonstrates its commitment to the Equality Act in its decision-making processes, the provision, procurement and commissioning of its services, and employment practices concerning its workforce. In addition, the Council is also committed to improving the quality of life and wellbeing of all Havering residents in respect of socio-economics and health determinants.

THE SENIOR AND CORPORATE LEADERSHIP TEAM

Andrew Blake-Herbert Chief Executive	01708 432201
Mark Ansell Director of Public Health	01708 431818
Imran Kazalbash Asst Director of Neighbourhoods	01708 433779
Sandy Hamberger Director of Policy, Strategy and Transformation	01708 434506
Dave McNamara Statutory Section 151 and Chief Financial Officer	0203 373 7645
Barbara Nicholls Director of Adults Services	01708 433069
Gareth Nicholson Director of Partnerships and Organisational Development	01708 431375
Patrick Odling-Smee Director of Housing Services	01708 434607
Robert South Director of Children's Services	01708 434412

Neil Stubbings
Director of Regeneration

01708 432970

APPENDIX A

Earmarked Reserve	2022/23 Opening Balance (M)	2022/23 Expected Drawdown or contribution (M)	2022/23 Projected Closing Balance (M)	2022/23 Description
Public Health Reserve	-2.643	-0.157	-2.800	Reserve specifically for Public Health initiatives
Reserve earmarked for Regeneration and future Capital	-8.549	2.961	-5.588	Reserve set aside for future spend on Capital and Regeneration
Corporate Reserves				
Insurance Reserve	-7.086	0.000	-7.086	The Council maintains an Insurance reserve against potential future liabilities - The adequacy of this reserve is reviewed at year end but at this stage it is expected that a similar level will be required in 23/24
Business Rates Reserve	-10.358	6.805	-3.553	The Business Rates reserve is held against potential collection fund deficits. The drawdown in 22/23 was planned and related to an interyear accrual
Redundancy Reserve	-4.598	2.368	-2.230	Provision for future Redundancies - will be evaluated at year end
Utilities Reserve	-0.533	0.533	0.000	Drawdown in 2022/23
Other Corporate Reserves	-7.423	5.820	-1.603	Corporate reserves largely earmarked for use in 2022/23
Sub Total Corporate Reserves	-29.998	15.526	-14.472	
Service Reserves				
Liberty Protection Safeguards	-1.160	0.120	-1.040	The Council has a future burden to clear the backlog of Liberty Protection safeguards. This reserve is set aside to complete that work
ICT Refresh Reserve	-1.000	0.400	-0.600	ICT reserve set aside for future ICT initiatives
Emergency Assistance Scheme	-0.919	-1.155	-2.074	This reserve is set aside to support vulnerable people through the emergency assistance scheme
AMP Surveys	-0.268	0.095	-0.173	Funding set aside for cyclical surveys
Local Plans	-0.434	0.150	-0.284	Funding set aside to help develop the local plan
Troubled Families	-0.473	-0.322	-0.795	Funding set aside to support the troubled families programme
Better Care Fund CCG Contribution	-4.878	3.578	-1.300	These funds relate to CCG funds received in 2021/22 which are being fully utilised in 22/23
Homelessness Prevention	-0.641	-0.359	-1.000	This reserve is needed in 2023/24 to help mitigate the growing Homeless issue the Council is facing.
Planned Vehicle Maintenance	-0.407	0.000	-0.407	Reserve to fund cyclical maintenance on vehicles
Borough Elections Reserve	-0.300	0.200	-0.100	Reserve to fund local elections every 4 years
Cemetaries and Cremations reserve	-0.652	0.000	-0.652	Reserve set aside for future planned expenditure in cemeteries and cremation services
Rough Sleeping initiatives reserve	-0.239	0.239	0.000	Reserve drawdown in 2022/23
Adolescent Safeguarding	-0.505	0.027	-0.478	Reserve set up to support adolescent safeguarding
One Source Reserve	-0.577	0.158	-0.419	Reserve which will be utilised in 23/24 to help fund one off cost implications of the return of services to Havering from One Source
Workforce Strategy	0.000	-0.523	-0.523	Reserve set up to deliver the training and support required for the implementation of the workforce strategy
Health Equality and funding reform (ASC)	0.000	-1.019	-1.019	Reserves set up for grant funding received in 2022/23 which will be applied from 23/24 onwards
Other Service Specific Reserves	-5.990	4.039	-1.951	Smaller service reserves which have been mainly drawn down. The balance is set aside for earmarked purposes in 2023/24
Sub Total Service Reserves	-18.443	5.628	-12.815	
TOTAL GF EARMARKED RESERVES	-59.633	23.958	-35.675	

This page is intentionally left blank