



Public Document Pack

Haverling
LONDON BOROUGH

CABINET

| | | |
|----------------|---------------------------------------|--|
| 7.30 pm | Wednesday 13 December 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 & Housing Need

Councillor Gillian Ford

Lead Member for Adults & Wellbeing

Councillor Oscar Ford

Lead Member for Children and Young People

Councillor Paul McGeary

Lead Member for Housing & Property

Councillor Paul Middleton

Lead Member for Digital, Transformation & Customer Services

Councillor Barry Mugglestone

Lead Member for Environment

Councillor Christopher Wilkins

Lead Member for Finance

Councillor Graham Williamson

Lead Member for Regeneration

Zena Smith
Head of Committee and Election Services

For information about the meeting please contact:
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**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.**

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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.

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

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.

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

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 5 - 8)

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

5 SERIOUS VIOLENCE DUTY STRATEGY (Pages 9 - 58)

6 PROPOSED DE-DESIGNATION AND CLOSURE OF CHIPPENHAM ROAD CHILDREN'S CENTRE (Pages 59 - 106)

7 AWARD OF CONSTRUCTION CONTRACT FOR THE FAMILY WELCOME CENTRE (Pages 107 - 156)

8 APPLICATION TO THE SECRETARY OF STATE TO AMEND THE PARKS BYLAWS (Pages 157 - 196)

9 BUDGET MONITORING REPORT - PERIOD 6 SEPTEMBER 2023 (Pages 197 - 224)



MINUTES OF A CABINET MEETING
Council Chamber - Town Hall
Wednesday, 8 November 2023
(Times Not Specified)

Present:

Councillor Ray Morgon (Leader of the Council), Chairman

| | Cabinet Member responsibility: |
|--------------------------------|---|
| Councillor Keith Darvill | Lead Member for Climate Change & Housing Need |
| Councillor Gillian Ford | Lead Member for Adults & Wellbeing |
| Councillor Oscar Ford | Lead Member for Children and Young People |
| Councillor Paul McGearry | Lead Member for Housing & Property |
| Councillor Paul Middleton | Lead Member for Digital, Transformation & Customer Services |
| Councillor Barry Mugglestone | Lead Member for Environment |
| Councillor Christopher Wilkins | Lead Member for Finance |
| Councillor Graham Williamson | Lead Member for Regeneration |

In attendance: Councillor Keith Prince, Councillor Martin Goode

Councillor Mandy Anderson and Councillor Matthew Stanton also attended.

128 ANNOUNCEMENTS

Members were advised of the Fire Safety procedures in the Council Chamber.

129 APOLOGIES FOR ABSENCE

There were no apologies for absence.

130 DISCLOSURES OF INTEREST

There were no disclosures of interest.

131 **MINUTES**

The minutes of the meeting held on **4th October 2023**, were agreed as a correct record and the Chair signed them.

132 **UPDATE ON THE 2024-25 BUDGET**

Report: **Progress on the 2024/25 Budget and MTFS Update**

An overview of the Budget report was presented by the Leader of the Council, Cllr Ray Morgon, with a call to all parties to work together and thanked the opposition leaders for their support in these difficult times.

Cllr Wilkins, Cabinet Member for Finance, stated that the report sets out the actions the Council is taking in order to control spending and mitigate the pressures the Council is facing in 2023/24. The report also sets out proposals to close the 2024/25 budget gap. These proposals will be consulted on before final decisions are taken in the new year on the 2024/25 budget

The Cabinet **agreed** to the recommendations in the report:

1. Cabinet **agreed** that we proceed with consultation on the £11.9m of budget savings proposals set out in section 4.7 of this report and appendix A.
2. Cabinet **noted** that that despite the £11.9m of proposals put forward, there is still a residual budget gap of £12.0m and that Officers will be putting additional proposals forward for further consideration and decision in due course.
3. Cabinet **agreed** for Officers to engage with the Department of Levelling Up and Communities to formally request a Capitalisation Directive which will only be drawn down in the event the Council is unable to set a legally balanced budget for 24/25.
4. Cabinet **noted** the actions the Council is taking to control in-year spending.
5. Cabinet **agreed** the Consultation approach set out in Section 6 of the report.

133 **ANNUAL REVIEW OF THE COMMUNITY SAFETY PLAN 2022-25**

Report: **Annual Review of the Community Safety Plan 2022-25**

The report was presented for consideration by Cllr Barry Mugglestone, Cabinet Member for Environment.

The report provides a progress update on the Community Safety Plan approved by Cabinet in October 2022 and provides recommended priorities for the Havering Community Safety Partnership for 2023-25.

Cabinet:

1. **Noted** the update on the implementation of the Community Safety Plan set out in this Report.
2. **Approved** the priorities for action for the period 2023-25 set out at paragraph 3 of this Report.

134 **TO APPROVE UPDATE TO PHASE 5 SCHOOL EXPANSION**

Report: **Outline Proposals to address Early Years, Primary, Secondary, SEND and AP rising rolls – Update to Phase 5 expansion Programme**

The report was presented by Cllr Oscar Ford, Cabinet Member for Children & Young People. This phase 5 of the Schools Expansion Programme sets out proposals for capital investment of £70m to provide for expansion of school places in those areas where there is clear evidence of sustained growth in need over the next five years. The investment will be funded from a combination of basic needs allocation, unallocated capital budget from earlier phases, SEND capital grant and S106 Housing Development contributions.

Cabinet:

1. **Agreed** Phase 5 school expansion programmes should continue to be developed based on the following approach in line with the decision on the [Children & Young People Education Place Planning Plan 2023-2027](#)
 - i. To have a preference for expanding **existing popular and high-performing schools** and inclusion of nursery provision and SEND units where appropriate and in areas where there are no schools with high surplus capacity.
 - ii. To consider the expansion of existing schools, but only to a maximum size of 4FE in the primary phase, ensuring at all times that high standards of education are paramount.
 - iii. To consider the delivery of additional primary and secondary places as a result of major regeneration through establishment of new schools.
2. **Agreed** that in respect of all proposals set out below that all relevant statutory processes, including planning, should be followed and where the process is the responsibility of an Academy to provide all necessary support. Where consultation is necessary the proposals below are subject to the outcome of such consultation.

3. **Approved** the detailed stage 1 programme of works totalling £70m to fund Phase 5 of the Schools Expansion Programme from 2023/24 to 2026/27, noting that this is fully externally funded.

135 **ANY OTHER BUSINESS**

Chairman



| CABINET | <i>13th December 2023</i> |
|---|---|
| Subject Heading: | <i>Serious Violence Duty Strategy</i> |
| Cabinet Member: | <i>Cllr Barry Mugglestone</i> |
| SLT Lead: | <i>Helen Oakerbee</i> |
| Report Author and contact details: | <p><i>Jonathan Blyth, 01708 434589</i> <u>Jonathan.Blyth@havering.gov.uk</u> <i>Chris Stannett, 01708434916</i> <u>Chris.Stannett@havering.gov.uk</u> <i>Diane Egan, 01708432927</i> <u>Diane.Egan@havering.gov.uk</u></p> |
| Policy context: | <p><i>The council has a statutory duty under the Police, Crime, Sentencing and Courts Act 2022 to publish a Serious Violence Strategy. The Havering Community Safety Partnership Plan 2022-2025 identifies addressing serious violence as a key objective within multiple strategic priorities.</i></p> |
| Financial summary: | <p><i>There are no financial implications associated with recommending the Strategy for approval. It is envisaged the strategy will be implemented within existing budgets/grant funding available. Any issues arising will be raised through the appropriate channels as needs arise.</i></p> |
| Is this a Key Decision? | <i>Significant effect on two or more Wards</i> |
| When should this matter be reviewed? | <i>January 2025</i> |
| Reviewing OSC: | <i>Places Overview and Scrutiny Sub Committee</i> |

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

People - Things that matter for residents X

Cabinet, 13 December 2023

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

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

SUMMARY

The Serious Violence Strategy focuses on addressing serious violence, including youth violence and exploitation, weapon-enabled crime, domestic and sexual violence. A thorough Strategic Needs Assessment has been completed to drive our actions to prevent and reduce violence over the next three years.

RECOMMENDATIONS

That the Cabinet approve the Serious Violence Duty Strategy 2024-2027.

REPORT DETAIL

1.1 This Strategy document has been produced as part of the requirements of the Serious Violence Duty, introduced by the Police Crime Sentencing and Courts Act 2022.

1.2 The duty places several requirements upon local areas, including agreeing a local partnership arrangement to lead on the duty, agreeing a definition of serious violence, having consistent data sharing, analytical processes to produce a Strategic Needs Assessment (SNA), and production of a Strategy to set out how the duty will be implemented locally.

1.3 A thorough needs assessment has been completed by a multi-agency working group of analysts; a summary is included within the Serious Violence Strategy. There is no requirement under the duty that we publish the full needs assessment; this will be made available to professionals and organisations working in the borough where requested.

1.4 The needs assessment outlines the key findings, gaps and makes five recommendations for tackling violence in the borough. These, and the views of the partnership gathered through a workshop in September 2023 have driven the eight initial actions set in the strategy. These are as follows:

Objective 1: Governance

Embed Monitoring of the Serious Violence Strategy and Violence and Vulnerability Action Plan in the newly formed Serious Violence Working Group.

Objective 2: Analysis and Enforcement

Develop a targeted plan to address violence and exploitation during the 'lost hours' in Romford Town Centre. ('Lost hours' – children finishing schools and parents getting home from work 3pm-7pm)

Objective 3: Reducing Access to Weapons

Develop a robust new communications plan around weapon carrying

Objective 4: Safeguarding and Educating Young People

Maximise uptake of existing underused programmes available in Havering, including Rescue & Response, Victims Support.

Objective 5: Working with Communities and Neighbourhoods to Reduce Violence

Capture community voice through a new series of police-led community meetings.

Objective 6: Supporting Victims of Violence or Vulnerability

Review victims support offer locally and how this information is shared with partners and the public.

Objective 7: Positive Diversion from Violence

Review the Adolescent Safeguarding Offer in Havering

Objective 8: Tackling Violence Against Women and Girls

Undertake a review of the Domestic Violence MARAC in Havering

1.5 The above actions will be reviewed in 12 months, with updates incorporated and new actions set. This Strategy document forms the structure of the partnership's approach to reducing violence over the next three years; different sections of the strategy will be reviewed and revised on a range of time frames, to balance a responsive approach with long-term planning.

2.0 Consulting with Multi Agency Partners and Stakeholders

2.1 Numerous internal departments from the London Borough of Havering were involved in the development of the SNA and consulted through the Serious Violence Multi-Agency Workshop including:

- Public Health
- Education, admissions and inclusions
- Youth Services
- Integrated Adolescent Safeguarding Services
- Children's Services: Assessment, Early Help, MASH

- Licencing
- Trading Standards
- Enforcement
- Youth Justice Service
- Equalities
- Communications
- Local Area Coordinators

2.2 The following external partners were also consulted through the Multi-Agency Workshop.

- London Probation Service
- British Transport Police
- Change Grow Live (Local substance misuse services provider)
- Department for Work and Pensions (DWP)
- Havering Safer Neighbourhood Board
- Havering Women's Aid
- Local Providers of Alternative Education Provision (Koru, Olive, BEP)
- Metropolitan Police Service
- National Probation Service
- New City College
- North East London NHS Foundation Trust
- The Havering Compact
- Voluntary Sector Organisations (LifeLine Projects, Box-Up Crime, Youth Unity CIC)

2.3 Partners were asked to feed back on the findings of the needs assessment, and contribute to the development of the Violence and Vulnerability Action Plan and the Serious Violence Strategy.

2.4 Support around data collection took place during February 2023- September 2023. Further consultation was conducted through a full day Workshop on 14th September 2023. Responses were collected through the table facilitator during the desk exercises, and these comments have been incorporated into the actions outlined in the strategy. They will also form the bulk of the content for the Violence and Vulnerability Action Plan pending the next template in Spring 2024.

2.5 A feedback form was also distributed to workshop attendees. From a total of 22 responses so far:

- 95% of participants agreed that 'The Serious Violence Workshop offered a good opportunity to learn, contribute and network'
- 91% of partners agreed that 'The presentations in the morning were a good representation of the local picture of serious violence'. 55% of partners strongly agreed with this statement.

3.0 Havering Serious Violence Duty – Education Authorities Consultation

Legal Requirement

3.1 In recognition of the vital role schools play in safeguarding children and young people, educational institutions must be consulted by the specified authorities in the preparation of the strategy. The relevant educational authorities listed in Schedule 2 are:

- Governing bodies of all maintained schools
- Proprietors of all Academies and Alternative Provision
- Proprietors of non-maintained special schools
- Proprietors of independent educational institutions
- Management Committee of a PRU

Consultation Process

3.2 A consultation was opened on the Serious Violence Duty Strategy for four weeks, from 10th October-7th November 2023. This was made available to all educational authorities in the borough, as well as members of the Community Safety Partnership. A total of three responses were received; one from a Primary School Federation and two from a Secondary School Academy in the borough.

Responses

| | | |
|---|-----------|---|
| 1 | Anonymous | Appendix 2 figures and data is helpful to look at the contextual safeguarding risks in Havering. Appendix 1 risk and protective factors data is useful. Can more work be done in schools in Havering to support the roll out of this strategy? Will SSO be delivering more staff/students workshops around community awareness? (SSO – Safer Schools Officer) |
| 2 | Anonymous | We have a high number of MARFs so it is important that the support from agencies is ready and accessible (MARF – Multi Agency Referral Form) |
| 3 | Anonymous | I agree with the strategy and the actions and objectives to reduce violence within our communities. Violence has a negative impact on the development of our pupils and effects the whole family if they have been exposed to violence. |

Changes Due to Consultation Responses

3.3 No substantial changes have been made to the strategy following this consultation. Consideration will be given to how the strategy will be presented to schools as per response one. It is hoped that development of an improved directory of services as per action six of the strategy itself will improve access to information as per response two.

REASONS AND OPTIONS

The Council and other statutory partners have a responsibility under the Crime and Disorder Act 1998 to address crime and disorder within the borough. As of 31st January 2023, there are now additional obligations under the Police, Crime, Sentencing and Courts Act 2022 to publish a Serious Violence Strategy to meet the Serious Violence Duty.

Reasons for the decision:

There is a requirement that a strategy is completed and published by the 31st January 2024.

This is the first Serious Violence Strategy published under the duty. It sets out the plans and actions that the partnership aspires to as a result of the Serious Violence Strategic Needs Assessment, an analysis of serious violence in the borough over the last two years. The Strategy also ensures that we are compliant with the Government agenda and that we maximise all available resources available to the borough.

Other options considered:

Not to complete a strategy. This was considered but rejected given the legal requirement to comply with the serious violence duty, as well the increasing risks and public interest in reducing violence.

IMPLICATIONS AND RISKS

Financial implications and risks:

- 1.1. There are no financial implications arising from recommending the strategy for approval and/or from its approval. Whilst implementation of the strategy will have financial implications the expectation is that this will be met from within existing resources. Any issues arising would be addressed through the Council's usual budget monitoring processes.
- 1.2. Funding for violence reduction in Havering comes from the Mayor's Office for Policing and Crime (MOPAC) through the London Crime Prevention Fund (LCPF) and the Violence Reduction Unit (VRU).
- 1.3. Any funding received will be governed and coordinated by the Community Safety Partnership via the newly formed Violence Reduction Strategic Group. Current funding arrangements are detailed in the following table.

Cabinet, 13 December 2023

| Source of fund | Description of activity | Funding breakdown (if possible) | 2023-2024 | 2024-2025 |
|--|---|--|-----------|-----------|
| MOPAC London Crime Prevention Fund 2022-25 | Violence Reduction Analyst Provision | Provision of a Violence Reduction Analyst | 45,000 | 45,000 |
| Havering Council | IDVA provision | Provision of a Full Time IDVA | 45,000 | 45,000 |
| MOPAC London Crime Prevention Fund 2022-25 | IDVA provision | Provision of 2 full time IDVAs | 85,000 | 85,000 |
| MOPAC London Crime Prevention Fund 2022-25 | Serious Youth Violence Mentoring Service | Commissioned Mentoring Service, ages 11-25 | 60,000 | 60,000 |
| Probation Service | Serious Youth Violence Mentoring Service | Commissioned Mentoring Service, ages 11-25 | 10,000 | 10,000 |
| MOPAC Violence Reduction Unit Funding | Night Marshalls Service | Commissioned Night Marshalls Service, Romford Town Centre | 50,000 | 50,000 |
| Business Improvement District | Street Triage Service | Commissioned First Aid/Triage Service, Romford Town Centre | 50,000 | 50,000 |
| MOPAC Serious Violence Duty Funding | Serious Violence Analytic and Project Support | Provision of serious violence analytics and project support | 20,232.36 | 19,260.43 |
| MOPAC Serious Violence duty Funding | Youth Diversion Projects: Detached Work | Funded diversionary projects, Romford and Harold Hill | 19,496.51 | 9,888.45 |
| Safer Neighbourhood Board | Switch Futures: Young Voices Project | Funded Engagement Project, capturing youth voice around safety | 2,950 | - |
| Safer Neighbourhood Board | Crime Prevention Materials | Funded crime prevention materials for distribution across Havering | 4,461 | - |

Legal implications and risks:

Under section 8 of the Police, Crime and Sentencing Act 2022 (PCSA) the Local Authority, the Police, Probation, the Youth Offending Service, the ICB and the Fire and Rescue Service have duties to collaborate and plan to prevent and reduce serious violence.

This includes a duty to plan together to exercise their functions so as to prevent and reduce serious violence in the area.

In particular, they must-

- (a) identify the kinds of serious violence that occur in the area,
- (b) identify the causes of serious violence in the area, so far as it is possible to do so, and
- (c) prepare and implement a strategy for exercising their functions to prevent and reduce serious violence in the area.

The Havering Community Safety Partnership Plan 2022-2025 seeks to comply with the duty to prepare a strategy.

The PCSA also includes a duty to consult on the Strategy with relevant bodies, which in the case of Havering relates only to all educational institutions in the area. The Strategy was consulted upon in line with the legislation with the three responses set out in the Report. None of these responses makes any representations about amending the strategy. There are therefore minimal risks in adopting the Strategy as recommended.

Human Resources implications and risks:

There are no HR implications in this decision.

Equalities implications and risks:

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

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

Note: 'Protected characteristics' are: age, 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.

The associated EqHIA is attached to this report - Appendix 2

Health and Wellbeing implications and Risks

Violence is one of the wider determinants of poor health and wellbeing, affecting all life stages. Exposure, exploitation and engagement in serious violence during childhood and adolescence not only has severe and immediate health consequences, in the form of physical harm and the exacerbation of mental illness, but the resulting emotional trauma, disengagement from education and learning, and involvement in criminal activities that have long-term impacts. By diverting children and young people from serious violence, there is greater potential to avoid those negative consequences. Violence Strategy is not limited to visible violence and tackles domestic violence and violence against women and girls. The strategy also develops a public health approach that understands and addresses the root causes of serious violence by increasing opportunities for training, employment, education, housing and health.

A further breakdown on health implications and socioeconomic can be found within the Equality and Health Impact Assessment – Appendix 2

Environmental and Climate Change Implications and Risks

There is no real impact expected from the Serious Violence Strategy on the environment or climate.

To help minimise carbon emissions, workers/ staff will be encouraged to use public transport where possible.

APPENDICES

Appendix 1 - Serious Violence Strategy

Appendix 2 - Serious Violence Equality and Health Impact Assessment

Appendix 3 - Serious Violence Strategy Education Consultation

Police Crime Sentencing and Courts Act 2022

Serious Violence Duty Strategy

London Borough of Havering

2024-2027

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Foreword

Thank you for taking the time to read the Serious Violence Strategy for the London Borough of Havering.

We recognise the trauma felt by victims of serious violence. Violence is ultimately a public health issue and one that could impact any resident at any time. Therefore, we need to act at the earliest stage to stop acts of serious violence. This means prevention, taking an intelligent and data-led approach to violence reduction.

We must accept the pace and scale of change at work in Havering, and that while we are fortunate to be one of the safest boroughs in London – we cannot rest while anyone is vulnerable, frightened or facing harm. We can do more to work smarter, harder and more effectively as a partnership to reduce the effects of serious violence and tackle the drivers of harm in our borough.

This strategy is not a solution. The council, as part of a multi-agency partnership, will continue to work on determining how violence in Havering will be addressed. It is a starting point, a statement of where we are and what we intend to do. We will look to be agile, aspirational and imaginative in our approach with partners.

We ask that you will be supportive and proactive in how you hold us to account, and join us to tackle the subject of violence in our community.

We all have a part to play, as a community, in reducing violence.

Introduction

This Strategy document has been produced as part of the requirements of the Serious Violence Duty, introduced by the Police Crime Sentencing and Courts Act 2022.

The duty places several requirements upon local areas, including agreeing a local partnership arrangement to lead on the duty, agreeing a definition of serious violence, having consistent data sharing, analytical processes to produce a Strategic Needs Assessment, and production of a Strategy to set out how the duty will be implemented locally.

The Duty requires specified authorities to work together to prevent and reduce serious violence, including identifying the kinds of serious violence that occur in the area, the causes of that violence, and to prepare and implement a strategy for preventing and reducing serious violence.

The responsible authorities (also known as ‘duty holders’) in the Serious Violence Duty will be:

- the police
- fire and rescue authorities
- justice organisations (youth offending teams and probation services)
- health bodies (Integrated Care Boards)
- local authorities

Educational institutions, prisons and youth custodial institutions will be under a separate duty to co-operate with duty holders, but they are not duty holders.

This strategy takes account of guidance issued by the government, as well as London guidance, developed by the London Violence Reduction Unit, in collaboration with London Councils, the Mayor’s Office for Policing and Crime, the Metropolitan Police, NHS London and Probation Service.

The strategy sets out the agreed definition of Serious Violence for the borough, summarises the key aspects of the Serious Violence Strategic Needs Assessment, the partnership arrangements that have been agreed locally to lead on delivery of the duty, the areas of activity to prevent and reduce serious violence, and activity to engage with voluntary sector organisations, communities - including young people, as well as businesses.

Date for review/annual review mechanism

This Strategy document forms the structure of our approach to reducing violence over the next three years; different sections of the strategy will be reviewed and revised on a range of time frames, to balance a responsive approach with long-term planning.

| Strategy Component | Date of Publication | Date of Review |
|---|----------------------------|-----------------------|
| Definition of Serious Violence | 31/01/2024 | 31/01/2027 |
| Local Partnership Arrangements | 31/01/2024 | 31/01/2027 |
| Strategic Needs Assessment | 31/01/2024 | 31/01/2027 |
| Actions to Prevent and Reduce Violence | 31/01/2024 | 31/01/2025 |
| Engagement with the voluntary and community sectors, young people and local business | 31/01/2024 | 31/01/2025 |
| Identified funding streams or resources that can be used by the partnership for prevention and reduction activities | 31/01/2024 | 31/03/2025 |

Progress of this strategy, the objectives set out within it and the local action plan, will be reviewed through the Community Safety Partnership or equivalent local partnership meeting.

Definition of Serious Violence

The Police Crime Sentencing and Courts Act 2022 provides that, for the purposes of the Duty, serious violence includes domestic abuse, sexual offences, violence against property and threats of violence, but does not include terrorism.

Serious Violence for the purposes of the Serious Violence Duty in Havering, is defined as:

Any violence and exploitation affecting young people under the age of 25, domestic abuse, and sexual violence. Within the context of these types of violence, it encompasses homicide, grievous bodily harm, actual bodily harm, rape, assault by penetration, sexual assault, personal robbery, threats to kill and violence against property caused during the commission of one of these offences.

Domestic abuse is as defined in the Domestic Abuse Act 2021.

Notes

A Within the Domestic Abuse Act 2021:

- 1) This section defines “domestic abuse” for the purposes of this Act.
- (2) Behaviour of a person (“A”) towards another person (“B”) is “domestic abuse” if— (a) A and B are each aged 16 or over and are “personally connected” to each other, and (b) the behaviour is abusive. (3) Behaviour is “abusive” if it consists of any of the following— (a) physical or sexual abuse; (b) violent or threatening behaviour; (c) controlling or coercive behaviour; (d) economic abuse (see subsection (4)); (e) psychological, emotional or other abuse; and it does not matter whether the behaviour consists of a single incident or a course of conduct.
- (4) “Economic abuse” means any behaviour that has a substantial adverse effect on B’s ability to — (a) acquire, use or maintain money or other property, or (b) obtain goods or services.
- (5) For the purposes of this Act, A’s behaviour may be behaviour “towards” B despite the fact that it consists of conduct directed at another person (for example, B’s child).
- (6) References in this Act to being abusive towards another person are to be read in accordance with this section. (7) For the meaning of “personally connected”,

It should be noted that in Chapter 3 of the Statutory Guidance of the act, it recognises that domestic abuse can encompass a range of behaviours, including abuse that is physical, violent or threatening behaviour, sexual abuse, controlling & coercive behaviour, harassment or stalking, economic abuse, emotional or psychological abuse, verbal abuse, technology-facilitated based, abuse relating to faith, ‘honour’-based abuse, forced marriage and female genital mutilation.

B With regards to ‘*violence and exploitation affecting young people under the age of 25*,’ this encompasses those aged under 25 who are victims of offences; suspects/offenders for offences; or both. (aligned to home office Home Office “definition” of serious violence in their 2018 strategy)

C Serious violence includes (but does not require) any of the defined offences where a knife, section one firearm or corrosive substance is used, threatened or intimidated.

Local Partnership Arrangements

Within the Duty it is for the specified authorities to come together to decide on the appropriate lead and structure of collaboration for their area. The government guidance references the local Community Safety Partnership (CSP), or other partnerships such as the multi-agency safeguarding arrangements, Criminal Justice boards or Health and Wellbeing boards. It also suggests it may also be the case that collaboration via several different partnership structures is preferred depending on the local context. Of the statutory partnership arrangements, only the Community Safety Partnership has all the “duty holders” within its membership, and it is not restricted by the age criteria for children and adult safeguarding partnerships.

The London Guidance recommends that the Community Safety Partnership be the local partnership to lead on the borough’s implementation and compliance with the duty and the below box provides the option for each local area to decide on the lead partnership.

In the London borough of Havering, we confirm that we are following the London guidance and the Community Safety Partnership will be the lead partnership for implementation and ensuring compliance with the duty.

The Havering Community Safety Partnership (HCSP) is comprised of five responsible authorities who, by law, are required to work together to tackle crime, disorder, substance misuse and reoffending. There is also a statutory requirement that the HCSP produces an annual strategic assessment of these issues in coordination with a community safety strategy or plan.

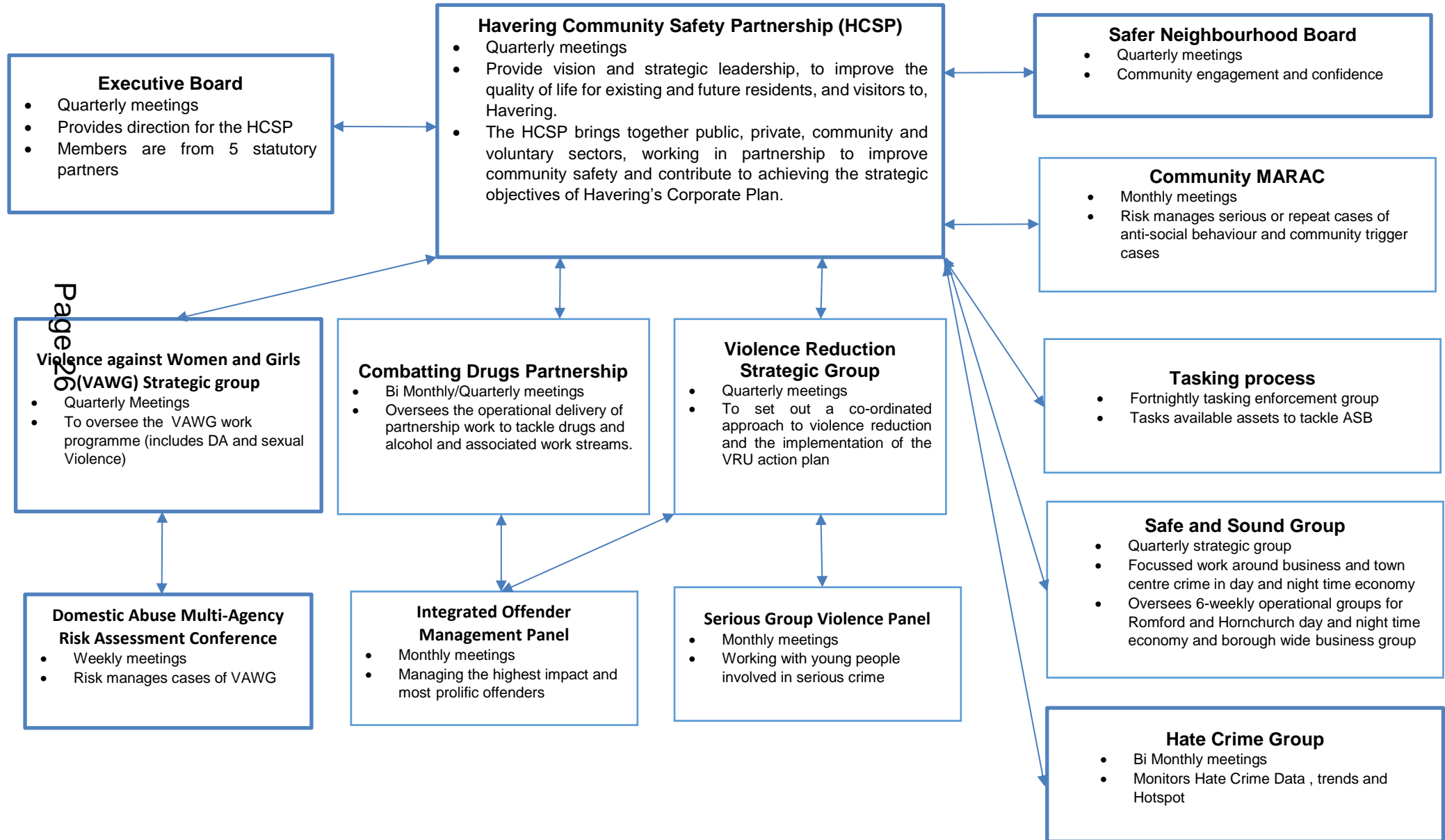
Responsible Authorities (those required to be involved by statute)

- London Borough of Havering (including Public Health)
- Clinical Commissioning Group
- Metropolitan Police
- London Fire and Emergency Planning Authority
- Probation Service

Other Organisations

- Barking, Havering and Redbridge University Trust
- Greater London Authority Member
- Victim Support
- Havering Women’s Aid
- Job Centre Plus
- Mayor’s Office for Policing and Crime (MOPAC)
- North East London Foundation Trust
- Safer Neighbourhood Board

Governance and Structure of the Havering Community Safety Partnership



Summary of the Strategic Needs Assessment of Violence

The strategic needs assessment is intended to enable partners to identify current and long-term issues relating to serious violence and those most vulnerable to involvement in the local area. This provides a greater understanding of established and emerging serious violence trends, priority locations or other high-risk issues.

The strategic needs assessment has been developed following an evidence-based analysis of data relating to violence, as well as broader datasets including those in relation to deprivation and health.

The strategic needs assessment has looked at the critical areas of violence and vulnerability within the definition of serious violence, including violence affecting those under the age of 25, domestic abuse and sexual violence.

In assessing each of the critical areas, the analysis has looked at locations that have a higher risk of violence and temporal factors, such as the times of greater and lesser offending, including the times of day, days of the week and seasonal trends through the year. The analysis has also looked at the profile of victims and offenders of violence, in order to understand the risks and opportunities for prevention.

The following is a summary of the strategic needs assessment. More detailed figures in relation to the below findings, and the full copy of the assessment, can be made available to organisations and professionals working in the borough on a case by case basis. To request a copy, please contact the Community Safety Team communitysafety@havering.gov.uk.

Key Findings

Theme 1: Place and Population

- Havering is seeing significant demographic change; 2021 Census Data demonstrates the population is increasing faster, it is getting younger and more diverse, more young families are moving into the area.
- Havering is also maintaining a significant older population. We now have the lowest proportion of working-age adults in London (only 60.1% of total population); economic inactivity is largely due to retirement (21% of residents aged 16+)
- Improvements can be seen in the general health of the population; more individuals reporting being in good health, fewer in ill health; fewer individuals living with disabilities or conditions which affect their daily activities
- Deprivation in Havering remains fairly low, and isolated to specific areas in the North and South of the borough; the proportion of Households experiencing no deprivation has increased by 19%. While households experiencing deprivation in one dimension has increased by 4%, households experiencing complex deprivation across multiple dimensions has decreased, with a reduction of 89% in households deprived in all four dimensions (employment, education, health & disability, housing).

Theme 2: Risk and Protective Factors

- Disproportionality by ethnicity can be seen across all the major cohorts identified within this analysis, including: the Youth Justice cohort, the victims and perpetrators of violent offences, the probation cohort, the Serious Group Violence Panel Cohort
- Education as a protective factor was weakened significantly by the COVID-19 pandemic; outcomes are measurably worse for children's development and learning as a result. This includes:
 - A 7% drop in children attaining a good level of development at early years, down to 65% in 2021/22
 - A 10% drop in children achieving the expected standard in reading, writing and mathematics at Key Stage 2, down to 61% in 2021/2022
- There are no notable changes to outcomes at key stage 4 and 5 during the period, given the national efforts to maintain outcomes for young people during the pandemic through teacher-led assessments.
- Havering has always had challenges around education, and while we are currently beating national averages in relation to student outcomes, we are underperforming for the region. However, we have made significant improvements in the quality of education provision; 95% of our student cohort now attend OFSTED-rated Good schools or better
- Havering's free school meals students have the worst rate of Early Years Achievement in London, and joint fourth worst nationwide; only 41.4% of children with FSM status achieved a 'good' level of development at the end of reception in 2020-2021.
- Overall school attendance presents a good picture for Havering; total absences are below national and regional averages, with 4.3% recorded for the secondary school cohort in 2021-2022. Previously Havering has performed worse than London, but we have shown a positive trend over the last five years. This can be seen across both authorised and unauthorised absences.
- Havering has low rates of permanent exclusion; in 2021-22 0 individuals were permanently excluded from school. The borough also has low rates of fixed-term exclusion.
- There are signs of increases in absence and exclusions rates among children known to social care; in 2021-22, 50.8% of CIN children were identified as persistent absentees, above the London average of 44.4%. 15.9% of those in care had at least one Fixed-Term Exclusion. This is a significant increase on the previous year and well above the average for London, England and our Statistical neighbours.
- Havering has good 'civic strength' according to the 2021 GLA Civic Strength Index, performing well in measures around local relationships and public infrastructure – ranking 10th for these domains among the London boroughs. We perform much more poorly around democratic engagement, ranking only 20th.
- Mental wellbeing is strong, with low levels of dissatisfaction and anxiety, and the eighth highest WEMWBS score for young people in London. However rates

of self-harm and suicide are above the London averages, at 90 per 100,000 and 8.4 per 100,000 in the latest available data.

- While Havering is an affluent borough, poverty in the area disproportionately affects children; 17% of adults in Havering live in poverty, compared to 33% of children.
- The total YJS cohort has decreased significantly over the past five years; reducing from 115 individuals in 2019 to 36 in 2022. Predominantly individuals are open for violence and robbery offences. No individuals have been open for burglary or drug supply offences in the last five years, despite how frequently these offences come up at risk panels
- The YJS cohort are surprisingly young, with children aged 14 accounting for a third of offences.
- We have seen significant increase in cases coming to children's social care involving: domestic abuse, child sexual exploitation and gangs. The proportion of assessments involving CSE or gangs have doubled since 2018-19, up to 4.9% and 2.5% of assessments respectively
- The number of individuals accessing substance misuse treatment has trended down since 2017, with broadly similar trends seen in success rates for opiate and non-opiate treatment. Meanwhile, the number of drug-related deaths has increased, up to 17 in 2018-2020

Theme 3: Violence Profile - Violence and Exploitation Affecting Young People Under the Age of 25

- With 3,255 offences across the two year period, Havering has a relatively low number of violence-related offences affecting under 25s compared to the regional averages, ranking 23rd in 2021 and 24th in 2022 among the 32 London boroughs. Similarly, the rate per 100k population is positive, although in 2022 at 645 offences per 100k, it was worse than neighbouring borough Redbridge.
- Havering has the highest proportion of violence & exploitation offences involving U25 in London (50.4% of V&E offences involve at least one individual U25). Where we have violence, it is predominantly involving young people, and more of our violence is youth violence than any other borough.
- Specific concerns can be seen in the rankings for sexual offences, although the picture improved between 2021 (ranked 13th) and 2022 (ranked 16th).
- Weapon possession is a key concern; we have gone from 18th to 16th for weapon possession over the period, and the scale and severity of weapon possession in the borough that comes up repeatedly among professionals
- There was a 19% increase of weapon-enabled offences between 2022 and 2021, largely driven by increases within robbery, ABH and threats to kill offences. 97% of these were knife-related incidents
- Key locations for weapon offending are Romford, Elm Park and Hornchurch, whereas weapon possession offences are more frequent in Romford and Upminster.
- The victims of serious violence are broadly evenly split by gender, although this changes depending on the offence. 83% of sexual offence victims were female,

- 85% of robbery victims were male. Male victims were more likely to be under 18, whereas female victims were slightly more likely to be aged 18-24.
- 69% of perpetrators were male, and 63% were under the age of 25.
 - Robbery was predominantly committed by those under 18, with this age group accounting for almost half of offences, whereas weapon possession was more evenly split between children (49% of offences) and young adults 18-25 (25% of offences).
 - The available data indicates disproportionality by ethnicity, with individuals from white backgrounds underrepresented and individuals from BME backgrounds, particularly black backgrounds, overrepresented in both victim and suspect cohorts. However, ethnicity data was not available for 18% of victims and 31% of suspects, hampering the strength of these claims.
 - The number of offences resulting in persons accused is incredibly low, and slightly below the London average – 7.1% of incidents in Havering resulting in persons accused, compared to 7.5% across London.
 - Romford is a significant location of serious violence, both within the borough (20% of all offences took place in St Edwards Ward) and the capital (7th highest ranked ward in London for these offences)
 - Romford is the principal ward for all crime sections, but other wards stand out for specific offences: Elm Park for robberies, Rush Green & Crowlands for sexual offences, and Gooshays/Heaton for VAP offences.
 - The top 20 locations offer insight into the main drivers of violence; 11 are in Romford, 5 are pubs and clubs, 5 are schools, shopping venues are included in the top 20 due to high levels of robbery
 - Reporting issues have led to false claims of the majority of Havering offences being linked to the night time economy – the modal time for offences is in fact between 3pm and 4pm.
 - While MPS data records an increase in violent offences from 2021 to 2022, this is largely driven by ‘Violence without injury’ offences. Corroborating this, LAS data shows a 15% reduction in callouts between the two years;
 - Minor injuries make up the majority of callouts, particularly minor head wounds which are present in 29% of incidents
 - Romford, Harold Hill and Hornchurch are the main drivers for LAS calls; the ward covering Romford (based on previous boundaries) has twice as many incidents as the next ward; this can be traced back to the expected areas in the borough such as South Street.
 - Upminster Rail Station records a higher number of violence-related offences than Romford; this is largely driven by higher levels of robbery and sexual offences. Force jurisdiction may have an impact here, or how offences across the district line are attributed to Upminster as the terminating station.
 - While TFL reports of violence are low, four bus routes make up 42% of total incidents. These were the 174 (8 incidents), 496 (5 incidents), 103 and 248 (3 incidents each). These are significant routes, all travelling through or terminating in Romford.

Theme 4: Violence Profile – Domestic Abuse

- Generally Havering performs well for Domestic Abuse (DA) offences; while in total DA flagged offences we climbed from 20th among London Boroughs in 2021 to 18th in 2022, across both years we remained steady at 20th when considering only DA-flagged serious violence. A total of 1,865 DA-flagged serious violence offences were recorded for Havering across the two year period.
- In 2022 the rate of offences increased to 365 per 100,000 residents, slightly above neighbouring borough Redbridge.
- According to offence flagging within the dataset, the vast majority of DA offences did not involve conventional weapons like knives or guns; where they do, threats to kill is the predominant offence, involving a knife.
- 76% of the victims of DA-flagged serious violence are female; 73% of the perpetrators were male.
- Ethnicity data is not available for 11% of victims and 29% of suspects. Individuals from white backgrounds are underrepresented in both cohorts, but there is insufficient data to confirm overrepresentation among individuals from BME backgrounds.
- The majority of DA takes place within relationships; 70% of suspects knew their victims as current or former spouses/partners. Ex-boyfriends are the most common perpetrators
- Within families, sons and stepsons make up the largest proportion of DA perpetrators, and the number of sons identified as suspects for DA serious violence increased from 2021 to 2022. 'Son' is the fourth most common identification of perpetrator; more sons committed DA than ex-husbands in the two year period.
- Heaton and Gooshays account for the highest levels of DA serious violence in the borough, 12% and 9% respectively. Gooshays saw a 42% increase in offences in 2022.
- 10 LSOAs across Romford, Harold Hill and Hornchurch account for 19% of all serious domestic violence. However, at a coordinate level, offences are fairly dispersed, with no point accounting for more than a small handful of offences.
- Heaton is the 8th highest ranked ward in London for serious domestic violence; it is one of only two East London wards in the list. The ranking for Gooshays has also risen to 15th in 2022.
- DA has the same issues with offences attributed to 00:01; when these are discounted the modal time for offences is 12:00-13:00. The modal days for offending are at the weekend.
- The midday hotspot does not correlate with the views of professionals, and appears to be a recording issue – the majority of these noon offences were recorded 7+ days after the offence was committed. By focusing on offences recorded within 7 days of the committed date (81% of offences), we can identify peaks in offending between 18:00-19:00 and 20:00-21:00.
- Referrals to DV MARAC and the Havering IDVA service rose dramatically during the COVID pandemic and have remained high ever since. Both services are not funded/staffed to meet the level of need.

Theme 5: Violence Profile – Sexual Violence

- With a total of 1,067 offences of sexual violence in the two year period, Havering ranks relatively well within the London boroughs 23rd in 2021 and 24th in 2022. Similarly, the rate per 100k population is positive; although it did increase between the two years it was only by a small amount, with other boroughs seeing much larger increases.
- Almost no sexual offences involve weapons, according to MPS flagging.
- Significant improvements were made within the period to data collection around victim ethnicity for sexual offences; the proportion of unknown records halved between 2021 and 2022, from 38% to 19%. Ethnicity data for suspects was consistently limited across the period. As a whole there was insufficient data to draw any conclusions, although where data was available, individuals from white backgrounds were underrepresented, indicating disproportionality is likely in how these offences affect BME communities.
- Over a third – 36% - of sexual violence is perpetrated against under 18s. This age group only make up 18% of perpetrators.
- Only 1.4% of incidents of sexual violence resulted in individuals accused, a dismal rate. This is one of the lower rates in London but no borough has a rate higher than 2.8%.
- St Edwards ward accounts for almost a quarter of all sexual offences. In fact, two LSOAs – in Romford town centre – account for 20% of sexual violence in the borough, more than the next 10 LSOAs combined. Unfortunately, specific location data is not available for the majority of sexual offences so we cannot review if any specific venues or hotspots are the main drivers for sexual violence.
- St Edwards ward is ranked 4th in London wards for sexual violence.
- When accounting for the outlier offending attributed to 00:01, the peak times for sexual offences are 09:00-10:00 and 12:00-13:00. Peak dates are Saturday and Friday.
- As with domestic violence, 12:00-13:00 does not match the views of professionals in this space, and appears to be a reporting issue. By reviewing offences recorded within 7 days of being committed we can identify a more 'traditional' distribution, with a peak at 15:00-16:00, but we have had to dismiss 60% of the dataset to do so. As such, this data is not considered reliable for conducting a temporal analysis of sexual violence.
- Sexual offending peaks over the summer months, and is lowest at the start of the year in January and February; this is likely affected by the third lockdown in 2021 and may not be an accurate reflection of general seasonal trends.

Theme 6: Community Voice

- The majority of participants in the 2023 Community Safety Survey felt that knife crime was a problem in their neighbourhood. Over a quarter of participants also feel knife crime has gotten worse in the last twelve months.
- 47% felt street gangs and violence – as they understood them – were a problem in their neighbourhood 20% feel these issues have gotten worse.

- When asked what would make participants feel safer – the most popular response by a significant margin was increased police presence. The next most frequent requests were increased CCTV, addressing car thefts and slow response times.
- It is worth noting that demographic data on the survey suggests respondents do not accurately reflect the borough, or those communities most affected by serious violence.
- Havering has a higher level of confidence in the police than the London average, but the same downward trend can be seen. Havering is below the London average in one category ‘Participants agree the Police can be relied upon to be there when needed’
- Attitudes towards services were mixed, with only 11% of participants feeling there was a ‘good response’ to violence from both police, council and other services.
- The Shout Youth Survey found that the majority of children – 57% of 1029 participants – felt unsafe on the streets, with 34% feeling unsafe at bus stops and train stations. A quarter of participants felt unsafe in our local parks. Only 30% of children said they felt safe across the borough.

Theme 7: Review of Existing Evidence

- Evidence has been compiled from a range of sources, including the Strategic Assessment, Public Health JSNA and reports from the Tactical Tasking and Coordination Group.
- Crime levels are generally low, with Havering remaining 26th out of the 32 London boroughs for total recorded crime – making it arguably the 7th safest borough in London.
- There has been an increase in total offending between the years 2021 and 2022, largely driven by an increase in vehicle crime, although most offence types saw an increase over the period.
- Violence against the person makes up 27% of all crime reported in Havering.
- The JSNA was considered across the tri-borough area, considering the four pillars of population health; key areas raised are the large and growing elderly population putting increased strain on local services, considering health factors within regeneration projects, addressing risky behaviours including weight issues and alcohol-related harm, and transformation in the health and social care system.
- TTCGs over the period have broadly focused on Romford town centre as the principal hotspot for Romford, with recurring factors including alcohol, drug use and supply.
- The TTCG does not currently recognise any gangs in Havering as per the MPS Violence Harm Index.
- Evaluations and Independent Scrutiny in relation to the borough’s youth services, and the Harold Hill locality have also been considered.
- The conclusion of the independent evaluation of the Havering detached youth service in 2022 was that “the Detached Youth Work project and Havering Youth

and Participation Service is making a real difference to young people's lives in very difficult circumstances." Key success areas were harm and violence prevention, improving mood and mental health, and healthy relationships and boundaries. It was reported that this youth work was reaching 'the parts that other agencies can't reach'.

- The Harold Hill Independent Scrutiny has identified significant challenges in the current provision and resourcing for the area, with current responses working in isolation, to short-time timeframes or under threat of reduction and closure. It was recommended that senior leadership meet to collaborate on a Harold Hill Serious Youth Violence Safeguarding Strategy, with an associated action plan.

Theme 8: Mapping Current Provision

- Mapping of youth violence provision shows a number of offers available in schools and alternative provisions, but very little available outside of school or detached. This is a key area to address in line with the hotspots identified around the 'lost hours'
- A high proportion of services constitute one-off or linked series' of workshops delivered to young people; future provision commissioning could consider what alternative forms/delivery methods could be utilised. A number of these workshops also cover a wide range of topics, indicating at a potential surplus of breadth and lack of depth. A balance of these workshops alongside more targeted, specialist provision could be considered
- Mapping of domestic violence provision shows high-quality services in the MARAC and IDVA spaces which are overstretched and oversubscribed; additional resources should be levied to increase capacity
- There is a lack of services supporting victims and witnesses of serious youth violence and sexual violence; there are Pan London programmes available, but nothing commissioned locally. Victims Support are well engaged with the DV MARAC process but not engaged with other intelligence/risk panels, particularly around young victims.
- Mapping of provision has been conducted using local professional insight and research; there is no existing directory of provision, and it is not clear how easily local residents could find out what is available for them and their families.

Gaps

The Strategic Needs Assessment was completed following the template set out by the London Violence Reduction Unit. This included a number of data indicators recommended for consideration. The partnership has covered those indicators as and when they were available, as well as other areas that were deemed pertinent to this assessment. Not all data was available, or met the necessary requirements for quantity or quality. These gaps have been outlined below, by theme.

Theme 1: Place and Population

Child Health Data (Requested under Section 1.2): data was not available

Health inequalities Data (Requested under Section 1.2): data was only available on life expectancy inequalities. It would be valuable to consider how inequality affects other points of health.

Theme 2: Risk and Protective Factors

Free School Meals Data (not requested): data was available on school readiness among FSM cohort, which indicated poor performance in Havering. This may be worth considering in future assessments or a separate report.

Mental Health Needs Data (requested under Section 2.2): data was not available in time for completion of the needs assessment, but will be considered in future reports.

Social Care data on children known for a 'violence related concern' (requested under Section 2.4): this data is not captured under current statutory categorisations of need

Social Care data on contacts into the Multi-Agency Safeguarding Hub involving a 'violence related concern' (not requested): this may be a useful measure for considering violence coming to the attention of the safeguarding partnership, but data capture improvements are needed to make this indicator available for consideration.

Social care data on adults known for a 'violence related concern' (requested under section 2.5): only domestic violence is covered by existing categorisations of need.

Drug Survey Data (Not requested): the last local data available on reported youth drug usage in the population is from the 2014/15 What About Youth Survey

Children and Young People's Substance Misuse Services Data: (not requested): data was not available data was not available in time for completion of the needs assessment, but will be considered in future reports.

Probation Data (requested under Section 2.8): only snapshot data was available to review the population open to Probation Services on that day, and only as a summation across the two boroughs in the Probation Delivery Unit.

Themes 3-5: Violence Profiles

MPS Flagged Offences: (requested under Section 3.1, 4.1, 5.1): The available data on offences flagged with relevant feature codes has been reviewed and presented

within this assessment. However, it is frequently reported that the flags are inconsistently used and so cannot be considered a total reflection of that reporting. In some cases, the flags available do not necessarily capture the offending they are understood to.

MPS Demographics Terminology: victims are recorded by their sex; suspects and accused by their gender. This appears to just be a discrepancy in the language used in recording, and does not relate to any specific differences in categorisation, but could be reviewed for clarity across the different datasets.

MPS Ethnicity Data (requested under Sections 3.3-3.4, 4.3-4.4, 5.3-5.4): ethnicity was not recorded for a significant number of individuals across both victims, suspects and accused cohorts.

MPS Repeat Victimization Data (requested under sections 4.3-4.4, 5.3-5.4): repeat victimisation data was not available.

MPS Location Data (requested under Sections 3.5, 4.5, 5.5): coordinate data was anonymised for a number of serious offences including the majority of sexual offences. This has significantly limited our hotspot analysis and review of potential crime generators.

MPS Committed Times Data (requested under Sections 3.6, 4.6, 5.6): there appear to be significant reporting issues with temporal data, which may have affected past analysis.

Emergency Departments Data (requested under Section 3.9): local emergency departments are not currently geotagging the majority admissions data, to attribute it to relevant local boroughs. As such, there is insufficient data available to review local ED admissions.

Theme 6: Community Voice

Community Safety Survey (requested under Section 6.1): The annual survey was conducted with a number of questions relevant to this needs assessment. These responses have been collated and the analysis presented here, but it is noteworthy that the demographics of those who completed the survey is not wholly representative of the borough population, and those most affected by serious violence. As such, there is a gap around the views and perceptions of key local communities, particularly younger people and those from BME backgrounds.

Theme 7: Review of Existing Evidence

No gaps identified.

Theme 8: Mapping Current Provision

No gaps identified.

Recommendations

Challenging disproportionality

Other boroughs have higher levels of violence, and higher levels of poverty.

Other boroughs have higher levels of youth violence, and higher levels of child poverty.

But in Havering, where we have violence and poverty, these disproportionately involve children and young people. The majority of our serious violence involves young people. Every single one of our vulnerable cohorts shows disproportionality by ethnicity.

As a whole, outcomes for children and adults in Havering are good. However, we can see a significant drop in outcomes for children on free school meals, children known to social care, and children and adults living in deprivation. In some cohorts, this gap is more significant than it is elsewhere in the region or the country. In other cohorts, the gaps are increasing.

We need to recognise that Havering has changed and will continue to change. We need to monitor the gaps within our population and start targeting our action to those most in need, not the loudest or largest groups.

Recognising the new profile of Serious Violence

Violence in Havering has been largely attributed to violence in Romford, and specifically to the night time economy. It is clear with a close inspection of the data that the modal time is actually much earlier in the day, and a greater focus of resources needs to be directed towards 'the lost hours' between 3pm and 7pm, when young people leave school and socialise. Romford remains the main location, but young people are agile and frequently direct themselves to other hotspots; we must be able to move our resources with them.

Plugging the gaps in our intelligence

Addressing the gaps does not end with improving provision during the 'lost hours'. The needs assessment, while thorough, was not able to consider all of the relevant and necessary data indicators. Work needs to take place to address these holes in the information framework before the next strategic needs assessment is completed.

Capturing the voice of the changing population

Responses to the Community Safety Survey cannot be said to accurately reflect the borough population, or those most affected by serious violence. Where demographic data was provided, 93% of participants were over 25, 94% were white British and 66% were female. As such their recommendations cannot be said to be wholly representative of the community to which we need to be listening.

We know that participants in the Community Safety Survey want more police, more CCTV, less car thefts. But what does the community being devastated by serious violence want? Currently, we are not able to say. We have some indication of what young people want from the Shout Survey – and it does not align with the

recommendations of the Community Safety Survey. We need to reform our approach to outreach and participation, and better engage the borough's changing population.

Advocating for resourcing a changing borough

The assessment shows that Havering is no longer the same borough it has been perceived to be for the preceding thirty years. It is younger, more diverse, and has significant needs in our hotspot locations that are significant at a regional level. St Edwards Ward is one of the highest wards in the capital for youth violence and sexual violence; Heaton Ward is one of the highest for violent domestic abuse.

We need to work to challenge the perception of the borough as being broadly older, wealthier, and less in need of funding and resources. Despite the high levels of violence in St Edwards, Havering receives a third of the allocated funding from the Violence Reduction Unit as the other boroughs in our BCU. Havering has a third of the number of IDVAs, despite skyrocketing caseloads coming to the service. We do not have the resources to cope with the current demand, let alone the projected demand as the population continues to change and London keeps moving eastward.

Action to Prevent and Reduce Serious Violence

The partnership has agreed a range of activity to reduce the risks of violence and vulnerability. These are set out within a Violence and Vulnerability Reduction Action Plan. This plan contains information for which disclosure would or would be likely to prejudice the prevention or detection of crime or the apprehension or prosecution of offenders. As such, this plan is not available to the public.

The plan template contains eight different themes each with a set of mandatory actions as well as a menu of optional actions. The themes within the local plan are:

1. **Governance**- this provides an oversight of the leadership and governance of violence reduction locally, detailing the senior leadership structure as well as interoperability between Community Safety Partnership, Safeguarding Children Partnership, Adults Safeguarding Board and the Health and Wellbeing Board, to support a public health approach to reduce violence
2. **Analysis and Enforcement**- understanding of how analysis and local enforcement tactics are used to disrupt violence locally, including the Strategic Needs Assessment, monthly tasking meetings and using wider data
3. **Reducing Access to Weapons**- how partners are working jointly to minimise access including using Trading Standard initiatives and weapons sweeps
4. **Safeguarding and Educating Young people**- contains actions that include focussing on reducing exclusions, contextual safeguarding, support for children in care and care leavers, working with parents and carers and ensuring schools are safe and inclusive spaces
5. **Working with Communities and Neighbourhoods to Reduce Violence**- ensuring that local delivery works closely with communities to reduce violence including the Voluntary and Community Sector and in particular young people, who are most adversely affected by violence
6. **Supporting Victims of Violence and Vulnerability**- ensuring co-ordinated referral and support to victims and those who are most vulnerable to being exploited
7. **Positive Diversion from Violence**- recognising that children and young people should be offered interventions which help them before or to move away from criminality
8. **Tackling Violence against Women and Girls** – ensuring that VAWG is considered as a central form of serious violence, as per the established definition

This plan is reviewed on a continuous basis, with contributions made from across the multi-agency partnership. Taking account of the actions within the plan and the findings of the Strategic Needs Assessment, the local partnership has agreed the following strategic objectives for the next 12 months to prevent and reduce serious violence.

Objective 1: Governance

Embed Monitoring of the Serious Violence Strategy and Violence and Vulnerability Action Plan in the Serious Violence Working Group.

This will be held quarterly, chaired by the Chief Inspector for Neighbourhoods and reporting into the Havering Community Safety Partnership

Objective 2: Analysis and Enforcement

Develop a targeted plan to address violence and exploitation during the 'lost hours' in Romford Town Centre

This will include a review of existing resources and how these are targeted to the day and night economies, and what services are needed to address gaps in the offer.

Objective 3: Reducing Access to Weapons

Develop a robust new communications plan around weapon carrying

This will target awareness of how parents and members of the public can identify weapon carrying at key trigger points – purchase, storage, transport – and take action.

Objective 4: Safeguarding and Educating Young People

Maximise uptake of existing underused programmes available in Havering, including Rescue & Response, Victims Support.

This will including a refresh of communications around these services within the partnership, and consideration given to any blockages to access/uptake.

Objective 5: Working with Communities and Neighbourhoods to Reduce Violence

Capture community voice through a new series of police-led community meetings.

These will be held quarterly throughout 2024. At least one will be targeted toward engaging young people.

Objective 6: Supporting Victims of Violence or Vulnerability

Review victims support offer locally and how this information is shared with partners and the public.

This will considering if new approach to universal and/or targeted signposting is needed.

Objective 7: Positive Diversion from Violence

Review the Adolescent Safeguarding Offer in Havering

This will include a review of the current Integrated Adolescent Safeguarding Service, and the current array of Risk Management Panels across the partnership.

Objective 8: Tackling Violence Against Women and Girls

Undertake a review of the Domestic Violence MARAC in Havering

This will include a review of Terms of Reference, partner members, the frequency and structure of panel meetings.

Engagement with the voluntary and community sectors, young people and local business

Local communities, the voluntary and community sector (VCS), local businesses and young people have an important role to play, in violence reduction. Our local violence and vulnerability action plan contain a range of activity that involves communities and neighbourhoods in reducing violence and the action within these should support the strategy.

In developing the local strategy to reduce serious violence, we have consulted with numerous partner organisations, including:

- British Transport Police
- Change Grow Live (Local substance misuse services provider)
- Department for Work and Pensions (DWP)
- Havering Safer Neighbourhood Board
- Havering Women's Aid
- Local Providers of Alternative Education Provision (Koru, Olive, BEP)
- Metropolitan Police Service
- National Probation Service
- New City College
- North East London NHS Foundation Trust
- The Havering Compact
- Voluntary Sector Organisations (LifeLine Projects, Box-Up Crime, Youth Unity CIC)

As part of the development of this strategy, a multi-agency workshop was held in September 2023. A broad range of professionals from across the partnership came together to discuss and contribute to the serious violence agenda. This included an extensive presentation of the serious violence strategic needs assessment, the Independent Scrutiny Report into the Harold Hill locality, and key updates from a range of partners including police, education and DWP.

A key focus of the workshop was developed the Violence and Vulnerability Action Plan; considering our approach to serious violence in relation to the eight themes of the plan.

In groups of ten, discussions were held to consider organisational involvement in reducing violence locally, exploring branches of funding availability and linking networking contacts to help aid ongoing projects. The groups were arranged to balance matching partners to key areas of influence alongside fresh perspectives. Groups were asked to review, for their theme:

- Current provision within Havering for this area of delivery
- What may be missing from current provision and ways of working, considering both achievable wins and big ideas.
- Scoring the progress against the actions to date
- Choosing key actions for each theme, with appropriate performance indicators.

Conversations were positive and extensive, with responses collected by table facilitators and incorporated into the Violence and Vulnerability Plan. They have also driven the eight key actions as outlined above.

Further consultation will take place through the year, within the new police-led community meetings and the 2024 Community Safety Survey.

Identified funding streams or resources that can be used by the partnership for prevention and reduction activities

| Source of fund | Description of activity | Funding breakdown (if possible) | 2023-2024 | 2024-2025 |
|--|---|--|-----------|-----------|
| MOPAC London Crime Prevention Fund 2022-25 | Violence Reduction Analyst Provision | Provision of a Violence Reduction Analyst | 45,000 | 45,000 |
| Havering Council | IDVA provision | Provision of a Full Time IDVA | 45,000 | 45,000 |
| MOPAC London Crime Prevention Fund 2022-25 | IDVA provision | Provision of 2 full time IDVAs | 85,000 | 85,000 |
| MOPAC London Crime Prevention Fund 2022-25 | Serious Youth Violence Mentoring Service | Commissioned Mentoring Service, ages 11-25 | 60,000 | 60,000 |
| Probation Service | Serious Youth Violence Mentoring Service | Commissioned Mentoring Service, ages 11-25 | 10,000 | 10,000 |
| MOPAC Violence Reduction Unit Funding | Night Marshalls Service | Commissioned Night Marshalls Service, Romford Town Centre | 50,000 | 50,000 |
| Business Improvement District | Street Triage Service | Commissioned First Aid/Triage Service, Romford Town Centre | 50,000 | 50,000 |
| MOPAC Serious Violence Duty Funding | Serious Violence Analytic and Project Support | Provision of serious violence analytics and project support | 20,232.36 | 19,260.43 |
| MOPAC Serious Violence duty Funding | Youth Diversion Projects: Detached Work | Funded diversionary projects, Romford and Harold Hill | 19,496.51 | 9,888.45 |
| Safer Neighbourhood Board | Switch Futures: Young Voices Project | Funded Engagement Project, capturing youth voice around safety | 2,950 | - |
| Safer Neighbourhood Board | Crime Prevention Materials | Funded crime prevention materials for distribution across Havering | 4,461 | - |

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i-Decision

| Introduction | |
|-------------------------------------|---------------------------------|
| Type of request | EQHIA |
| Title | Serious Violence Strategy EQHIA |
| Directorate | Places |
| Project Manager/Responsible Officer | Chris Stannett |
| Conducted on | 26/09/2023 |
| Name | Chris Stannett |
| Email | chris.stannett@havering.gov.uk |

| EQHIA | |
|---|---|
| Type of activity | Strategy |
| Manager Name | Diane Egan |
| Manager Job Title | Community Safety and CCTV Manager |
| Manager service/directorate | Enforcement |
| Have you sought advice from the Corporate Policy & Diversity team and/or Public Health team | No |
| Reason for EQHIA | Does this activity have the potential to impact (either positively or negatively) upon people (protected characteristics), Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing |
| There is impact on age | <p>(Positive)</p> <p>It is important to understand that someone's age will often dictate how an individual experiences or contributes towards violence and knife crime. Young children may be seen as having a lack of power, where older adults may be seen as frail. These groups may be more susceptible to victimization. Other areas such as peer influence and access to services also has a role to play.</p> <p>Recent census data show the number of children aged 18 and under has increased in Havering by 15.2% in the last decade. Greatly outpacing the</p> |

4.8% in London and 3.9% in England, respectively. Havering now has a higher proportion of children aged 0-17 than 80% of local authorities in England.

Havering is ranked fairly low compared to other London boroughs for the number of violent related offences affecting under 25s. However Havering has the highest proportion of offences involving under 25's in London (50.4% of V&E cases involve at least one individual under 25)

In the Youth Justice System (YJS) Children aged 14 account for the highest number of offences - 31% of offences over the past five years. Offence type by age breaks down as follows:

11-13 Year Olds: Assault/Wounding (47%), Robbery (40%)

14 Year Olds: Robbery (45%), Assault/Wounding (33%)

15 Year Olds: Robbery (58%), Assault/Wounding (27%)

16 Year Olds: Robbery (41%), Assault/Wounding (39%), Criminal Damage (11%)

17 Year Olds: Robbery (46%), Assault/Wounding (35%)

1 in 5 offenders open to Adult probation services is 18-25, with an increasing number of them shown as open for violence, high risk of serious harm and drug offences.

According to the Crime Survey for England there were 14,032 aged 16-74 using illicit drugs in Havering. The highest proportion of users is of those aged 16-24 (21%) which equates to 5,282 people in Havering. These numbers are not reflected in users engaging with drugs services and receiving treatment. This shows a potential threat to child safety and is an unmet treatment need.

There is a constant overlap between individuals (particularly young women) who are sexually exploited, children that go missing, and nominals involved in gangs and serious group violence. As a result the

Havering Serious Group Violence Panel takes the cross-cutting nature of this work into consideration, and individuals that are regularly reported as missing or regularly linked to child sexual exploitation are discussed as an agenda item at the monthly panel meeting. As a result, the risk posed to both males and females is discussed, regardless of their role within the group.

Areas to focus on:

- More work is needed around thinking, behaviour, building better relationships (BBR) with under 25's for those on the periphery of the criminal justice system and those in it

- More work with courts and drugs services around addressing substance misuse and the underlying causes.

- Promote and engage more young people in substance treatment service.

- Need more resources for children and young people (youth services)

- More work and resources to focus on prevention of crime for young people.

- Increase in population means that there will be a greater need for more Pre-School, Primary/ Junior/ Secondary school and College places.

- Havering Serious Group violence panel takes note of young people up to the age of 25, who are either victims or perpetrators of crime and coming to attention for carrying weapons, violence, injured from an attack etc. Kept in scope and services offered to them to address underlying issues or trauma.

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| | <p>- WizeUp and CGL (Change, Grow, Live) is a service available for all young people and adults involved in substance misuse (Drugs or Alcohol).</p> <p>- Rescue and Response pan-London service is available for anyone under the age of 25 caught up within county lines and being exploited</p> <p>- Abianda pan-London service is available for young woman and girls affected by criminal exploitation and violence.</p> |
| <p>There is an impact on disability</p> | <p>(Positive)</p> <p>There is currently no sufficient data available for analysis in relation to disability and gangs.</p> <p>However it is widely recognized that there is a direct correlation between mental health and gangs. Public Health England produced “mental health needs of gang affiliated young people” 2015. Violence is an inherent part of gang culture and gang members are at increased risk of involvement in violence as both perpetrators and victims. Long-term exposure to violence is associated with psychological problems including depression, conduct disorders and post-traumatic stress disorder. Girls involved with gangs can be particularly vulnerable to mental health problems resulting from sexual and intimate partner violence.</p> <p>A study by “Coid, 2013” (comparable age group to the majority of Havering nominals on the SGV, Gangs and Knife Crime cohort) reveals that gang members are significantly more at risk of mental health problems compared to a non-violent male.</p> <p>The research found that for gang members:</p> <ul style="list-style-type: none"> • Anxiety disorders – 2 times higher risk • Psychosis – 4 times higher risk • Psychiatrist / mental health related admission – 8 times higher risk • Suicide attempt –13 times higher risk • Antisocial personality disorder – 57 times higher risk <p>The same study also revealed that the same males were also 16 times more likely to become drug dependent and 6 times more likely to become alcohol dependent. Possible explanations given by National Psychiatric Morbidity Survey for the overlapping of gangs membership and mental health are the same as those risk factors identified for mental health problems in childhood, which are :</p> <ul style="list-style-type: none"> • From low-income households • From families where parents are unemployed • From families where parents have low educational attainment • Are looked after by the local authority • Have disabilities (including learning disabilities) • From black and other ethnic minority groups • Are in the criminal justice system • Have a parent with a mental health problem • Are misusing substances • Are being abused/history of abuse <p>By understanding the points above and local authorities being aware of the effects of the risk factors on gang members. Gangs and serious group violence can be better addressed</p> |

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| | <p>Programmes such as home visiting, parenting programmes, preschool programmes and school-based social and emotional development programmes can protect children from the risk factors for gang involvement and poor mental health, including parental stress, exposure to violence and behavioural problems.</p> <p>A strong, collaborative approach that co-ordinates services across a wide range of organisations. Health services, local authorities, schools, criminal justice agencies and communities all have an important role to play in promoting healthy social and emotional development in children and young people.</p> |
| <p>There is an impact on sex</p> | <p>(Positive)</p> <p>Understanding how different sexes and genders are affected by Violence, Domestic violence and knife crime is important for developing effective prevention and intervention strategies. It has been widely researched that sexes are disproportionately affected by violence, For Example Women and girls tend to experience higher rates of Domestic violence and be victims of intimate partner violence. Men on the other hand maybe be more likely to be involved in violent knife crime related offences.</p> <p>There are further power dynamics to consider, gender inequalities and societal norms can contribute to the perpetration and victimization of individuals. Traditional gender roles, expectations and attitudes towards masculinity and femininity can influence the prevalence and nature of violence.</p> <p>For Youth Justice Service (YJS) the most common offences amongst males are assault/ wounding (49%) and robbery (31%) and sexual offences 11%). Female offences were split between Assault/ wounding (75%) and Robbery (25%).</p> <p>Adult probations services show that 92% of their caseload is male, with 8% listed as female. This is also similar to that of the IOM (Integrated Offender Management) Cohort. Where you are looking at a 90% male 10% female ratio.</p> <p>82% of DV Victims in Havering are female, and 18% are male. There is also a tendency to under report DV. We have no evidence at the moment as to how the under reporting of DV would be split between male/female. Both numbers would be expected to increase.</p> <p>Going forward:</p> <ul style="list-style-type: none"> - Refresh VAWG Strategy and look into a needs assessment and problem profile - IDVA Service (Independent Domestic Violence Advocate) - Weekly DV MARAC - Havering Woman's Aid - Perpetrator programmes - Parenting Programmes - Clares Law Disclosures - Relationship Counselling |
| <p>There is an impact on ethnicity</p> | <p>(Neutral)</p> <p>Understanding the role of ethnicity and race is important as it does impact on</p> |

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| | <p>violence, knife crime and domestic violence. Recognizing that there may be disparities in victimization, where some racial groups will experience higher rates of violence compared to others. Socioeconomic factors of ethnic groups need to be considered, factors which include being affected by poverty, having limited access to resources and opportunities etc. all have an effect. It should be further noted that discrimination and bias plays a big role. Racism, xenophobia and ethnic profiling can lead to an increased vulnerability as individuals will not want to access supportive resources or even seek justice.</p> <p>Ethnic Diversity is accelerating in Havering, however White British remains the most common ethnic group (66.5%), followed by Asian (10.7%), Other White (8.8%), Black (8.2%), Mixed (3.7%) and Other (2%)</p> <p>The general shape of the cohort when reviewing ethnicity has remained static for the past three years. Individuals from White backgrounds account for 50% of offences on average. Individuals from Black backgrounds have decreased over the past three years, to a low of 19% of the cohort in 2022 compared to 38% of the cohort in 2020. While this is a reduction relative to the cohort, this is still disproportionate to the number of individuals from black backgrounds living in Havering.</p> <p>With adult offenders, the data provided by Probation unfortunately is not able to differentiate between Havering and Barking & Dagenham. Whilst both boroughs demographics differ the main headlines suggest that according to rough borough profiles, the Black demographic is over represented at 30%, whilst the white demographic is under represented at 26%.</p> <p>The majority of DV enquiries for 2021 & 2022 are for victims of White ethnicity at over 70%. The proportion of DV enquiries for victims with an Asian ethnicity increased from 6.8% in 2021 to 14.5% in 2022 whereas those with a black ethnicity decreased from 8.5% in 2021 to 3.6% in 2022.</p> <p>Going forward:</p> <ul style="list-style-type: none"> - Understanding cultural difference, and having services which cater for this. le from relationship advice through to cultural practices. - Be mindful that rapid changes in diversity could lead to an increase in victims of racist abuse (both children and adults) - Explore the reasons for a drop in black victims of DV. Possible need to increase the promotion of DV reporting within black communities in Havering. |
| <p>There is an impact on religion/ faith</p> | <p>(Neutral)</p> <p>There is currently no sufficient data available for analysis in relation to this protected Characteristic. However any intervention would be developed on a needs-led basis. Any identified issues or needs required by a person's faith or belief system would be respected and considered on an individual basis.</p> <p>It should be noted that religion and faith can play a significant role in reducing violence:</p> <ol style="list-style-type: none"> 1. Moral and Ethical Guidance: Religious teachings often promote compassion, kindness and non-violence, providing a moral framework for individuals to follow. |

2. **Community Support:** Religious institutions often serve as community hubs, offering support networks and resources for individuals and families in need. They can provide counselling, outreach programs and safe spaces for those affected by violence, helping to address the underlying issues and prevent future occurrences.
3. **Education and Awareness:** Many religious organisations prioritize educating their congregation/ followers about the consequences of violence and the importance of healthy relationships. By spreading awareness and emphasizing the value of peaceful interactions, they can contribute to reducing violence amongst youth and within the household.
4. **Restorative Justice:** Some religious traditions focus on forgiveness, reconciliation and restorative justice practices. By promoting alternatives to punitive measures, such as mediation and conflict resolution, religious communities can help address the root causes of violence and facilitate healing and growth for both the victims and perpetrators.

It is also important to be mindful of all perspectives and how religion or faith may have negative effects. Below are some point to consider:

1. **Gender roles and hierarchy:** Some religious teachings reinforce traditional gender roles and hierarchies, which can perpetuate inequality and contribute to domestic violence. For example, some religious texts may condone practices that limit women's autonomy and perpetuate beliefs in male superiority, leading to a power imbalance in relationships or the home.
2. **Discrimination and exclusion:** Religious beliefs and doctrines can sometimes be used to marginalize or exclude individuals or groups based on their personal characteristics (gender, sexual orientation, or economic status). This marginalisation can lead to feelings of resentment and injustice. Potentially fuelling violence or radicalisation amongst certain individuals.
3. **Views on punishment and discipline:** Some religious teachings may promoted harsh and punitive disciplinary methods, which could potentially influence the attitudes and behaviours of individuals involved in domestic violence. If individuals believe that violence is an acceptable form of punishments or control, it may increase the likelihood of abusive behaviour in the home.
4. **Stigmatization and shame:** Religious communities may impose strict moral codes and expectation, which can contribute to a culture of stigma and shame surrounding topics such as premarital sex, homosexuality or divorce. This can make it difficult for individuals experiencing violence or abusive relationships to seek help or support from their religious communities, further perpetuating the cycle of violence.
5. **Interpretation and Extremism:** In some cases, religious ideologies can be misinterpreted or manipulated to condone extremist beliefs or behaviours, which may include violence. Radicalization within religious

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| | <p>communities can pose a significant risk, particularly among vulnerable or impressionable youth who may be susceptible to extremist ideologies.</p> <p>It is important to note that these negative effects do not represent all religious beliefs and the majority promote peace, equality and support for victims of violence as mentioned above.</p> <p>Having an active faith based community, where the leaders from all different faiths groups come together to share best practice.</p> <p>Having council jointly with the police and other partners regularly monitor extremism, radicalisation, hate crime etc. Individuals involved are worked with to de-escalate tensions, re-educate and re-integrate back into society.</p> |
| <p>There is an impact on sexual orientation</p> | <p>(Neutral)</p> <p>Any identified issues or needs pertaining to a person's sexual orientation would be respected and considered on an individual basis. However, Gay or Bi-sexuality in the context of gangs is likely to generate stigma and distain, and can add mental pressure and have additional negativity on individuals who identify as such.</p> <p>Sexual orientation plays a significant role in shaping lived experiences of individuals, including their vulnerability to violence and their barriers they may face in accessing support. Some key points to consider are:</p> <ol style="list-style-type: none"> 1. Increased risk: Research suggests that LGBTQ+ youth may experience higher rates of violence compared to their heterosexual counterparts. This includes bullying, physical assaults and hate crimes. These experiences can result in negative mental health outcomes and higher risks of engaging in violence themselves. 2. Discrimination and stigma: Homophobia, biphobia and transphobia within society can contribute to an environment that fosters violence against LGBTQ+ individuals. The fear of rejection, discrimination and isolation may lead some youth to resort to aggression as a way to cope and protect themselves 3. Family Acceptance: LGBTQ+ youth who lack support or face rejection from their families tend to be at a higher risk of experiencing violence. Domestic violence rates can also be higher within same sex relationships, mainly due to societal stigma, internalized homophobia and a lack of understanding or acceptance. 4. Barriers to reporting: LGBTQ+ youth may face unique barriers when reporting incidents of violence or seeking support. These barriers may include mistrust in the criminal justice system, fear of discrimination, or limited access to LGBTQ+ friendly services that genuinely understand their needs. <p>It is important to understand all the barriers people face in order to reduce violence. Having actively promotes FFLAG (Families and Friends of Lesbians and Gays), this is a national voluntary organisation and registered charity. They are dedicated to supporting parents and their children.</p> |

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| <p>There is an impact on marriage/civil partnership</p> | <p>(Neutral)</p> <p>A young person may be adversely affected by being brought up in a family where the marriage/ relationship is broken , breaking down, domestic violence is taking place etc. In Havering the majority of domestic abuse takes place within relationships; 70% of suspects knew their victims as current or former spouses/ partner. Ex-boyfriends are the most common perpetrators.</p> <p>Understanding power dynamics: within intimate relationships it is important to understand the power dynamics and how this can influence control, coercion (persuading someone to do something by using threats or force), and abuse. This can be further compounded within the relationship due to legal and societal expectations associated with these institutions.</p> <p>Identification of barriers: Within marriage and civil partnerships where individuals are subject to violence, survivors may feel trapped or find it difficult to leave an abusive relationship. This can be down to societal pressure, financial dependence, fear of judgement, stigma associated with the dissolution of a marriage or partnership.</p> <p>Intersectionality: Considering how other factors such as race, religion, disability, sexual orientation, socioeconomic status impact upon marriage and civil partnership. Marginalized groups may face unique challenges and discrimination when accessing support or reporting abuse within these relationships.</p> <p>Support services: With the fast changing demographics in Havering it is important to evaluate the availability and accessibility of support services for survivors of abuse within this characteristic. Havering need to make sure that services on offer in the borough can adequately address the needs and concerns of those legally recognised as in a relationship.</p> <p>Cultural and religious factors: It is important to understand how cultural or religious beliefs and practices associated within a marriage or civil partnership may influence the experiences of violence and abuse. It is important to challenge harmful norms, taking into account the diverse cultural and religious backgrounds of those affected.</p> <p>Prevention and education: Running public awareness campaigns, educational programs, community engagement initiatives help to address this issues.</p> |
| <p>There is an impact on pregnancy, maternity and paternity</p> | <p>(Neutral)</p> <p>We do not have data on pregnancy/ maternity and paternity in relation to youth violence and domestic abuse. However when thinking of this protected characteristic within the context of violence it is important to consider the following:</p> <p>Parental responsibilities: It is important to examine what challenges are faced by parents in balancing their parental duties with their involvement in violent or abusive behaviours. Furthermore there is a need to evaluate the potential impact on child welfare and the need to provide appropriate support and interventions to ensure the wellbeing of children.</p> <p>Maternity and Pregnancy: For those affected by violence and abuse what are</p> |

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| | <p>the specific risks they face in their settings. For example is it increased physical harm, emotional distress, limited access to healthcare and support? Also what is the potential impact on the unborn child? are there any additional risks which they may be exposed to. For example there is an increased risk of miscarriage, infection, premature birth, and injury or death to the baby. Additional stress and anxiety can affect the development of the baby.</p> <p>Paternity and fatherhood: It is important to understand what role the father or expectant father has in relation to violence, youth violence, sexual assault or domestic abuse. As this will dictate their access level to the child.</p> <p>It is also important to recognise the importance of engaging fathers and addressing their rights, responsibilities and support needs. It is further important to consider the potential role fathers can play as not only protective factors but also as positive role models in the prevention and intervention against violence.</p> <p>Access to support and services: It is important to make sure that there is availability and accessibility of services to pregnant individuals, fathers and parents. Trying to remove or unblock any barriers which they may find in accessing healthcare, counselling, legal aid, or anything else. Also taking into account factors such as language, cultural sensitivities and trauma informed approaches.</p> <p>Promoting equality and positive role models: It is important that Havering works to promote gender equality and challenge harmful gender norms that can contribute to violence and abuse. Having a diverse range of representation and experiences is important to ensure inclusivity and the acknowledgment of different family contexts. For example including same sex couples, single parents, non-biological parents etc. Havering should be working toward promoting positive role models that challenge harmful gender stereotypes and encourage healthy relationships and parenting.</p> <p>By considering the role of maternity, paternity and pregnancy in the context of violence and domestic abuse it is possible to develop more comprehensive strategies and interventions that address the unique needs of pregnant individuals, fathers and parents.</p> |
| <p>There is an impact on socio-economic</p> | <p>(Positive)</p> <p>By being aware of and addressing simultaneously the factors below, will help to effectively guide and develop a comprehensive strategy that can combat youth violence and exploitation in Havering.</p> <p>Poverty: Areas of the borough where there are higher levels of poverty can create an environment wherein youth are more vulnerable to violence and exploitation. Lack of Economic opportunities and resources can push young people into illegal activities or subject them to exploitation.</p> <ul style="list-style-type: none"> - Making sure that areas of poverty receive extra support, individuals in poverty are assisted in benefits maximisation etc. <p>Education: Limited access to quality education or low educational attainment can increase the likelihood of young people engaging in violent behaviour or</p> |

being targeted for exploitation. Providing educational opportunities and skills training can be vital in preventing these issues.

- Ensuring children are not permanently excluded but supported to stay in education. Making sure children are not hungry at school in order to be able to concentrate and achieve

Unemployment: Unemployment rates among youth can contribute to a sense of hopelessness and desperation, leading some to resort to violence or to be coerced into exploitation. Strategies that focus on job creation and addressing barriers to employment are necessary to address these challenges.

Inequality: Societal inequality such as income inequality and discrimination, can exacerbate violence and exploitation. Disadvantaged individuals are often more susceptible to violence and exploitation, so efforts should be made to address systemic inequality and promote equality.

Family and community support: the availability of strong support networks within families and communities can play a protective role against violence and exploitation. Initiatives should aim to strengthen family structures, provide positive role models, and foster supportive communities for young people.

Substance abuse and mental health: Substance abuse and mental health issues can contribute to youth violence and exploitation. Implementing prevention and intervention programs that address these issues, along with access to appropriate treatment and support services are essential components of a comprehensive strategy.

- Increased focus on dual diagnosis (substance misuse and mental health) and simultaneously addressing both issues.

Access to services: Limited access to essential services such as healthcare, social welfare, counselling etc. can hinder young people's ability to escape violence or exploitation. Ensuring accessible and appropriate support services is crucial to providing assistance and protection for those affected.

- All age MASH acting as a front door to signposting. Being proactive to offer support not only straight after an event, but several months later.

Cultural and social norms: Cultural and social norms which condone violence, exploitation or gender based discrimination can perpetuate these issues.

Efforts to challenge harmful norms and promote positive, inclusive values and attitudes are essential.

- Adopting policies and practices that create safe and supportive environments and at the same time challenging harmful norms within schools, work, public sector etc. Focusing on supporting individuals to rebuild their understanding and attitudes.

- Community events focusing on Police stop and search. Emphasising on why it is done, how it should be done and your personal rights. Enabling open and honest 2 way dialogue between the community and law

There is an impact on gender

(Neutral)

Any identified issues or needs pertaining to gender reassignment would be

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| | <p>Respected and considered on an individual basis. Gender reassignment in the context of gangs is likely to generate stigma and distain and can add mental pressure and additional negative impact upon individuals concerned.</p> |
| <p>There is an impact on Health</p> | <p>(Positive)</p> <p>Youth violence and exploitation are serious issues that affect health and wellbeing of young people and their families and communities. According to the Centres for Disease Control and Prevention (CDC), youth violence is linked to negative health and wellbeing outcomes and disproportionately impacts on communities of colour. Violence increases the risk for behavioural and mental health difficulties, such as, depression, anxiety, substance abuse and suicide. It also increases the risk for physical injuries, disabilities and chronic diseases.</p> <p>The violence reduction strategy should aim to prevent, reduce and respond to these harms by addressing the root causes and risk factors that contribute to them. A public health approach to tackling violence involves understanding the drivers of youth violence and gang involvement, such as adverse childhood experiences, lack of youth support and mental health services and socioeconomic deprivation (as listed above). Local structures have been developed in order to discuss and respond to youth violence. This includes multi-agency partnerships, data sharing and community engagement. Providing funding for preventative work such as early intervention, education, monitoring and diversion programs is key.</p> <ul style="list-style-type: none"> - Promoting family environment and supporting healthy development is done through approaches such as early childhood visitations or parenting skills/ family relationship programs (Ie strengthening families, strengthening communities) - Connecting youth to caring adults and activities is achieved through mentoring programs and afterschool programmes. |
| <p>There is an impact on social cohesion</p> | <p>(Positive)</p> <p>It is important to understand how underlying factors can contribute to the fragmentation of communities and marginalisation of certain groups within the Borough.</p> <p>Violent incidents can create fear, mistrust and tension amongst community members. This creates Division and Fragmentation which can lead to isolation and a breakdown in social connections.</p> <p>The presence of youth violence and domestic violence can create a climate of fear and intimidation within communities. Individuals may feel unsafe and insecure, impacting on their ability to interact with others.</p> <p>Communities may experience stigmatization and marginalisation. Negative stereotypes and prejudices associated with violence can lead to the isolation and exclusion of individuals, particularly survivors and their families.</p> <p>Traumatic effects of violence may cause individuals to come off of social media. Individuals may start to withdraw, lose trust in others and find it hard to sustain social connections.</p> <p>Violence within a community can weaken social capital (shared values,</p> |

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| | <p>norms and trust that foster cooperation). and as a result weaken community efforts to address issues collectively.</p> <p>Community resilience is key to addressing youth violence and domestic violence within the community. Having organizations, social support structures and local resources helps to mitigate the impact of violence and fosters resilience and cohesion.</p> <p>In Havering we have:</p> <ul style="list-style-type: none"> - Community engagement events - Social cohesion Strategy - Multi agency community outreach events - Sports work within hot spot areas - Public engagement forums - Safer Neighbourhood boards - Media engagements - Public diversions from crime and violence programs - detached outreach work in hot spot areas to build community trust |
| How frequently will the EQHIA be reviewed | To be reviewed annually, in line with the Serious Violence Duty Strategy. Anything that requires significant change will be brought up at the quarterly Violence Reduction Strategic Group. |
| Scheduled date of review | 31/01/2025 |
| Lead officer conducting the review | Chris Stannett |

Havering Serious Violence Duty – Education Authorities Consultation

Legal Requirement

In recognition of the vital role schools play in safeguarding children and young people, educational institutions must be consulted by the specified authorities in the preparation of the strategy. The relevant educational authorities listed in Schedule 2 are:

- Governing bodies of all maintained schools
- Proprietors of all Academies and Alternative Provision
- Proprietors of non-maintained special schools
- Proprietors of independent educational institutions
- Management Committee of a PRU

Consultation Process

A consultation was opened on the Serious Violence Duty Strategy for four weeks, from 10th October-7th November 2023.

This was made available to all educational authorities in the borough, as well as members of the Community Safety Partnership.

A total of three responses were received; one from a Primary School Federation and two from a Secondary School Academy in the borough.

Responses

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| 1 | Anonymous | Appendix 2 figures and data is helpful to look at the contextual safeguarding risks in Havering. Appendix 1 risk and protective factors data is useful. Can more work be done in schools in Havering to support the roll out of this strategy? Will SSO be delivering more staff/students workshops around community awareness? |
| 2 | Anonymous | We have a high number of MARFs so it is important that the support from agencies is ready and accessible |
| 3 | Anonymous | I agree with the strategy and the actions and objectives to reduce violence within our communities. Violence has a negative impact on the development of our pupils and effects the whole family if they have been exposed to violence. |

Changes Due to Consultation Responses

No substantial changes have been made to the strategy following this consultation. Consideration will be given to how the strategy will be presented to schools as per response one. It is hoped that development of an improved directory of services as per action six of the strategy itself will improve access to information as per response two.

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CABINET

13th December 2023

Subject Heading:

Proposed De-Designation and Closure of Chippenham Road Children's Centre

Cabinet Member:

Councillor Oscar Ford

SLT Lead:

Tara Geere
Director of Starting Well

Report Author and contact details:

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Policy context:

This report pertains to the delivery of savings proposals as outlined in the 2023/24 Council budget setting report

Financial summary:

This will result in an annual reduction in Children's Social Care spend of approximately £46,500 in a full year.

However, as this is an LBH Commercial Property, there will be a corresponding reduction of £38,500 in rental income to Property Services, and a transfer of £4,000 NNDR costs, which will represent a pressure on their budgets unless they are able to re-let the site. External expenditure relating to the property is currently £4,000.

There may be some one off costs to Children's Services associated with returning the building to Property Services, which will be determined at the time.

Is this a Key Decision?

Yes

Significant effect on two or more Wards

When should this matter be reviewed? N/A

Reviewing OSC: N/A

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

The purpose of this report is to recommend the permanent closure and de-designation of Chippenham Road Children's Centre, as outlined in the 2023-24 Council budget setting report.

Service delivery at the site stopped in March 2020 due to restrictions created by the Covid-19 pandemic and the centre has not reopened. All services previously delivered from Chippenham Road Children's Centre are now delivered from Ingrebourne Children's Centre (approx. one mile away), where we have seen a sustained increase in footfall over the last three years.

When a decision is taken to de-designate or repurpose a Children's Centre, the local authority is required to notify the Department for Education.

RECOMMENDATIONS

It is recommended that Cabinet agrees the permanent closure and de-designation of Chippenham Road Children's Centre (Heaton Ward).

REPORT DETAIL

1.1 An fundamental analysis of the use of Children's Centres was undertaken in 2018 and this is attached as Appendix 1 and between June and September 2019 a public consultation was undertaken, proposing to reduce the number of children's centres in the borough and relocate the services delivered to other nearby venues. The analysis of the responses to the consultation can be seen in Appendix 2.

- 1.2 In March 2020 Covid-19 pandemic restrictions were introduced meaning face to face service delivery was restricted and, in some instances, temporarily moved to a virtual offer. In the subsequent two years that followed, until all restrictions were lifted in April 2022, many adaptations were made to children's centre service delivery, including utilising the most spacious and fit for purpose sites where social distancing regulations could be adhered to.
- 1.3 It was planned that Cabinet would be recommended to close the Chippenham Road Children's Centre in 2020. Before Cabinet was to take the decision the Report was considered by the Scrutiny Committee on 23rd January 2020, the minutes of which can be viewed [here](#). However given the Covid pandemic no decision was taken at the time by Cabinet, nor since.
- 1.4 Since all Covid restrictions were lifted, services previously located at Chippenham Road Children's Centre were, and remain, well embedded into the offer at Ingrebourne Children's Centre (Gooshays Ward). Ingrebourne is located approximately one mile from Chippenham Road and offers a wide range of services delivered by both the local authority and partner agency services. We have evidenced a sustained increase in footfall at Ingrebourne Children's Centre since the return to full face to face service delivery, as evidenced in Appendix A. We are projecting a 16% increase in footfall at Ingrebourne Children's Centre in this financial year, compared to the previous year, based on actual footfall data up to Q2 2023-24.
- 1.5 There was no benefit identified to further disrupting services and as such, Chippenham Road Children's Centre has not been used for service delivery since its enforced closure in March 2020. Furthermore, Chippenham Road is within a location earmarked for future regeneration activity in the borough meaning if service delivery was to return to this site, it is likely that there would be further disruption or relocation of the service delivery in the near future.
- 1.6 The proposal to permanently close Chippenham Road Children's Centre was further consulted upon between October and December 2022 as part of the Council's 2023-24 budget consultation. Question 8 of the consultation asked residents to identify how the individual proposals affected them. 9% of respondents identified that the proposals to rationalise early help services negatively affected them, and 10% said that the proposals 'somewhat affected them'. 69% stated that the proposals did not affect them and 9% said that they didn't know.
- 1.7 A risk has previously been identified in de-designating children's centres with regards to central government clawing back funding that was previously allocated through the Sure Start Capital Grant Funding. Based on the information sourced from the [Children's Centre Cabinet Report \(haverinq.gov.uk\)](#) when centres were previously closed in 2013, there was no Sure Start Capital Grant funding allocated to Chippenham Road Children's Centre. Therefore, assuming this information is correct, we should not be at risk of any clawback by the Department for Education by de-designating this site.
- 1.8 Should this decision be agreed, Children's Services will return responsibility for the site to the corporate landlord, thus reducing the overspend in the Children's Services budget by £46,500.

REASONS AND OPTIONS

Reasons for the decision:

Chippenham Road has not been operation since March 2020. All services previously delivered at this site are successfully running from Ingrebourne Children’s Centre approximately one mile away, alongside complementary services delivered by partner agencies. The Harold Hill Community Hub is also operational as a delivery site and we are working in partnership with a Community Development Officer to develop more footfall from families with children in to the hub. We have seen steady and sustained increase in footfall at Ingrebourne Children’s Centre where all services are successfully running.

Other options considered:

Re-open Chippenham Road Children’s Centre as a site for service delivery. This option has been rejected for the following reasons;

- The site has not been operational since March 2020. All services previously delivered at this site have been successfully relocated to a nearby children’s centre.
- Chippenham Road Children’s Centre was previously one of the highest costing centres and least utilised, so therefore it is not considered financially viable to reopen the centre.
- Chippenham Road Children’s Centre is a small site, and therefore the services which can be delivered from there are limited.
- The staff available to cover an additional site is limited, meaning we would have to stop or limit services at another site in order to provide sufficient cover.

IMPLICATIONS AND RISKS

Financial Implications and Risks:

Chippenham Road Children’s Centre occupies commercial property premises belonging to the Council. Therefore, the decision to de-designate Chippenham Road Children’s Centre may in the longer term result in additional commercial property income as and when the premises in question are re-let to commercial tenants at market rates.

In the shorter term there is minimal financial impact resulting from the de-designation from a council wide perspective. Children’s Social Care spend will reduce by approximately £46,500 in a full year, however, this will be offset by a corresponding reduction of £38,500 in recharged rental income to Property Services, and a transfer of £4,000 NNDR costs, which will represent a pressure on Commercial Property budgets until such time the premises are re-let. External expenditure relating to the property is currently £4,000.

There may be some one off costs to Children’s Services associated with returning the building to Property Services, which will be determined at the time.

Legal Implications and Risks:

Section 5A Childcare Act 2006 requires the Local Authority to include arrangements for sufficient provision of children's centres to meet local need, so far as is reasonably practicable.

Section 5D Childcare Act 2006 requires the Local Authority to secure that such consultation as they think appropriate is carried out before anything is done that would result in a relevant children's centre ceasing to be a children's centre.

An analysis of the use of Children's Centres was conducted in 2018 and this is attached.

A Cabinet Report was planned in 2020 which is exhibited as an appendix the consultation responses to a consultation carried out into the overall plans and use of the Children's Centres. That Consultation Report is attached.

Cabinet must be satisfied that with the closure of Chippenham Road Children's Centre that there is, so far as practicable, sufficient provision remaining to meet local need.

In respect of the consultation it is a requirement that consultees must be given sufficient time and information to comment meaningfully and then for their responses to be conscientiously considered before a final decision is taken.

Cabinet must therefore also carefully consider whether the consultation was appropriate and is still valid even though it is now four years old and if so satisfied also carefully consider the responses set out in the Appendix as well as the recommendations from the Scrutiny committee before taking their decision.

Human Resources Implications and Risks:

There are no staff members currently working at Chippenham Road Children's Centre and there is no direct or indirect impact to any staff member as a result of the de-designation of the site as a Children's Centre.

Equalities Implications and Risks:

An Equality and Health Impact Assessment has been drafted alongside this report.

Health and Wellbeing Implications and Risks

The proposed decision will have a neutral impact on health and wellbeing as current service delivery will not be implicated. As services have not been provided out of this centre since March 2020, the impact of the relocation of services would have already been experienced, and so no additional impacts would occur with the ultimate closure of this site.

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| <p>ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS</p> <p>There are no Environment and Climate change implications or risks for this decision</p> |
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| <p>BACKGROUND PAPERS</p> |
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Appendix 1; Children's Centre Analysis 2018

Appendix 2; Analysis of 2019 Children's Centre Consultation Survey Response

Appendix 3; Equalities and Health Impact Assessment January 2023

CHILDREN'S CENTRES;
ANALYSIS OF
ACCESSIBILITY, USE AND
PROVISION

UPDATE:
JULY 2018

Children’s Centres: Analysis of Accessibility, Use and Provision – July 2018

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Introduction

Children's centres in Havering provide a community base for a number of key services delivered by Havering Council and partner agencies;

- LBH Early Help Service universal offer and tier 1 interventions
- Maternity and health visiting clinics
- Screening and support for children aged 0-5 with disabilities
- Targeted support services for support around issues such as domestic violence and mental ill health
- Private childcare provision (at four of the centres).

We know that the first five years of a child's life are critical to their future development, and there is commitment to deliver high quality, accessible, family centred services that identify needs early, provide timely and appropriate support, and ensure positive outcomes for children aged 0-5 years. Children's centres provide key hubs for multi-agency provision of services that prevent adverse experiences from happening in the first place, and prevention of escalation when they do.

Adverse childhood experiences (ACEs) increase individuals' risk of delayed development and of developing health harming behaviours, that lead to poorer outcomes during childhood and in later life. There are three direct ACEs (physical, sexual and emotional abuse) and six indirect (living with someone who abused drugs, abused alcohol, was incarcerated and had serious mental illness, being exposed to domestic violence, and parental loss through divorce, death or abandonment). The more adversity a child experiences, the more likely it is to impact upon their mental and physical health. Investing early to give children the best possible start in life and minimise ACEs reduces the need for greater investment in the longer term.

Universal services can be accessed by anyone in the borough, and focus on school readiness, pre/post-natal support and child health. Multi-agency Tier 1 Early Help interventions are designed to provide more in-depth support to identified families for example developing parenting skills or supporting child speech and language development. Services are delivered from seven children's centres across the borough (see figure 1). At the end of September 2018, there was a total of 12,111 children aged 0-4 years registered at all centres.

The universal offer can be accessed by anyone in the borough. Services are promoted through the following:

- Promotions through GP surgeries, health centres, libraries and hospitals
- Internet Page on the Havering Family Information Directory
- E-Newsletter, Living Magazine, Twitter Profile
- Co-located with health agencies who share information and co-deliver where appropriate
- Support from family practitioners and social workers to access groups
- Information sent to partner agencies
- Pop up events in shopping centres

In 2017, an analysis of the use and accessibility of children's centres was completed. It also aimed to consider existing provision of services and how these were meeting the needs of families, offering recommendations to make the service as effective and well-used as possible. It found that attendance in terms of footfall at four out of seven centres was good, but meaningful contact with families most in need was lacking. For the three centres located in the most deprived areas (Ingrebourne, Chippenham Road and Hilldene), attendance levels were particularly low. It was

acknowledged as a result of this piece of work that the universal offer was not being accessed by a high proportion of the families living in the most deprived areas through the seven centres.

The purpose of this 2018 update is as follows:

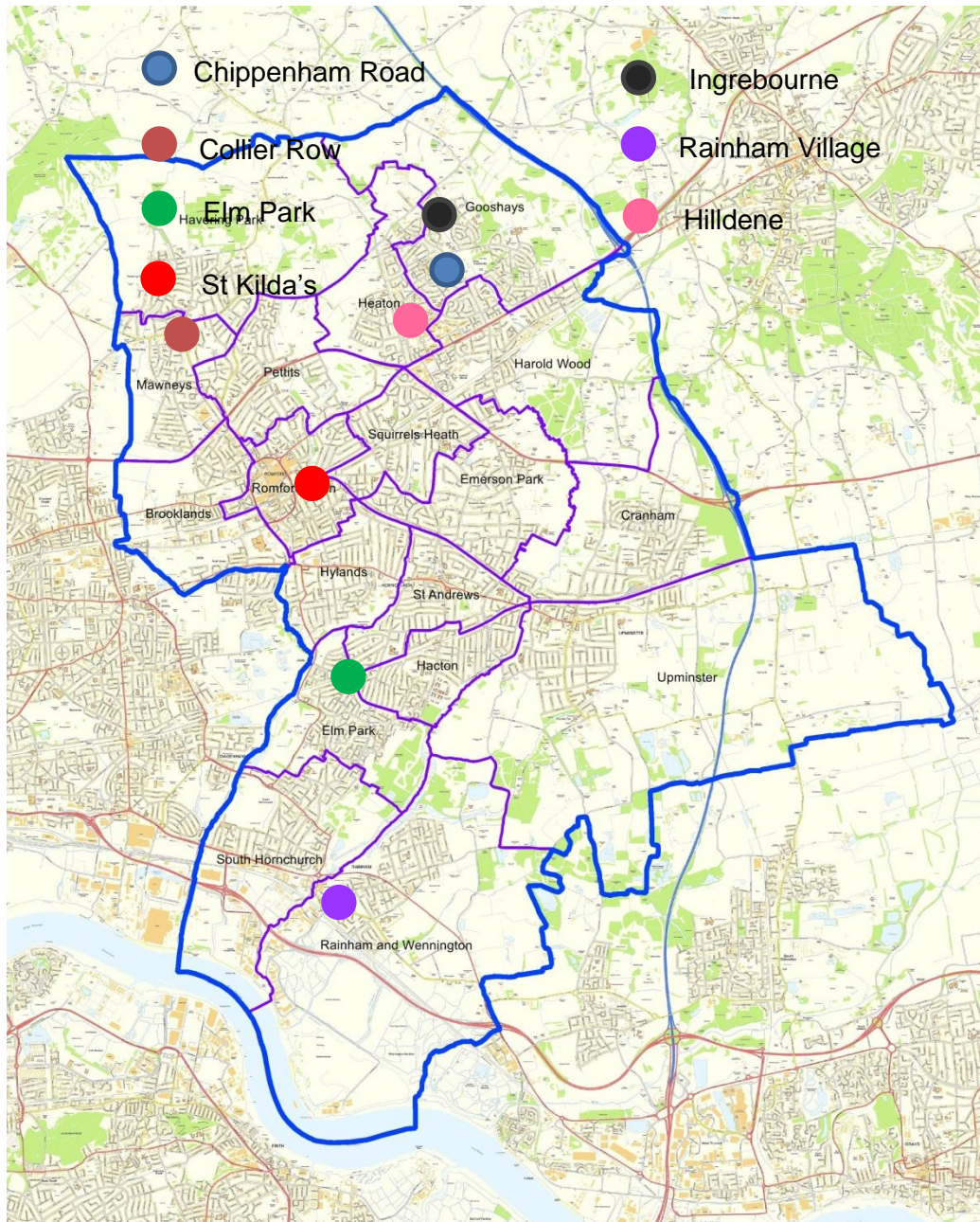
1. Analyse recent data to evaluate levels of need throughout the borough
2. Identify the reasons why families are using the centres and the levels of usage
3. Establish where the most vulnerable families are located and whether they use services
4. Inform a proposal considering where, and in what capacity, services should be delivered

The proposal will look to make services to families more focused and easily accessible, enabling the service to better direct resources where they are most needed and to work more efficiently with partners and communities. This will ensure the Council is meeting the needs of families and investing public money as effectively as possible. The delivery model should enable partners to offer coherent multi-agency intensive and evidence based interventions to families who require support.

Anticipated outcomes of recommendations:

- Efficient and effective service delivery that is well-located and accessible.
- Better outreach to families in need/hard to reach communities
- Communities become more resilient through finding own solutions

Figure 1; Havering Children's Centre locations



1. Population breakdown

The total population of Havering in 2017 was 256,309, within this there were 17,224 children aged 0-4 years old. The wards with the highest number of under-fives are Brooklands, Romford Town and Gooshays, closely followed by Rainham and Wennington. With large scale housing developments planned in the borough for the next few years, the Greater London Authority projects population changes based on housing development data supplied by Havering's Local Plan. It suggests that there will be increases in the 0-5 population of 3-10% in South Hornchurch, Romford Town and Brooklands. The remaining 15 wards are predicted to experience minor changes of between 0-2% increase/decrease.

2. Deprivation of under 5s

Based on the 2015 Income Deprivation Affecting Children Index (IDACI), there are 1,441 children under five in Havering living in areas within the most deprived decile in England. Deprivation data makes it clear that there are children living in disadvantaged circumstances in the north, centre and south of the borough. Thus services should be located in centres and other settings throughout all localities. Providing outreach interventions in settings in the boroughs most deprived communities, instead of relying on families to come to a centre, would be a positive step towards reaching families in greatest need.

3. Reach of individual centres

Definition: reach is the number of individuals seen only counted once, i.e. repeat visits are not reflected in the overall figures.

The total number for centre reach is 7,265 visits. These are recorded by centre; a child could be seen in a different centre and therefore counted more than once.

St Kilda's and Collier Row had the highest number of visits, closely followed by Chippenham Road. This is a significant increase (+178%) since the 2016/17 financial year (beginning in April), when Chippenham Road had the sixth lowest numbers. This is mainly due to health reviews taking place here in 2017/18, which accounted for 74% of all attendees. All centres except Elm Park experienced an increase in reach in 2017/18 compared to 2016/17: Rainham Village (+29%), Ingrebourne (+11%), St Kilda's (+10%) and Collier Row (+3%). Elm Park experienced an 11% decrease, and Hilldene's figures were not accurately recorded last year.

In terms of areas where children came from to visit the centres, all centres had the highest number of visitors from the immediately surrounding wards. This suggests that families are generally most likely to visit a centre which is closest to where they live.

The overall figure also includes 317 out of borough children, 231 of which were seen at Ingrebourne centre. This means they visited for either midwife appointments, preparing for birth sessions or birth registrations.

4. Centre Attendance and Deprivation

In 2017/18, a total of 6,110 individual children aged 0-4 were seen across the seven centres. 10% (582) of these were resident in areas within Havering that, nationally, fall within the most deprived IDACI decile.

15% are from areas that fall within the second most deprived decile. It should be noted that we can only determine which wards people live in and the deprivation index of that ward, and not whether registered individuals are living in deprivation.

5. Activities by reach

Definition: *reach is the number of individuals seen only counted once, i.e. repeat visits are not reflected in the overall figures.*

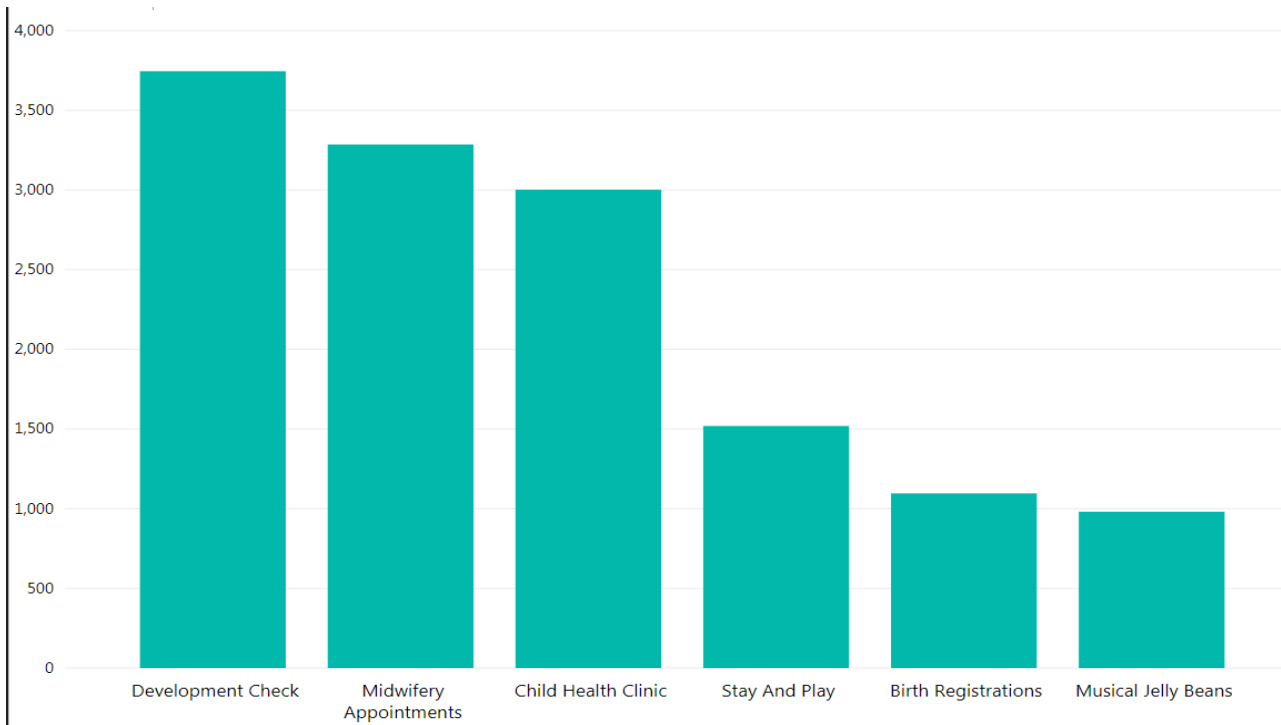
Across the seven centres between January and July 2018, there were 35 different activities on offer, delivered by a range of agencies. These include Midwives, Health Visitors, LBH Early Years Practitioners, Havering Adult College, LBH Employment and Skills, the Job Centre, Women's Aid, Solace, CAMHS, and the LBH Children and Adults Disability Team.

The 2017 usage analysis included qualitative data from an online survey and through interviews with service users. As a result of feedback, the activity programme was adapted to include an English as a Second Language (ESOL) course, perinatal mental health support for parents ('Butterflies') and a Starting Solids Workshop. Strategic time tabling has also been used, for example the Starting Solids Workshop is preceded by the Infant Feeding Café to encourage mothers to attend. In 2016/17, there was a reach of 21,536; this increased by 17% during 2017/18 to 25,890.

Between January and July 2018, 15,890 individuals attended classes and activities held across the seven centres. St Kilda's and Collier Row had the highest number of attendees (4,351 and 3,489 respectively). Ingrebourne, Elm Park and Rainham Village had similar numbers around 2,000, with Chippenham Road and Hilldene having the lowest numbers (1,650 and 286 respectively). Overall, 66% of classes and activities recorded less than 100 individual attendees during this seven month period, and 50% recorded less than 50 (note: this is not volume but individuals attending only being counted once).

Elm Park, Collier Row and St Kilda's each offer between 15-16 activities; Chippenham Road and Rainham Village offer 11; Hilldene offers six and Ingrebourne only three (which are all offered by health partners). As shown in figure two, the most popular sessions in terms of reach across all the centres were health development checks, midwifery appointments and child health clinics, which accounted for 63% of all attendees. These three activities reached at least double the number of individuals than the fourth most popular session, which was Stay and Play, closely followed by birth registrations.

Figure 2: Reach of the six most popular activities at all seven centres.



6. Activities by volume

Definition: volume is the number of visits to a centre or activity so measures the footfall, i.e. repeat visits are reflected in the overall figures.

Overall in 2017/18, there was a total footfall in the seven centres of 57,295. This figure accounts for the amount of times (volume) a child or carer attended the centres. The wards with the highest number of carers and children attending centres were Romford (13% of visitors), Mawneys (11%) and Havering Park (10%). South Hornchurch and Harold Wood both had low numbers of individual residents visiting the centres (both at 4%).

St Kilda's had the highest footfall at 15,217 (27% of overall visitors), followed by Collier Row at 13,277 (23%). This means that 50% of all visits took place at only two of the centres. Hilldene had the lowest footfall at 1,992 (3%), followed by Chippenham Road at 4,658 (8%). The most popular activities across the centres were midwifery appointments (23%), Child Health Clinics (20%), Stay and Play (16%) and Development Checks (11%). 54% of all visitors to the centres were accessing health services in 2017/18.

There were 5,353 visits from individuals who were resident in communities in the most deprived IDACI decile compared to 3,998 in 2016/17, meaning a 25% increase. These visitors mainly visited Ingrebourne (which only delivers birth registrations, midwife appointments and preparing for birth sessions), St Kilda's and Chippenham Road.

For 2017/18, 42% of the activities or events at the centres were delivered by Early Years Practitioners; 38% of all footfall accounted for attendance at these sessions. 1,734 visitors to the centres were out of borough so are not reflected in the ward breakdown.

7. Families at centres and involved with the Early Help Service

For 2017/18, there were 544 families who were involved with the Early Help Service (i.e. an intervention from a Family Practitioner). The highest proportion (both 10%) of these families lived in Gooshays and Heaton, followed by South Hornchurch (9%). There were 2,772 families who registered at a children's centre in 2017/18. The wards with the highest number of families registering were Brooklands, Romford Town and Gooshays. 335 families who registered also lived out of borough. The wards with the lowest registration numbers were Upminster, Cranham and Hacton.

Furthermore, there were 265 families who were seen three or more times (sustained contact) within 2017/18 at the children centres. This accounts for 4% of the reach of all families who were seen at the centres in this time period. Of these families, 11% scored within the top 10% most deprived. This tells us that families living in the most deprived areas who have visited centres are mostly not returning more than twice. 33% of families who sustained contact scored over 40% IDACI. The wards with the highest number of sustained contacts were Havering Park, Heaton and Gooshays. No families from Cranham or Upminster sustained contact at the centres.

8. Pregnant teenagers

Definition: *a teenage mother is classed as those aged between 12 and 17 at the time of delivery.*

Data on teenage mothers is available by Clinical Commissioning Group (CCG) rather than ward. This is due to the limited numbers of mothers meaning that they could be easily identified through data at ward level. In 2017/18, there were 12 young women (all of whom were aged 17) who gave birth in Havering (there were nine each in both Barking & Dagenham and Redbridge aged between 15 and 17 years). Teenage pregnancy rates in Havering have decreased from 35 per 1000 births being to mothers aged 15-17 in 2009 to 20 births per 1000 in 2016. However this reduction has been slow compared to progress nationally, and a review of Havering's overall strategy is planned. Irrespective of future success, we will continue to need to support a small, and hopefully reducing, number of teenage mothers.

Children's centres record the number of pregnant teenagers visiting the centres, and also offer the Mellow Babies course which is a parenting programme for mothers aged 16-23 years old. 16 individual mothers (reach) were recorded as attending Mellow Babies between January-July 2018.

In 2017/18, 55 visits by pregnant teenagers (reach) at the centres by a variety of services, although none were recorded as visiting Chippenham Road. 42% of these visited Ingrebourne, which only offers midwifery appointments, preparing for birth sessions and birth registrations. It should be noted that the reach is measured by centre, therefore these individuals could have visited different centres and be recorded separately. In 2016/17, there were 75 visits by pregnant teenagers recorded at the centres (27% more than 2017/18).

9. Children subject to Child in Need and Child Protection Plans and Looked after Children.

Children and their families who are in receipt of statutory safeguarding services from the Local Authority are prioritised for universal and targeted services. This is usually via a referral from a professional or through the parents self-referring. The Contact Team, who supervise and facilitate contact between children in care and their families, are based at Elm Park Children's Centre and use space at other children's centres. These services are a vital part of our statutory duty as corporate parents.

In June 2018 there were 501 Child in Need (CiN) plans and 243 Child Protection (CP) plans in the borough. For CiN plans, the highest numbers were in Heaton, Gooshays and Romford; plans in these three wards accounted for 34% of the total number of plans. CiN plans in Heaton have increased by 51% and by 25% in Romford Town compared to June 2017. Of these CiN plans, 29% (146) were for children under the age of five. Heaton was the ward with the highest amount (22), followed by Elm Park (17) and Gooshays (16).

For CP plans, 29% of the total plans were in Gooshays and Romford Town. Notable increases compared to June 2017 include Romford Town (40%), Squirrel's Heath (92%) and Elm Park (35%). No CP plans were recorded in Upminster and Emerson Park. Of these CP plans, 79 (33%) were for children under the age of five. Brooklands and Gooshays were joint highest (both with 12), followed by Romford Town (9).

10. Domestic Violence

In 2017/18 there were 715 domestic violence contacts in the Early Help Service. Gooshays, Heaton and Brooklands had the highest numbers, accounting for 36% of total contacts; these wards were also the highest for 2016/17. There has also been a 25% decrease in the number of domestic violence contacts compared to 2016/17. Furthermore, 39% of all domestic violence contacts in 2017/18 involved a child aged 0-5.

Between January-July 2018, it was recorded that 20 individual women attended sessions held by Solace; no attendees for Women's Aid sessions were recorded but this is likely to be due to the confidential nature of the groups.

11. Benefit claims

The Claimant Count is a measure of the number of people claiming benefits principally for the reason of being unemployed, based on administrative data from the DWP's benefits system. This includes Universal Credit and Job Seekers Allowance. The average across Havering is 1.6%, compared to the London average of 2.2%.

The wards with the highest claimant count in August 2018 were Gooshays, Heaton, Romford Town, Brooklands and South Hornchurch. Between January-July 2018, there were 43 attendees at the Employment Advisor sessions which are held at St Kilda's Children's Centre. Initial success of these sessions indicates that it would be beneficial to be able to offer this service in other areas of the borough. Parents/carers can come and access support with returning to employment, training, job opportunities/searching etc. The sessions are run by professionals from DABD and Havering Works through booked appointments or drop in sessions. From the 22nd October 2018, Peabody Trust will also be part of the sessions. Families are usually referred to the service via the Troubled Families Employment Advisors.

The wards with the highest percentage of children who are eligible for and claiming free school meals (FSM) for 2018 are Romford Town (30%), Havering Park (25%) and Gooshays (19%). Significant changes since 2017 are a 50% increase in Romford Town (15% in 2017), 50% decrease in Elm Park (6% in 2017) and 44% decrease in Heaton (13% in 2017). There was also a 38% decrease in Rainham and Wennington. Seven out of 18 wards experienced an increase in the percentage of children claiming FSM compared to 2017. The average percentage for children in reception claiming FSM across the borough was 11.9%.

12. Education

In 2018 the wards with the highest percentage of children achieving a Good Level Development (GLD) at the end of reception were Hacton, Squirrel's Heath and Hylands (unchanged from 2017). Significant changes since 2017 are a 19% decrease in Romford Town, and a 13% increase in Rainham and Wennington. This ward was the fourth lowest scoring ward in 2017 but is the fourth highest scoring for 2018. The average percentage for GLD across the borough was 70.8% and the average for London is 71.1%. Romford Town is Havering's lowest ward, scoring 58.6%.

There is work ongoing within the Local Authority to develop a partnership approach to school readiness, alongside an agreed set of indicators that could point towards a child potentially not being ready to start school. Opportunities exist in Early Years settings through the two year old education development check and via the universal Health Visiting Service two and a half year old health development check to identify development delays prior to children reaching school age. Better collation and comparison of data from the checks could enable the Early Help Service to offer targeted support and for children's centres to offer services according to need.

13. SEND

For children with Special Educational Needs (SEN), the wards with the highest numbers were Upminster, Gooshays and Hylands. All wards, with the exception of Upminster, experienced decreases compared to 2017, most notably in Emerson Park and Mawneys (both 64% decreases). It should be noted that often children are not diagnosed as having SEN until after the age of five. The average percentage for SEN across the borough was 3.7%.

There has been a 4% increase in the number of children aged 0-5 with disabilities known to the Local Authority between June 2017 and July 2018. This list includes children who are in pre-school, nursery and reception settings. Gooshays, Romford Town and Heaton had the highest numbers, with Gooshays seeing a 21% increase compared to 2017.

Services for children with disabilities at children's centres include a sensory group at Elm Park, which is delivered by the Children and Adults with Disabilities (CAD) Team with the focus on children with additional needs, as well as sensory play sessions at Collier Row and Chippenham Road delivered by an Early Years Practitioner. In addition, CAD screenings are offered at Elm Park, Chippenham Road and Collier Row, and a sign language class is also offered at Elm Park. It should be noted that Elm Park, where the majority of these services are delivered from, is not located in the areas with the highest numbers of children aged 0-5 with disabilities. There is scope in the future to expand this offer to further locations across the borough.

Conclusions

This document has analysed Havering's population, the level of usage of the centres, where families who access the services are coming from and whether the services are being accessed by the families who are resident in the wards where there is the most deprivation.

- Centres which are most used are Collier Row and St Kilda's
 - Accounted for 41% of the total reach of all seven centres, and they are also the largest centres
- Footfall was particularly low at Hilldene and Chippenham Road, both located in Havering's most deprived wards. It should be noted that these are particularly small centres with a limited range of provision on offer.
- Population projections show that there are expected increases in South Hornchurch, Romford Town and Brooklands, all of which are categorised as deprived wards
- Data suggests that families are attending the centres that are closest to where they live
- Significant amount of activities had a reach of less than 50 individuals over a seven month period in 2018
- Centres are primarily used by families for health services
 - 54% of all those who visited (volume) the centres in 2017/18 accessed health services
- Most families involved with the Early Help Service were in Gooshays, Heaton and South Hornchurch
 - Indicates areas where earlier intervention at a universal level could have been effective to prevent escalation of need
 - Gooshays, Heaton, Elm Park, Brooklands and Romford Town are the highest wards with children aged 0-5 on CiN and CP plans.
 - Currently, the only provision to help parents with employment is delivered from St Kilda's (located in Romford Town). However from November 2018 Havering Works will be collocated Hilldene, Collier Row and Rainham Village.
- For child development, Romford Town, Heaton and Gooshays are significantly below the London average
 - These wards also have the highest levels of children aged 0-5 with disabilities

It is positive to note that the footfall at Children's Centres has increased since the last analysis. The majority of visitors attending centres are accessing health services, such as development checks and midwifery appointments. Strategic planning has been undertaken over the last 12 months to align activities with health sessions, such as Infant Feeding Café and Starting Solids Workshop. There has also been a focus on implementing groups and activities that focus on positive child development, for example Ready Steady Talk Groups have started at five of the centres.

The data shows that there is potential for us to ensure that centres are being used to their full capacity, thus ensuring that we are targeting services to our most vulnerable residents. 40% of children under 5 who are resident in the wards within the 10% most deprived areas in the country were seen at Children's Centres in 2017/18. Work needs to continue to ensure that we reach the vulnerable residents within these areas who would benefit from our services. We also need to be more creative in our promotion of activities, for example reaching out to NCT groups, GP surgeries and providing knowledge to community representatives of services on offer. Exploration is also being given to delivering services out of alternative venues, thus increasing accessibility within the community. When promoting activities, we also need to take into account the literacy levels in different areas of the borough. Data from The National Literacy trust shows that eight wards in Havering score 3 or less on the indicator of need (1 being the greatest need and 9 being the least need). These wards correlate with those areas which are categorised as the most deprived.

Going forward, we now have nine volunteers that have been trained and DBS checked and will support with the continued increase of the 0-5 offer. A further proposal will be developed to look at how

we deliver the children's centre offer in the future, ensuring that we are providing efficient and cost effective services that have the most benefit to our residents.

July 2018

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Appendix 1; Response to public consultation: September 2019

Please note that this is a combination of the responses received online, by hand and verbally at the consultation meetings

Question 1; which of the following applies to you?

Total number of responses = **872** (multiple options could be chosen)

444 (51%) I am a Havering resident

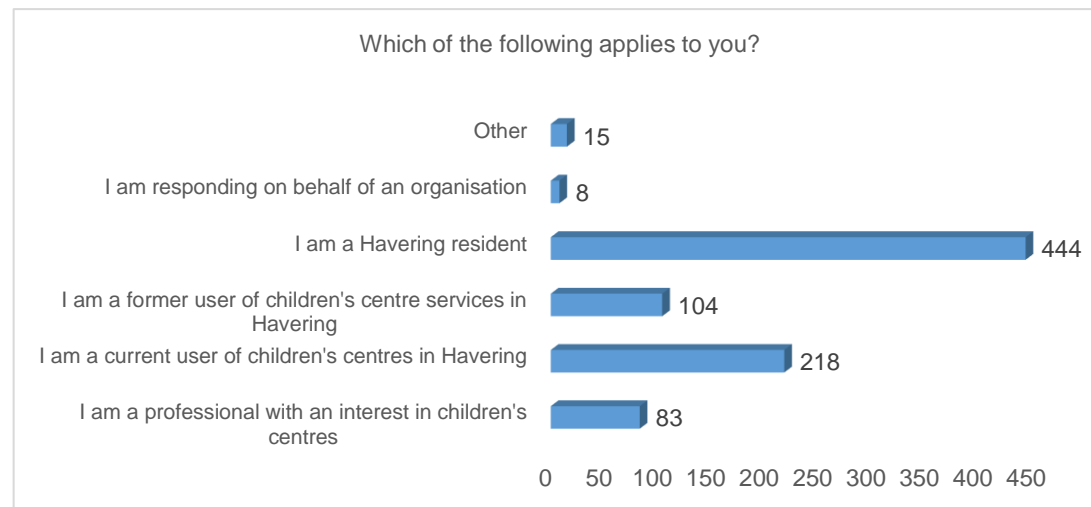
218 (25%) I am a current user of children's centre services in Havering

104 (12%) I am a former user of children's centre services in Havering

83 (10%) I am a professional with an interest in children's centres

8 (1%) I am responding on behalf of an organisation

15 (2%) Other



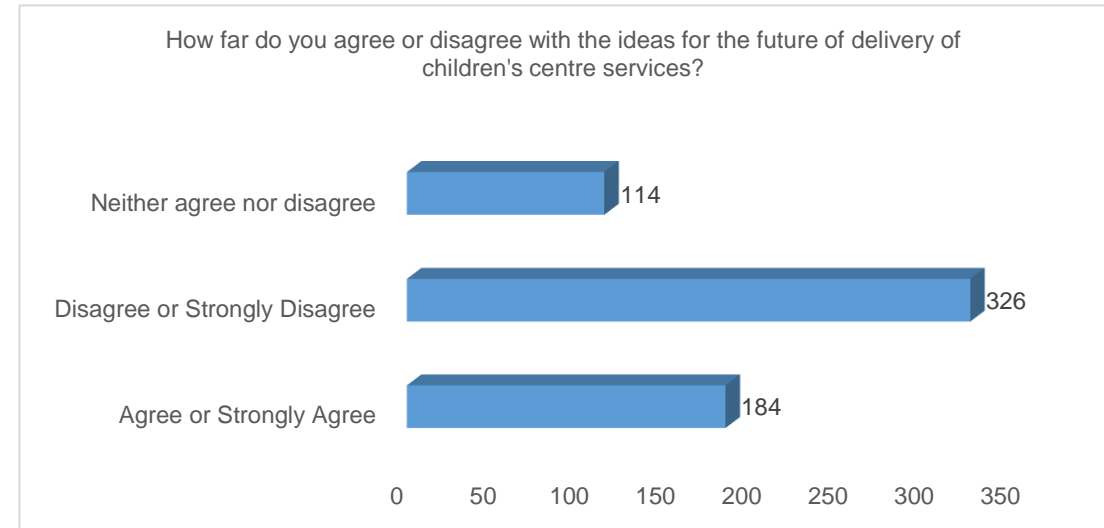
Question 2; How far do you agree or disagree with the ideas for the future delivery of children's centre services?

Total number of responses = **624**

326 (52%) Disagree or strongly disagree

184 (29%) Agree or strongly agree

114 (18%) Neither agree nor disagree



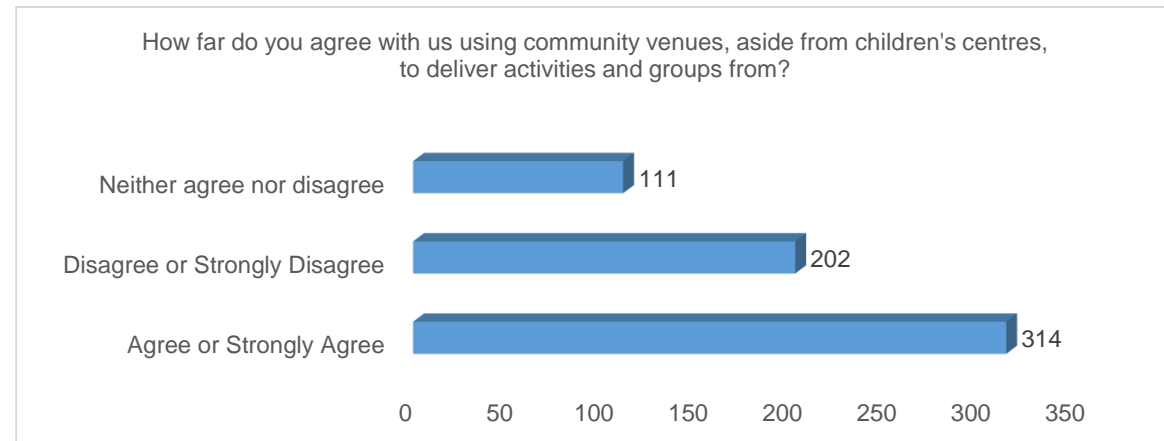
Question 3; How far do you agree with us using community venues, aside from children's centres, to deliver activities and groups from?

Total number of responses = **627**

314 (50%) Agree or strongly agree

202 (32%) Disagree or strongly disagree

111 (18%) Neither agree nor disagree



Question 4; To help us explore possible venues for future delivery of activities and groups for children aged under five, please let us know which venues you would consider attending;

Total number of responses = **1730** (multiple options could be chosen)

361 (21%) Community Centres

290 (17%) Leisure Centres

274 (16%) Nurseries or Pre-Schools

269 (16%) Church Halls

251 (15%) Schools

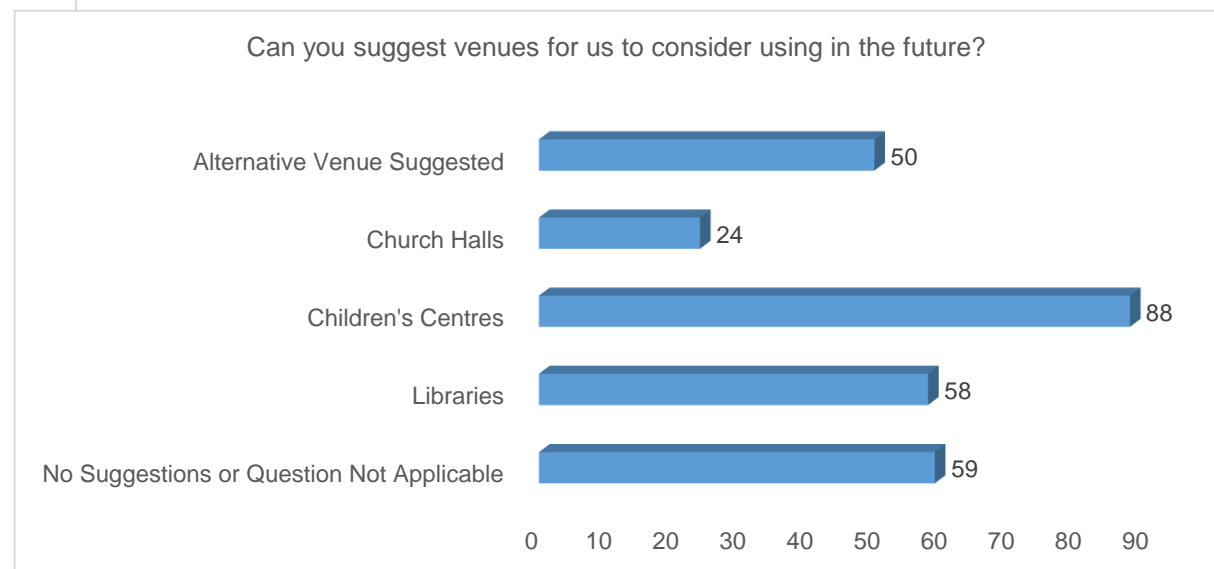
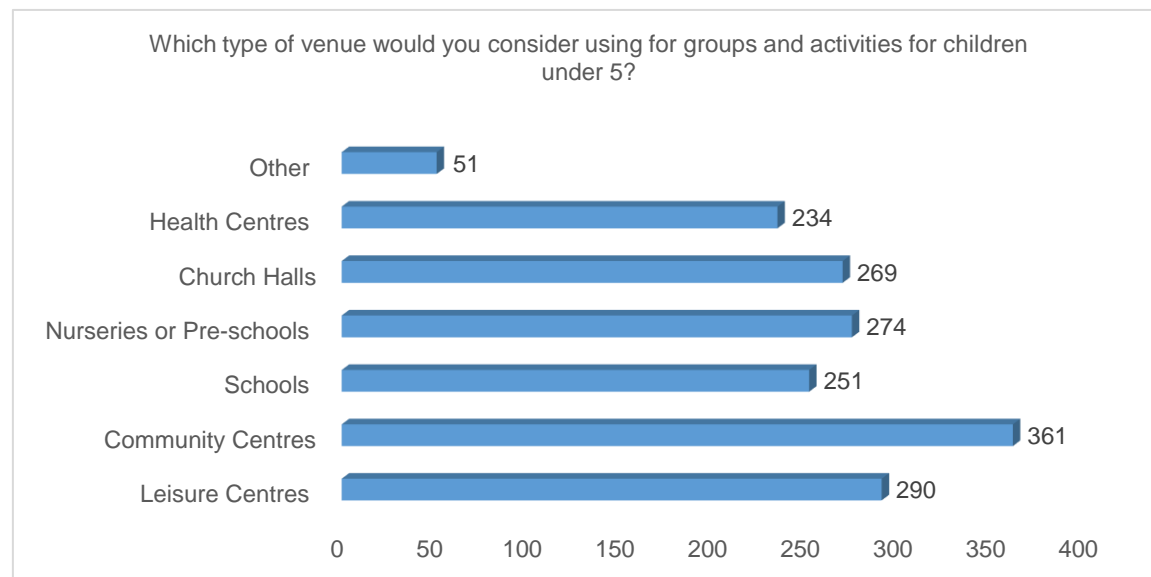
234 (14%) Health Centres

51 (3%) Other

Question 5; Are there any suggestions you can give us of venues in your local area that would be suitable for the delivery of activities and groups for children aged under five and their parents/carers?

Respondents were given the option to write free text in response to this question. We have analysed this in conjunction with the responses to the subsequent question which asked residents to suggest venues that we could consider for service delivery in the future. In total there were 319 free text responses to this part of the survey.

A number of responses to this question were in support of retaining service delivery in children's centre, with a number of residents expressing concern that services available in their local area would be lost.



50 specific community venues in the borough were identified by residents as possible options for service delivery going forward, these have all been noted and are being explored. Some of the most popular suggestions were;

- Community Spaces in local supermarkets
- Coffee Shops/Cafés
- Space in shopping centres
- Pop-ups in unused shops
- Local Parks

Respondents also highlighted the need to consider venue accessibility and availability of parking when venue use is considered. Others expressed that they would use any venue providing it is suitable for the service on offer. There was also concern expressed about services being removed from Harold Hill and Rainham.

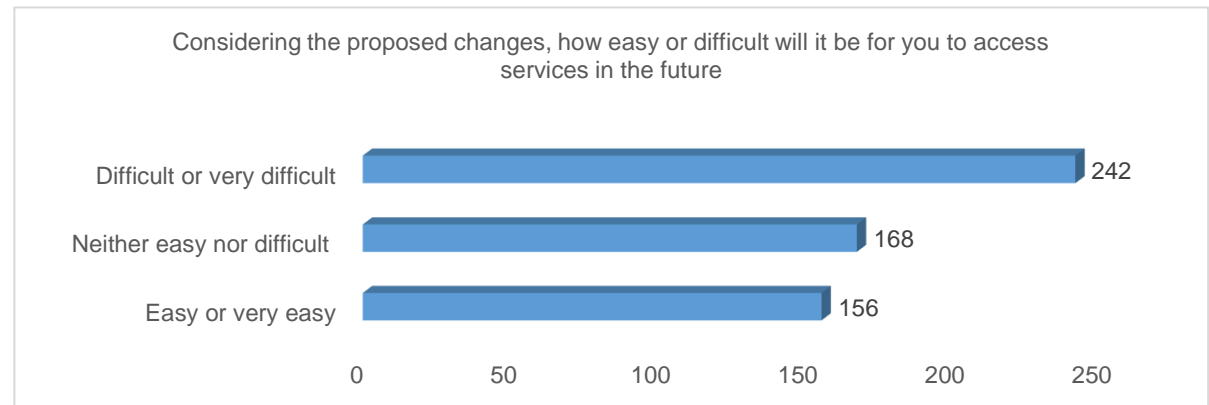
Question 6; considering the proposed changes, how easy or difficult will it be for you to access services in the future?

Total number of responses = **566**

242 (43%) Difficult or very difficult

168 (30%) Neither easy nor difficult

156 (28%) Easy or very easy



Question 7; Which Children's Centre Services do you use regularly?

 Total number of responses = **1094** (multiple options could be chosen)

| Activity | Number | Percentage of Overall Responses |
|---|--------|---------------------------------|
| Stay and Play (0-5 Years) | 179 | 16% |
| Health Visiting Services | 141 | 13% |
| Baby Stay and Play (0-12 months) | 127 | 12% |
| Midwifery Services | 125 | 11% |
| Musical Jelly Beans | 109 | 10% |
| Baby Massage | 82 | 7% |
| Sensory Play | 74 | 7% |
| Infant Feeding Café | 63 | 6% |
| Dad's Club | 31 | 3% |
| Starting Solids Workshop | 30 | 3% |
| Parent Surgery | 30 | 3% |
| Ready Steady Talk | 30 | 3% |
| Employment Advice Surgery | 23 | |
| Butterflies (Perinatal mental health support group) | 21 | |
| Good Beginnings (SEND Support Group) | 13 | |
| Mellow Babies Parenting Course (Teenage Mothers) | 8 | |
| Bundles of Joy (Multiple Births Group) | 8 | |

Question 8; What Children's Centre do you use most often?

Total number of responses = **416**

108 (26%) Collier Row

72 (17%) Elm Park

67 (16%) Rainham Village

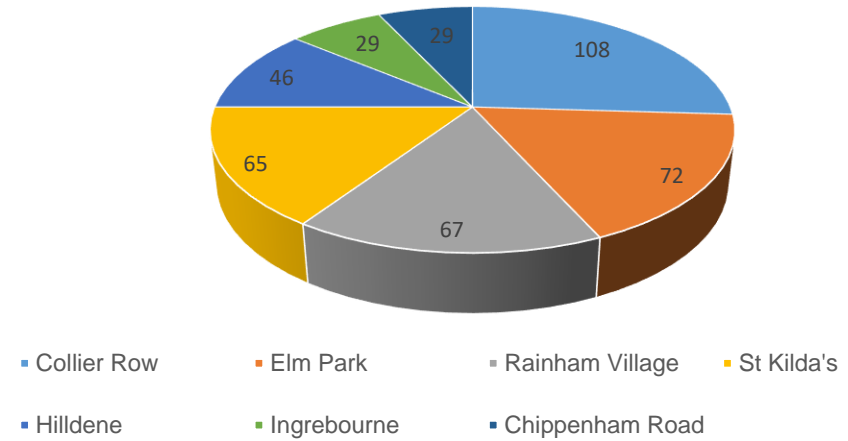
65 (16%) St Kilda's

46 (11%) Hilldene

29 (7%) Ingrebourne

29 (7%) Chippenham Road

Which Children's Centre Services do you use most often?

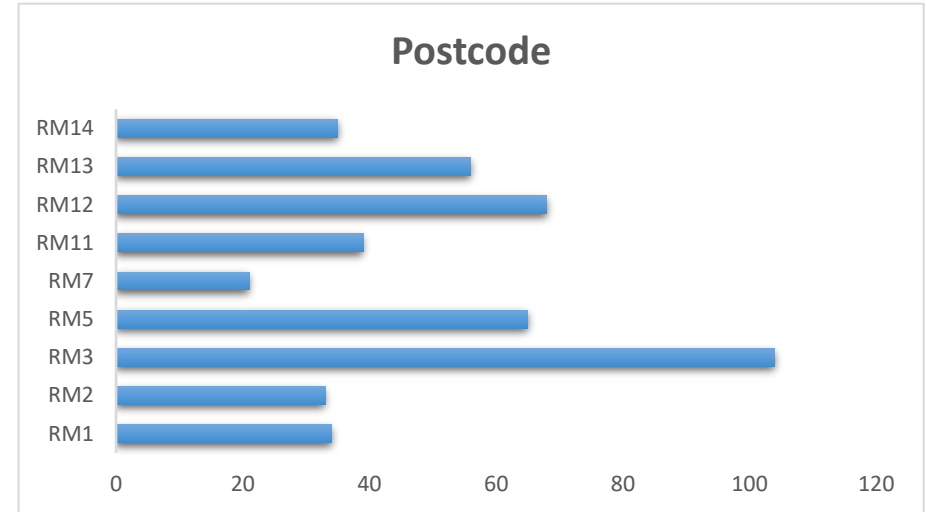


Equality and Diversity Monitoring

(This applies for respondents across the Libraries, Children's Centres and Community Hubs questionnaire. The overall total number of responses was **1614**)

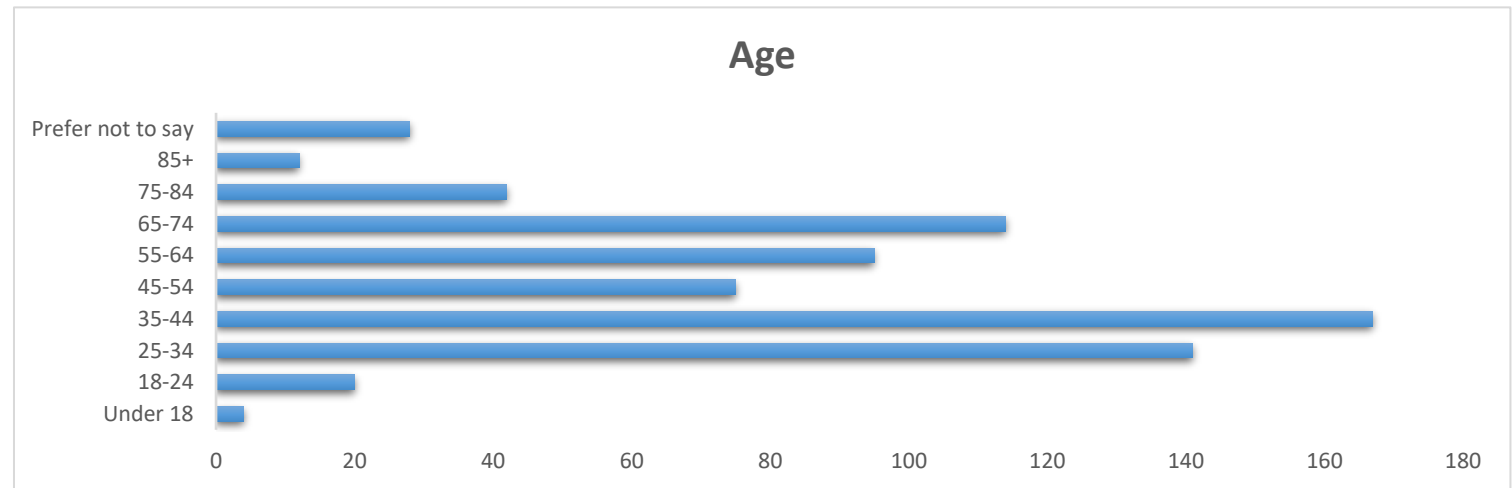
Question 1; please tell us your postcode (total number of responses = 456)

| Postcode | Area | Number |
|----------------|---|--------|
| RM1 | Romford, Rise Park | 34 |
| RM2 | Gidea Park | 33 |
| RM3 | Harold Hill, Harold Wood, Noak Hill and Harold Park | 104 |
| RM5 | Collier Row | 65 |
| RM7 | Romford, Rush Green | 21 |
| RM11 | Hornchurch, Emerson Park and Ardleigh Green | 39 |
| RM12 | Hornchurch, Elm Park | 68 |
| RM13 | Rainham, Wennington and South Hornchurch | 56 |
| RM14 | Upminster and Cranham | 35 |
| Out of borough | N/A | 1 |



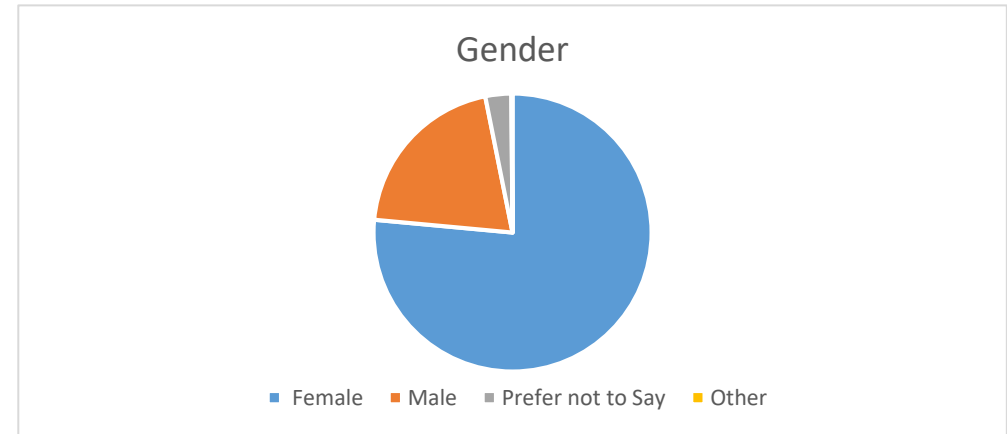
Question 2; How old are you? (Total number of responses = 698)

| Age | Number |
|-------------------|--------|
| Under 18 | 4 |
| 18-24 | 20 |
| 25-34 | 141 |
| 35-44 | 167 |
| 45-54 | 75 |
| 55-64 | 95 |
| 65-74 | 114 |
| 75-84 | 42 |
| 85+ | 12 |
| Prefer not to say | 28 |



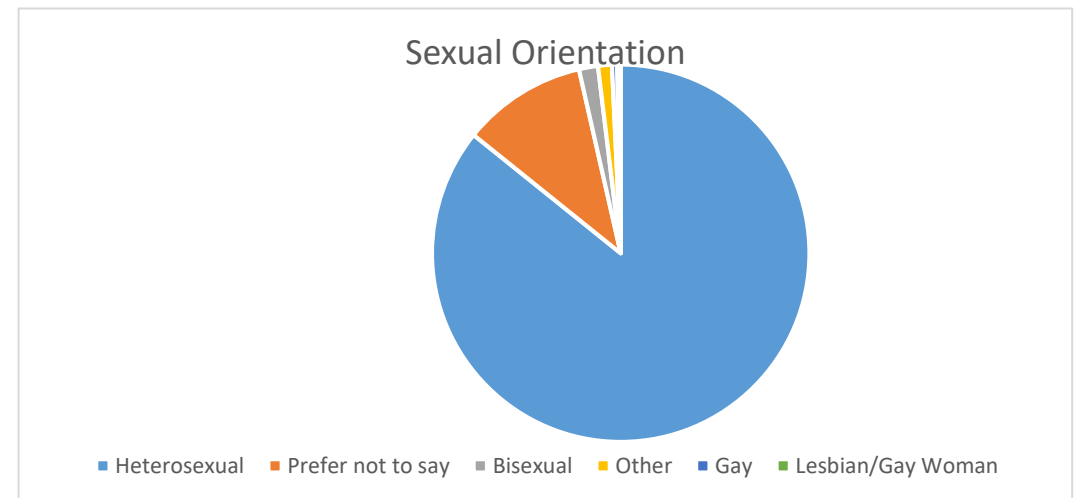
Question 3; Gender (total number of responses = 697)

| Age | Number |
|-------------------|--------|
| Female | 533 |
| Male | 142 |
| Prefer not to Say | 21 |
| Other | 1 |



Question 4; How would you describe your sexual orientation? (Total number of responses = 675)

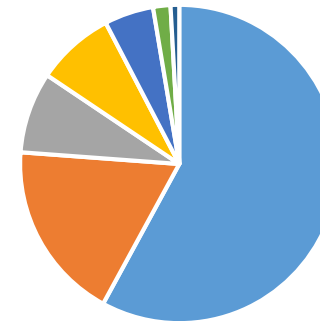
| Sexual Orientation | Number |
|--------------------|--------|
| Heterosexual | 579 |
| Prefer not to say | 72 |
| Bisexual | 11 |
| Other | 8 |
| Gay | 3 |
| Lesbian/Gay Woman | 2 |



Question 5; Relationship Status (Total number of responses = 680)

| Relationship Status | Number |
|---------------------|--------|
| Married | 394 |
| Single | 124 |
| Prefer not to say | 56 |
| Cohabiting | 54 |
| Widowed | 34 |
| Other | 12 |
| Civil Partnership | 6 |

Relationship Status

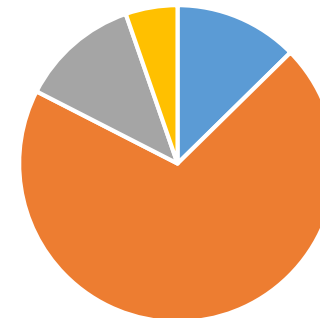


■ Married
 ■ Single
 ■ Prefer not to say
 ■ Cohabiting
 ■ Widowed
 ■ Other
 ■ Civil Partnership

Question 6; Are you pregnant or have you given birth in the last 26 weeks?

| Pregnancy/Maternity | Number |
|---------------------|--------|
| Married | 394 |
| Single | 124 |
| Prefer not to say | 56 |
| Cohabiting | 54 |

Pregnancy/Maternity

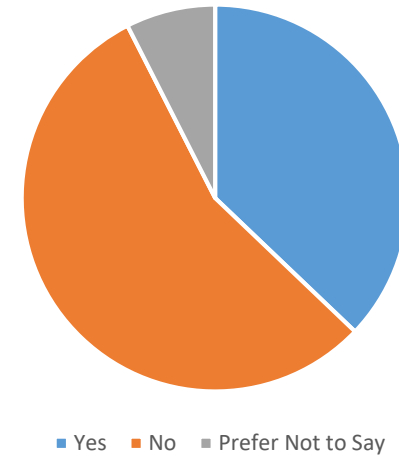


■ Yes
 ■ No
 ■ N/A
 ■ Prefer not to say

Question 7; Do you have unpaid responsibility for a child as a parent/guardian etc.? (Total number of responses = 641)

| Caring for a Child | Number |
|--------------------|--------|
| Yes | 238 |
| No | 355 |
| Prefer not to say | 48 |

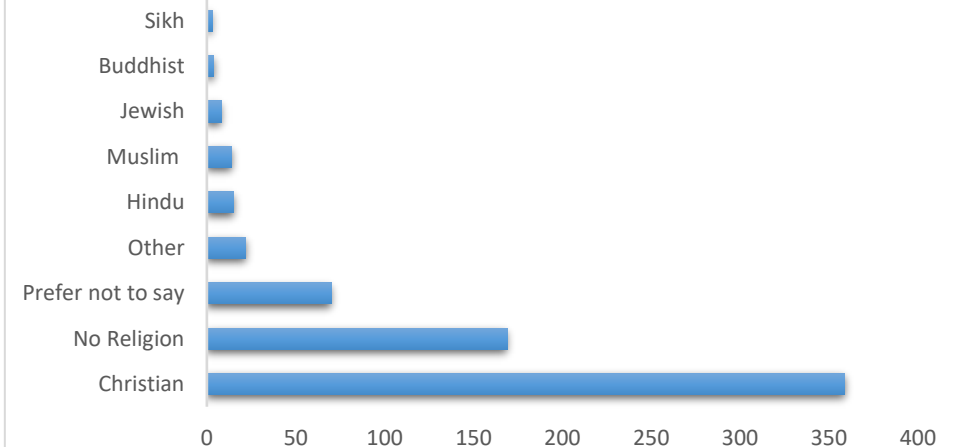
Caring for a Child



Question 7; Faith, Religion or Belief (Total number of responses = 664)

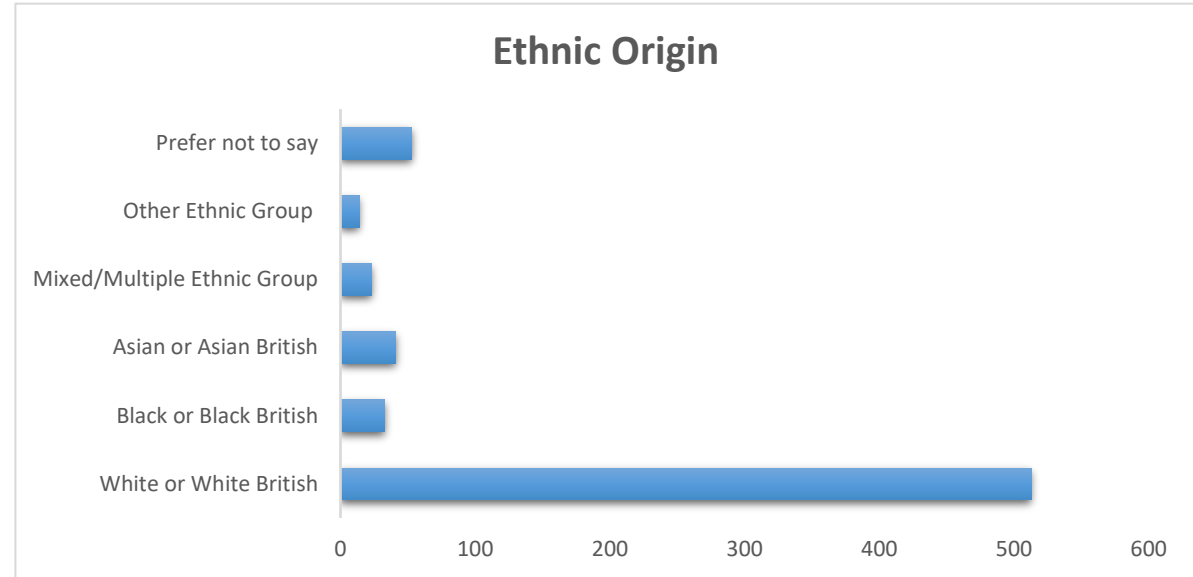
| Religion | Number |
|-------------------|--------|
| Christian | 359 |
| No Religion | 169 |
| Prefer not to say | 70 |
| Other | 22 |
| Hindu | 15 |
| Muslim | 14 |
| Jewish | 8 |
| Buddhist | 4 |
| Sikh | 3 |

Religion



Question 9; How would you describe your ethnic origin?
 (Total number of responses = 677)

| Ethnic Origin | Number |
|-----------------------------|---------------|
| White or White British | 513 |
| Black or Black British | 33 |
| Asian or Asian British | 41 |
| Mixed/Multiple Ethnic Group | 23 |
| Other Ethnic Group | 14 |
| Prefer not to say | 53 |



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Equality & Health Impact Assessment (EqHIA)

Document control

| | |
|-----------------------------------|--|
| Title of activity: | Proposed De-Designation and Closure of Chippenham Road Children's Centre |
| Lead officer: | Helen Harding; <i>Strategic Head of Service for Early Help, Targeted Support, MASH and Youth Justice</i> |
| Approved by: | Tara Geere; <i>Director of Starting Well</i> |
| Date completed: | November 2023 |
| Scheduled date for review: | TBC |

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

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.

| | | | | |
|----|---|---|--|---|
| 1 | Title of activity | Proposed De-Designation and Closure of Chippenham Road Children's Centre | | |
| 2 | Type of activity | A report is scheduled for presentation to Cabinet in December 2023 outlining a recommendation for the proposed de-designation and closure of Chippenham Road Children's Centre. This was outlined as part of the savings proposals in the Havering Council Budget 2023/24 report. This also follows public consultations on the proposal from October-December 2022 as well as June-September 2019. | | |
| 3 | Scope of activity | <p>The recommendation in the Cabinet report is to de-designate and close Chippenham Road Children's Centre</p> <p>The recommendation has been carefully considered, following the response to two previous public consultations.</p> <p>The site has been closed since March 2020 and all services previously delivered from this location are now being delivered nearby at Ingrebourne Children's Centre.</p> | | |
| 4a | Are you changing, introducing a new, or removing a service, policy, strategy or function? | Yes | <p>If the answer to <u>any</u> of these questions is 'YES', please continue to question 5.</p> | <p>If the answer to <u>all</u> of the questions (4a, 4b & 4c) is 'NO', please go to question 6.</p> |
| 4b | Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)? | Yes | | |
| 4c | Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing? | Yes | | |
| 5 | If you answered YES: | Please complete the EqHIA in Section 2 of this document. Please see Appendix 1 for Guidance. | | |
| 6 | If you answered NO: | N/A | | |

| | |
|----------------------|--|
| Completed by: | Helen Harding; <i>Strategic Head of Service for Early Help, Targeted Support, MASH and Youth Justice</i> |
| Date: | November 2023 |

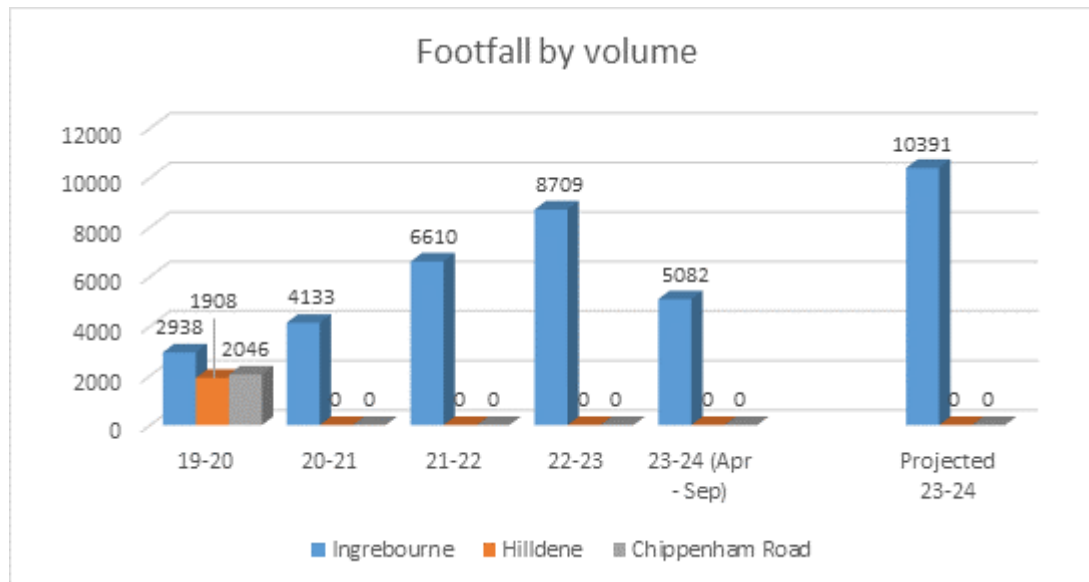
2. The EqHIA – How will the strategy, policy, plan, procedure and/or service impact on people?

Background/context:

From 14th October 2022-30th December 2022, a formal public consultation commenced entitled 'Havering Council Budget Consultation 2023/24'. Part of this consultation was recommending the rationalisation of early help and youth services. Plans included permanently closing Chippenham Road Children's Centre and delivering services from other locations. A public consultation which also including this proposal was previously undertaken in June-September 2019.

In response to Government guidance during the Covid-19 pandemic, Chippenham Road Children's Centre was closed due to it being a smaller site where social distancing measures could not be implemented. As expected, there was a drop in footfall across all of the Children's Centres in Havering during this period, however, since the government has moved to 'living with Covid', our footfall has returned to pre-pandemic levels in the Harold Hill area, despite Chippenham Road Children's Centre remaining closed.

Below data shows year on year data from 2019/20 with projected footfall for the Harold Hill area.



Ingrebourne Children's Centre which is also located in the Harold Hill area a short distance from Chippenham Road Children's Centre, enhanced its offer and has seen a steady year on year increase in footfall. Services previously delivered at Chippenham Road Children's Centre have been relocated to Ingrebourne Children's Centre, please see the tables below.

| Services delivered from Chippenham Road Children's Centre 2020 | |
|--|------------------------------------|
| 0-5 offer | Partners delivering services |
| Stay & Play | Child Development Reviews (Health) |
| Musical Jelly Beans | |
| Baby Stay & Play | |

| Services delivered from Ingrebourne Children's Centre 2023 | |
|--|---|
| 0-5 offer | Partners delivering services |
| Stay & Play | Child Development Reviews (Health) |
| Musical Jelly Beans | Community Midwives |
| Baby Stay & Play | Birth Registration Service |
| Baby Massage | CAD 0-5 (Children & Adults with Disabilities) |

Ingrebourne Children’s Centre also has community midwives located on site for expectant and new parents alongside services delivered as part of the 0-5yr old Healthy Child Programme. The Birth Registration Service now also has a presence in the Centre increasing opportunities to alert parents to the support services available and the benefits of accessing these services at the earliest opportunity through both the children’s centres and community settings. These initial contacts with families enable the practitioners to make decisions about prioritising a follow up contact from the centre around issues such as English not as a first language, SEN/disability and young parents.

Who will be affected by the activity?

Residents have not accessed services at Chippenham Road Children’s Centre since March 2020, the services previously available can now be accessed at a nearby site, however it is possible that some residents previously accessing services are now not doing so. Due to co-location of midwifery and health visiting services at Ingrebourne Children’s Centre we are confident that families who would have previously accessed services will continue to do at the current location.

There are no staff currently located at the centre so none will be affected by this activity.

Protected Characteristic - Age: Consider the full range of age groups

Please tick (✓) the relevant box:

Positive

Neutral

Negative

Overall impact: It is assessed that the impact on the age characteristic will be neutral. The purpose of a children’s centre is to deliver early childhood services, by this definition the majority of services are aimed at 0-5 year olds.

Children’s centres also provide assistance and advice to parents, prospective parents, carers or guardians. There is no age specification on parents / carers accessing these services and this will not differ if the recommendations are agreed.

Evidence:

The recorded population in Havering as per the 2021 Census is 262,052 with 16,488 of the population being children 0-4 years.

Havering's population has altered significantly, with almost all age groups either declining or growing. As well as (and likely linked to) significant growth in the population aged 25 to 39, the proportion of young children in Havering has increased at one of the fastest rates nationwide. Havering saw the second highest growth of all local authorities of those aged 0-4. Havering also saw the 12th highest growth nationally and the 2nd highest growth within London for children aged 5-9. At the time of the 2021 Census, 24.3%, or roughly one in four people living in Havering, were aged 0 to 19.

The increase in our population of 0-4 year olds has meant an increase in demand for services, and an increased likelihood that there are families who would benefit from services we have not reached. In order to maximise the impact of services we need to adapt and develop our service delivery to make it more widely accessible.

Over the last 5 years, we have seen an increased in referrals being made to the Multi Agency Safeguarding Hub (MASH) and subsequently families who require intervention across universal, early help and statutory services. In response to this, we will be making changes to the early help offer to respond to this demand to ensure families get the right support at the right time. Under the new model, early help would have a greater focus upon the delivery of proven targeted early intervention and “edge of care” provision within a range of community settings. Like all areas of the Council, we need to consider how we can ensure the service is delivered in the most cost effective way.

Sources used:

- Census 2021- [Havering – Population Intelligence Briefings \(haveringdata.net\)](https://www.haveringdata.net/)
- Information and Data obtained via the Children’s Services Recording System (Liquid Logic).

| Protected Characteristic - Disability: Consider the full range of disabilities; including physical, mental, sensory and progressive conditions | |
|---|---|
| <i>Please tick (✓) the relevant box:</i> | |
| Positive | |
| Neutral | ✓ |
| Negative | |
| <p>Overall impact: It is assessed that the impact on those with physical disabilities, mental ill health, Special Educational Needs or Disabilities (SEND) or learning difficulties will be neutrally affected, should the proposed changes be implemented. Ingrebourne Children's Centre has an offer in place from the Children and Adults with Disabilities 0-5 Team and this will not change should the recommendations in the report be agreed.</p> | |
| <p>Evidence:</p> <p>In 2021, 6.6% of Havering residents were identified as being disabled which impacted and limited on their lives. At least one in four people will experience mental ill health at some point in their life and one in six adults will have a mental health issue at any one time. The potential impact upon children living with parents who have mental ill health are widely documented. One in ten new mothers will experience postnatal depression and it is vital the right support is available and accessible. By widening our offer to community venues and offering services where new mothers are likely to be, we can increase our opportunity to reach those who may be in need of support.</p> <p>There is evidence to suggest that when children act as young carers there is potential to jeopardize their educational development as well as social and emotional health and wellbeing. There are currently services delivered as part of the universal offer, which has recently expanded to include siblings of young carers. We have commissioned a provider (Imago) to deliver this service.</p> <p>For example, two Walk & Talk buggy sessions have been launched to encourage being physical active and reduce social isolation which has shown to promote overall health and wellbeing.</p> <p>By working in collaboration with partners and exploring joint funding bids, our perinatal service Butterflies and Havering Mind Mums Matter programme are planning to increase capacity for services that support perinatal mental health to reach a greater proportion of those most in need of targeted support.</p> | |
| <p>Sources used:</p> <ul style="list-style-type: none"> • This is Havering 2018 version 4.1 (August 2018) <i>produced by public health intelligence</i> • Projecting Adult Needs and Service Information System (PANSI, 2017); calculations uses Mid-year population estimates 2017; Office for National Statistics (ONS); <i>produced by public health intelligence</i> • How life has changed in Havering: Census 2021 (ons.gov.uk) • Mental Health JSNA January 2015 • Children as carers: the impact of parental illness and disability on children's caring roles – Jo Aldridge and Samuel Becker, The Association for Family Therapy 1999. | |

| Protected Characteristic - Sex/gender: Consider both men and women | |
|--|---|
| <i>Please tick (✓) the relevant box:</i> | |
| Positive | |
| Neutral | ✓ |
| Negative | |
| <p>Overall impact: Currently, the majority of attendee's at children's centres are female. As the recommendations do not result in any changes to the level of service delivery, if agreed, it is anticipated that the impact will be neutral. We are hopeful that going forward we may see a reduction in the gap between female users of the Centre's and other genders.</p> | |
| <p>Evidence:</p> <p>The 2021 Census shows that out of the 262,052 residents in Havering, 135,668 (52%) are female and 126,384 (48%). With 5.9% of the population being female 0-4 years and 6.7% male.</p> <p>In 2022, Fatherhood Institute reported that less than 4% of eligible families' use shared parental leave. This means it is more likely to be women that are able to attend activities, groups and workshops at the children's centres as the majority are held on week days. The expansion of the service delivery to community venues increases the possibility of a varied timetable of activities and groups. This is also supported by the increase of trained a volunteer cohort to support with service delivery.</p> | |

There are services delivered from children’s centres where the gender of attendees is predetermined, for example a Dad’s Club takes place at St Kilda’s on alternate Saturday mornings for fathers and male carers to attend with their child/ren and partake in activities. There are similar activities available for mothers at alternative times.

Recognising the important role fathers play in caring for their child/ren and to increase their confidence and skills in providing responsive parenting, a virtual Becoming Dad course is also now in place. The perinatal period during pregnancy provides an opportunity to engage fathers and research demonstrates that close involvement of fathers from birth onwards, can support positive infant and child development laying the foundations for improved social, emotional and cognitive development with lifelong benefits.

We will ensure that younger fathers will also be included in further engagement and in service development which encourages their participation, building on our engagement work already undertaken with ‘Becoming Dad’.

Sources used:

- Census 2021- [Havering – Population Intelligence Briefings \(haveringdata.net\)](https://www.haveringdata.net)
- <http://www.fatherhoodinstitute.org>

Protected Characteristic - Ethnicity/race: Consider the impact on different ethnic groups and nationalities

Please tick (✓) the relevant box:

| | |
|-----------------|---|
| Positive | |
| Neutral | ✓ |
| Negative | |

Overall impact: It is assessed that the impact on this protected characteristic will be neutral. There are no services provided through our children’s centre offer where access is pre-determined by ethnicity.

Evidence:

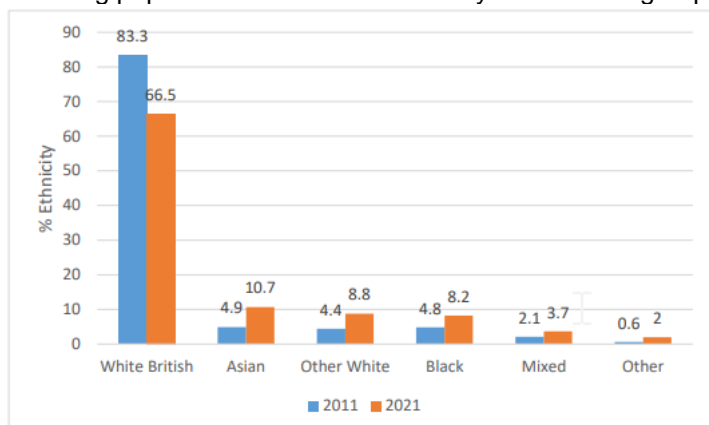
Ethnic make-up of Households

The 2021 Census shows that 33.5% of people in Havering identify as non-White British. 66.49% of people identify as White British, which is the second highest figure in London. 87.8% of Havering residents identified with at least one UK national identity (English, Welsh, Scottish, Northern Irish, British and Cornish);

In 2021, White British remains the most common ethnic group in Havering, with 66.5% (174,232) of the population identifying in this group.

The next most common ethnic group is Asian, accounting for 10.7% (28,150) of the population.

Havering population in 2011 and 2021 by main ethnic group



Source: Office for National Statistics (ONS), Census 2011 & 2021; Produced by: Havering PHI

Language

In 2021, 90.1% (227,346) of Havering residents, aged 3 years and over, identified as having English as their main language, down from 95.4% (218,645) in 2011. The top 10 other languages identified in 2021 are shown in Figure 7, below. 4.8% of households have no members that have English as their main language.

Top 10 main languages in Havering (excluding English)

| Language | Observation | % |
|------------|-------------|-------|
| Romanian | 5742 | 2.28% |
| Lithuanian | 2203 | 0.87% |
| Punjabi | 1393 | 0.55% |
| Polish | 1320 | 0.52% |
| Bengali | 1131 | 0.45% |
| Urdu | 1081 | 0.43% |
| Bulgarian | 900 | 0.36% |
| Portuguese | 730 | 0.29% |
| Russian | 719 | 0.28% |
| Tamil | 669 | 0.27% |

Source: Office for National Statistics (ONS), Census 2021; Produced by: Havering PHI

Our services have adapted to respond to the change in demand brought about by a shift in demographics and growing cultural diversity. There is an increased focus on raising awareness of the children's centres offer through linking in with faith groups in the community via Havering's Inter Faith Forum. Promotional materials in a range of spoken languages are also being used as part of marketing campaigns including for the National Healthy Start Scheme.

There are no services offered out of a children's centre where attendance is specified based on ethnicity, race or culture. Services are offered at varying days/times and this will increase with a wider community based offer going forward.

Sources used:

- This is Havering 2018 version 4.1 (August 2018)
- 2011 Census

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

| | | |
|--|---|--|
| <i>Please tick (✓) the relevant box:</i> | | Overall impact: It is assessed that the impact upon this protected characteristic is neutral. |
| Positive | | |
| Neutral | ✓ | |
| Negative | | |

Evidence:

The most commonly reported religion in Havering is Christian, with 52.2% of the total population in 2021 describing themselves as Christian. This is a reduction from 65.6% in 2011. No religion was the second most common response, with 30.6% identifying in this category, up from 22.6% in 2011. Other religions accounted for 11.7% of the total Havering population, which is an increase from 5.1% in 2011.

No activities delivered as part of our children's centre offer are aligned to any faith or religion and there are no services offered out of a children's centre where attendance is specified based on religion. Services are offered at varying days/times and this will increase with a wider community based offer going forward.

Sources used:

- Census 2021- [Havering – Population Intelligence Briefings \(haveringdata.net\)](https://www.haveringdata.net/)

Protected Characteristic - Sexual orientation: Consider people who are heterosexual, lesbian, gay or bisexual

| | | |
|--|---|--|
| <i>Please tick (✓) the relevant box:</i> | | Overall impact: Overall the impact on sexual orientation is neutral. Access to services at children's centres is not determined based on sexual orientation and this information is not collated about service users. |
| Positive | | |
| Neutral | ✓ | |
| Negative | | |

| |
|--|
| Evidence: There are no services offered out of a children's centre where attendance is specified based on sexual orientation, and this information is not collated about those accessing the services. All residents will be provided with the same information and afforded with the same opportunities to express their views and opinions. |
| Sources used: N/A |

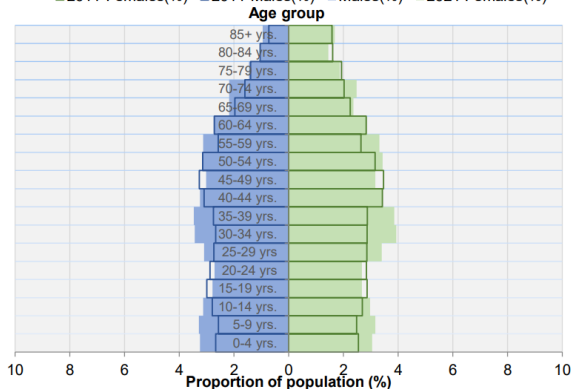
| | | |
|---|---|---|
| Protected Characteristic - Gender reassignment: Consider people who are seeking, undergoing or have received gender reassignment surgery, as well as people whose gender identity is different from their gender at birth | | |
| <i>Please tick (✓) the relevant box:</i> | Overall impact: Overall the impact on gender reassignment is neutral. The proposal impacts residents in the same way despite their gender or whether they have had or are in the process of gender reassignment. | |
| Positive | | |
| Neutral | | ✓ |
| Negative | | |
| Evidence: There are no services offered out of a children's centre where attendance is specified based on current or previous undertaking of gender reassignment. This information is not collated about those accessing the services. | | |
| Sources used: N/A | | |

| | | |
|---|---|---|
| Protected Characteristic - Marriage/civil partnership: Consider people in a marriage or civil partnership | | |
| <i>Please tick (✓) the relevant box:</i> | Overall impact: Overall the impact on marriage and civil partnership is neutral. | |
| Positive | | |
| Neutral | | ✓ |
| Negative | | |
| Evidence: There are no services offered out of a children's centre where attendance is specified based on marital or civil partnership status. This information is not collated about those accessing the services as an accessibility criteria. All children's centre users are granted the same access to services regardless of marital status. | | |
| Sources used: N/A | | |

| | | |
|---|---|---|
| Protected Characteristic - Pregnancy, maternity and paternity: Consider those who are pregnant and those who are undertaking maternity or paternity leave | | |
| <i>Please tick (✓) the relevant box:</i> | Overall impact: It is assessed that the impact on pregnancy, maternity and paternity will be neutral. Health provisions such as midwifery, child development checks will continue to be delivered from the remaining centres and further sites will be explored going forward. | |
| Positive | | |
| Neutral | | ✓ |
| Negative | | |
| Evidence: The recorded population in Havering as per the 2021 Census was 262,052 with 16,488 of the population being children aged 0-4 years. Havering saw the second highest growth of all local authorities of those aged 0-4. The increase in our population of 0-4 year olds has meant an increase in demand for services, and an increased likelihood that there are families who would benefit from services we have not reached. In order to maximise the impact of services we need to adapt and develop our service delivery to make it more widely accessible. | | |

Havering population change from 2011 to 2021 census

□ 2011-Females(%) □ 2011-Males(%) ■ Males(%) ■ 2021 Females(%)



Over the last 5 years, we have seen an increased in referrals being made to the Multi Agency Safeguarding Hub (MASH) and subsequently families who require intervention across universal, early help and statutory services. In response to this, we will be making changes to the early help offer to respond to this demand to ensure families get the right support at the right time. Under the new model, early help would have a greater focus upon the delivery of proven targeted early intervention and “edge of care” provision within a range of community settings. Like all areas of the Council, we need to consider how we can ensure the service is delivered in the most cost effective way.

From our analysis we know that the midwifery and health visiting services are the greatest driver of footfall into our centres. It is therefore vital that we maintain this connectivity and build upon our partnership with our providers in order to co-ordinate and

strengthen the universal and targeted support offer alongside this.

The health services offered at the children’s centres are open to all, and this will continue regardless of where the services are offered from. All health visiting services are available to fathers and male carers as well as mothers. The only services offered specifically are those around perinatal mental health, as a need has been identified for expectant and new mothers in this area.

The service will continue to work inclusively before, during and after pregnancy with parents, teenage mothers and fathers and pregnant young women, including those in care. Working more closely with midwives will support engagement from all parents and expectant parents.

Currently, Midwifery Service are located at Ingrebourne Children’s Centre, and this will not be impacted if the recommendations in the report are agreed. In addition to this, there are professional links established with BHRUT with the leads from Infant Feeding, Midwifery and Perinatal Mental Health to support referral pathways into the children’s centres and community offer in place.

Sources used:

- Office for National Statistics (ONS)
- <https://democracy.havering.gov.uk/>
- 2021 Census

Socio-economic status: Consider those who are from low income or financially excluded backgrounds

Please tick (✓) the relevant box:

| | |
|-----------------|---|
| Positive | |
| Neutral | ✓ |
| Negative | |

Overall impact: It is assessed that the impact for this protected characteristic will be neutral as the level of service available will stay the same, if the recommendations are agreed.

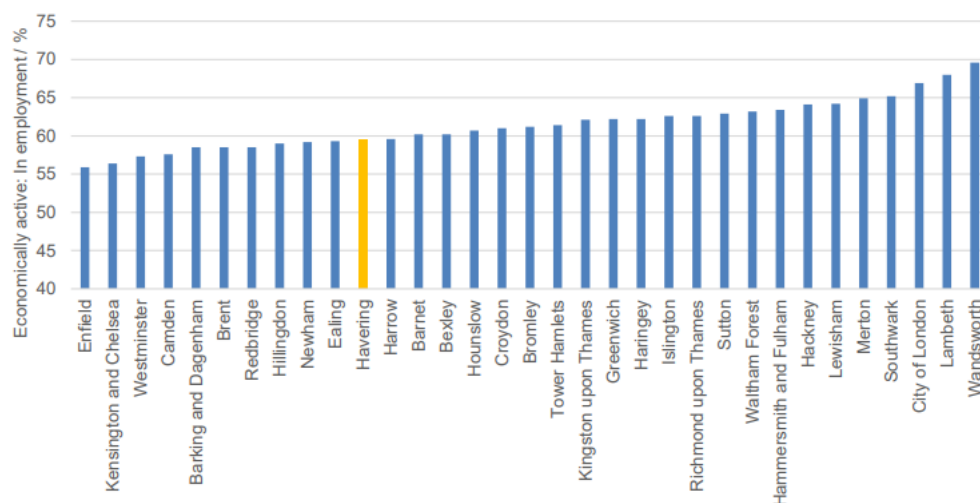
Evidence:

Data provided by the 2021 Census shows that 59.5% of residents in Havering have a job, an increase from 58.9% in 2011. 3.6% of residents are unemployed, which is the fourth lowest rate in London and an improvement from the rate of 5.0% in 2011. 13.4% of economically active residents are employed in construction and civil engineering, which is the biggest industry in Havering. 21.0% of residents are retired - the highest rate in London. 33.4% of economically active residents were working from home at the time of the census and 39.5% of economically active residents travel to work by car, the second highest rate in London

Economically active – in employment (an employee or self-employed)

In Havering, 59.5% (124,781) of residents aged 16 and over were in employment at the time of the Census 2021. This includes people who were put on furlough. This is a higher rate of economic activity than the England average of 57.4%, but lower than the London average of 61.4%. Havering has the eleventh lowest rate of residents who are economically active and in employment in London.

Percentage of residents who are economically active and in employment, by London Borough 2021

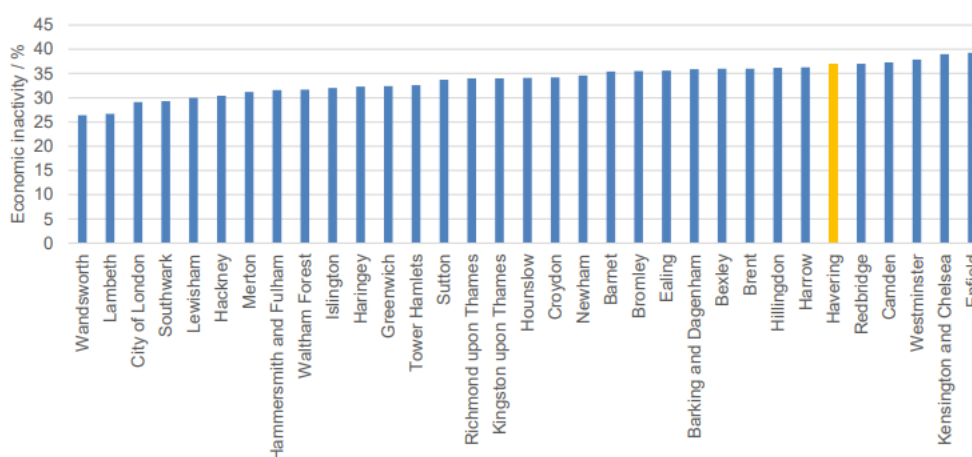


Source: Office for National Statistics (ONS), Census 2021; Produced by: Havering Insight Team

In Havering, 36.9% (77,298) of residents aged 16 years and over were economically inactive at the time of the Census. This is lower than the England average (39.1%) but higher than the London average (33.8%). Havering has the sixth highest rate of economic inactivity in London.

Percentage of residents who are economically inactive by London Borough, 2021

Source: Office for National Statistics (ONS), Census 2021; Produced by: Havering Insight Team



Data of Deprivation

| Children's Centre | Index of Multiple Deprivation (IMD) Score | IoD 2019 Income Deprivation Affecting Children Index (IDACI) Score (rate) |
|-------------------|--|---|
| | <p>Description The Index of Multiple Deprivation score, where a higher score indicates a higher level of deprivation. The Index of Multiple Deprivation (IMD) is the official measure of deprivation in England. It is comprised of seven distinct domains of deprivation - Income, Employment, Health Deprivation and Disability, Education and Skills Training, Crime, Barriers to Housing and Services, and Living Environment - which are combined to provide an overall relative measure of deprivation. The IMD is calculated for every LSOA in England, with each LSOA being ranked according to their level of deprivation relative to that of other areas. A rank of 1 indicates the most deprived area, and a rank of 32,844 indicates the least deprived area. Note that the IMD is a relative index - it can be used to compare the relative level of deprivation between areas, but does not quantify how deprived a particular area is.</p> <p>Source Havering Data Hub https://www.gov.uk/government/publications/english-indices-of-deprivation-2019-technical-report</p> | <p>Description The Indices of Deprivation (IoD) 2019 Income Deprivation Affecting Children Index comprises children aged 0 to 15 living in income deprived families, here defined as families that either receive Income Support or income-based Jobseekers Allowance or income-based Employment and Support Allowance or Pension Credit (Guarantee) or Universal Credit (in the 'Searching for work', 'No work requirements', 'Planning for work', 'Working with requirements' and 'Preparing for work' conditionality groups) or families not in receipt of these benefits but in receipt of Working Tax Credit or Child Tax Credit with an equivalised income (excluding housing benefit) below 60 per cent of the national median before housing costs. Child asylum seekers are not included in the Income Deprivation Affecting Children Index. A higher score indicates that an area is experiencing high levels of deprivation.</p> <p>Source : Ministry of Housing Communities and Local Government (MHCLG) (https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019)</p> |
| Rainham | 19.839 | 18.8% |
| Elm Park | 11.057 | 15.7% |
| Romford | 18.737 | 15.5% |
| Collier Row | 26.639 | Not available |
| Harold Hill | 29.634 | 24.3% |

There is a well-researched and documented link between deprivation and vulnerability, thus meaning there are some families in this category that would benefit from our support. The 2018 Children's Centre Analysis identified that 60% of children resident in the most deprived IDACI decile in the country (based on the Income Deprivation Affecting Children Index 2015) were not seen at children's centres in 2017/18. This suggests we need to be doing something differently in order to reach families who may need support.

By extending the provision of services to community venues we are increasing the opportunity to access services, therefore increasing the likelihood that those who need services can receive them. By creating greater cohesion between partner agencies such as health and education there will be greater co-ordination in identifying children and families who have not been seen by any services.

Currently there are no services offered from the children's centres which are means tested, and information on family income is not collated by the service. The services to support those experiencing issues with employment and benefits are available to anyone and no predetermination is made as to who can access these services.

Collaborative, coordinated and close partnership working is recognized as strength in the delivery of early help service for families and will continue to be a key focus to promote good practice. Using shared data analysis will support working within communities identified as having higher / specific needs to ensure that the service clearly identifies priority groups with particular needs.

Sources used:

- This is Havering 2018 version 4.1 (August 2018) *produced by public health intelligence*
- Census 2021
- Haveringdatahub

Health & Wellbeing Impact: Consider both short and long-term impacts of the activity on a person's physical and mental health, particularly for disadvantaged, vulnerable or at-risk groups. Can health and wellbeing be positively promoted through this activity? Please use the Health and Wellbeing Impact Tool in Appendix 2 to help you answer this question.

Please tick (✓) the relevant boxes:

| | |
|-----------------|---|
| Positive | |
| Neutral | ✓ |
| Negative | |

Overall impact:

It is assessed that overall the proposal will have a positive impact on health and wellbeing as greater opportunity for accessing services is being provided. The proposal will help to address inequalities in health, wellbeing and development by helping to ensure that all families who require support receive it at the earliest opportunity.

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:

It is considered that if the recommendations are agreed then resident's opportunity to access services would stay the same. Residents are not expected to travel a greater distance to access services and the variety of locations will be accessible via public transport (see table below).

| Previous Location of Service Delivery | Current Location of Service Delivery | Distance | Public Transport |
|---------------------------------------|--------------------------------------|-----------|--------------------------------|
| Chippenham Road Children's Centre | Ingrebourne Children's Centre | 0.9 miles | 499 Bus Route 256 Bus Route |

There is evidence which shows us that the integration of children's centre services within the community and with other agencies result in the strongest support for families. The current service delivery model provides opportunities for greater integration with partner agencies, in particular early year's settings and health services. It is also important to build on the services that families are accessing and utilizing and use these as a stepping stone for other services families may find beneficial. Alongside this, the promotion of school readiness in children aged 4 and under can be coordinated to greater effect if partners are working alongside each other.

All of the community venues that are being used, or being considered for use, will be assessed for suitability, compliance and safety. It will be ensured that all venues are accessible and that are services offered from these community venues will be done so safely. It is likely, for example, that targeted services will still be delivered from the centres or 'neutral' community venues rather than school or education sites.

Sources used: 21st Century Children's Centres – The Innovation Unit and Pen Green Research Base

3. Outcome of the Assessment

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

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

| | | | |
|---|---|---|---|
| ✓ | 1. The EqHIA identified <u>no significant concerns</u> OR the identified <u>negative concerns</u> have already been <u>addressed</u> | ➔ | 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 4: Complete action plan 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. |

4. Action Plan

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

| Protected characteristic / health & wellbeing impact | Identified Negative or Positive impact | Recommended actions to mitigate Negative impact* or further promote Positive impact | Outcomes and monitoring** | Timescale | Lead officer |
|--|--|---|---------------------------|-----------|--------------|
| | | | | | |
| | | | | | |
| | | | | | |

Add further rows as necessary

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

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

5. Review

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

Review: It is recommended that a review of this assessment should take place following the implementation of any changes to service delivery, to ensure that there is no unintended impact on protected characteristics.

Scheduled date of review: March 2021

Lead Officer conducting the review: Head of Early Help Service (or officer with delegated authority)

Appendix 2. Health & Wellbeing Impact Tool

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

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

| Lifestyle | YES <input type="checkbox"/> NO <input type="checkbox"/> | Personal circumstances | YES <input type="checkbox"/> NO <input type="checkbox"/> | Access to services/facilities/amenities | YES <input type="checkbox"/> NO <input type="checkbox"/> |
|---|--|--|--|--|--|
| <input type="checkbox"/> Diet | | <input type="checkbox"/> Structure and cohesion of family unit | | <input type="checkbox"/> to Employment opportunities | |
| <input type="checkbox"/> Exercise and physical activity | | <input type="checkbox"/> Parenting | | <input type="checkbox"/> to Workplaces | |
| <input type="checkbox"/> Smoking | | <input type="checkbox"/> Childhood development | | <input type="checkbox"/> to Housing | |
| <input type="checkbox"/> Exposure to passive smoking | | <input type="checkbox"/> Life skills | | <input type="checkbox"/> to Shops (to supply basic needs) | |
| <input type="checkbox"/> Alcohol intake | | <input type="checkbox"/> Personal safety | | <input type="checkbox"/> to Community facilities | |
| <input type="checkbox"/> Dependency on prescription drugs | | <input type="checkbox"/> Employment status | | <input type="checkbox"/> to Public transport | |
| <input type="checkbox"/> Illicit drug and substance use | | <input type="checkbox"/> Working conditions | | <input type="checkbox"/> to Education | |
| <input type="checkbox"/> Risky Sexual behaviour | | <input type="checkbox"/> Level of income, including benefits | | <input type="checkbox"/> to Training and skills development | |
| <input type="checkbox"/> Other health-related behaviours, such as tooth-brushing, bathing, and wound care | | <input type="checkbox"/> Level of disposable income | | <input type="checkbox"/> to Healthcare | |
| | | <input type="checkbox"/> Housing tenure | | <input type="checkbox"/> to Social services | |
| | | <input type="checkbox"/> Housing conditions | | <input type="checkbox"/> to Childcare | |
| | | <input type="checkbox"/> Educational attainment | | <input type="checkbox"/> to Respite care | |
| | | <input type="checkbox"/> Skills levels including literacy and numeracy | | <input type="checkbox"/> to Leisure and recreation services and facilities | |
| Social Factors | YES <input type="checkbox"/> NO <input type="checkbox"/> | Economic Factors | YES <input type="checkbox"/> NO <input type="checkbox"/> | Environmental Factors | YES <input type="checkbox"/> NO <input type="checkbox"/> |

| | | |
|--|--|--|
| <input type="checkbox"/> Social contact | <input type="checkbox"/> Creation of wealth | <input type="checkbox"/> Air quality |
| <input type="checkbox"/> Social support | <input type="checkbox"/> Distribution of wealth | <input type="checkbox"/> Water quality |
| <input type="checkbox"/> Neighbourliness | <input type="checkbox"/> Retention of wealth in local area/economy | <input type="checkbox"/> Soil quality/Level of contamination/Odour |
| <input type="checkbox"/> Participation in the community | <input type="checkbox"/> Distribution of income | <input type="checkbox"/> Noise levels |
| <input type="checkbox"/> Membership of community groups | <input type="checkbox"/> Business activity | <input type="checkbox"/> Vibration |
| <input type="checkbox"/> Reputation of community/area | <input type="checkbox"/> Job creation | <input type="checkbox"/> Hazards |
| <input type="checkbox"/> Participation in public affairs | <input type="checkbox"/> Availability of employment opportunities | <input type="checkbox"/> Land use |
| <input type="checkbox"/> Level of crime and disorder | <input type="checkbox"/> Quality of employment opportunities | <input type="checkbox"/> Natural habitats |
| <input type="checkbox"/> Fear of crime and disorder | <input type="checkbox"/> Availability of education opportunities | <input type="checkbox"/> Biodiversity |
| <input type="checkbox"/> Level of antisocial behaviour | <input type="checkbox"/> Quality of education opportunities | <input type="checkbox"/> Landscape, including green and open spaces |
| <input type="checkbox"/> Fear of antisocial behaviour | <input type="checkbox"/> Availability of training and skills development opportunities | <input type="checkbox"/> Townscape, including civic areas and public realm |
| <input type="checkbox"/> Discrimination | <input type="checkbox"/> Quality of training and skills development opportunities | <input type="checkbox"/> Use/consumption of natural resources |
| <input type="checkbox"/> Fear of discrimination | <input type="checkbox"/> Technological development | <input type="checkbox"/> Energy use: CO2/other greenhouse gas emissions |
| <input type="checkbox"/> Public safety measures | <input type="checkbox"/> Amount of traffic congestion | <input type="checkbox"/> Solid waste management |
| <input type="checkbox"/> Road safety measures | | <input type="checkbox"/> Public transport infrastructure |

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Notice of Key Cabinet Decision public report.

This Cabinet Report contains some appendices which comprise exempt information which is not available for public inspection as they contain or relate to exempt information within the meaning of paragraph 3 of Schedule 12A of the Local Government Act 1972. They are exempt because they refer to confidential information and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

| | |
|---|--|
| CABINET | 16th December 2023 |
| Subject Heading: | Main Contract Award - Family Welcome Centre |
| Cabinet Member: | Councillor Graham Williamson Cabinet Member for Development & Regeneration. |
| ELT Lead: | Neil Stubbings – Strategic Director of Place |
| Report Author and contact details: | Veronika Lebedeva Veronika.lebedeva@havering.gov.uk 01708432336 Ryan Egan Ryan.egan@havering.gov.uk 01708433278 |
| Policy context: | HRA Business Plan 2023-2053 National Planning Policy Framework London Plan 2021 Havering Local Plan 2016-2031 |
| Financial summary: | This report seeks cabinet approval to award the main contract. This expenditure can be contained within approved budgets. |

Is this a Key Decision?

This is a key decision due to cost.

When should this matter be reviewed?

This decision will not require a review as the Contract would be executed following the cabinet approval.

Reviewing OSC:

Place

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 x

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

SUMMARY

1. This Cabinet report provides a summary of the Family Welcome Centre project and the recommendations to award the main contract to deliver the scheme.
2. Harold Hill has for many years been one of the most deprived areas, not only in Havering but in London. In an effort to rectify this, Harold Hill was the focus of a Council regeneration programme called Harold Hill Ambitions. This programme was successful in delivering improvements to the area and local communities.
3. The Family Welcome Centre is the first phase of the wider Farnham and Hilldene masterplan vision. The scheme will create an exemplar of this type of facilities for emergency accommodation for families and will provide 74 self-contained temporary homes. The scheme also includes a modern high quality new health centre.
4. Provision of this purpose-built emergency accommodation will substantially ease the financial burden currently being absorbed by the General Fund, where homeless families are being housed in hotels. In addition, the Family Welcome Centre aims to improve outcomes for the most vulnerable families and will include facilities for housing support staff and social workers who can work closely with these families.
5. The associated health centre will provide much needed high quality health facilities in the Harold Hill area. Negotiations are progressing with the NHS to utilise the facility for primary care use.
6. The demolition of the existing buildings on the site, including Abercrombie House, was completed in August 2023. The site is now ready for construction.
7. Following the single stage tender process, it is intended to appoint Bidder A to deliver the construction works under the JCT Design and Build 2016 form of Contract, as amended by the London Borough of Havering. This form of contract allows the contractor to take on part of the design risk and would also provide the Council with cost certainty in the form of a lump sum fixed price for undertaking the works.

RECOMMENDATIONS

Cabinet is asked to:

8. Approve the award of the construction contract for the Family Welcome Centre and Health Centre (shell and core) to Bidder A, as set out in this report.
9. Agree 'in principle' to the Council entering into an Agreement for Lease with the NHS Health Provider for a Health Centre at the Family Welcome Centre based upon the draft Heads of Terms (provided as Exempt Appendix B).
10. Delegate authority to the Strategic Director of Place after consultation with the S151 Officer and the Deputy Director of Legal Services to:
 - i. Agree terms for a Memorandum of Understanding with the NHS Health Provider;
 - ii. Finalise and agree the Heads of Terms for the Agreement for Lease; and
 - iii. Execute the Memorandum of Understanding, Agreement for Lease, Lease and associated ancillary legal agreements with the NHS Health Provider for the Health Centre, as necessary and appropriate.

REPORT DETAIL

Background

1. In March 2021, Cabinet approved proposals for the Family Welcome Centre project. This will deliver 74 temporary emergency accommodation dwellings and commercial facilities for the community health centre.
2. The development has been granted full planning permission, including demolition and highways works (PA No: PO461.22).
3. The demolition of the existing sites has been completed.
4. After shortlisting the Framework in February 2022, the Havering Gateway Review Group (GRG) gave approval to progress the main works tender through a single stage tender under the National Framework Partnership (NFP).
5. The following contractors from the NFP framework expressed interest and were invited to tender:
 - a. Bidder A.
 - b. Bidder B.

c. Bidder C.

6. At the conclusion of the tender period, tenders were received from Bidder A and Bidder B.
7. Bidder C declined to submit a tender due to internal resourcing concerns.
8. Tenders were checked for compliance and independently evaluated. The moderation process was carried out by the Strategic Procurement Officer. Upon completion of the moderation process, the following overall quality and price scores were recorded for tenderers.

Quality

| Contractor | Quality Score (out of 30%) | Ranking |
|-------------------|---------------------------------------|----------------|
| Bidder A - | 19.20% | 2 |
| Bidder B - | 24.12% | 1 |

Price

| Contractor | Ranking |
|---------------------|----------------|
| Pre-Tender Estimate | |
| Bidder A | 2 |
| Bidder B | 1 |

Summary

9. Tender report can be found in Exempt Appendix A (please note the tender validity date has been extended).
10. Subsequent to the tender return, Bidder B submitted a notice of intention to appoint an administrator on 22nd September 2023. The company also failed to respond to the Post-Tender Addendum 01 by the set deadline of 27th September 2023. This tender was therefore discounted from further consideration. This company now has entered into administration.
11. The recommendation of this report is therefore to appoint Bidder A, subject to satisfactory completion of the normal due diligence checks on the financial standing and capability to deliver the scheme.
12. The previously approved budget allows for the project contingency which is recommended to be retained until the works are underway. Once the majority of risks have been identified the contingency amount could be reduced.
13. The Gateway 2 report and the tender award recommendation was reviewed and received endorsement to proceed from the Gateway Review Group.

Family Welcome Centre

1. The previous site which comprised of the old Harold Hill Library, Abercrombie House and the boxing club, was cleared in August 2023.
2. The Family Welcome Centre is designed to replace and improve upon the original hostel accommodation that was on the site before. The Abercrombie Hostel site was located next to the disused old library based on Hilldene Avenue. Internal space comprised narrow long corridors, with bedrooms catering for individuals and families. Families were required to eat, sleep and often study in the same room. There were communal kitchens and bathroom facilities. The hostel also offered accommodation to single occupants who often present with complex needs. This was not ideal for families and presented security issues.
3. The new Family Welcome Centre facilities have been designed with families in mind. The Family Welcome Centre is being constructed for the provision of emergency accommodation for families and will provide 74 temporary homes. These will be self-contained units with their own cooking and bathroom facilities. It will also have provision for communal areas including a dedicated outdoor space designed for children.
4. The primary purpose of the Family Welcome Centre is to improve outcomes for the families who reside there and will include space for housing support and social workers who can work with families.

Health Centre

5. The front of the proposed Family Welcome Centre provides approximately 1,500 sq. mi. of space at ground and first floor level which has been identified as a potential health facility. Discussions with North East London Estates (NEL Estates) commenced some time ago. Recent engagement has been very positive with NEL Estates creating a project team to bring forward the scheme. In this respect a Memorandum of Understanding will be entered into whilst the NHS go through their business case approval process, which should enable them to sign an agreement for lease.
6. Within the locality there is one core NHS asset being the Community Health Partnership's Harold Hill Centre. This opportunity could secure a second core asset and look to the consolidation of services from "tail" assets, leading to a dual site model for the Harold Hill area that aligns with NHS strategy.
7. NEL Estates have created a project team to look at a clinical and occupation strategy for the north of Havering, as this opportunity offers the system a strategic advantage to conduct a comprehensive service review. This will identify the potential occupiers for the proposed centre. In conjunction with

the occupational review the Integrated Care Board (ICB) infrastructure team are reviewing the business case that will need to support the proposal and will follow the Green Book Five Case Model addressing, strategic case, economic case, commercial case, financial case and management case. To support the ICB in this regard, draft Heads of Terms for an Agreement to Lease have been provided with indicative rentals levels. The ICB would require the facility to be a revenue funded project from their perspective as they are capital constrained. As a consequence their requirement is for a fully fitted facility as opposed to a shell and core facility.

8. Given this, Havering would develop and fit-out the facility to an agreed specification that accords with HBN11-01 of the Department of Health Design Guidance for healthcare buildings. This will provide a turn-key facility which an NHS body/bodies would then take an occupational lease of, at a rent that would generate an appropriate return on the capital invested, to provide the shell and core and the full fit-out. An indicative specification has been drafted. This will be finalised once the ICB has identified the occupiers, service delivery, the design and layout of the centre is agreed.
9. Draft Heads of Terms can be found at Exempt Appendix B.

REASONS AND OPTIONS

Reasons for the decision:

Accepted:

1. The recommendation of this report to award the contract was made following a single stage tender process. The tender was assessed for quality and cost on a 30/70 split. The result of the tender process was the Council were left with a single viable contractor following Bidder B applying to appoint administrators.
2. Based on this information the project team have concluded that Bidder A, despite scoring lower in the evaluation, are a viable contractor and should be selected for the contract.

Other options considered:

Rejected:

3. Going back out to tender as a result of the tender process only yielding one viable result was considered. The impact on the project programme and the cost of retendering meant that this option was rejected.

4. Not to appoint the main contractor until the health centre Heads of Terms have been agreed and the parties have entered into the formal agreement for lease. This option was rejected as delaying the construction of the scheme could place pressure on the construction budget due to inflation. In addition, the cost of placing families in hotels would continue to place strain on the General Fund temporary accommodation budget, if the project was delayed.

IMPLICATIONS AND RISKS

Financial implications and risks:

1. This report seeks approval to award the main works contract to Bidder A. The contract is to be funded from two budgets C35870 (HRA) for the delivery of the hostel and C38590 (General Fund) for the delivery of the medical centre.
2. The current budget covers construction costs, provisional sums, contingency, plus additional estimated fees, charges and provisions. The award of the contract would fit within the existing budget envelope.
3. In terms of the construction the contract is fully funded, however the Council would be entering into this contract with respect to the health facility at risk.
4. Negotiations with Health Service representatives to lease the health facility are underway but will not be concluded before the proposed award of the main works contract. As part of an outline deal, the Health Service has requested that the Council fund fit-out costs, which have not yet been budgeted for. It is proposed to increase the funding envelope with an assumption that the additional finance costs being met from the rental income. The cost of the fit-out will be recovered via the rental charge over time. Once the fit-out costs are finalised the funding envelope will be adjusted. This will require further governance.
5. Should the Health Service not be able to proceed for any reason, then the Council would consider other options for the floor space that is currently earmarked for the health centre.

Risks

6. It is proposed that the main works contract is awarded in advance of a firm contractual commitment from the Health Service to lease the health facility. The associated finance costs have been incorporated in the MTFs with no assumption on rental income. As a result, commencing the construction would not have an adverse impact on the General Fund.

7. Entering into a contract with the Health Service would increase the capital commitment arising from the fit-out costs. The rental income from the lease however would cover the additional financing costs.
8. The contract with Bidder A contains provisional sums but construction contingency is in place to manage any adverse cost movements.

Legal implications and risks:

9. The Council has a statutory duty under Section 8 of the Housing Act 1985 to consider housing conditions in its district and the needs of the district with respect to the provision of further housing accommodation. Further, S111 of the Local Government Act 1972 permits the Council as “a local authority shall have power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions”. Section 1 of the Localism Act 2011 gives the Council a general power of competence to do anything an individual can do, subject to any statutory constraints on the Council’s powers. The recommendations in this report are in keeping with these powers and duties.
10. The contract to be entered into is the JCT Design and Build 2016 lump sum contract with London Borough of Havering. Amendments have been evaluated on a 70/30 price: quality ratio in accordance with the requirements of the Council’s contracts procedural rules. As set out in this report, officers consider this to represent the best value for the Council.
11. Section 123 of the Local Government Act 1972 gives the Council the power to dispose of land providing it does so on terms (otherwise than by way of a short tenancy) for a consideration not less than the best that can reasonably be obtained or with the consent of the Secretary of State. In taking the decision to enter into the Agreement for lease and lease for the Health Centre, the Strategic Director of Place, after consultation with the S151 officer, will need to be satisfied that the transaction meets the requirements to obtain 'not less than best consideration' under Section 123 Local Government Act 1972.

Human Resources implications and risks:

12. The content and recommendations made in this report do not give rise to any identifiable HR risks or implications that would affect either the Council or its workforce.

Equalities implications and risks:

13. There are no Equalities or Social Inclusion implications arising from this decision.

14. The Public Sector Equality Duty (PSED) under S149 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.
15. Note: 'Protected characteristics' are age, disability, gender reassignment, marriage and civil partnerships, pregnancy and maternity, race, religion or belief, sex/gender, and sexual orientation.
16. 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.

Health and Wellbeing implications and Risks:

Health & Wellbeing Benefits:

17. The Council is committed to improving the health and wellbeing of its residents. The provision of good quality and affordable housing is an important determinant of health and wellbeing as housing impacts both our physical and mental health and wellbeing. Inadequate housing and poorly designed housing is associated with increased risk of ill health including cardiovascular and respiratory diseases, depression and anxiety as well as risk of physical injury from accidents.
18. The Family Welcome Centre will play an important role for families dealing with homelessness, providing a refuge for children and safe space for families to receive the support they need to get back on their feet, including co-ordinated Council services to support around social services, housing and employment.
19. The scheme includes outdoor space with play areas for children, which have proven mental health benefits such as reduced anxiety and improved general mood.

Health & Wellbeing Risks:

20. The proposals to award the construction contract for this project do not give rise to any health and wellbeing risks.

Environmental and climate change implications and risks:

21. There are no direct implications relating to the environment or climate change relating to this report.
22. The selected contractor is required to perform the work in a safe and environmentally responsible manner, minimising noise, dust, odours, waste, pollution and any inconvenience to the surrounding area general public. Furthermore, the project will be assessed by the skilled surveyors, who will produce project-specific method statements, comprehensive risk assessments and health and safety plans, working in accordance with ISO 9001, ISO 14001 and ISO 45001 standards.

BACKGROUND PAPERS

Harold Hill Town Centre Masterplan (approved by Cabinet in January 2021)

HRA Business Plan 2023-2053 (approved by Cabinet in February 2023)

APPENDICES

Exempt Appendix A – Tender Report – Main Works

Exempt Appendix B – Draft Heads of Terms

Exempt Appendix C – Defined Provisional Sums

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CABINET

Subject Heading:

Application to the Secretary of State to amend the Parks Bylaws

Cabinet Member:

Cllr Barry Mugglestone

SLT Lead:

Neil Stubbings

Report Author and contact details:

James Rose, x3868,
james.rose@havering.gov.uk

Policy context:

The Havering Vision

Place Outcome – Havering is a Green Borough

- *Investing in our parks*

Financial summary:

There are no financial implications relating to the revision of the Parks Bylaws, all resource costs, i.e. staff time, will be contained within existing budgets.

Is this a Key Decision?

To be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the local authority.

When should this matter be reviewed?

NA

Reviewing OSC:

Environment 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

The Council is responsible for various parks, open spaces and public gardens in the Borough. The conduct of the public in these locations is regulated by byelaws, which aim to ensure that everyone is reasonably able to use the spaces without unreasonably inconveniencing other users. The byelaws were last updated in the 1980's and over time the nature of park usage has altered and the expectations of park users have also changed. The proposed updated byelaws reflect the way in which the Borough's parks and open spaces are used today and the reasonable expectations of users.

A Cabinet decision was made in October 2020 to progress the process of updating the byelaws

Following a public consultation, the next step in the process is to apply to the Secretary of State (SoS) who will need to approve any amendments to DLUHC's model bylaw clauses. The Cabinet will need to agree for this application to be made.

RECOMMENDATIONS

It is recommended that Cabinet:

Approve the amended draft Parks Byelaws (Appendix 1) for submission to the Secretary of State for approval;

Delegate authority to the Director of Environment to take all necessary legislative and procedural steps enabling submission of the amended Parks Byelaws to the Secretary of State for approval;

Note that following approval of the amended Parks Byelaws by the Secretary of State a report will be taken to Full Council for its approval on implementation of the Draft Byelaws.

REPORT DETAIL

1. A public consultation was carried out in the summer which surveyed opinion on the proposed amendments to the current model bylaw clauses. These included the following:

Temporary Accommodation

This is to stop the use of green spaces for people to set up tents, caravans or any other structure or vehicle that have not received permission from the Council.

There is currently no bylaw at present which prevents people using our sites for unauthorised temporary accommodation.

Overnight Parking

This stops vehicles being left in car parks when the sites are closed. This can cause problems where members of the public request access to car parks after they are closed to retrieve their vehicles or, using our sites for private use.

There is currently no bylaw at present which prevents people leaving their vehicles in our car parks overnight.

Public shows, performances, events and organised activities

This stops events or activities taking place which have not received permission from the Council. This will assist with the management of sporting activities and unsuitable events.

There is currently no bylaw at present which prevents unauthorised events or activities.

Cycling

The existing bylaw makes it an offence to cycle in any other areas except agreed routes in certain sites.

The proposed change only makes it an offence if it annoys or creates a risk to any others (including rider). Therefore, as long as people cycle responsibly, then it is planned this does not become a bylaw offence to cycle in any part of a park or open space, unless specifically stated by official signage, e.g. in children's play areas.

2. Over a 2-month period, 903 people completed the survey with the majority of responses supporting the proposed amendments. The details are as follows:

Temporary Accommodation

Agree - 88%
Neutral - 5%
Disagree - 7%
Not Answered - 0.22%

Overnight Parking

Agree - 75%
Neutral - 12%
Disagree - 13%
Not Answered - 0.44%

Public shows, performances, events and organised activities

Agree - 75%
Neutral - 11%

Disagree - 14%
Not Answered - 0.11%

Cycling

Agree - 58%
Neutral - 11%
Disagree - 30%
Not Answered - 0.44%

3. A comparison of the existing bylaws and the proposed updated bylaws including the potential enforcement action can be seen in Appendix 2.
4. The next step is to make an application to the Secretary of State to approve the amendments as they vary from DLUHC's model bylaw clauses.
5. The SoS must respond in writing to an application made within 30 days of submission date and can either:
 - Give leave to make bylaw
 - Send an acknowledgement stating it will issue a substantive response as soon as practicable
 - Refuse to give leave to make bylaw
6. If SoS grants leave to make the bylaws, we then need to publicise notice on the Councils website and in one or more of the local papers circulating in the area in which land is situated in respect of which bylaws will apply. Also publicise notices in a manner Council thinks fit, i.e. site notices.
7. After a period of 2 months where the public can submit written representations responding to the notices, these would be considered before producing a final draft of the bylaws.
8. A final report will go to full Council who will decide to either:
 - Make the bylaws without modification
 - Make the bylaws with minor modification
 - Not make the proposed bylaws

REASONS AND OPTIONS

Reasons for the decision:

1. The existing byelaws are significantly out of date, in some cases irrelevant, unclear to the public and without sufficient clauses to enable effective enforcement in our parks and open spaces to ensure they meet the objectives of the Council.
2. It is essential that the Council is able to effectively control activities within the parks and open spaces and when necessary take enforcement action to prevent damage and nuisance to other users and local residents. Therefore the byelaws need to be up to date and cover all sites

3. To be able to continue the process of updating the bylaws, an application must be made to the Secretary of State.

Other options considered:

1. By continuing to use the existing bylaws certain activities and behaviours cannot be effectively controlled and enforced. Whilst the Tactical Enforcement Team are able to use persuasion in the absence of the necessary bylaws this is not always effective. Bretons Outdoor Recreation Centre has suffered from various incidents of anti-social behaviour, including the frequent and high profile fly-grazing and cart riding. Since this is not covered under the existing bylaws limited or no enforcement action can be taken. This is both harmful for the Council's relationship with the several user groups but also any long-term strategic plans for the site.

2. The current bylaws are not fit for purpose and do not reflect how our parks are used. For example it is currently an offence to cycle in parks other than on certain designated routes. Responsible cycling is something that should be encouraged and not prohibited in our open spaces.

3. Under section 59 of the Anti-social Behavior, Crime and Policing Act 2014 a Public Space Protection Order (PSPO) can be created if a local authority is satisfied, on reasonable grounds, that activities carried on in public in the local authority's area have had a detrimental effect on the quality of life of those in the locality (or such activities are likely to occur), and the effect of those activities is, or is likely to be, of a persistent and continuing nature, is such as to make the activities unreasonable, which justifies the restrictions imposed by the PSPO. There must be sufficient evidence gathered of complaints and nuisance etc. to justify such an Order and there is a requirement to consult with the relevant bodies and members of the public who would be affected. Although this can apply to parks and open spaces, the evidence must be of a high standard and an Order will only last for three years. In the circumstances, it has been considered the most appropriate option is to update the existing Byelaws.

IMPLICATIONS AND RISKS

Financial implications and risks:

There are no financial implications relating to the revision of the Parks Bylaws, all resource costs, i.e. staff time, will be contained within existing budgets.

It should be noted however, following the adoption of the Bylaws if an application to London Councils for the introduction of enforcement action via Fixed Penalty Notices (FPN's) is approved, the issuance of such FPN's would result in income to the council (the value of which is not known at this time).

Legal implications and risks:

Bylaws are local laws made by the Council under an enabling power contained in a public general act or a local act requiring something to be done or not done in a specified area. Apart from any general power to make byelaws the relevant legislation supporting the byelaws in this case are The Public Health Act 1875 and The Open Spaces Act 1906. These Acts enable local authorities to make byelaws for the regulation of public walks and pleasure grounds and of open spaces respectively.

Bylaws are enforced through the magistrates' court and upon successful conviction of contravening these particular byelaws (if adopted) could result in a level 2 fine of up to £500.

Bylaws are generally considered a measure of last resort after alternative attempts to address the relevant issues has been unsuccessful. . A byelaw cannot be made where alternative legislative measures already exist that could be used to address the problem. Byelaws should always be proportionate and reasonable. Where a byelaw is no longer necessary, it should be revoked.

The Bylaws (Alternative Procedure) (England) Regulations 2016 introduced new arrangements for byelaws. The regulations simplify the procedures for making new byelaws and amending byelaws, including replacing the Secretary of State for Communities and Local Government's role in confirming byelaws. This is now a matter for the Council, having taken account of any representations made about the proposed byelaw. The Secretary of State's role now is simply to consider an application to make byelaws, and then give leave to do so.

The regulations also give councils powers to revoke byelaws under an entirely local process. The regulations do not give local authorities powers to create new categories of byelaws. Hence the need to follow the Secretary of States model byelaws.

The new arrangements transfer the accountability for making byelaws to local councils. The Council should ensure that a proposed byelaw is proportionate and necessary before making any new byelaw. Under these new arrangements, the Secretary of State now only considers the draft byelaws, report and deregulatory statement provided by the local authority, and will either give or refuse leave to proceed. In this case leave has been given. The new arrangements allow the Council to make only minor modifications to the proposed byelaws after leave has been given.

Human Resources implications and risks:

None

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.

Health and Wellbeing implications and Risks

The adoption of fit for purpose bylaws will contribute to the effective management of our Parks and Open Spaces. These assist with users mental and physical health, e.g. socialising, reflection, access to nature, informal and formal recreation.

Environmental and Climate Change Implications and Risks

None

BACKGROUND PAPERS

None

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APPENDIX 1 – DRAFT UPDATED BYLAWS

THE LONDON BOROUGH OF HAVERING

BYELAWS FOR PLEASURE GROUNDS, PUBLIC WALKS AND OPEN SPACES

ARRANGEMENT OF BYELAWS

PART 1

GENERAL

1. General interpretation
2. Application
3. Opening times

PART 2

PROTECTION OF THE GROUND, ITS WILDLIFE AND THE PUBLIC

4. Protection of structures and plants
5. Unauthorised erection of structures
6. Climbing
7. Grazing
8. Protection of wildlife
9. Gates
10. Camping
11. Fires
12. Missiles
13. Interference with life-saving equipment

PART 3

HORSES, CYCLES AND VEHICLES

14. Interpretation of Part 3
15. Horses- Horse riding prohibited except in certain grounds (subject to bridleway, etc)
16. Cycling
17. Motor vehicles
18. Overnight parking

PART 4
PLAY AREAS, GAMES AND SPORTS

19. Interpretation of Part 4
20. Children's play areas
21. Children's play apparatus
22. Skateboarding, etc permitted but must not cause danger or annoyance
23. Ball games - Prohibition of ball games
24. Designated areas for certain Ball Games
25. Ball games - Generally
26. Archery
27. Field sports
28. Golf

PART 5
WATERWAYS

29. Interpretation of Part 5
30. Bathing
31. Ice skating
32. Model boats
33. Boats- To prohibit use of boats etc without permission
34. Fishing-requirements
35. Fishing- generally
36. Overnight Fishing
37. Fishing- permanent removal of fish
38. Pollution
39. Blocking of watercourses

PART 6
MODEL AIRCRAFT

40. Interpretation of Part 6
41. Model aircraft - Model aircraft prohibited in certain areas
42. Model aircraft - Model aircraft permitted but must not cause danger or annoyance

PART 7
OTHER REGULATED ACTIVITIES

- 43. Provision of services
- 44. Excessive noise
- 45. Public shows and performances
- 46. Aircraft, hang-gliders and hot air balloons
- 47. Kites prohibited
- 48. Kites permitted but must not cause danger or annoyance
- 49. Metal detectors- designated area
- 50. - generally

PART 8
MISCELLANEOUS

- 51. Obstruction
- 52. Savings
- 53. Removal of offenders
- 54. Penalty
- 55. Revocation

SCHEDULE 1- Grounds to which byelaws apply generally

SCHEDULE 2 - Grounds referred to in certain byelaws

Byelaws made under section 164 of the Public Health Act 1875 and sections 12 and 15 of the Open Spaces Act 1906 by the London Borough of Havering with respect to those pleasure grounds, public walks and open spaces as listed in Schedule 1

PART 1 GENERAL

General Interpretation

1. In these byelaws:

“the Council” means the London Borough of Havering;

“designated area” means an area in the ground which is set aside for a specified purpose, that area and its purpose to be indicated by notices placed in a conspicuous position;

“designated times” means the times an activity is permitted indicated by notices placed in a conspicuous position

“invalid carriage” means a vehicle, whether mechanically propelled or not,

- (a) the unladen weight of which does not exceed 150 kilograms,
- (b) the width of which does not exceed 0.85 metres, and
- (c) which has been constructed or adapted for use for the carriage of a person suffering from a disability, and used solely by such a person.

“permission” means written permission from the Parks and Open Spaces manager obtained prior to the activity which will not be unreasonably withheld

Application

2. These byelaws apply to all of the grounds listed in the Schedule 1 unless otherwise stated.

Opening times

- 3. (1) No person shall enter or remain in the ground except during opening hours.
- (2) “Opening hours” means when the ground is open to the public by 8am every morning until approximately 30 minutes after sunset..
- (3) Byelaw 3(1) applies only to the grounds listed in part 1 of Schedule 2 and car parks listed in part 2 of Schedule 2.
- (4) The Council reserves the right to alter the opening hours of car parks depending on usage

PART 2

PROTECTION OF THE GROUND, ITS WILDLIFE AND THE PUBLIC

Protection of structures and plants

4. (1) No person shall without permission remove from or displace within the ground:
 - (a) any barrier, post, seat or implement, or any part of a structure or ornament provided for use in the laying out or maintenance of the ground; or
 - (b) any stone, soil or turf or the whole or any part of any plant, shrub or tree.
- (2) No person shall walk on or ride, stand, sit, lie, drive or station a horse or any vehicle over:
 - (a) any flower bed, shrub or plant;
 - (b) any ground in the course of preparation as a flower bed or for the growth of any tree, shrub or plant; or
 - (c) any part of the ground set aside by the Council for the renovation of turf or for other landscaping purposes and indicated by a notice conspicuously displayed.

Unauthorised erection of structures

5. No person shall without the consent of the Council erect any barrier, post, ride or swing, building, shelter or any other structure temporary or otherwise.

Climbing

6. No person shall without reasonable excuse climb any wall or fence in or enclosing the ground, or any tree, or any barrier, railing, post or other structure.

Animals

7. No person shall without the consent of the Council keep any animal in the ground or turn out or permit any animal for which he is responsible to graze in the ground.

Protection of wildlife

8. No person shall kill, injure, take or disturb any animal, or engage in hunting or shooting or the setting of traps or the laying of snares.

Gates

9. (1) No person shall leave open any gate to which this byelaw applies and which he has opened or caused to be opened.

- (2) Byelaw 9(1) applies to any gate to which is attached, or near to which is displayed, a conspicuous notice stating that leaving the gate open is prohibited.

Temporary Accommodation

10. No person shall without the consent of the Council erect a tent, use a caravan or any other structure or vehicle being used for the purpose of temporary accommodation

Fires

11. (1) No person shall light a fire or place, throw or drop a lighted match or any other thing likely to cause a fire.
- (2) Byelaw 11(1) shall not apply to:
 - (a) the lighting of a fire at any event for which the Council has given permission that fires may be lit.

Missiles

12. No person shall throw or use any device to propel or discharge within the ground any object which is liable to cause injury to any other person.

Interference with life-saving equipment

13. No person shall except in case of emergency remove from or displace within the ground or otherwise tamper with any life-saving appliance provided by the Council.

PART 3

HORSES, CYCLES AND VEHICLES

Interpretation of Part 3

14. In this Part:

“designated route” means a route in or through the ground which is set aside for a specified purpose, its route and that purpose to be indicated by notices placed in a conspicuous position;

“motor cycle” means a mechanically-propelled vehicle, not being an invalid carriage, with less than four wheels and the weight of which does not exceed 410 kilograms;

“motor vehicle” means any mechanically-propelled vehicle other than a motor cycle or an invalid carriage;

“trailer” means a vehicle drawn by a motor vehicle and includes a caravan.

Horses

15. (1) No person shall ride a horse except:
- (a) in the designated areas of the grounds listed in Part 4 of Schedule 2 or
 - (b) in the exercise of a lawful right or privilege.
- (2) Where horse-riding is permitted in any ground by virtue of byelaw 15(1)(a) or a lawful right or privilege, no person shall ride a horse in such a manner as to cause annoyance or risk to any others (including rider)

Cycling

16. No person shall cycle in such a manner as to cause annoyance or risk to any other others (including rider).

Motor vehicles

17. No person shall without permission bring into or drive in the ground a motor cycle, motor vehicle or trailer except in any part of the ground where there is a right of way or a designated route for that class of vehicle.

Overnight parking

18. No person shall without permission leave or cause or permit to be left any motor vehicle between closing and opening times

PART 4

PLAY AREAS, GAMES AND SPORTS

Interpretation of Part 4

19. In this Part:

“ball games” means any game involving throwing, catching, kicking, putting, batting or running with any ball or other object designed for throwing and catching,

“self-propelled vehicle” means a vehicle other than a cycle, invalid carriage or pram which is propelled by the weight or force of one or more persons

skating, sliding or riding on the vehicle or by one or more persons pulling or pushing the vehicle.

Children's play areas

20. (1) No person aged 14 years or over shall enter or remain in a designated area which is a children's play area unless in charge of a child under the age of 14 years.
- (2) No dogs, with the exception of assistance dogs, within designated play areas.

Children's play apparatus

21. No person aged 14 years or over shall use any apparatus stated to be for the exclusive use of persons under the age of 14 years by a notice conspicuously displayed on or near the apparatus.

Skateboarding, etc

22. No person shall skate, slide or ride on rollers, skateboards or other self-propelled vehicles in such a manner as to cause danger or give reasonable grounds for annoyance to any others .

Ball games

23. No person shall play ball games in the grounds listed in Part 3 of Schedule 2.
24. Where a notice is conspicuously displayed on or near ground stating that within the ground there is a designated area for a particular ball game, no person shall play any other game.
25. No game is to be played on the designated area especially on the day of an authorised game.
26. Where ball games are permitted no person shall play such games in a manner:
- (a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground; or
 - (b) which is likely to cause damage to any tree, shrub or plant in the ground.

Archery

27. No person shall engage in the sport of archery except in connection with an event organised by or held with the consent of the Council.

Field sports

28. No person shall throw or put any javelin, hammer, discus or shot except in connection with an event organised by or held with permission from the Council

Golf

29. No person shall drive, chip, or pitch a hard golf ball except on Hall Lane Miniature Golf Course

PART 5

WATERWAYS

Interpretation of Part 5

30. In this Part:

“boat” means any yacht, motor boat or similar craft but not a model or toy boat;

“power-driven” means driven by the combustion of petrol vapour or other combustible substances; and electricity

“waterway” means any river, lake, pool or other body of water and includes any fountain.

Bathing

31. No person shall without permission bathe or swim in any waterway.

Ice skating

32. No person shall step onto or otherwise place their weight upon any frozen waterway.

Model boats

No person shall operate a power-driven model boat on any waterway [except in a designated area for model boats].

33. Where model boats are permitted, no person shall operate a power-driven model boat on any waterway in a manner
- (a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground; or
 - (b) which is likely to cause damage to any waterway,
 - (c) which is likely to cause harm to any fish, bird or other animal

Boats

34. No person shall sail or operate any boat, dinghy, canoe, sailboard or inflatable on any waterway without the consent of the Council. [except in a designated area for the sailing or operation of boats].

Fishing

35. No person shall in any waterway cast a net or line for the purpose of catching fish or other animals except in a designated area for fishing in the sites listed in Part 6 of Schedule 2
36. No person shall in any waterway cast a net or line for the purpose of catching fish or other animals in a manner:
- (a) as to cause danger or give reasonable grounds for annoyance to any other person
 - (b) which is likely to cause damage to any waterway, tree, shrub or plant
 - (c) which is likely to cause harm to any fish, bird or other animal
37. No person shall without permission from the Council in any waterway cast a net or line for the purpose of catching fish or other animals overnight.
38. No person shall permanently remove any fish from the water
39. No more than two rods per person shall be used. A valid fishing rod licence must be held.
40. Fishing may be prohibited during the closed season (15th March – 15th June) on lakes where prior notice is given

Blocking of watercourses

41. No person shall cause or permit the flow of any drain or watercourse in the ground to be obstructed, diverted, open or shut or otherwise move or operate any sluice or similar apparatus.

PART 6

MODEL AIRCRAFT & DRONES

Interpretation of Part 6

42. In this Part:

“model aircraft or Drones” means an aircraft or drone which weighs not more than 20 kilograms;

“power-driven” means driven by:

- (a) the combustion of petrol vapour or other combustible substances;

- (b) jet propulsion or by means of a rocket, other than by means of a small reaction motor powered by a solid fuel pellet not exceeding 2.54 centimetres in length; or
- (c) one or more electric motors or by compressed gas.

“radio control” means control by a radio signal from a wireless transmitter or similar device.

General prohibition

43. No person shall cause any power-driven model aircraft or drone to:
- (a) take off or otherwise be released for flight or control the flight of such an aircraft; or
 - (b) land in the ground without reasonable excuse or lawful authority;
- in any ground other than the designated area in Bretons Outdoor Recreation Centre or other designated suitable grounds

All operators must be authorised by the Council and have a Flyer & Operator ID and must always comply with Civil Aviation Authority (CAA) guidelines, The Drone & Model aircraft Code & Park Byelaws.

44. Where model aircraft and drones are permitted no person shall use any power-driven model aircraft or drone in a manner to recklessly or deliberately :
- (a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground or surrounding area; or
 - (b) which is likely to cause damage to any tree, shrub or plant in the ground.
 - (c) cause alarm, distress or danger to animals frequenting the grounds

PART 7

OTHER REGULATED ACTIVITIES

Provision of services

45. No person shall without permission from the Council provide or offer to provide any service for which a charge is made.

Excessive noise

46. (1) No person shall, after being requested to desist by any other person in the ground, make or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the ground or local residents residing on the immediate boundary of the ground by:
- (a) shouting or singing;

- (b) playing on a musical instrument; or
 - (c) by operating or permitting to be operated any radio, amplifier, music player or similar device.
- (2) Byelaw 40(1) does not apply to any person holding or taking part in any entertainment held with the consent of the Council.

Public shows, performances, events and organised activities

47. No person shall without permission from the Council hold or take part in any public show, performance, meeting, event or organised activity.

Aircraft, hang gliders and hot air balloons

48. No person shall except in case of emergency or with the permission of the Council take off from or land in the ground in an aircraft, helicopter, hang glider or hot air balloon.

Kites

49. No person shall fly any kite in the grounds listed in Part 3 of Schedule 2
50. Where it is permitted no person shall fly any kite in such a manner as to cause danger or give reasonable grounds for annoyance to any other person.

Metal detectors

51. No person without permission from the Council shall use any device designed or adapted for detecting or locating any metal or mineral in the ground.
52. Where permission has been granted, the written consent and liability insurance documentation must be carried and no person shall use any such device in a manner
- (a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground; or
 - (b) which is likely to cause damage to any flower bed, lawn, tree, shrub or plant in the ground.

PART 8

MISCELLANEOUS

Obstruction

53. No person shall obstruct:

- (a) any officer of the Council or constable in the proper execution of his duties;
- (b) any person carrying out an act which is necessary to the proper execution of any contract with the Council; or
- (c) any other person in the proper use of the ground.

Savings

54. (1) It shall not be an offence under these byelaws for an officer of the Council or any person acting in accordance with a contract with the Council to do anything necessary to the proper execution of his duty.
- (2) Nothing in or done under these byelaws shall in any respect prejudice or injuriously affect any public right of way through the ground, or the rights of any person acting lawfully by virtue of some estate, right or interest in, over or affecting the ground or any part of the ground.

Removal of offenders

55. Any person offending against any of these byelaws may be removed from the ground by an officer of the Council or a constable.

Penalty

56. Any person offending against any of these byelaws shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale.

Revocation

57. The byelaws made by the London Borough of Havering on *insert date* and confirmed by the Secretary of State for the Department of Communities and Local Government *insert date of confirmation* relating to the ground are hereby revoked.

SCHEDULES

SCHEDULE 1

GROUNDS TO WHICH BYELAWS APPLY GENERALLY

A12/Whitland Way Bund
Abbey Wood Lane Open Space
Abbs Cross Land
Airfield Way Land Site 1
Airfield Way Land Site 2
Ashbourne Road Amenity land
Avelon Road
Balgores Lane Playing Fields
Bancroft Chase
Bedfords Park
Bell Avenue Playground
Bretons Outdoor Recreation Centre
Bridge Road Land, Rainham
Briscoe Road Verge
Brittons Playing Fields
Brookway Amenity Space/
Broxhill Centre
Byron Way Amenity Land
Cavendish Crescent Playsite
Central Park, Harold Hill
Charlbury Crescent Playsite
Chelmsford Avenue Amenity Land/Playgrounds
Chudleigh Road Open Space
Clockhouse Gardens, Upminster
Colchester Road/Cornflower Way Open space
Collier Row Recreation Ground
Collier Row Green Link/Bacon Link
Coronation Gardens
Cottons Park, Romford
Cranham Brickfields (aka Cranham Playing Fields)
Cross Road Playsite

Dagnam Park
Dagnam Park Amenity Land
Dorking Road Playsite
Duck Wood and adjacent Land
Elliot Playing Field
Faringdon Avenue Flood Lagoon
Fir Wood
Fielder's Sports Ground, Hornchurch
Fleet Close/Severn Drive Recreation Ground
Forest Row Playsite
Frederick Road Playing Fields/Mardyke Open Space
Front Lane Land
Gaynes Parkway, Upminster
Gidea Park Playing Fields/Sports Ground

Glen Estate Playspace
Gooshays Gardens/ Gooshays Drive Amenity Land Site 1
Gooshays Gardens/ Gooshays Drive Amenity Land Site 2
Grenfell Park, Hornchurch
Hacton Parkway, Upminster
Halesworth Road Playground
Hall Lane Miniature Golf Course
Harlow Gardens Playsite
Harold Wood Park
Harrow Lodge Park, Hornchurch
Hatters Wood
Hatters Wood Land Junction of Whitchurch Road and Dagnam Park Drive
Havering Country Park
Havering Playing Field
Havering Road Land
Havering Village Green
Havering Well Garden
Haynes Park, Hornchurch
Heaton Avenue Playsites: Dryden & Kipling
Hitchin Close
Hornchurch Country Park/Ingrebourne Nature Reserve
Hylands Park, Hornchurch
Jutsums Lane Recreation Ground
Keats Avenue Playsite
Kilmartin Way Amenity Land Site 1
Kilmartin Way Amenity Land Site 2
King George's Playing Field, Romford
Land adjacent to 20 Queen Mary Close
Knightswood Recreation Ground
Langtons Gardens, Hornchurch
Launceston Close, Tavistock Close and Widecombe Close
Lawns Park, Romford
Lexington Way
Lilliput Road Open Space
Lodge Farm Park
Lower Mardyke Avenue Land
Malan Square Amenity Space
Mawney Close Playground
Maybank Avenue/South End Road Playsite/Louis Marchesi
Montgomery Crescent Amenity Land
Morris Road/ Meynell Road Playsite
Myrtle Road Open Space
New Road Land, Rainham
New Road Land/Dunedin Road
Newbury Road/ Newbury Close Playsite
Noak Hill Playing Field/Recreation Ground
North Hill Drive Recreation Ground
Ockendon Road Land
Old Church Parksite
Painesbrook Open Space/Adventure Playground
Painesbrook Way/Amersham Amenity Land Site 1
Painesbrook Way/Amersham Amenity Land Site 2
Park Lane Recreation Ground
Parklands Open Space, CorbetsTey Road, Upminster
Penzance Gardens Amenity Land

Petersfield Avenue/A12
Petersfield Avenue/ Fairford Way
Platford/ Tyle Green
Priory Road Land
Priory Road Open Space/Little Hatters Wood
Queens Theatre Green, Billet Lane, Hornchurch
Rainham Bowling Green
Rainham Creekside Path
Rainham Recreation Ground
Raphael Park
Rise Park
Robert Beard Youth Centre land
Rodney Way Playsite
Romford Library Gardens
Romford Ice Rink
Rush Green Road Open Space
Sage Wood Site 1
Sage Wood Site 2
Sage Wood Site 3
Heffield Drive Open Space
Shoulder of Mutton Wood Site 1
Shoulder of Mutton Wood Site 2
Spring Farm Park, Rainham
St Andrews Park, Hornchurch
St Neots Adventure Playing Fields
Stirling Close, Rainham (Bunded Land adjacent to New Road)
Straight Road Woodland, Harold Wood
Stratton Wood
Sunflower Way Flood Lagoon
Suttons Parkway
Swanbourne Drive Amenity Land
The Chase
The Dell Open Space
The Glen, Rainham
The Green, Wennington
Thurloe Gardens adjacent 18 King Edward Road
Thurloe Gardens, Romford
Tiverton Grove/Bedale Road
Tring Gardens/ Whitchurch Road Lane
Tring Gardens Land
Tring Green Amenity Land
Tweedway Hall Land
Tylers Common
Upminster Hall Playing Field
Upminster Park, Upminster
Upminster War Memorial
Upminster Windmill Open Space
Upper Rainham Road Land
Victory Way Amenity Land
Waltom Road Amenity Land
Warley Hall Wood, A127 (Southend Arterial Road)
Waycross Road
Westlands Playing Fields
Land to rear of 6-12 Wheatsheaf Road, Romford
White Hart Lane Playsite, Collier Row

Whybridge Close Playsite
Wigton Way Land
Wrexham Road Amenity Lad

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SCHEDULE 2
GROUNDS REFERRED TO IN CERTAIN BYELAWS

PART 1

OPENING TIMES (BYELAW 3(1))

Broxhill Centre
Brookway Open Space
Chelmsford Avenue Open Space
Clockhouse Gardens
Collier Row Recreation Ground
Cottons Park
Fielders Sports Grounds
Forest Row Playsite
Gidea Park Sports Ground
Harold Wood Park
Haynes Park
Hylands Park
Jutsums Recreation Ground
King George's Playing Field
Langtons Gardens
Lawns Park
Lodge Farm Park
Louis Marchesi
Park Lane Recreation Ground
Raphael Park
Rise Park
Spring Farm Park
St Andrews Park
The Glen Elm Park
Westlands Playing Field

PART 2
CAR PARKS

Bedfords Park
Bretons Outdoor Recreation Centre
Brittons Playing Field
Cranham Brickfields
Dagnam Park
Harrow Lodge Park
Haynes Park
Hornchurch Country Park
Parklands Open Space
Upminster Hall Playing Fields
Tylers Common
Upminster Park

PART 3
BALL GAMES and KITES

Byron Way Amenity Land
Clockhouse Gardens
Coronation Gardens
Galleywood Crescent Amenity Land
Gooshays Drive Amenity Land- 2 sites
Hacton Lane Land
Kingbridge Circus Amenity land
Langtons Gardens
Louis Marchesi Playsite
St Edward the Confessor Churchyard
St Helen and St Giles Churchyard
St Neots Road/ Penzance Road Amenity Land
Swanbourne Drive Amenity Land
Walton Road Amenity Land

PART 4

HORSE RIDING PROHIBITED EXCEPT IN CERTAIN GROUNDS SUBJECT TO
BRIDLEWAY, ETC

Brettons Outdoor Recreation Centre
Dagnam Park (aka The Manor)
Havering Country Park
Hornchurch Country Park

PART 5
MODEL BOATS

Clockhouse Gardens
Langtons Gardens

PART 6
FISHING

Bedfords Park,
Brettons Outdoor Recreation Centre
Dagnam Park,
Harrow Lodge Park,
Hornchurch Country Park,
Parklands,
Raphael Park,

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| Bylaw | Existing | Proposed | Potential Enforcement Action |
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| Cycling | An offence to cycle in any other areas except designated routes in certain sites. | An offence to cause annoyance or risk to any others (including rider). | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Temporary Accommodation | Unauthorised vehicles and tents covered but not specifically for accommodation | Prohibits using green spaces for temporary accommodation with tents, caravans or any other structure or vehicle. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Overnight Parking | None | Prohibits leaving vehicles in car parks when the sites are closed. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Public shows, performances, events and organised activities | None | Prohibits unauthorised events or activities. | Warnings, prosecution. Large numbers would require Borough Police resources. FPNs subject to application and approval from London Councils. |
| Opening and closing | <p>On any day on which the pleasure ground is open to the public a person shall not enter it before the time or enter or remain in it after the time appointed in the foregoing byelaw.</p> <p>Open at 8.00 a.m., on each day throughout the year and shall be closed a half an hour after sunset on each day throughout the year, except that in the months of June and July they shall be closed at 9.30 p.m. on each day.</p> | <p>No person shall enter or remain in the ground except during opening hours.</p> <p>“Opening hours” means the days and times during which the ground is open to the public and which are indicated by a notice placed in a conspicuous position at the entrance to the ground.</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Protection of structures and plants | <p>A person shall not in the pleasure ground without reasonable excuse:-</p> <p>Remove or displace any barrier, railing, post, or seat, or any part of any erection or ornament, or any implement provided for use in the laying out or maintenance of the pleasure ground.</p> | <p>No person shall without permission remove from or displace within the ground:</p> <p>(a) any barrier, post, seat or implement, or any part of a structure or ornament provided for use in the laying out or maintenance of the ground; or</p> <p>(b) any stone, soil or turf or the whole or any part of any plant, shrub or tree.</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Protection of structures and plants | A person shall not in the pleasure ground, walk, run, stand, sit or lie upon:- | No person shall walk on or ride, stand, sit, lie, drive or station a horse or any vehicle over: | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| | <p>any grass, turf, or other place where adequate notice to keep off such grass, turf, or other place is exhibited; provided that such notice shall not apply to more than one-fifth of the area of the pleasure ground;</p> <p>any flower bed, shrub, or plant or any ground in course of preparation as a flower bed, or for the growth of any tree, shrub, or plant.</p> | <p>(a) any flower bed, shrub or plant;</p> <p>(b) any ground in the course of preparation as a flower bed or for the growth of any tree, shrub or plant; or</p> <p>(c) any part of the ground set aside by the Council for the renovation of turf or for other landscaping purposes and indicated by a notice conspicuously displayed.</p> | |
| <p>Unauthorised erection of structures</p> | <p>A person shall not in the pleasure ground:-</p> <p>except as hereinafter provided, erect any post, rail, fence, pole, tent, booth, stand, building, or other structure;</p> <p>provided that this prohibition shall not apply where upon an application to the Council they grant permission to erect any post, rail, fence, pole, tent, booth, stand, building, or other structure upon such occasion and for such purpose as are specified in the application;</p> | <p>No person shall without the consent of the Council erect any barrier, post, ride or swing, building, shelter or any other structure temporary or otherwise.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> <p>Officers may remove items.</p> |
| <p>Climbing</p> | <p>A person shall not in the pleasure ground without reasonable excuse:-</p> <p>climb any wall or fence in or enclosing the pleasure ground, or any tree, or any barrier, railing, post, or other erection;</p> | <p>No person shall without reasonable excuse climb any wall or fence in or enclosing the ground, or any tree, or any barrier, railing, post or other structure.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |
| <p>Animals</p> | <p>A person shall not, except in pursuance of a lawful agreement with the Council, or otherwise in the exercise of any lawful right or privilege, bring or cause to be brought into the pleasure ground any cattle, sheep, goats or pigs, or any beast of draught or burden.</p> | <p>No person shall without the consent of the Council keep any animal in the ground or turn out or permit any animal for which he is responsible to graze in the ground.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |
| <p>Protection of wildlife</p> | <p>No person shall without lawful excuse or authority in the pleasure ground kill, molest or disturb any animal or fish or engage in hunting, shooting or fishing or the setting of traps or nets or the laying of snares;</p> | <p>No person shall kill, injure, take or disturb any animal, or engage in hunting or shooting or the setting of traps or the laying of snares.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |

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| | Provided that this byelaw shall not be deemed to prohibit any fishing which may be authorised by the Council. | | |
| Gates | None | No person shall leave open any gate to which this byelaw applies and which he has opened or caused to be opened. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Fires | A person shall not in the pleasure ground light any fire or place, throw or let fall a lighted match or any other thing so as to be likely to cause a fire. | No person shall light a fire or place, throw or drop a lighted match or any other thing likely to cause a fire. shall not apply to: the lighting of a fire at any event for which the Council has given permission that fires may be lit. | Warnings or prosecution. FPNs subject to application and approval from London Councils. Officers may extinguish fires and remove items. |
| Missiles | A person shall not, to the danger or annoyance of any other person in the ground, throw or discharge any missile. | No person shall throw or use any device to propel or discharge within the ground any object which is liable to cause injury to any other person. | Warnings or prosecution. FPNs subject to application and approval from London Councils. Officers may remove items |
| Interference with life-saving equipment | None | No person shall except in case of emergency remove from or displace within the ground or otherwise tamper with any life-saving appliance provided by the Council. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Horses | A person shall not, except along the bridleways in the pleasure ground known as Bedfords Park or in the exercise of any lawful right or privilege, ride a horse in the pleasure ground. | No person shall ride a horse except: (a) in the designated areas of the grounds listed in Part 4 of Schedule 2 or (b) in the exercise of a lawful right or privilege. Where horse-riding is permitted in any ground by virtue of byelaw or a lawful right or privilege, no person shall ride a horse in such a manner as to cause annoyance or risk to any others (including rider) | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| <p>Motor vehicles</p> | <p>(A person shall not, except in the exercise of any lawful right or privilege, bring or cause to be brought into the pleasure ground any barrow, truck, machine or vehicle other than:-</p> <p>(a) a wheeled bicycle or other similar machine;</p> <p>(b) a wheelchair, perambulator or chaise drawn or propelled by hand and used solely for the conveyance of a child or children or an invalid.</p> <p>Provided that where the Council set apart a space in the pleasure ground for the use of any class of vehicle this byelaw shall not be deemed to prohibit the driving in or to that space by a direct route from the entrance to the pleasure ground of any vehicle of the class for which it is set apart.</p> | <p>No person shall without permission bring into or drive in the ground a motor cycle, motor vehicle or trailer except in any part of the ground where there is a right of way or a designated route for that class of vehicle.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> <p>Officers may remove vehicles.</p> |
| <p>children's play areas</p> | <p>None</p> | <p>No person aged 14 years or over shall enter or remain in a designated area which is a children's play area unless in charge of a child under the age of 14 years.</p> <p>No person aged 14 years or over shall use any apparatus stated to be for the exclusive use of persons under the age of 14 years by a notice conspicuously displayed on or near the apparatus.</p> <p>No dogs, with the exception of assistance dogs, within designated play areas.</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |
| <p>Skateboarding, etc</p> | <p>None</p> | <p>No person shall skate, slide or ride on rollers, skateboards or other self-propelled vehicles in such a manner as to cause danger or give reasonable grounds for annoyance to any others .</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |
| <p>Ball Games</p> | <p>A person shall not in any part of the pleasure ground which may have been set apart by the Council for any game play or take part in any game when the state of the ground or other cause makes</p> | <p>No person shall play ball games in the grounds listed in Part 3 of Schedule 2.</p> <p>Where a notice is conspicuously displayed on or near ground stating that</p> | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |

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| | it unfit for use and a notice is set up in some conspicuous position prohibiting play in that part of the pleasure ground. | <p>within the ground there is a designated area for a particular ball game, no person shall play any other game.</p> <p>No game is to be played on the designated area especially on the day of an authorised game.</p> <p>Where ball games are permitted no person shall play such games in a manner:</p> <p>(a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground; or</p> <p>(b) which is likely to cause damage to any tree, shrub or plant in the ground.</p> | |
| Archery | None | No person shall engage in the sport of archery except in connection with an event organised by or held with the consent of the Council. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Field sports | None | No person shall throw or put any javelin, hammer, discus or shot except in connection with an event organised by or held with permission from the Council | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Golf | A person shall not in the pleasure ground drive chip or pitch a hard golf ball except on land set aside by the Council as a golf course, golf driving range or putting course. | <p>Golf prohibited [except where part of ground is set aside as golf course]</p> <p>No person shall drive, chip or pitch a hard golf ball [except on the golf course].</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Cricket | None | No person shall throw or strike a cricket ball with a bat except in a designated area for playing cricket. | <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> <p>Warnings or prosecution. FPNs subject to application and approval from London Councils.</p> |
| Bathing | <p>A person shall not in the pleasure ground:-</p> <p>bathe, wade, or wash in any ornamental lake, pond, stream or other water;</p> | No person shall without permission bathe or swim in any waterway. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| Ice skating | None | No person shall step onto or otherwise place their weight upon any frozen waterway. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Model boats | None | No person shall operate a power-driven model boat on any waterway [except in a designated area for model boats]. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Boats | None | No person shall sail or operate any boat, [dinghy, canoe, sailboard or inflatable] on any waterway without the consent of the Council [except in a designated area for the sailing or operation of boats]. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Fishing | None | <p>No person shall in any waterway cast a net or line for the purpose of catching fish or other animals except in a designated area for fishing in the sites listed in Part 6 of Schedule 2</p> <p>No person shall in any waterway cast a net or line for the purpose of catching fish or other animals in a manner:</p> <p>(a) as to cause danger or give reasonable grounds for annoyance to any other person</p> <p>(b) which is likely to cause damage to any waterway, tree, shrub or plant</p> <p>(c) which is likely to cause harm to any fish, bird or other animal</p> <p>No person shall without permission from the Council in any waterway cast a net or line for the purpose of catching fish or other animals overnight.</p> <p>No person shall permanently remove any fish from the water</p> <p>No more than two rods per person shall be used. A valid fishing rod licence must be held.</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| | | Fishing may be prohibited during the closed season (15th March – 15th June) on lakes where prior notice is given | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Blocking of watercourses | None | No person shall cause or permit the flow of any drain or watercourse in the ground to be obstructed, diverted, open or shut or otherwise move or operate any sluice or similar apparatus. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Model Aircraft | <p>No person shall cause any power driven model aircraft to take off or land in the pleasure ground;</p> <p>provided that this byelaw shall not apply to the pleasure ground known as Bedfords Park.</p> <p>Where an area within part of the pleasure ground so set apart for the flying of power-driven model aircraft is designated by the Council as an area from which aircraft may be launched and is described in a notice affixed or set up in some conspicuous position on the ground, a person shall not release such an aircraft for flight, or cause such an aircraft to take off, in any part of the ground other than that area.</p> <p>No person shall (a) in the ground release any power-driven model aircraft for flight or control the flight of such an aircraft; or (b) cause such an aircraft to take off or land in the ground, unless it is attached to a control line and is kept under effective control.</p> | <p>No person shall cause any power-driven model aircraft or drone to:</p> <p>(a) take off or otherwise be released for flight or control the flight of such an aircraft; or</p> <p>(b) land in the ground without reasonable excuse or lawful authority;</p> <p>in any ground other than the designated area in Bretons Outdoor Recreation Centre or other designated suitable grounds</p> <p>Where model aircraft and drones are permitted no person shall use any power-driven model aircraft or drone in a manner to recklessly or deliberately :</p> <p>(a) as to cause danger or give reasonable grounds for annoyance to any other person in the ground or surrounding area; or</p> <p>(b) which is likely to cause damage to any tree, shrub or plant in the ground.</p> <p>(c) cause alarm, distress or danger to animals frequenting the grounds</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Provision of services | <p>A person shall not in the pleasure ground:-</p> <p>sell, or offer or expose for sale, or let to hire, or offer to expose for letting to hire,</p> | No person shall without permission from the Council provide or offer to provide any service for which a charge is made. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| | any commodity or article, unless in pursuance of an agreement, with the Council, or otherwise in the exercise of any lawful right or privilege, he is authorised to sell or let to hire in the pleasure ground such commodity or article. | | |
| Excessive noise | No person shall by operating or causing or suffering to be operated any wireless set, gramophone, amplifier or similar instrument or any musical instrument make, cause or suffer to be made any noise which is so loud and so continuous or repeated as to give reasonable cause for annoyance to other persons on the land. Provided that this byelaw shall not apply to any person holding or taking part in a band show or any other entertainment held in the ground in pursuance of an agreement with the Council. | No person shall, after being requested to desist by any other person in the ground, make or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the ground or local residents residing on the immediate boundary of the ground by: (a) shouting or singing; (b) playing on a musical instrument; (c) by operating or permitting to be operated any radio, amplifier, music player or similar device. does not apply to any person holding or taking part in any entertainment held with the consent of the Council. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Aircraft, hang gliders and hot air balloons | None | No person shall except in case of emergency or with the permission of the Council take off from or land in the ground in an aircraft, helicopter, hang glider or hot air balloon | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Kites | None | No person shall fly any kite in such a manner as to cause danger or give reasonable grounds for annoyance to any other person. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Metal detectors | None | No person shall without the consent of the Council use any device designed or adapted for detecting or locating any metal or mineral in the ground. | Warnings or prosecution. FPNs subject to application and approval from London Councils. |

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| Obstruction | <p>A person shall not in the pleasure ground: intentionally obstruct any officer of the Council in the proper execution of his duties;</p> <p>intentionally obstruct any person carrying out an act which is necessary to the proper execution of any contract with the Council; or</p> <p>intentionally obstruct any other person in the proper use of the ground, or behave so as to give reasonable grounds for annoyance to other persons in the ground.</p> | <p>No person shall obstruct:</p> <p>(a) any officer of the Council or constable in the proper execution of his duties;</p> <p>(b) any person carrying out an act which is necessary to the proper execution of any contract with the Council; or</p> <p>(c) any other person in the proper use of the ground.</p> | Warnings or prosecution. FPNs subject to application and approval from London Councils. |
| Removal of offenders | Any person who shall offend against these byelaws may be removed from the ground by any officer of the Council, or any constable. | Any person offending against any of these byelaws may be removed from the ground by an officer of the Council or a constable. | Enforcement/police officers |

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CABINET

Subject Heading:

**Budget Monitoring Report - Period 6
September 2023**

Cabinet Member:

**Councillor Chris Wilkins (Cabinet
Member for Finance and
transformation)**

SLT Lead:

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Policy context:

The report provides an update on the
Financial monitoring position of the
Council at the end of Period 6 2023-2024.

Financial summary:

This report includes:

- Impact of Spending Controls put in place for 2023/24
- Projected Outturn at Period 6
- Projected Capital spend as at Period 6 (Shown in Appendix 1)
- Update on progress towards delivering the 2023/24 savings

Is this a Key Decision?

No

1. Executive Summary

- 1.1. This Report sets out the monitoring position for the Council for 2023/24 based on figures to period six (30th September).
- 1.2. The table below shows the net service controllable budgets, spend and variances and actuals to date.

| Directorates at Activity level | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|-----------------------|----------------------|----------------------|-------------------------|---------------------------------|
| Resources - Strategic Directorate | 7.238 | 6.010 | 5.834 | 6.110 | 0.100 |
| People - Strategic Directorate | 112.279 | 122.257 | 70.702 | 144.063 | 21.806 |
| Place - Strategic Directorate | 5.010 | 6.608 | 4.602 | 10.279 | 3.671 |
| OneSource Shared | 9.096 | 10.113 | 6.892 | 11.991 | 1.878 |
| OneSource Non-Shared LBH | 6.120 | 6.201 | 2.387 | 6.318 | 0.117 |
| Total Service Budgets | 139.743 | 151.189 | 90.417 | 178.761 | 27.572 |
| Corporate budgets and provisions | 16.124 | 14.844 | 2.915 | 14.844 | 0.000 |
| Concessionary Fares | 5.076 | 4.865 | 1.279 | 4.865 | 0.000 |
| Treasury Mgt. & Capital Financing | 9.452 | 9.149 | (0.312) | 6.149 | (3.000) |
| Service Growth held corporately | 18.483 | 10.439 | 0.000 | 10.439 | 0.000 |
| Contributions to the Pension Fund | 12.086 | 12.086 | 3.160 | 12.086 | 0.000 |
| Corporate Mitigations and in year savings | 0.000 | 0.000 | 0.000 | (3.450) | (3.450) |
| Corporate Finance Total | 61.221 | 51.383 | 7.042 | 44.933 | (6.450) |
| Contingency | 1.000 | 1.000 | 0.000 | 1.000 | 0.000 |
| Un-ringfenced Service Grants | (38.493) | (40.101) | (19.178) | (40.101) | 0.000 |
| Levies | 18.535 | 18.535 | 9.553 | 18.535 | 0.000 |
| Corporate Total | 42.263 | 30.817 | (2.583) | 24.367 | (6.450) |
| Total | 182.006 | 182.006 | 87.834 | 203.128 | 21.122 |

- 1.3. Further details of the reported variances are set out in Section 4 of this report. This section also sets out the steps taken to address the reported overspend. There are then sections setting out the Corporate position, including Treasury management.

2. RECOMMENDATIONS

- 2.1. Cabinet are asked to note the revenue financial position at Period 6 and the action taken to mitigate the overspend.

3. BACKGROUND

- 3.1. The early months of 2023/24 has seen significant pressures on the Council's budget. The largest increases are in People Services in the following areas:

- 3.1.1. *Housing Demand* - The increase in cost of living has had a resultant impact on the cost of Housing provision across London. Demand has increased and the Council has been forced to use high cost temporary accommodation on an increasing basis. The number

of PSL's available has also decreased over the last couple of years again increasing the use of hotels and B and B.

3.1.2. *Looked after Children with Complex need* - The numbers of Looked After Children requiring Council support has increased over the last few years. In 2022/23 the number of Children requiring complex support through residential placements has risen from 16 up to 29 placements. This number has continued to increase and there are now over 30 children in residential care. These placements are high cost resulting in a significant pressure on the budget. The Council has a statutory duty to support these Children and will regularly review each placement to ensure the best outcomes for each individual.

3.1.3. *Uncertainty over continued Health Funding and the rising unit cost of Adult placements*
The number of Adults in Social care continues to rise but more significantly the unit cost of provision driven by inflation has significantly increased. The Council was expecting these increases and over £9m was built into the Adults budget to cover these costs. The costs of care provision have continued to rise above and beyond these levels causing further pressures. People Services will continue to work closely with Health partners to recognise the Council's pressures and to secure funding where it is due.

3.2. These pressures have resulted in a significant gap in the Council's forecasted budget position. Services will continue to work hard to both contain demand and reduce costs to improve this position through the remainder of the year. It should be noted that the Council is not alone in facing these pressures. Many other boroughs are reporting similar positions with rising costs driven by inflation and rising demand.

3.3 Introduction of Spending Controls and the identification of Savings to improve the forecast outturn position

3.3.1 The Council has introduced strict Spending Controls for the remainder of the 2023/24 financial year. These measures include:

- Review of all agency placements
- Panel set up to oversee recruitment with only key and statutory posts to be recruited to
- Reviews of all high-cost social care placements to ensure the placement is both appropriate for the service user and represents best value for the authority
- Review of placements to identify in-house opportunities rather than more expensive out of borough placements
- Review of staffing and structures including ensuring funds are appropriately charged to revenue, capital and the Housing Revenue Account
- Ensure the Public Health Grant is utilised effectively to deliver strategic health aims of the Council
- Improve debt collection within Housing and from Private Sector Landlords
- Joint work with Health and hospitals to ensure better outcomes for adults leaving hospital and costs for continuing care are shared appropriately

Whilst the Spending Controls are now in place it will be sometime before the full impact of these measures is reflected in an improved monitoring position. Officers will continue to review the budget position on a monthly basis to assess the impact of these measures. All staff understand the importance of containing spend wherever possible. The effectiveness of these measures will be included and exemplified in future monitoring reports

It should be noted however that the Projected variance excludes both £1.5m of additional Social Care Grant announced in July 2023 and Childrens social care contingency (£1m) are not yet incorporated in the forecast. These amounts are currently held to mitigate anticipated winter pressures but if demand is contained they will be released to improve the forecast position.

3.3.2 The Council has also identified a number of Corporate savings and adjustments in order to reduce the budget gap. These proposals include:

| Corporate Adjustments and in-year savings | Value | Description |
|--|--------------|---|
| Redirect agency levy in 23/24 to assist the General Fund Budget | 1.500 | The levy is an 8% overhead on agency costs which is passported to the pension fund to reflect the loss of contributions from permanent staff to the fund. The financial cash position of the pension fund is such that this can be redirected for 23/24 and 24/25 safely |
| Temporarily stop payments to the Zurich Insurance imprest account | 0.450 | Saving is planned until March 2025 and would need reviewing based on balance on account. The account has sufficient funds to pay claims over the next 18 months |
| Treasury adjustment to reflect HRA benefit of using internal borrowing to fund the capital programme | 1.500 | Each year the HRA builds in a budget for external borrowing to fund the capital programme. The Council however has used internal borrowing to fund the HRA capital programme. The balances are largely General Fund related so it is estimated that a year end adjustment is needed to reflect this imbalance |
| TOTAL CORPORATE ADJUSTMENTS AND INYEAR SAVINGS | 3.450 | |

3.3.3 Services are also reviewing their budgets to identify in year savings. As part of the proposed 2024/25 savings to November cabinet two savings were identified which if actioned early would generate a saving for 23/24. These savings are:

- Removal of 50% discount for unsuccessful PCN appeals
- Reducing to basic reactive maintenance

Officers and members are reviewing these options and if they are brought in for 23/24 they will be introduced with the appropriate governance.

4. PERIOD 6 SERVICE PROJECTIONS

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

4.2. RESOURCES

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|-----------------------|----------------------|----------------------|-------------------------|---------------------------------|
| Public Health | (1.932) | (1.932) | (3.065) | (1.932) | 0.000 |
| Communication | 0.824 | 0.824 | 0.460 | 0.824 | 0.000 |
| Customer Services | 2.633 | 3.141 | 2.467 | 2.706 | (0.435) |
| Finance | 1.088 | (0.097) | 0.836 | (0.097) | 0.000 |
| Partnership Impact and Delivery | 2.529 | 1.924 | 1.814 | 2.423 | 0.499 |
| Public Health - Non Grant | 1.699 | 1.754 | 1.309 | 1.790 | 0.036 |
| HR & OD | 0.397 | 0.397 | 2.012 | 0.397 | 0.000 |
| Resources - Strategic Directorate | 7.238 | 6.011 | 5.834 | 6.111 | 0.100 |

4.2.1. Customer Services are projecting a total underspend of £0.435m in period 6. Within this there is an underspend of £0.195m due to holding vacant posts. This position will be revised in period eight when the levels of call wait times (demand) at the contact centre is reviewed in addition to reviewing if efficiencies are realised from implementation of the new D365 solution. The Complaints Information & Communication activity is also projecting an underspend of £0.238m in period 6 due to holding vacant posts.

4.2.2. There is a projected overspend on Partnership Impact and Delivery of £0.499m which is due to agency staff covering vacant posts within commissioning. The current forecast assumes that the service will not be in receipt of previous year one-off funding, however, should the service be notified of any such funding during the course of the year the forecast will be updated accordingly.

4.3. PEOPLE

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|--------------------------|-------------------------|-------------------------|-------------------------------|---------------------------------------|
| People - Starting Well Total | 45.461 | 47.746 | 27.526 | 57.150 | 9.404 |
| People - Ageing Well Total | 64.772 | 71.513 | 41.587 | 80.137 | 8.624 |
| People - Living Well (Housing Demand) | 2.046 | 2.998 | 1.589 | 6.776 | 3.778 |
| People - Strategic Directorate | 112.279 | 122.257 | 70.702 | 144.063 | 21.806 |

4.3.1. Starting Well

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|--------------------------|-------------------------|----------------------------|-------------------------------|---------------------------------------|
| Education | 5.613 | 6.676 | 3.592 | 6.676 | 0.000 |
| Children's Social Care | 38.379 | 39.601 | 23.390 | 49.005 | 9.404 |
| Principal Social Worker | 1.469 | 1.469 | 0.543 | 1.469 | 0.000 |
| People - Starting Well Total | 45.461 | 47.746 | 27.525 | 57.150 | 9.404 |

4.3.1.1. Children's Social Care

4.3.1.2. Children's Social Care is forecasting an overspend position at P6 of £9.404m based on best estimated of future demand levels. Considerable work is underway to review all Looked after Children placements over the next few weeks. This exercise will reduce the cost of some placements but it should be noted that the Council has a statutory duty to protect children and further new complex placements have been necessary in September taking the numbers in residential care to over 30.

4.3.1.3. The ongoing review of high cost placements has resulted in the forecast for LAC Placements has reducing by £350k. This work will continue and close controls and regular reviews of placements are expected to reduce costs further in the future

4.3.1.4. The Children with Disability service CWD service has successfully avoided making new placements over recent months, however one additional placement has recently. 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. Given the children's complexities this is testing family resilience, and could result in new placements being required later this year.

4.3.1.5. The SEN Transport budget is forecasting a significant overspend of £1.284m. Demand for transport assistance is still increasing due to a continuing increase in EHCPs, which have resulted in increased applications for transport support. PTS are still to update

charges in respect of routes running for the new academic year – these are expected in October 2023. 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. Whilst there has been some reduction in taxi usage, with pupils being moved to buses, there has not been a corresponding decrease in charges. A new transport strategy is out for consultation with parents for implementation in 2024.

- 4.3.1.6. The Leaving Care service is reporting a pressure of £2.000m, which reflects an increase in the number of care leavers in the current year. The pressure excludes potential increases in semi-independent costs, which could amount to a further £0.360m based on current numbers.
- 4.3.1.7. UASC 18+ cases are increasing and the costs of these clients exceed the Governments weekly allowance. The authority is also currently accommodating a very high cost under 18 asylum seeker, whose costs are not covered by government grant. Additionally, the threshold at which an authority does not have to accept new UASC clients has increased from 0.07% to 0.1% of the general child population. The authority could be asked to accommodate a further 30 cases as a result. These potential costs could amount to a further £0.425m, but have not currently been included in the forecast above.
- 4.3.1.8. 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.
- 4.3.1.9. 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.
- 4.3.1.10. 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.
- 4.3.1.11. The DSG also remains under significant pressure. Projections for 23-24 take into account the £8.0m in-year forecast overspend, and a cumulative overspend of £16.5m is now projected for the end of this financial year

4.3.2. Ageing Well

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|--------------------------|-------------------------|----------------------------|-------------------------------|---------------------------------------|
| Adult Social Care Total | 63.643 | 70.383 | 41.034 | 79.007 | 8.624 |
| Adult Safeguarding Total | 1.129 | 1.129 | 0.553 | 1.129 | 0.000 |
| People - Ageing Well Total | 64.772 | 71.513 | 41.587 | 80.136 | 8.624 |

Adult Social Care

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|--------------------------|-------------------------|----------------------------|-------------------------------|---------------------------------------|
| Transforming Health & Social Care | 0.000 | 0.000 | (4.832) | 0.000 | 0.000 |
| Strategy and Commissioning | 2.688 | 2.663 | 2.657 | 2.996 | 0.333 |
| Mental Health - Section 75 | 2.244 | 1.637 | 0.274 | 1.445 | (0.192) |
| Mental Health - Non Section 75 | 1.176 | 2.021 | 1.718 | 2.587 | 0.566 |
| ASC Covid Spend | 0.000 | 0.002 | 0.014 | 0.002 | 0.000 |
| Adult Community Team | 33.130 | 37.234 | 23.335 | 40.796 | 3.562 |
| Hospital Discharge | 0.086 | 0.086 | 0.513 | 0.084 | (0.002) |
| Learning Disabilities | 24.325 | 26.029 | 17.653 | 30.292 | 4.263 |
| Health & Social Care Other | (0.006) | 0.711 | (0.322) | 0.805 | 0.094 |
| Disabled Adult Services-Dummy | 0.000 | 0.000 | 0.024 | 0.000 | 0.000 |
| Adult Social Care Total | 63.643 | 70.383 | 41.034 | 79.007 | 8.624 |

- 4.3.2.1. The period 6 reported position for the Adults Social Care Service area is an overspend of £8.624m.
- 4.3.2.2. The pressure is mainly due to the high inflationary increases that were applied for the 23/24 rates, the estimated forecast of the inflationary increases are in the region of £6.500m. Even with large inflationary increases being paid to providers, it is still proving difficult to place clients at Havering's usual rates for care homes with many providers are not currently accepting Havering's rates, resulting in higher weekly costs for most placements which is a large contributor to the overspend. Work is being undertaken by commissioning and brokerage with the market to understand and manage the current pressures. The primary driver of this is ongoing inflationary pressures being experienced by care home providers, over a sustained period since the cost of living crisis began over the course of 2022/23.
- 4.3.2.3. The table below sets out the significant increase in rates paid on average over the last year:

| SERVICE | RATE | 22/23 Rate | % UPLIFT | New rate | ESTIMATED ANNUAL COST OF UPLIFT |
|--|-------------------|------------|----------|----------|---------------------------------|
| | | | | | (£) |
| RESIDENTIAL CARE | STANDARD WEEKLY | £620.00 | 13.00% | £700.60 | 105,000 |
| | ENHANCED WEEKLY | £695.00 | 11.00% | £771.45 | 502,000 |
| | VARIABLE 1 WEEKLY | variable | 6.00% | variable | 169,000 |
| | VARIABLE 2 WEEKLY | variable | 8.00% | variable | 864,000 |
| | 1 to 1 HOURLY | variable | 0.00% | variable | 0 |
| NURSING CARE | STANDARD WEEKLY | £632.00 | 13.00% | £714.16 | 87,000 |
| | ENHANCED WEEKLY | £678.00 | 11.00% | £752.58 | 345,000 |
| | VARIABLE 1 WEEKLY | variable | 6.00% | variable | 211,000 |
| | VARIABLE 2 WEEKLY | variable | 8.00% | variable | 111,000 |
| | 1 to 1 HOURLY | variable | 0.00% | variable | 0 |
| SUPPORTED LIVING | VARIABLE WEEKLY | variable | 8.00% | variable | 1,109,000 |
| HOMECARE | STANDARD HOURLY | £19.68 | 11.00% | £21.84 | 1,239,000 |
| | VARIABLE HOURLY | variable | 6.00% | variable | 9,000 |
| | VARIABLE WEEKLY | variable | 6.00% | variable | 18,000 |
| LIVE-IN CARE | VARIABLE WEEKLY | variable | 9.00% | variable | 81,000 |
| | 1 to 1 HOURLY | variable | 9.00% | variable | 14,000 |
| ESTIMATED COST OF PROVISION UPLIFTS | | | | | 4,864,000 |

4.3.2.4. There is also increasing placement pressures in both Adult Community Teams and LD in terms of number of clients being supported and the complexity of packages. There is also increasing demand in Mental Health with an increase in complex packages and an increase in the number of clients being supported.

4.3.2.5. Progress on Aging Well savings - The 23/24 savings applied to the Ageing well budget was £3.245m. The forecast assumes that these savings will be achieved in full by year end although further work is currently being undertaken to review the achievability of some of these savings. As at period 6, £1.840m of these savings have been achieved. £0.748m of the Better Living savings have been achieved and the teams continue to work to continue to deliver better living savings, Senior managers and the LD resource panel are scrutinising all requests for appropriateness and proportionality. £0.427m of the Targeted reviews savings have been achieved and the teams are continually working on scoping what other cases could be targeted to achieve the saving.

4.3.3. Living Well (Culture and Housing Demand)

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|--|--------------------|-------------------|-------------------|----------------------|------------------------------|
| Culture & Leisure | (1.890) | (1.568) | (0.749) | (1.493) | 0.075 |
| Housing Demand | 3.936 | 4.566 | 2.338 | 8.269 | 3.703 |
| People - Living Well | 2.046 | 2.998 | 1.589 | 6.776 | 3.778 |

4.3.3.1. The Period 6 projected position for Housing Demand is £3.703m which mainly relates to the additional hotel costs for families and singles. Repairs and maintenance costs have also increased resulting in an overspend of £781k.

4.3.3.2. The table below demonstrates the increase in temporary accommodation costs and demand over the first five months of the year

| | | Apr-23 | May-23 | Jun-23 | Jul-23 | Aug-23 | Sep 23 |
|-----------------|--------------------------|--------|--------|--------|--------|--------|--------|
| FAMILIES | Total days cost in month | 2606 | 2941 | 3384 | 3515 | 3966 | 4160 |
| | Total cost in month (m) | 0.210 | 0.237 | 0.288 | 0.311 | 0.360 | 0.371 |
| SINGLES | Total days cost in month | 1399 | 1531 | 1617 | 1698 | 1583 | 1543 |
| | Total cost in month (m) | 0.092 | 0.104 | 0.112 | 0.119 | 0.113 | 0.107 |

4.3.3.3. There have been some mitigations mobilised to reduce the impact of hotels, which mainly consists of Royal Jubilee Court £674k. However, the winter period could add additional pressure to the service:

| Sites | Number of units | Timeframe | In year budget impact £m |
|------------------------|-----------------|-----------|--------------------------|
| Royal Jubilee Court | 71 units | Nov-23 | (0.674) |
| National Housing Group | 15 units | Mar-24 | (0.029) |
| Total | | | (0.703) |

4.3.3.4. The Royal Jubilee Court opening has been delayed but the number of units has increased. There is delays in handing over other units and the Chalkhill and Notting Hill Housing Group will now be delivered in 2024/5.

4.4. PLACE

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|--|--------------------|-------------------|-------------------|----------------------|------------------------------|
| Place - Environment | 5.490 | 7.235 | 2.459 | 9.643 | 2.408 |
| Place - Planning & Public Protection | 2.647 | 2.579 | 2.231 | 3.382 | 0.803 |
| Place - Housing & Property | (3.127) | (3.206) | (0.088) | (2.746) | 0.460 |
| Place - Strategic Directorate | 5.010 | 6.608 | 4.602 | 10.279 | 3.671 |

4.4.1. Environment

4.4.1.1. Environment are projecting an overspend position of £2.408m at Period 6; The main reasons for the overspend are as follows:

- 4.4.1.2. Parking – an over spend of £1.728m, a movement of £0.376m on previously reported over spend position of £1.352m. The overspend is mainly as a result of an underachievement in PCN / MTC income, reversal of the permit charges and reduced income from the new school street offer. The adverse movement is mainly due to decline in PCN income and off street car park income. Issuance of PCN in the month of September 2023 has been lower than expected and there has been an increase in the debt registration cost.
- 4.4.1.3. Public Realm – an over spend of £0.474m, a favourable movement of £0.173m on the previously reported over spend position of £0.647m. The over spend is mainly as a result of procurement, consultancy and ongoing Legal support costs relating to the deferral of the integrated Public Realm Contract. As per the extension agreement with SERCO, there has been an increase in the Household waste and recycling collection cost, as well as the confirmed contract price increase, based on indexation. These confirmed cost have been included with the forecast. The movement is a reflection of the introduction of various spending controls which has resulted in a reduction of the forecast pressure across the Service.
- 4.4.1.4. Highways – an over spend of £0.640m, a favourable movement of £0.202m on the previously reported over spend position of £0.842m. The over spend is mainly as a result of the unachievable income target within DSO. A strategy is now in place for a wider procurement of highways services to include expected cost efficiencies by outsourcing the DSO, any benefits to be realised in 2024/2025. Within this financial year, a credit of £0.387m has been received from the energy supplier, as a refund for over payment in energy charges in previous years. This one off credit has resulted in a reduction of the previously reported over spend position. The forecast position includes Directorate under spends of £0.434m predominantly as a result of staffing under spends within Business Support and reduced spend across the Directorate.

4.4.2. **Planning & Public Protection**

- 4.4.2.1. Planning & Public Protection are projecting an over spend position of £0.803m at Period 6, a movement of £0.042m on previously reported over spend position of £0.761m. Pressures within Planning and Public Protection are as a result of under achievement of the planning application fee income, building control fee income, local land charges and business licensing fee income. In addition to, unbudgeted legal costs in relation to upcoming Public Inquiries within planning and costs for Terraquest, the external service provider for planning application validation. There are cost pressures in connection with the Local Plan and Lower Thames Crossing Development Consent Order programme, and the mortuary contract.
- 4.4.2.2. These over spends are slightly offset by salary underspends across the Service.

4.4.3. Housing and Property

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|-----------------------|----------------------|----------------------|-------------------------|---------------------------------|
| Regeneration & Place Shaping | 0.207 | 0.170 | 0.719 | 0.170 | 0.000 |
| Housing Property and Assets | (3.674) | (3.752) | (1.620) | (3.292) | 0.460 |
| Inclusive Growth | 0.340 | 0.377 | 0.813 | 0.377 | 0.000 |
| Place - Housing & Property | (3.127) | (3.205) | (0.088) | (2.745) | 0.460 |

4.4.3.1. Romford Market has experienced a decline in income over a number of years due to reduced traders and reduced footfall within the area. There is a pressure estimated in this financial year of £0.160m which mainly relates to Sunday trading.

4.4.3.2. The Mercury House decant is unlikely to be concluded until 2024/25, therefore the associated savings target will not be fully achieved this financial year whilst business rates and small running costs are still being incurred. The residual net pressure being forecast is £0.300m.

4.5. ONESOURCE SHARED

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|-----------------------|----------------------|----------------------|-------------------------|---------------------------------|
| Finance | 0.622 | 0.663 | 1.198 | 0.622 | (0.041) |
| Procurement | 0.307 | 0.307 | 0.235 | 0.305 | (0.002) |
| Business Services | 0.075 | 0.039 | (0.593) | 0.208 | 0.169 |
| Exchequer & Transactional Services | 2.450 | 3.212 | 1.396 | 3.634 | 0.422 |
| Legal & Governance | 0.919 | 1.085 | 1.614 | 1.147 | 0.062 |
| ICT Services | 4.092 | 4.134 | 2.552 | 5.580 | 1.446 |
| Asset Management Services | 0.631 | 0.673 | 0.490 | 0.495 | (0.178) |
| OneSource Shared Total | 9.096 | 10.113 | 6.892 | 11.991 | 1.878 |

4.5.1. The Finance service underspend of £0.041m in period 6 due to vacancies.

4.5.2. Prior years undelivered savings targets are causing an overspend on business services of £0.169m; these will have resolved by 24/25 as a result of the split of this service from the oneSource cost sharing arrangement with Newham.

4.5.3. The Exchequer and Transactional Service is forecasting overspend of £0.422m in period 6 which is the result of a shortfall of enforcement income against its overly-ambitious target offset against an underspend within council tax and housing benefits due to grant income.

- 4.5.4. An overspend of £0.062m is projected within Legal Services due to locum and agency spend.
- 4.5.5. ICT Services are reporting an overspend of £1.4m in period 6, due to increased connectivity and storage costs and agency costs within the systems team. The overspend largely comprises of a combination of undelivered savings of £0.6m and increases in costs including Microsoft Enterprise Licences, data and connectivity costs, security costs and Dynamics.
- 4.5.6. The underspend forecast of £0.178m within Asset Management relates to staffing vacancies.

4.6. **ONESOURCE NON SHARED**

| Directorates at Activity level (Controllable Budgets Only) | Original Budget £m | Revised Budget £m | Actual To Date £m | Year End Forecast £m | Current Forecast Variance £m |
|---|-----------------------|----------------------|----------------------|-------------------------|---------------------------------|
| Exchequer Services | (1.612) | (1.612) | (3.974) | (1.539) | 0.073 |
| Business Services | 0.002 | 0.002 | 0.000 | 0.000 | (0.002) |
| Non Shared Finance | 2.839 | 2.719 | 1.300 | 2.518 | (0.201) |
| Asset Management | 3.386 | 3.524 | 4.148 | 3.845 | 0.321 |
| Legal & Democratic Services | 0.677 | 0.677 | 0.427 | 0.809 | 0.132 |
| ICT Services | 0.828 | 0.891 | 0.485 | 0.685 | (0.206) |
| OneSource Non-Shared LBH | 6.120 | 6.201 | 2.387 | 6.318 | 0.117 |

- 4.6.1. Exchequer Services is forecasting a £0.073 overspend which relates to a reduction in the amount of allowable contribution from the collection fund to the general fund in recognition of the cost of collection. The allowable contribution is determined by central government and is based on a formula including the number of hereditaments, aggregate rateable value and the 'area cost factor' for the authority. The current budget assumes a contribution of £0.368m against an actual contribution of £0.272m.
- 4.6.2. Finance is forecasting an underspend of £0.201m in relation to staffing vacancies.
- 4.6.3. Asset Management (excluding property) have reduced all non-essential spend in order to mitigate the income pressures they are experiencing and are now forecasting an overall net pressure of £0.042m.
- 4.6.4. Legal and Democratic Services non-shared are forecasting an over spend of £0.132m which is 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 of £0.091m resulting from a reduction in school appeal income which is partly offset by salary underspends.
- 4.6.5. ICT are forecasting an under spend of £0.211 in period 6 relating to £0.200m of growth budget added to the ICT NS budget towards funding of the ICT restructure.

5. HOUSING REVENUE ACCOUNT

| Directorates at Activity level | Original Budget | Revised Budget | Actual To Date | Year End Forecast £m | Current Forecast Variance £m |
|---------------------------------|-----------------|----------------|-----------------|----------------------|------------------------------|
| Resources - Public Health - HRA | 1.217 | 1.242 | 0.634 | 1.242 | 0.000 |
| Place - Housing & Property HRA | (2.548) | (2.406) | (16.044) | (2.673) | (0.267) |
| People - Living Well - HRA | 1.331 | 1.164 | 0.525 | 1.164 | 0.000 |
| HRA Total | 0.000 | 0.000 | (14.885) | (0.267) | (0.267) |

5.1. Living Well – HRA

5.1.1. Whilst there are additional costs being incurred to convert Royal Jubilee Court into temporary accommodation, this will be recovered from the additional rental stream once the units are occupied.

5.2. Place - Housing & Property HRA

5.2.1. Housing Operations – HRA - £176k underspend. This underspend is the result of an AD post being deleted from the structure at the beginning of the year, as well as there being some vacant posts in the service. There has also been income received from recovered court costs and legal fees.

5.2.2. Housing, Property & Assets – HRA - £92k underspend. There is a forecast underspend of £180k on Gutters & Drains contract due to late issue of S20 Leasehold notices. This has been partially offset due to the need to employ additional surveyors to deal with disrepair cases

6. SAVINGS DELIVERY

6.1. In setting the 2023/24 budget the Council identified £9.626m 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 some proposals might not be fully realised. Departments worked collectively to achieve savings wherever possible. The tables below show progress towards delivery of those savings split into the new Departments and also rag-rated.

6.2. Table showing achievement of savings to date rag-rated:

| 23-24 Savings | Savings Amount £m | Savings Achieved £m | Savings Amber rated £m | Savings Red rated £m |
|----------------------------------|----------------------|------------------------|---------------------------|-------------------------|
| TOTAL PEOPLE SAVINGS | (5.289) | (2.455) | (1.834) | (1.000) |
| TOTAL PLACE SAVINGS | (2.581) | (1.777) | (0.000) | (0.804) |
| TOTAL RESOURCES SAVINGS | (1.756) | (0.746) | (1.010) | (0.000) |
| TOTAL NEW SAVINGS 2023-24 | (9.626) | (4.978) | (2.844) | (1.804) |

- 6.3. The Council will continue with the aim of delivering all savings set out in the budget. The majority are on track but there are a number which are classified as red (not on track). These savings are listed below and either relate to difficulties associated with the demand pressures set out in this report or through decisions not to proceed with certain items. The current savings classified as red are shown in the table below:

| 23-24 Savings | MTFS Variance £m |
|---|------------------------|
| Targeted Reviews | 0.500 |
| Assistive Technology - review ASC subsidy (funded by BCF) - Option 2 | 0.250 |
| Develop integrated commissioning function to support Havering Borough Partnership | 0.250 |
| Increase the charge on crossovers | 0.135 |
| Remove School Crossing Patrols | 0.063 |
| Planning Fees | 0.012 |
| Public Realm restructure | 0.200 |
| Review of toilets | 0.024 |
| Saving on Permits | 0.220 |
| Climate Change Posts | 0.150 |
| TOTAL RED SAVINGS 2023-24 | 1.804 |

The Council is committed to delivering £7.2m of staffing savings which was originally included in the budget in 2022/23. £2m has been delivered through a voluntary redundancy scheme with a further £5.2m of savings to be found. The Council is fundamentally reviewing its staff base and structures to modernise services and improve efficiency. The Council is reviewing vacancy factors as part of the staffing review and will make decisions on the appropriation of the staffing efficiency target as part of that review.

7. CORPORATE BUDGETS AND CONTINGENCY

- 7.1. 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.
- 7.2. The Council also holds a number of budgets centrally mostly pending allocation to departments. These budgets have been reviewed, on a monthly basis, by the Section 151 Officer, as part of the monitoring cycle.

| Corporate Items | Budget £m | Forecast £m | Outturn (Under)spend £m | Period 6 (Under)spend £m |
|--|---------------|----------------|-------------------------------|--------------------------------|
| Corporate Contingency | 1.000 | 1.000 | 0.000 | 0.000 |
| Treasury Management | 9.452 | 6.452 | (3.000) | (3.000) |
| Other Corporate Budgets | 19.579 | 19.579 | 0.000 | 0.000 |
| Corporate Mitigations and in year savings | 0 | (3.450) | (3.450) | (3.450) |
| | 30.031 | 23.581 | (6.450) | (6.450) |

- 7.3. Treasury Management - 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. The first quarter Capital monitoring position below shows significant slippage from the anticipated programme at the start of the financial year. This slippage has resulted in the Council not needed to externally borrow in the first half of the year. This generates a short term underspend although it should be noted that costs in future years will go up when schemes do progress.
- 7.4. The Council has also benefitted from increased interest receivable from its deposits. Interest rates have continued to rise and the Council is lending at an overnight rate of over 5%. This has generated additional income on the Councils short term investments. These factors have resulted in an underspend on the treasury budget of £3.0m. There will also be a year end charge to the Housing Revenue Account reflecting the benefit that fund has received from utilisation of cash balances rather than external borrowing. This will be included in the in future monitors forecast and is currently being estimated.
- 7.5. The Corporate position has also improved by mitigations identified as part of the recent budget review exercise. The table below sets out the mitigations and their financial impact.

| Corporate Adjustments and in year savings | Value |
|---|--------------|
| Redirect agency levy in 23/24 to assist the General Fund Budget | 1.500 |
| Temporarily stop payments to the Zurich Insurance imprest account | 0.450 |
| Treasury adjustment to reflect HRA benefit of using internal borrowing to fund the capital programme. It should be noted that this is a prudent estimate based on the first 6 months of the year and may increase by year end depending on both capital spend within the HRA and whether borrowing is used to fund that spend | 1.500 |
| TOTAL CORPORATE ADJUSTMENTS | 3.450 |

8. EARMARKED AND GENERAL RESERVES

- 8.1. The Council holds general balances to mitigate against unforeseen risks. At the end of 2022/23 The Council held £8.2m in General Balances. This is significantly lower than the Council's self set target of £20m of unallocated balances. The Council does budget each year for a £2m contribution to general balances but the financial position set out in this report will make increasing general balances very difficult in the short term.
- 8.2. The Council also holds Earmarked reserves which are set aside for specific time limited projects in the future. These reserves are reviewed regularly and if the reserves are no longer required they are either transferred to revenue or added to general balances.

The table below shows the 2023/24 forecasted use of Earmarked Reserves:

| Reserves | Balance 1st April £m | Use £m | Closing Balance £m |
|-----------------------|-------------------------|---------------|-----------------------|
| Corporate Reserves | 18.713 | -0.840 | 17.873 |
| Capital Reserves | 4.444 | -0.400 | 4.044 |
| Service Reserves | 13.716 | -3.567 | 10.149 |
| Public Health Reserve | 2.839 | -0.500 | 2.339 |
| TOTAL | 39.712 | -5.307 | 34.405 |

- 8.3 The current overspend position may dictate that there will be further reviews of these reserves in order to release funds to general balances to absorb the overspend.

9. CAPITAL PROGRAMME QUARTER 2 MONITORING

- 9.1 The table below sets out the Period 6 position for the Council's capital programme for the 2023/24 financial year.

| | Budget 2023/24 £m | 2023/24 Forecast Period 6 £m | 2023/24 Variance £m |
|---------------------------------|----------------------|------------------------------------|------------------------|
| Starting Well | 22.816 | 6.729 | (16.087) |
| Living Well | 1.300 | 1.300 | 0.000 |
| Ageing Well | 7.596 | 3.921 | (3.675) |
| People | 31.712 | 11.950 | (19.762) |
| Housing & Property (GF) | 218.688 | 31.439 | (187.249) |
| Housing & Property (HRA) | 215.041 | 124.627 | (90.414) |
| Planning & Public Protection | 1.511 | 1.427 | (0.084) |
| Environment | 24.358 | 22.637 | (1.721) |
| Place | 459.598 | 180.130 | (279.468) |
| Partnership Impact and Delivery | 22.610 | 9.487 | (13.123) |
| Customer Services | 0.666 | 0.636 | (0.030) |

| | Budget 2023/24 £m | 2023/24 Forecast Period 6 £m | 2023/24 Variance £m |
|------------------|----------------------|------------------------------------|------------------------|
| Finance | 2.691 | 0.000 | (2.691) |
| Resources | 25.967 | 10.123 | (15.844) |
| Total | 517.277 | 202.203 | (315.074) |

9.2 The forecast expenditure for 2023/24 is £202.203m with actual expenditure at the end of Period 6 of £54.147m.

9.3 Capital expenditure as at the 30th September is £54.147m to date. Notable achievements so far for 2023/24 are as follows.

- £12.333m on the 12 estates project to improve housing across the borough
- £9.711m spent on enhancing and increasing our existing housing stock
- £3.573m on improving the quality of our roads and infrastructure
- £5.774m on purchase of refuse vehicles
- £2.686m on Central Depot Expansion
- 10 schools have had capital works totalling £1.217m.
- £1.665m has been spent on enhancing ITC Infrastructure.

9.4 Further details on the Capital Programme can be found at **Appendix 1** to this report

10. IMPLICATIONS AND RISKS

10.1. Financial Implications and Risks

The period 6 budget monitoring position are the subject of this report and are therefore set out in the body of this report. The current pressures to the 2023/24 budget are set out in the report. The report also sets out the 2nd Quarter capital monitoring position and capital achievements to date

10.2. *Legal Implications and Risks*

10.2.1. Under S151 of the Local Government Act 1972 a local authority has to make proper arrangements for the administration of its financial affairs.

10.2.2. Under S 28 of the Local Government Act 2003 a local authority has to review its budget calculations from time to time during the financial year and take appropriate action if there is any deterioration in its budget.

10.2.3. The Council is under 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.” s 3 Local Government Act 1999. As part of that process it must consult tax payers, those who use or are likely to use services and others who may have an interest in an area where the Council carries out its functions.

10.3. *Human Resource Implications and Risks*

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

10.4. *Equalities and Social Inclusion Implications and Risks* - There are no immediate Equalities and Social Inclusion implications arising from the report

APPENDIX 1 – CAPITAL MONITORING UPDATE Quarter 2

1. CAPITAL MONITORING

- 1.1. The Capital programme for 2023/24 through to 2026/27 was agreed at Council in February 2023. Since then slippage from 2022/23 has been added as per the capital outturn report and there have been some additions to the programme resulting in a summary programme as set out in the table below.

| Summary of Existing Approved Capital Programme | Previous Years Budget £m | 2023- 24 Budget £m | 2024-25 Budget £m | 2025-26 + Budget £m | Total Budget £m |
|--|--------------------------|--------------------|-------------------|---------------------|------------------|
| Ageing Well | 5.254 | 7.596 | 0.000 | 0.000 | 12.850 |
| Living Well | 33.452 | 1.300 | 4.552 | 0.000 | 39.304 |
| Starting Well | 0.983 | 22.816 | 6.150 | 36.011 | 65.959 |
| People | 39.689 | 31.712 | 10.702 | 36.011 | 118.113 |
| Environment | 7.977 | 24.358 | 7.872 | 21.182 | 61.389 |
| Housing & Property (GF) | 65.671 | 218.688 | 135.391 | 101.986 | 521.737 |
| Housing & Property (HRA) | 325.844 | 215.041 | 95.335 | 430.229 | 1,066.449 |
| Planning & Public Protection | 0.169 | 1.511 | 0.000 | 0.000 | 1.680 |
| Place | 399.662 | 459.598 | 238.599 | 553.397 | 1,651.256 |
| Customer Services | 6.759 | 0.666 | 0.000 | 0.000 | 7.425 |
| Finance | 0.000 | 2.691 | 0.000 | 0.000 | 2.691 |
| Partnership Impact and Delivery | 11.494 | 22.611 | 11.814 | 5.402 | 51.321 |
| Resources | 18.254 | 25.967 | 11.814 | 5.402 | 61.436 |
| Grand Total | 457.604 | 517.277 | 261.114 | 594.810 | 1,830.805 |

- 1.2. 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, the planned disposals and borrowing costs are kept under regular review to ensure timing maximises any potential receipts or reduces borrowing costs.

| GF / HRA Split | Previous Budget Amount £m | 2023- 24 Budget £m | 2024-25 Budget £m | 2025- 26+ Budget £m | Total Budget £m |
|-------------------------|---------------------------|--------------------|-------------------|---------------------|------------------|
| General Fund | 131.760 | 302.236 | 165.779 | 164.581 | 764.356 |
| Housing Revenue Account | 325.844 | 215.041 | 95.335 | 430.229 | 1,066.449 |
| Grand Total | 457.604 | 517.277 | 261.114 | 594.810 | 1,830.805 |

- 1.3. Excluding previous years spend of £457.604 (shown for information in the table above), the total capital programme for 2023/24 and beyond is £1,373.201m split between the GF (£632.596m) and HRA (£740.605m). Funding for the planned capital expenditure for both the GF and HRA is set out in the 2 tables below.

| General Fund Financing | 2023/24 Financing Budget £m | 2024/25 Financing Budget £m | 2025/26+ Financing Budget £m | Total Financing Budget £m |
|------------------------------|--------------------------------------|--------------------------------------|---------------------------------------|------------------------------------|
| Capital Receipts | 95.174 | 39.563 | 84.000 | 218.736 |
| Revenue & Reserves | 0.162 | 2.300 | 0.011 | 2.473 |
| Grants & Other Contributions | 44.919 | 7.682 | 36.255 | 88.857 |
| Borrowing | 161.981 | 116.234 | 44.315 | 322.530 |
| Total GF Financing | 302.236 | 165.779 | 164.581 | 632.596 |

| HRA Financing | 2023/24 Financing Budget £m | 2024/25 Financing Budget £m | 2025/26+ Financing Budget £m | Total Financing Budget £m |
|------------------------------|--------------------------------------|--------------------------------------|---------------------------------------|------------------------------------|
| Capital Receipts | 45.549 | 24.673 | 117.671 | 187.894 |
| Revenue & Reserves | 11.827 | 21.676 | 3.486 | 36.990 |
| Grants & Other Contributions | 2.694 | 0.000 | 52.754 | 55.448 |
| Borrowing | 154.970 | 48.986 | 256.318 | 460.274 |
| Total HRA Financing | 215.041 | 95.335 | 430.229 | 740.605 |

2. Capital Achievements as at 30th September 2023

2.1. Capital expenditure as at the 30th September is £54.147m to date. Notable achievements so far for 2023/24 are as follows.

£12.333m on the 12 estates project to improve housing across the borough

- £9.711m spent on enhancing and increasing our existing housing stock
- £3.573m on improving the quality of our roads and infrastructure
- £5.774m on purchase of refuse vehicles
- £2.686m on Central Depot Expansion
- 10 schools have had capital works totalling £1.217m.
- £1.665m has been spent on enhancing ITC Infrastructure.

3. 2023/24 Capital Programme

3.1. The report below sets out the Period 6 position for the Council's capital programme for the 2023/24 financial year.

| | Budget 2023/24 £m | 2023/24 Forecast Period 6 £m | 2023/24 Variance £m |
|------------------------------|-------------------------|---------------------------------------|---------------------------|
| Starting Well | 22.816 | 6.729 | (16.087) |
| Living Well | 1.300 | 1.300 | 0.000 |
| Ageing Well | 7.596 | 3.921 | (3.675) |
| People | 31.712 | 11.950 | (19.762) |
| Housing & Property (GF) | 218.688 | 31.439 | (187.249) |
| Housing & Property (HRA) | 215.041 | 124.627 | (90.413) |
| Planning & Public Protection | 1.511 | 1.427 | (0.084) |

| | | | |
|---------------------------------|----------------|----------------|------------------|
| Environment | 24.358 | 22.637 | (1.721) |
| Place | 459.598 | 180.131 | (279.467) |
| Partnership Impact and Delivery | 22.611 | 9.486 | (13.125) |
| Customer Services | 0.666 | 0.636 | (0.030) |
| Finance | 2.691 | 0.000 | (2.691) |
| Resources | 25.967 | 10.122 | (15.845) |
| Total | 517.277 | 202.203 | (315.074) |

| General Fund/HRA Split | Budget 2023/24 | 2023/24 Forecast Period 6 | 2023/24 Variance |
|-------------------------|----------------|---------------------------|------------------|
| General Fund | 302.236 | 77.576 | (224.660) |
| Housing Revenue Account | 215.041 | 124.627 | (90.413) |
| Total | 517.277 | 202.203 | (315.074) |

- 3.2. The forecast expenditure for 2023/24 is £202.203m with actual expenditure at the end of Period 6 of £54.147m. 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:

3.3. PEOPLE

3.3.1. Children's Social Care Programme – Slippage of £1.813m

£1.073m of the slippage relates to the Children with SEND Residential Provision & Respite at Aldwych. This will be a Residential Care Home and Short Breaks Facility for Children with Special Educational Needs and Disability (SEND). The proposed building is a residential care unit for 6 children comprising of 4 long stay residential beds and a further 2 respite/short breaks beds. As at period 6 this scheme is currently at the design/pre planning stage. The forecast assumes that all consultancy fees will be fully paid by 31st March 2023.

£0.715m of the slippage relates to the Semi Independent Provision for Young People leaving Care at Mawneys. This will be a Semi-Independent Scheme for Young People Leaving Care. The proposed scheme consists of a total of 12 self-contained flats with additional communal spaces. Awaiting confirmation of GLA funding for Mawneys of £1.120m. The build phase is due to commence in November 2023.

3.3.2. Schools – Slippage of £14.274m

The slippage is due in part to the disruptions from the pandemic and planning permission delays affecting some of the projects (including Suttons SEN Unit, Harris Academy). The rise in demand in Primary and SEND places had meant the Authority has had to find ways of absorbing these extra demand for places, while protecting the Borough's excellent reputation for good schools. In addition the Authority is also planning for a longer term growth in pupil numbers to meet demand from new housing and a growing population. A cabinet report setting out the proposed schemes for phase 5 taking into account the recommendations from the consultation from the Children's & Young people education place planning plan 2023-2027 is going through the governance process and the programme forecast for period has been updated accordingly, leading to slippage while the remaining unallocated funding is allocated.

3.3.3. Living Well

There were no slippage variances from programmes within Living Well.

3.3.4. Adults – DFG – Slippage of £2.375m

The slippage of £2.375 is based on current activity levels.

3.3.5. Adults – Other – Slippage of £1.299m

£1.189m of the slippage relates to Adults Learning Disabilities Provision Build scheme at Mowbrays. This scheme will be Supported Living Service for Adults with Disabilities. The proposed scheme is one building comprising of 6 self-contained flats with additional communal space. Awaiting confirmation of GLA funding for Mowbrays of £0.840m. The build is due to commence in late November 2023.

3.4. PLACE

3.4.1. Housing and Property – General Fund

| Programme Directorate | Area /Service/ | Budget 2023/24 £m | 2023/24 Forecast Period 6 £m | 2023/24 Variance £m |
|-----------------------|---|----------------------|---------------------------------|------------------------|
| | Mercury Land Holdings | 103.393 | 2.497 | (100.896) |
| | Rainham & Beam Park | 54.245 | 15.700 | (38.545) |
| | Regeneration - Other | 34.469 | 1.284 | (33.185) |
| | Regeneration - TFL | 4.341 | 0.070 | (4.272) |
| | Regeneration & Place Shaping | 196.447 | 19.551 | (176.897) |
| | Asset Management - Other | 2.934 | 0.000 | (2.934) |
| | Corporate Buildings | 8.230 | 4.942 | (3.288) |
| | Health & Safety | 0.214 | 0.159 | (0.056) |
| | Pre Sale Expenses | 0.356 | 0.000 | (0.356) |
| | Schools Building Maintenance | 4.789 | 4.389 | (0.400) |
| | Schools Expansions | 3.719 | 2.399 | (1.320) |
| | Vehicle Replacement | 1.999 | 0.000 | (1.999) |
| | Housing, Property and Assets | 22.241 | 11.889 | (10.352) |
| | Housing & Property (GF) | 218.688 | 31.439 | (187.249) |

3.4.1.1. MLH – Slippage of £100.896m

The main elements of the slippage are discussed below -

- £58.465m of the slippage relates to the Reactive Acquisition Fund. Allowances have been made in 2023/24 for the drawdown of equity at around £0.500m for the purchase of land for a development site, this is currently going through the executive decision process. The acquisition fund loans budget has been re-profiled at Period 2 to reflect expenditure in later years. The overall budget will offset the additional requirement at the Quarles scheme, changes will be regularised as part of the current Business Plan refresh exercise, expected to the approved in the 2nd quarter of 2023.

- £37.017m of the slippage relates to the Waterloo scheme. The budget has been re-profiled at Period 2 due to a recent decision to pause the Waterloo Estate development due to emerging regulation changes that will affect design. Forecast have been moved back to reflect possible spend in later phases of work.
- £3.688m of the slippage relates to The MLH Quarles PRS budget. The budget has been re-profiled at Period 2 to reflect the Bellway JV's latest cashflow forecasts.

3.4.1.2. Rainham & Beam Park – Slippage of £38.545m

The slippage relates to the Rainham & Beam Park Housing Zone – CPO's and Grant. The budget forecast has been re-profiled to reflect a pause on CPO activity due to uncertainty around delivery of Beam Park station, there is no expenditure anticipated in 2023/24.

3.4.1.3. Regeneration - Other – Slippage of £33.185m

£28.000m of the slippage relates to the Provision for Future Regen Opportunities budget. This budget acts as a contingency for regeneration opportunities; no expenditure is currently expected in 2023/24 as at Period 3, budget has been re-profiled for later years.

£4.180m of the slippage relates to Farnham & Hilldene - Medical Centre. The medical facility is attached to the Family Welcome Centre hostel project, which is currently in the demolition phase. The main contract is expected to start at the end of 2023, with preparatory works taking place between December 2023 to March 2024.

£1.000m of the slippage relates to the Liveable Neighbourhood Romford Ring Road. The project team have estimated a current year requirement of £0.200m in order to progress the project through the design stage. Further requirement for works falls into later financial years.

3.4.1.4. Regeneration – TfL – Slippage of £4.272m

The slippage of £4.272m relates to the Beam Parkway Major Scheme, which is part funded by TfL. The majority of major works on the Beam Parkway project are delayed due to the uncertainty around TfL funding and delivery of Beam Park Station, which impacts the scheme's design. Forecast has been revised at Period 2 to reflect no expenditure in 2023/24.

3.4.1.5. Asset Management - Other – Slippage of £2.934m

£2.934m of the slippage relates to the planned acquisition of Hornchurch Police Station. This project is currently on hold, while the acquisition is reviewed.

3.4.1.6. Corporate Buildings – Slippage of £3.288m

A majority of the slippage £2.800m relates to Corporate Buildings & Other Initiatives project. The project is subject to listed building consent and the works will need to be tendered. Also as the works relate to window and roofing replacements is advisable to commence the works in the spring. We are currently awaiting a decision from SLT on the way forward.

3.4.1.7. School Expansions – Slippage of £1.320m

The slippage relates to the Suttons Primary School SEND Unit. Seeking to award contract before December 2023 and expecting to start on site in January 2024, with an expected cost of £0.250m before the end of the financial year.

3.4.1.8. Vehicle Replacement – Slippage of £1.999m

There is no expenditure anticipated in 2023/24. The eight vehicles that were ordered earlier in the year, with an estimated capital expenditure of £0.800m, will now be delivered in April/May 2024.

3.4.2. Housing & Property (HRA)

| Programme Area /Service/ Directorate | Budget 2023/24 £m | 2023/24 Forecast Period 6 £m | 2023/24 Variance £m |
|---|----------------------|---------------------------------|------------------------|
| Bridge Close Acquisitions | 41.774 | 25.925 | (15.848) |
| Bridge Close Regeneration | 0.464 | 0.644 | 0.180 |
| HRA Regeneration | 89.823 | 41.159 | (48.664) |
| Regeneration & Place Shaping | 132.060 | 67.728 | (64.332) |
| HRA | 49.659 | 35.586 | (14.073) |
| HRA Stock Adjustments | 33.322 | 21.313 | (12.008) |
| Housing, Property and Assets | 82.980 | 56.899 | (26.081) |
| Housing & Property (HRA) | 215.041 | 124.627 | (90.413) |

3.4.2.1. Bridge Close Acquisitions – Slippage of £15.848m

The 2023/24 forecast is based on completion of a number of acquisitions totalling £22.012m plus professional fees paid via the LLP for £0.900m. Acquisitions are of significant value, the largest being estimated around £9.000m, forecast prepared against current acquisition schedule, which could be subject to change, and this is updated monthly.

3.4.2.2. HRA Regeneration – Slippage of £48.664m

The main elements of the slippage are discussed below –

- £15.369m of the slippage relates to Estates Affordable Housing. The 12 Sites affordable housing budget has been re-forecast at Period 3 to reflect requirements for concluding the Napier New Plymouth project final account, concluding Solar Serena Sunrise in Quarter 4 2023/24 and a £0.500m contingency amount in 2023/24.
- £6.325m of the slippage relates to 12 Estates. The budget forecast reflects a later start on site for the Waterloo Estate project, which is currently paused pending an options review. The cash drawdown forecast reflects estimated requirements for Solar Serena construction drawdowns, plus regular payments for the Waterloo JV options work and general JV requirements.
- £9.007m of slippage relates to 12 Estates Phase 1 Forward Funding. The forward funding budget has been re-forecast at Period 3 to account for the professional fees agreed for the Farnham/Hilldene and Chippenham schemes, as well as remaining funds for Solar Serena

Sunrise, which concludes in quarter 4 plus usual project management fees, this forecast includes a £0.500m contingency amount for 2023/24.

- £10.805m of slippage relates to Hostel reprovision - Building of a new hostel. The budget forecast is revised at Period 5 in line with updated information from cost consultant; the project is in the demolition phase with the expectation to move into the main contract at the end of 2023, with preparatory works taking place between December 2023 and March 2024. A £0.500m contingency has been allowed for in 2023/24.

3.4.2.3. HRA – Slippage of £14.073m

The main elements of the slippage are discussed below -

- £1.943m of the slippage relates to HRA Stock Upkeep - Careline Equipment. The project for digital transformation is at the procurement stage and expected to start in January 2024 so majority of spend will carry forward.
- £2.160m of the slippage relates to Decent Homes Works Internals. Cash flow forecasts indicate slippage of £0.100m in electrics due to access issues, £0.600m on communal boilers until new schemes are identified and £2.000m on lifts. Forecast is based upon previously assumed procurement and contract dates.
- £2.934m of the slippage relates to Decent Homes Works External. Forecast £2.000m slippage on Highfield Towers cladding as project is still in feasibility, budget to be carried forward. Underspend of £0.933m on Hilldene and Farnham as budget was over-estimated, not to be carried forward. Windows & Doors and Roofing underway.
- £3.896m of the slippage relates to Energy Saving works. £2.000m on Highfield Towers heating systems as project is still in feasibility and £1.900m on retrofit due to planning issues.
- £0.960m of the slippage relates to Sheltered schemes lifts project. The slippage of £0.960m is due to late revisions to plans at Beehive Court, but more detailed planning is required.

3.4.2.4. HRA Stock Adjustments – Slippage of £12.008m

£10.000m of the slippage relates to the Affordable Housing budget. The slippage is due to delays with negotiations, however projects are now moving forward.

3.4.2.5. Planning & Public Protection

There were no significant slippage variances from programmes within Planning & Public Protection.

3.4.2.6. Environment – Highways & Street Lighting - Slippage of £1.139m

£0.772m of the slippage relates to the Traffic CCTV Cameras. 10 cameras were purchased last year, which will be installed this year, and a further 20 cameras will be purchased in the current financial year. A further £0.274m of the slippage relates to the Infrastructure verges for parking, currently two sites are being implemented.

3.5. RESOURCES

3.5.1. Transformation – Slippage of £5.111m (of which £3.535 is an underspend)

- Digital capital programme budgets are being re-profiled to align with the new Digital Strategy and the activity to bring the IT function into Havering from OneSource. Current project activity relates to Assistive technology.
- The following schemes have underspends Cyber Security (£1.035m) and Hardware Device Refresh (£2.500m). These budgets can be returned to LB Havering for redeployment. Capital funding allocation has typically been unsuitable for Cyber related activities due to their revenue nature (services, subscriptions etc).

3.5.2. ICT Infrastructure – Slippage of £8.014m (of which £1.180m is an underspend)

- £0.895m of the slippage relates to IT Device Refresh and Windows OS rollout budget. On deployment of Intune and autopilot, we have a procurement route to deploy £1.000m of laptops. Intune and autopilot are technical dependencies to enable the roll out for a fraction of the cost when compared to previous. Residual funds moved back to enable fix on fail replacements in 2024/25 & 2025/26.
- £3.040m of the slippage relates to Data Centre & Core Network budget. End User Network project is currently in discovery/options appraisal and will be reviewed by IT Client Leads. Given the timescales for procurement processes, the forecasts have been adjusted. User Network current thinking Wi-fi as a service and potentially therefore revenue.
- £2.897m of the slippage relates to Evergreening Capital – IT. The projected in year spend is £0.700m of which, £0.500m retained in year to fund any workload migrations to Havering Azure Landing Zone, if commissioned.
- £1.180m of the underspend relates to the Networking budget. This budget can be returned to LBH Havering for redeployment. The end user network project is to be funded from the Data Centre & Core Network budget.

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