



CABINET

7.00 pm	Wednesday 7 May 2025	Council Chamber - Town Hall
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Members 9: Quorum 3

Councillor Ray Morgon (Leader of the Council), Chairman

Cabinet Member responsibility:

Councillor Gillian Ford (Vice-Chair)

Lead Member for Adults & Wellbeing

Councillor Oscar Ford

Lead Member for Children & 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 Natasha Summers

Lead Member for Housing Need & Climate Change

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:

Bernadette Lynch

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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.**

Please would all Members and officers attending ensure they sit in their allocated seats as this will enable correct identification of participants on the meeting webcast.

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

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

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

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

Reporting means:-

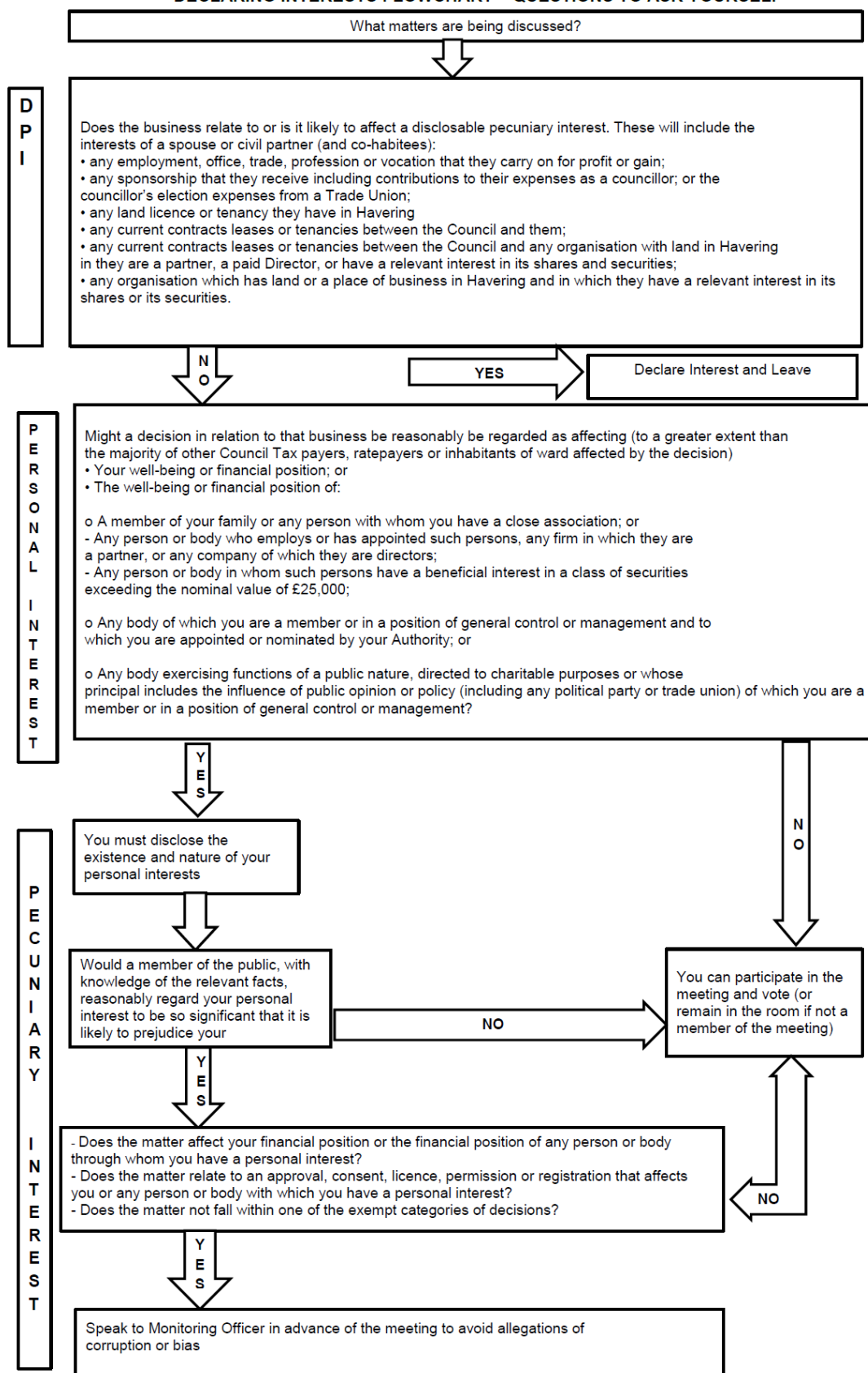
- filming, photographing or making an audio recording of the proceedings of the meeting;
- using any other means for enabling persons not present to see or hear proceedings at a meeting as it takes place or later; or
- reporting or providing commentary on proceedings at a meeting, orally or in writing,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

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

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

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

DECLARING INTERESTS FLOWCHART – QUESTIONS TO ASK YOURSELF



Principles of conduct in public office

In accordance with the provisions of the Localism Act 2011, when acting in the capacity of a Member, they are committed to behaving in a manner that is consistent with the following principles to achieve best value for the Borough's residents and to maintain public confidence in the Council.

SELFLESSNESS: Holders of public office should act solely in terms of the public interest. They should not do so in order to gain financial or other material benefits for themselves, their family, or their friends.

INTEGRITY: Holders of public office should not place themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties.

OBJECTIVITY: In carrying out public business, including making public appointments, awarding contracts, or recommending individuals for rewards and benefits, holders of public office should make choices on merit.

ACCOUNTABILITY: Holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office.

OPENNESS: Holders of public office should be as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands.

HONESTY: Holders of public office have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest.

LEADERSHIP: Holders of public office should promote and support these principles by leadership and example.

AGENDA

1 ANNOUNCEMENTS

On behalf of the Chair, 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 7 - 16)

To approve as a correct record, the minutes of the meeting held on **9th April 2025** and to authorise the Chair to sign them.

5 CHILDREN IN CARE SUFFICIENCY STRATEGY (Pages 17 - 56)

Report attached.

6 JOINING PSEUDO-DYNAMIC PURCHASING SYSTEM FOR CHILDREN'S CARE PLACEMENTS (Pages 57 - 70)

Report attached.

7 HAVERING CLIMATE CHANGE ACTION PLAN 2024-27 ANNUAL REPORT (Pages 71 - 98)

Report attached.

8 REPORT OF OVERVIEW & SCRUTINY (Pages 99 - 102)

Comments of Overview and Scrutiny Board on:

- Scrutiny Process & Related Issues



MINUTES OF A CABINET MEETING
Council Chamber - Town Hall
Wednesday, 9 April 2025
(7.00 - 8.24 pm)

Present:

Councillor Ray Morgon (Leader of the Council), Chairman

Cabinet Member responsibility:

Councillor Gillian Ford (Vice-Chair)

Lead Member for Adults & Wellbeing

Councillor Oscar Ford

Lead Member for Children & 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 Natasha Summers

Lead Member for Housing Need & Climate Change

Councillor Christopher Wilkins

Lead Member for Finance

Councillor Graham Williamson

Lead Member for Regeneration

In attendance: Councillor Michael White (CON), Councillor Keith Darvill (LAB), Councillor Martin Goode (EHRG)

68 ANNOUNCEMENTS

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

69 APOLOGIES FOR ABSENCE

There were no apologies for absence.

70 DISCLOSURES OF INTEREST

There were no declarations of interest.

71 MINUTES

The minutes of the meetings held on **12th March 2025**, were agreed as a correct record and the Chair signed them.

72 VIOLENCE AGAINST WOMEN AND GIRLS (VAWG) STRATEGY & ACTION PLAN 2025 - 2029

Report Title: **Violence Against Women and Girls (VAWG) Strategy**

Presented by: **Cllr Barry Mugglestone, Lead Member - Environment**

Summary:

The Havering Community Safety partnership plan 2022-2025 was approved by Full Council on 6 October 2022.

Addressing Violence Against Women and Girls was identified as a key priority within the plan

1. The Havering Violence against Women & Girls Strategy 2025 – 2029 (*Appendix 1*) aims to address and reduce violence against women and girls (VAWG) in Havering. This strategy is aligned with the Mayor's "Building a Safer London: Police and Crime Plan 2022-25" and the "Tackling Violence Against Women and Girls (VAWG) Strategy 2022-25". The strategy focuses on four key priorities: reducing and preventing violence, increasing trust and confidence, better supporting victims, and protecting people from exploitation and harm.
2. VAWG accounts for the greatest socio-economic cost to community safety partnership services in Havering. Domestic violence constitutes a third of all physical violence reported to agencies.
3. Havering delivers various initiatives and services to address VAWG using four strands – Prevention, Provision, Protection, and Partnership. These include events, campaigns, support services, and enforcement actions.
4. The vision is to prevent and eliminate all forms of violence against women and girls through the development of policies, preventative work, high-quality service provision, and robust enforcement actions against perpetrators.
5. The strategy aims to prevent and reduce VAWG, support all victims and survivors, hold perpetrators accountable, and build trust and confidence.
6. The strategy will be implemented and monitored by the VAWG Strategic Group, which reports directly to the Havering Community Safety Partnership. The action plan will be refreshed annually to adapt to emerging trends and developments.

Cabinet:

Approved the Violence Against Women and Girls Strategy 2025 -2029.

Agreed both requests from the People Overview & Scrutiny Sub-committee as follows:

1. Recognise that Violence Against Women and Girls (VAWG) training is essential for all members and **agreed** to include it in new member induction training
2. **Agreed** to include WAVE training as part of the Licensing Chair's training

73 **AWARD A CONTRACT FOR PROJECT DELIVERY (STATEMENT OF WORKS) MANAGED CONSULTANCY SERVICE**

Report Title: **Award of a contract for Project Delivery (Statement of Works) Managed Consultancy Service**

Presented by: **Cllr Ray Morgon, Leader of Havering Council**

Summary:

The report asked Cabinet to approve a contract award for the Project Delivery (Statement of Works) Managed Consultancy Service to Constellia Public Ltd via the Eastern Shires Purchasing Organisation MSTAR4 Lot 4 London Collaboration call-off.

These recommendations are made to Cabinet following and extensive exercise to evaluate the different options available to the Council for Project Delivery (Statement of Works) Managed Consultancy Services. Of all the options considered, a contract award to Constellia Public Ltd via the London Collaboration call-off from the further competition conducted under MSTAR4 framework delivers the greatest financial benefit to the Council, as set out in the exempt **Appendix A**.

Cabinet agreed:

To approve a contract award for the Project Delivery (Statement of Works) Managed Consultancy Service to Constellia Public Ltd (Registered Company No. 08664789) via the Eastern Shires Purchasing Organisation MSTAR4 Lot 4 London Collaboration call-off for a duration of two years with the option to extend for two further periods of two years for a total duration of six years.

74 **LEISURE FINANCE**

Report Title: **Leisure Finance**

Presented by: **Councillor Gillian Ford, Cabinet Member for Adults and Wellbeing.**

Summary:

Councillor Ford recorded her gratitude and thanks to Guy Selfe (author of this report), who has recently retired. His dedication to arts, culture and leisure has been clear and to be admired.

The Council's leisure centres are managed and operated by Sport and Leisure Management Limited (SLM) under a leisure management contract.

The contract provides for index-linked price uplifts. The parties have been negotiating to agree the sums resulting from the indexation. The parties recently undertook mediation to reach a settlement.

The mediation agreed a mechanism by which the dispute might be resolved.

This report seeks Cabinet's agreement to continue these discussions on the agreed basis as set out in this report.

Cabinet:

1. **Noted** the basis on which SLM and the Council have agreed to continue discussions regarding negotiation on contractual uplifts to the leisure management contract as set out in the exempt part of this report.
2. **Agreed** in principle to conclude the negotiation on the above basis.
3. **Delegated** the further negotiation referred to at 1 above and agreement on final terms to the Strategic Director of Resources in consultation with the Leader and Deputy Leader of the Council and Cabinet Member for Adults and Wellbeing.
4. **Noted** the Council is taking further specialist advice regarding the detail of the negotiation and if the parties are unable to agree terms (which may include as a result of such advice), a further report will be brought to Cabinet.
5. Subject to 3 and 4 above, **authorised** the Director of Resources to finalise and enter into all documentation to give effect to the agreed terms.

75 **BUILDING / FIRE SAFETY WORKS**

Report Title: **Building Safety Works – Residential High-Rise Buildings**

Presented by: **Councillor Paul McGeary - Lead Member for Housing & Property**
Summary:

This report presents recommendations to undertake essential fire safety works to a number of the Council's high rise buildings to ensure their continued safety and the safety of our residents.

1. Following the implementation of the Building Safety Act 2022 in October 2023 and the introduction of the new Building Safety Regulator, the Council has registered each of its high-rise (18m+) residential buildings. These buildings are classified by the Building Safety Regulator as High Risk Buildings and for each of them, a Building Safety Case File has been prepared, as required by the Act.
2. The Council needs to undertake some building safety works to all ten of its older high-rise blocks, as detailed in each building's Building Safety Case File. The Blocks included are;
 1. Blk 1-53 Elizabeth House
 2. Blk 1-53 Mountbatten House
 3. Blk 1-53 Victoria House
 4. Blk 1-53 Edinburgh House
 5. Blk 1-48 Uphaving House
 6. Blk 3-52 Parkview House
 7. Blk 1-48 Overstrand House
 8. Blk 1-57 Kipling Towers
 9. Blk 1-57 Dryden Towers
 10. Blk 1-76 Highfield Towers.
3. The works are varied and complex and in some cases, may be disruptive to residents. They will therefore be difficult to design and manage and a significant amount of effort will need to be focussed on resident communications and liaison.
4. In order to help manage the complexity and associated risk, it is proposed to procure the works on the basis of a two-stage tender process. This will enable the contractor to be engaged early (Stage 1) and be involved in the development of designs, specifications, resident consultation and programming of the works before actually undertaking the works (Stage 2). The procurement team have advised tendering the works through a suitable public sector framework (the Fusion21 framework), to ensure only suitably experienced, pre-vetted contractors are invited to tender in a legally compliant manner. It is proposed to use Fusion21's tender portal for speed and efficiency.
5. The Pre-Construction Services (Stage 1) and the works (Stage 2) have a combined indicative value of £13.4 million.
6. It is essential that the Council deliver these works within the proposed timescales in order to act as a responsible landlord and demonstrate compliance, as failure to do so could result in fines and charges being brought against the Council for non-compliance.

Cabinet:

1. **Approved** the procurement of a two-stage tender process via Lot 1 of the Fusion 21 Refurbishment, Construction, New Build and Modular

Buildings Framework for building safety remedial/improvement works to the Council's high-risk buildings, comprising Pre-Construction Services (Stage 1) and Works (Stage 2), with a total indicative value of £13.4 million.

2. **Approved** a waiver of the Council's default evaluation criteria of 70% Price: 30% Quality and instead award the contracts on the MEAT basis of a 60% Quality, 30% Price, and 10% Social Value weighting for the reasons set out in Section 4 of this report, Procurement Proposals.
3. **Delegated** the approval of the award of the Pre-Construction Services Agreement (Stage 1) and the works contract (Stage 2) to the Strategic Director of Place, acting in consultation with the Strategic Director of Resources and the Deputy Director of Legal & Governance.
4. **Delegated** the change of procurement route from a framework to a Dynamic Procurement system (DPS), if required, to the Strategic Director of Place.

76 **HIGHFIELD TOWERS PHASE 1 - RENEWAL OF CLADDING**

Report Title: **Highfield Towers Phase 1 - Renewal of Cladding**

Presented by: **Councillor Paul McGeary - Lead Member for Housing & Property**

Summary:

This report seeks authorisation to tender on a two-stage basis, for the renewal of the rainscreen cladding at Highfield Towers.

The indicative project budget is £7.5m. Provision has been made within the HRA capital programme.

The report includes an exempt appendix containing Information relating to the financial or business affairs of any particular person (including the authority holding that information).

1. The Building Safety Act 2022 required the Council to register its tower blocks, defined as Higher Risk Building or HRBs, with the Building Safety Regulator (BSR) and to compile a Building Safety Case for each building. The Building Safety Cases include various surveys and reports, some of which recommend works to address maintenance issues or improve the building. The Council needs to undertake works to the cladding at Highfield Towers as stated in its Building Safety Case.
2. Whilst the cladding works are being undertaken we will also include window, Automatic Opening Vent (AOV) and roofing replacement as together these form the external building envelope and have an interface with the cladding. This will also ensure economies of scale in terms of

scaffolding/external access. They are also life-expired and combining the works will make economic use of expensive scaffolding.

3. In addition, the works will include the installation of sprinklers and LD1 fire alarms (the alarm standard for maximum life protection for a domestic property) to deliver a new, aspirational, fire strategy for the building. On completion of the works Highfield Towers will have an improved level of fire safety.

4. The works to the building's external envelope will improve the building's thermal properties, thus helping reduce heating bills and CO2 emissions.

5. The works are complex and multi-faceted, so it is proposed to procure them on the basis of a two-stage tender process. This will enable the contractor to be engaged early (Stage 1) and be involved in the development of designs, specifications, resident consultation and programming of the works before actually undertaking the works (Stage 2). The procurement team have advised tendering the works through a suitable public sector framework (the LHC framework) to ensure only suitably experienced, pre-vetted contractors are invited to tender in a legally compliant manner. It is proposed to use the LHC's tender portal for speed and efficiency.

6. Tenders for the works will be assessed on a 30/70 price/quality basis as the work includes specialist professional advice on the cladding and other fire safety works at design stage (Stage 1) and, in addition, the works themselves (Stage 2) are highly specialist in nature. Selecting the right contractor is therefore of the utmost importance. This is a deviation away from the 70/30 price/quality split stated in rule 18.4 of the Council's Contract Procedure Rules (CPRs) and therefore approval of the proposals contained in this report will constitute a waiver under rule 14.1 of the CPRs.

7. There will be a contractual obligation to deliver the works to specific quality standards. The contractor will also be required to deliver specific social value requirements that align with Havering's social value priorities. The Resident Engagement Team and Resident Liaison Team will be heavily involved in this aspect of the project and the Home Ownership team will deal with leaseholder consultation.

8. The Pre-Construction Services (Stage 1) and the works (Stage 2) have a combined indicative value of £7.5M. In addition to these costs there will be associated costs relating to specialist consultancy.

9. The works will need building regulations approval from the Building Safety Regulator prior to commencement and the selected contractor will need to be able to act as Building Regulations Principal Designer and Building Regulations Principal Contractor.

Cabinet:

- a) **Approved** in principle the procurement of a two stage tender to replace the rainscreen cladding, AOVs, windows and roofing and install sprinklers and LD1 fire alarms at Highfield Towers comprising Pre-Construction Services (Stage 1) and Works (Stage 2) utilising the LHC – Fire Safety (FS2) Lot 7A framework with a combined indicative value of £7.5Million.
- b) **Approved** a waiver of the Council's default evaluation criteria of 70% Price: 30% Quality and instead award the contracts on the MEAT basis of a 60% Quality, 30% Price, and 10% Social Value weighting for the reasons set out in Section 7 of this report, Procurement Route.
- c) **Delegated** the approval of the award of the Pre-Construction Services Agreement (Stage 1) and the works contract (Stage 2) to the Strategic Director of Place, acting in consultation with the Strategic Director of Resources and the Deputy Director of Legal & Governance.
- d) **Delegated** the change of procurement route from a framework to a Dynamic Procurement system (DPS), if required, to the Strategic Director of Place.

77 **PROPOSED SUBMISSION EAST LONDON JOINT WASTE PLAN FOR CONSULTATION (REGULATION 19)**

Report Title: **Proposed Submission East London Joint Waste Plan for Consultation (Regulation 19)**

Presented by: **Councillor Williamson, Cabinet Member for Regeneration**

Summary:

In July 2024 Cabinet gave approval to consult on the East London Joint Waste Plan which, once adopted, will form part of the borough's development plan. The Joint Waste Plan is being prepared with the other East London Waste Authorities (the London Boroughs of Barking and Dagenham, Newham and Redbridge). This report provides an update on the consultation that took place in 2024 and how the Joint Waste Plan has progressed.

Member approval is now being sought to publish the Proposed Submission East London Joint Waste Plan for consultation.

The opportunity has been taken to review and update the Local Development Scheme (LDS). This sets out the programme for further work on planning policy documents, including the Joint Waste Plan. Member approval is therefore sought to publish the updated LDS.

Cabinet:

1. **Agreed** the publication of the Proposed Submission East London Joint Waste Plan and supporting documents (attached as Appendix 1-16) for at least a 6-week period of statutory public consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, with an anticipated start date in late May 2025.
2. **Approved** the new Local Development Scheme for publication (Appendix 17)
3. **Delegated** authority to the Assistant Director of Planning, following consultation with the Cabinet Member for Regeneration to:
 - i. Make non material amendments to the Proposed Submission version ahead of publication under Regulation 19
 - ii. Approve future iterations of the Local Development Scheme as required

78 **CORPORATE PLAN REVIEW**

Report Title: **Vision & Corporate Plan**

Presented by: **Councillor Ray Morgon, Leader of Havering Council**

Summary:

This report presents a light touch affordable update to the corporate plan for the 2025/2026 period, which has been aligned to the current vision and three corporate priority themes; People, Place and Resources.

It sets out the updated key deliverables and metrics required to monitor progress against each deliverable.

Cabinet:

Approved the updated Vision & Corporate Plan and proposed Performance Indicators and metrics.

Chair

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CABINET

7 May 2025

Subject Heading:

Children in Care Sufficiency Strategy

Cabinet Member:

Councillor Oscar Ford

SLT Lead:

Tara Geere Director of Starting Well

Report Author and contact details:

Simon Brown
Interim Strategic Commissioner
Simon.brown@haverling.gov.uk

Policy context:

Havering Corporate Parenting Strategy

Financial summary:

There is no financial commitment

Is this a Key Decision?

This is a Key Decision because:

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

When should this matter be reviewed?

The Children in Care Sufficiency Strategy should be reviewed annually

Reviewing OSC:

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

People - Supporting our residents to stay safe and well	X
Place - A great place to live, work and enjoy	X
Resources - Enabling a resident-focused and resilient Council	X

SUMMARY

The Children in Care Sufficiency Strategy describes how the London Borough of Havering will continue to meet its Sufficiency Duty which is a statutory requirement set out in Section 22G of the Children's Act 1989.

The Council is required to provide the children in care with accommodation that

- (a) Is within the authority's area; and
- (b) Meets the needs of those children.

The Strategy describes the population of children in care, their needs and the type of care that they require. It sets out the direction of travel to increase the number of children in care living within the borough, nearer their families, friends and critical agencies, such as schools, GPs and specialist health providers.

RECOMMENDATIONS

Cabinet is recommended to approve the Childcare Sufficiency Strategy 2025-2028 as set out at Appendix 1.

REPORT DETAIL

Havering's Priorities

The Corporate Parenting Strategy has identified the following 5 priorities for Havering's children in care for 2025/26;

- Listening to and hearing children and young people
- Keeping our children and young people safe
- Ensuring we providing caring homes for all
- Having high aspirations for our children and young people's education and providing them with a range of opportunities
- Ensuring our children and young people have excellent health outcomes

Key Actions

The information in the Corporate Parenting Strategy identifies the key commissioning activity that should be undertaken to deliver the priorities set out above.

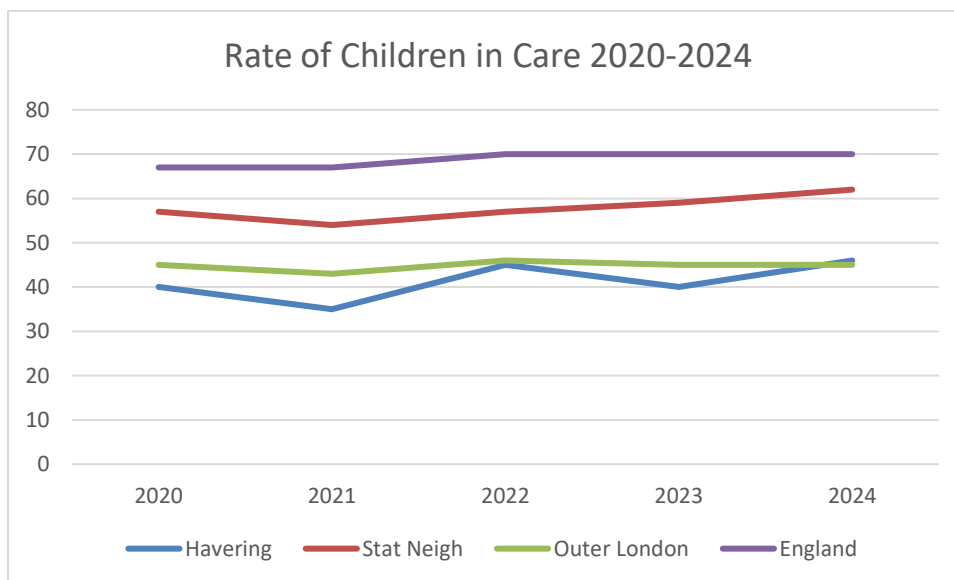
Acting in our roles as corporate parents we will;

- Ensure children achieve permanency within a family at the earliest opportunity.
- Ensure more children in care live within the borough by;
 - Increasing the number of approved foster carers;
 - Developing commercial relationships with fostering, children's home providers and supported accommodation providers;

- Creating new children's homes;
- Increasing after care accommodation pathways including Staying Put within foster carers, Staying Close near children's homes and their own housing options through supported tenancies.
- Ensure children have access to well-trained foster parents by;
 - Developing a robust recruitment and training offer for staff and foster carers;
 - Expanding and embedding a specialist emotional wellbeing support service, based upon trauma informed practice into fostering;
 - Ensuring foster carers are receiving continuous professional development through enhanced supervision;
 - Contracting with care providers who share Havering's aspirations.
- Ensure children who have additional special and complex needs have the right services to meet their needs by;
 - Providing sufficient short breaks;
 - Ensuring children's additional needs are fully understood by their carer's, who are able to support the child's development whilst in their care.
- Ensure children in care receive the support to reach their educational potential by
 - Enabling the Virtual School to engage with care providers to describe the additional support required to promote the importance of school attendance.

Demand

Since March 2020, Havering's population of children in care has risen from 232 to 284 in March 2024. During the same period the population of all children in Havering has risen by 6%. The graph below shows a comparison between Havering, Statistical Neighbours, Outer London Boroughs and England.



It is estimated that between January 2025 and March 2028, the population of children in care will rise to 298. This is based upon an annual linear growth in the population of children of 1.4% and a fixed rate of 46 children per 10,000 being in care.

Ability to Meet Demand in Havering

As we are required under the Sufficiency Duty to provide accommodation within the borough it is important to know the capacity of the care market.

The market is comprised of the council, private and voluntary providers.

The council only provides a fostering service, so all children's home care and supported accommodation for 16 and 17 year olds is provided by the private and voluntary sector.

The table below shows the maximum capacity of care within Havering against the council use on 31st March 2024.

Care Type	Capacity	Use
Havering Foster Carer	125	80
Independent Foster Carer	49	16
Children's Homes	55	4
Total	229	100

It must be noted that although Havering's fostering capacity is officially homes for 125 children, the nature of fostering approvals is dependent upon a number of factors such as age, gender or sibling groups, so in reality it is lower than 125. When benchmarking Havering against all Outer London councils Havering's utilisation of internal fostering capacity is the third highest, at 64%. The median for all Outer London councils is 57%.

The rise in children in care during 2023/24 has impacted upon where they live. The current proportion of Havering children living within the Borough is lower than the council would prefer.

	2020	2021	2022	2023	2024
Children living with Havering based Carers	116	102	131	123	122
Total In Care	232	206	264	239	280
Proportion living with Havering based carers	50%	49.5%	49.6%	51.5%	44%

Havering's fostering service has recently implemented the Mocking Bird support system and has created its first constellation of families. This will be monitored to ensure it is effective in supporting fostering families.

In 2024 Havering's fostering service only had 103 families enquire about fostering. This is a low number and needs to increase. Havering has now joined the regional fostering recruitment hub. This hub will be responsible for the advertising and raising fostering awareness across the region. We will measure the effectiveness of this service to increase the number of families enquiring to foster.

Children with disabilities do not have access to local residential short breaks, which mean families have to choose to use provision in Essex or Kent. Some families choose this but others receive support in their home.

The council has already agreed for the building of a new children's home to provide residential short breaks. This will provide a maximum of 1,460 bed nights of short breaks. This could potentially allow the council to provide a programme of planned short breaks for between 19 and 30 children per year. This service will reduce the pressure families face and prevent the need for children to enter care permanently. Children with complex social and emotional needs may need to live in a children's home for a period of time which prepares them to return to a family or to move into independence. The council has jointly commissioned a provider to deliver a local children's home service, which currently gives 20 children a home. These homes are all in the NE London region and Havering uses 25% of the capacity.

The service is unable to meet the needs of children with the most complex needs, such as those being discharged from psychiatric hospital, who require a multi-agency/multi-professional approach. The council has agreed to bid for capital funding from the DFE which will enable the council to create two local children's homes.

The Strategy recommends the following actions to deliver the Sufficiency Requirement.

1. Social Workers, IROs and Foster Carers have trauma informed training, and we can reflect this in children's plans, in order to ensure carers are more aware of children's needs
2. A greater number of foster carers are recruited from backgrounds which are similar to children requiring care
3. To develop strategic partnerships with local fostering agencies, children's homes and supported accommodation providers through a framework contract, so Havering children are prioritised by local care providers, which enables the Havering £ to remain in Havering.
6. To review and amend the Permanency Planning Process for children in care, so that more children find long term parents outside of the care system, without the need for formal children's social care.
7. To performance manage the Fostering Hub's recruitment effectiveness
8. To review the effectiveness of the first Mocking Bird constellation
9. To apply to the DFE to create and deliver a Havering based children's home service. This will be for both children with disabilities and those with behavioural and emotional needs.
10. Develop regional care options through the NEL Commissioning Partnership.
11. With colleagues in Live Well to develop supported accommodation for care leavers aged over 18.

REASONS AND OPTIONS

Every Tier 1 council has a statutory duty to create a Children's Sufficiency Strategy which sets out the council's commissioning priorities for children in care.

Reasons for the decision:

The Sufficiency Strategy was co-produced with officers from Start Well and colleagues in the Integrated Commissioning Board. It considered the needs of children in care, the projected demand and methods for the council to meet the future needs. The majority of the actions do not incur the council additional costs, and is focused upon better utilisation of current services, and improving the commercial relationship with local providers, which will provide the council with better value.

There are recommendations for developing options to create a Havering children's home service. If the options appraisal recommends this approach a further Executive Decision will be required to agree Capital and Revenue funding.

Other options considered:

The options which were considered and rejected included doing nothing, which would ultimately lead to the council purchasing greater amounts of care without a proper procurement approach, which would leave the council at risk.

The option to join the Commissioning Alliance placement framework was rejected for three reasons.

- Firstly the providers on the framework are national, and not only in the NE London region
- Secondly there would be no guarantee of homes being available
- Thirdly, the annual subscription cost would outweigh any financial benefits of joining.

IMPLICATIONS AND RISKS

Financial implications and risks

Expenditure on homes and placements for Children in Care accounts for around 27% of the Starting Well general fund budget and the increase in costs of care has been a significant driver of the financial pressure in this service. Spend on Children in Care Placements has risen from £6.9m in 2020/21 to £18.7m in 2023/24 – an 170% increase over four years. Within this total increasing costs of residential placements went from a relatively small segment of spend (£1.3m) to the major element - £11m. Although increasing numbers of children is part of this growth it is mainly attributable to increasing complexity of need and steeply rising costs of provision. The average weekly cost of a residential placement is now between over £6,500 per week and there are a small but growing number that cost more than £10,000.

Finding ways to manage this financial pressure whilst still ensuring good outcome for children is an essential part of supporting the Council's financial sustainability.

The sufficiency strategy looks to improve decision making within children's social care, to be proactive and increase the utilisation of Havering's fostering services.

These actions will reduce the need for children to enter care, or for the council to purchase care from the private sector. The greater support to foster carers will also act as a catalyst to improve foster carer recruitment.

This in turn should result in financial benefits (cost avoidance and potentially savings) as an in-house foster carer costs on average £450 less per child per week. There is a planned saving in the Council's MTFS of £0.120m in both 2025/26 and 2026/27 from delivering this.

The creation of strategic partnerships with Havering based care providers will enable the council to negotiate better pricing and get early warning to future vacancies, which will prevent the need to place children outside of the borough in often more expensive provision. There is a further saving of £1.98m in the MTFS to be made from improved commissioning and the development of new provisions that this strategy will support.

Cabinet in July approved an Improvement Plan in response to the Ofsted inspection which included a staffing restructure of the Children's Social Work teams including Corporate Parenting and the Fostering team. Most of the actions set in this strategy will be delivered within this restructured service and other existing resources within Commissioning.

Where the strategy identifies future options appraisals to create specific provision a further Executive Decision will be required to agree the commissioning strategy and identify any funding required.

Legal implications and risks:

The Council is required to comply with its duties under s 22G of the Children Act 1989 which came into force in 2011 This provides that it is the general duty of a local authority to take steps that secure, so far as reasonably practicable, that looked after children are provided with accommodation that—

- (a) is within the authority's area; and
- (b) meets the needs of those children. ("the sufficiency duty")

The statutory guidance from 2012 stated that local authorities should include in relevant commissioning strategies their plans for meeting the sufficiency duty.

There is therefore no absolute duty to have a sufficiency strategy, however, it would be considered good practice particularly if there isn't a separate commissioning strategy which includes sufficiency issues within it.

The content of the Strategy seeks to address the Council's approach to meeting its statutory sufficiency duty and therefore there are no legal risks in approving this.

Human Resources implications and risks:

The recommendations in this report do not appear give rise to any negative impact for the Council or its workforce. All relevant staff will receive additional training that

will enable them to support the successful delivery of the strategy. All necessary audits will be undertaken within existing staff resources.

Equalities implications and risks:

The Sufficiency Strategy identifies needs linked to children from different ethnic and religious backgrounds, genders, ages and disabilities. It identifies methods to maintain children living in families and to support those families to prevent relationship breakdowns.

None of the recommendations have a negative impact on any resident's protected characteristic.

Health and Wellbeing implications and Risks

As corporate parents, the council have a responsibility to ensure that children and young people in care have the best start in life, are healthy and happy and supported to reach their full potential.

Delivering the proposed sufficiency strategy actions to maximise the number of Havering children in care that can remain within the borough and to reduce the time to placement permanency will help to mitigate the physical, emotional and social effects of the disruption to children's lives which can result from moves out of borough and placement changes or breakdown.

The proposal to expand and embed a specialist emotional wellbeing support service for fostering provision offers the opportunity to improve earlier identification of developing needs amongst children and young people, enabling early intervention and hopefully avoiding escalation of needs.

Ensuring that the strategy reflects the broad range of social, cultural and health factors (and the intersectionality of these factors) that may influence the individual experiences of children and young people in care, and the ways in which these are considered as part of placement and support planning to will support approaches to strengthen placement stability and permanence.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS
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BACKGROUND PAPERS

London Borough Of Havering

Children's Services Sufficiency Needs Assessment and Strategy 2025- 2028

London Borough Of Havering
2/18/2025

Document Control

Include document details, version history, approval history, and equality analysis record.

Document details

Name	Children's Services Sufficiency Needs Assessment & Strategy
Version number	1.1
Status	Draft
Author	Simon Brown
Lead Officer	Tara Geere
Approved by	Cabinet
Scheduled review date	January 2026

Version history

Version	Change	Date	Dissemination
V0.1	Creation	05/05/2023	DCS
V0.2	Structure Changes	14/07/2023	DCS
V0.3	Structure Changes	27/07/2023	SLT
V0.4	Data changes	07/08/2023	SLT
V0.5	Date and Structure Changes	15/08/2023	SLT
V0.6	Minor tweaks and QA	27/11/2023	SLT
V1.0	QA	04/12/2023	SLT
V1.1	Updated, new data and analysis	18/01/2025	SLT

Equality & Health Impact Assessment record

1	Title of activity	Children's Services Sufficiency Needs Assessment and Strategy 2025-2028		
2	Type of activity	Sufficiency Strategy		
3	Scope of activity	The Children's Services Sufficiency Needs Assessment and Strategy sets out our commissioning priorities which will enable the council to deliver its ambitions and continue to meet its Sufficiency Duty for placements for children in care which is a statutory requirement set out in Section 22G of the Children's Act 1989.		
4a	Are you changing, introducing a new, or removing a service, policy, strategy or function?	Yes	If the answer to <u>any</u> of these questions is ' YES ', please continue to question 5.	If the answer to <u>all</u> of the questions (4a, 4b & 4c) is ' NO ', please go to question 6.
4b	Does this activity have the potential to impact (either positively or negatively) upon people (9 protected characteristics)?	Yes		
4c	Does the activity have the potential to impact (either positively or negatively) upon any factors which determine people's health and wellbeing?	Yes		
5	If you answered YES:	Please complete the EqHIA in Section 2 of this document. Please see Appendix 1 for Guidance.		
6	<p>If you answered NO: (Please provide a clear and robust explanation on why your activity does not require an EqHIA. This is essential in case the activity is challenged under the Equality Act 2010.)</p> <p>Please keep this checklist for your audit trail.</p>			

Date	Completed by	Review date
18/03/2025	Simon Brown	31/03/2026

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Foreword

As the Cabinet Member for Children and Young People and the proud Corporate Parent to over 600 children and young people, I am pleased to introduce our Sufficiency Strategy. The strategy outlines how we will ensure high-quality services and support for the children in our care and for our care experienced young people, enabling them to flourish in inclusive and nurturing environments.

Fundamentally, it sets out how we aim to provide good quality 'homes' and 'care arrangements' for children in our care that meet their individual needs. It reflects on our wider service priorities and our vision of creating a safe, nurturing, and inclusive environment for children and young people in Havering. It also details our strategic aims, the steps we will take, and the actions we will implement to ensure the best possible outcomes.

We acknowledge that based on our current insights locally and nationally, our key areas of focus to ensure sufficiency of homes for our children for the next few years is to drive the following ambitions. We want;

- Our Children in care to live within the borough where it is safe to do so
- Our Children in care to have access to experienced, skilled foster carers
- Our Children with additional and complex needs to have access to services and support that is proportionate to their individual needs
- Our Children in care to be supported to reach their educational potential

This strategy aligns with our vision for children, our wider service priorities and [our Pledge](#) to the children in our care, ensuring that our promises as corporate parents meet their expectations.

Our children are at the heart of everything we do, and this strategy will enable us to make a significant difference in their lives. I am immensely proud of our commitment, dedicated officers, and the work we have accomplished so far as we continue to work diligently to provide them with the opportunities they deserve, ensuring their well-being, safety, and giving them all access to nurturing and enriching environments. We will continue to strive for excellence, create pathways for success for all the children in Havering, and ensure their bright futures.

Councillor Oscar Ford
Cabinet Member for Children and Young People



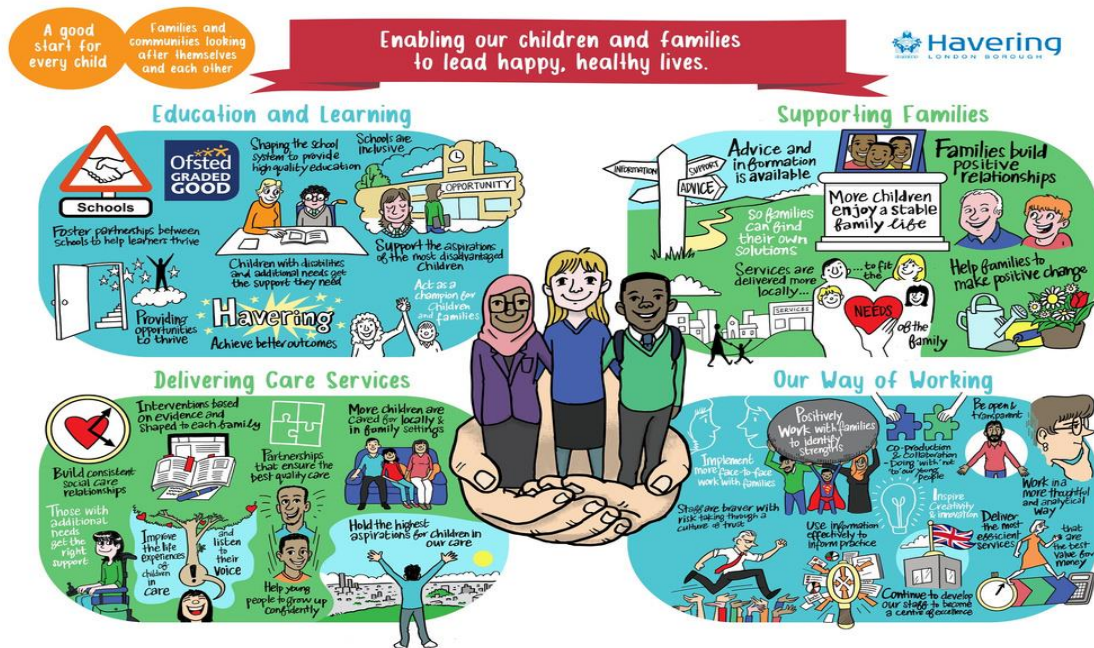
1. Introduction

The London Borough of Havering is ambitious for all the children and young people in the Borough to lead happy healthy lives. As set out in our Corporate Parenting Strategy, we want to deliver our WISH for all our children in care and care experienced young people to be Well, Inspired, Safe and Heard. As such we are committed to providing children and young people with high quality parenting, care and the right support, at the right time to enable them to aspire, achieve and be successful.

This Sufficiency Strategy sets out our commissioning priorities for children in care and care experienced young adults, which will enable the council to deliver its ambitions and continue to meet its Sufficiency Duty which is a statutory requirement set out in Section 22G of the Children's Act 1989.

The strategy focuses upon understanding the needs of our children now and over the next 3 years, giving an understanding of the services that will be required to meet future need. The strategy will consider the best methods to meet the needs including the method of commissioning internal and external high-quality services. Our strategy will need to be able to adapt to the changing number of children who are in care, both increasing and decreasing, and be agile to respond quickly to any changing need.

Research has shown that there is no optimal number of children in care, and that social workers and their managers must make the best decisions based on available information and a robust assessment. Therefore, this strategy is the starting point for the future service provision required to meet Havering's changing requirements. Supporting our commitment to ensuring all children are nurtured to have the skills and attributes to grow into their full potential.



2. Vision

As stated in Havering we have given our commitment to our children and young people that we will create an environment where they are well, inspired, safe, heard, and treated fairly. We want children and young people to flourish, supported by a network of dedicated professional, families, carers and community partners.

We wish:

- **W** For children and young people to start **well** and stay **well**
- **I** For children to grow into individuals who will positively contribute to society and the communities in which they live, we want you to be inspired.
- **S** We will use our powers towards ensuring that children not only are **safe** but also feel **safe**.
- **H** For children to be **healthy** and well and **heard**.

3. Aims, objectives and outcomes

The information that follows in this document will help us to identify and focus the key commissioning activity we must undertake to deliver the priorities set out above.

Acting in our roles as corporate parents we will;

- Ensure children achieve permanency within a family at the earliest opportunity.
- Ensure more children in care live within the borough by;
 - Increasing the number of approved foster carers;
 - Developing commercial relationships with fostering, children's home providers and supported accommodation providers;
 - Creating new children's homes;

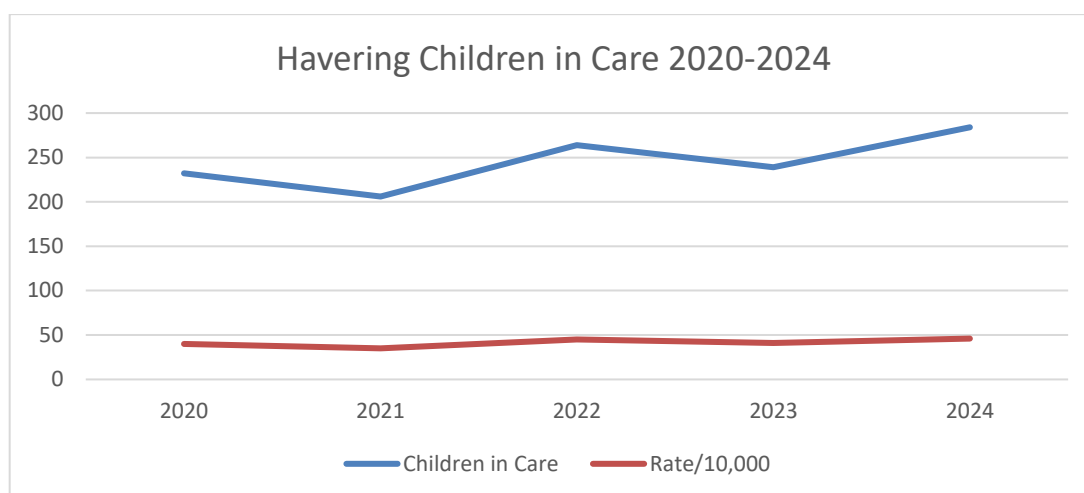
- Increasing after care accommodation pathways including Staying Put within foster carers, Staying Close near children's homes and their own housing options through supported tenancies.
- Ensure children have access to well-trained foster parents by;
 - Developing a robust recruitment and training offer for staff and foster carers;
 - Expanding and embedding a specialist emotional wellbeing support service, based upon trauma informed practice into fostering;
 - Ensuring foster carers receiving continuous professional development through enhanced supervision;
 - Embedding and developing the Mockingbird model across the council;
 - Contracting with care providers who share Havering's aspirations.
- Ensure children who have additional special and complex needs have the right services to meet their needs by;
 - Providing a sufficient range of short breaks;
 - Ensuring children's additional needs are fully understood by their carer's, who can support the child's development whilst in their care.
- Ensure children in care receive the support to reach their educational potential by
 - Enabling the Virtual School to engage with care providers to describe the additional support required to promote the importance of school attendance.
- Ensure that supported accommodation providers for 16 & 17-year-olds and care experienced young adults, are commissioned to provide ongoing support and guidance to enable a successful transition into adulthood.

4. Children in Care - The Local and National Context

Nationally the population of children has risen by 1.8%. However, Havering's population of children has risen significantly higher with an increase of 6% in the same period. Nationally there has been a rise in the number of children in care, with an increase of just under 5% from 80,000 in 2020 to 83,630 in 2024. In Havering we have seen a 22% rise of our children in care population. As a result the rate of children in care per 10,000 has risen by 11 per 10,000 in Havering, rising from 232 in 2020 to 284 in March 2024. On the 31st December 2024 there were 271 children in care within Havering.

Graph 1 below shows the population of children in care at the end of March 2024 and the rate per 10,000 population.

Graph 1 Havering's Children in Care Population

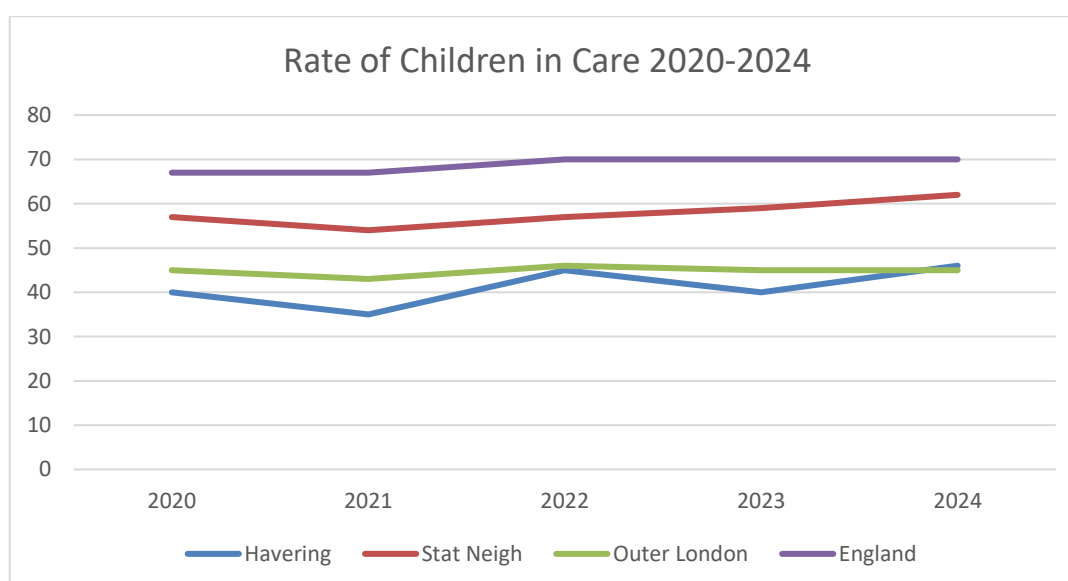


To understand Havering's current performance, it is important for us to measure and benchmark against other councils who are considered similar to us, such as our Department for Education nominated statistical neighbours. Havering's current statistical neighbours are Essex, Lancashire, Thurrock, Southend, Kent, Bexley, Medway, Swindon, West Northamptonshire and Bury.

Havering is also part of a cohort of Outer London local authorities of which there are 18 other London Boroughs that we can benchmark our performance against.

Graph 2 below shows the rate per 10,000 of children in care measuring Havering against our statistical neighbours, Outer London councils and England.

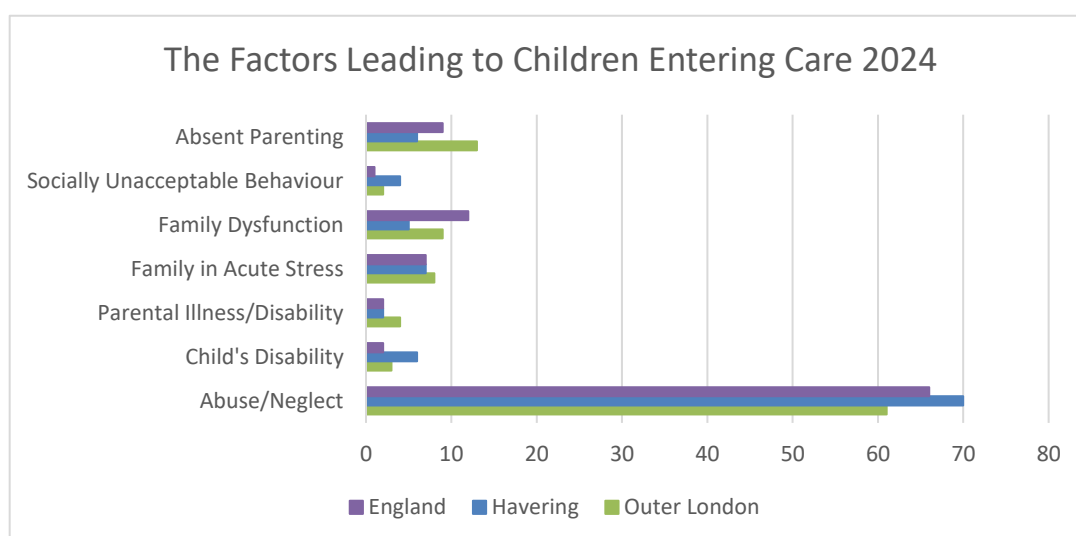
Graph 2 Benchmarking the Rate/10,000 Children in Care



Graph 2 shows that our rates of children in care remains lower than our statistical neighbours and there is currently a minimal difference between Havering and the other Outer London councils' performance. However, it is worth noting, that the Outer London population of children overall has reduced by 1% since 2020. Of the 19 councils in Outer London, Havering's population rise of 6% is double the next largest increase, with 10 of the 19 councils having had a children's population decrease.

It is important to understand why children come into care. There are multiple factors and reasons for this to happen including parental abuse through to child's disability or parent ill-health. Annual Government data relating to the causes of why children enter care has shown a consistent pattern over many years. The following table shows the relevant proportions benchmarking Havering against the national picture in March 2024;

Graph 3 Why are children in care?



Graph 3 above identifies the proportions of children who enter care and the primary reason for that happening. Compared to other councils Havering has a greater proportion of children entering care after experiencing harm or through their disability.

Wilkinson and Bowyer's (2017) literature review identified several parental vulnerabilities - which are often combined with poverty - that can have an adverse effect on parenting and can lead to children entering care.

These factors can include:

- parents' exposure to adverse childhood experiences often referred to as ACE's (e.g. parental domestic violence, substance misuse, mental health issues)
- domestic abuse, mental health difficulties, drug and alcohol misuse

- (combined or singly)
- a history of crime (especially for violence and sexual offences)
- patterns of multiple consecutive partners
- acrimonious separation
- parental learning disability
- intergenerational cycles of child maltreatment

4.1. Action 1:

Social Workers and Independent Reviewing Officers (IRO'S) need to understand the backgrounds of children in care and any trauma they may have experienced to inform assessment of need and reflect this within the child's support and care plans.

Supervising Social Workers need to be proactive in the support they offer their foster carers linked to the child's lived experience.

Commissioners need to be aware of the population increase of children in care, working closely with the fostering service and liaising with the care market to inform them of the council's developing needs.

5. Who are our children in care?

In order to provide the most suitable care provision and to develop effective support systems we need to understand who our individual children in care are, their ages, gender, race and religious backgrounds.

Table 1 shows the changing ages of children in care, who were in care on the 31st March 2023 and 2024.

Table 1 Ages of Havering's children in care

Age Range	2023		2024	
	Number	% of CIC Pop	Number	% of CIC Pop
0 to 4	42	18%	49	17%
5 to 9	37	15%	42	15%
10 to 15	81	34%	120	42%
16+	79	33%	73	26%

Between 2023 and 2024 the number of children aged between 10 and 15 years increased by 50%. All other age ranges remained stable.

Table 2, below, shows the ages of children who entered and left care during 2023 and 2024. The greatest number of children entering care were those aged between 10 and 15. This group also showed the biggest net gain, of 34 children in the year.

Most children leaving care were in the 16+ group were aged 18.

Table 2 Ages of children entering and leaving care

Age Range	0-4	5-10	11-15	16+	Total
Entered Care	32	24	53	35	144
Left Care	22	6	19	60	107
Difference	+10	+18	+34	-25	+37

It should be noted that whilst children leave care at 18, Havering is responsible for care leavers up to the age of 25 years including support with accommodation in some circumstances, in line with current leaving care legislation.

Over the past 5 years the gender of Havering's children in care has averaged 56% male and 44% female. However, in 2023/24 this showed a slight change for children entering care. Of the 144 children who entered care, 53% were male and 47% were female.

A further group of children in care are those who have specific disabilities. Havering has a dedicated Children with Disabilities social work service, and the vast majority of these children are cared for by their families, and receive additional support through children in need plans. However, there is a growing number of children with disabilities who are in care.

Table 3 below shows the number of children with disabilities who were in care between 2022 and 2024, profiling their ages and ethnicity.

Table 3 Children with Disabilities

Age Range	2022/23	2023/24
Under 5	1	1
Between 5 and 10	0	1
Between 10 and 16	8	9
16 & 17	7	9
Ethnicity	2022/23	2023/24
Asian/Asian British	3	4
Black/Caribbean/Black British	2	2
Mixed or multiple ethnic backgrounds	2	3
White	9	11
Total	16	20

The ethnicity of children in our care has also fluctuated over time, with the main group being children from a White British descent, which accounted for 63% in 2024. Children from an Asian background have been consistent at 5%. However, there has been a gradual reduction of children from black backgrounds from 20% in 2019 to 11% in 2024. The ethnicity which has significantly grown as a proportion is children with mixed heritage, which rose from 8% in 2018 to 16% in 2024.

This information is important for the fostering service so they can target their recruitment strategy to provide foster carers to enable better matching with children's individual demographics. Over 74% of our foster carers are from a White British background.

Table 4 Ethnicity of Children in care

	Percentage of Care Population	Percentage Foster Care Population
Asian/Asian British	5%	6%
Black/Caribbean/Black British	11%	17%
Mixed or multiple ethnic backgrounds	16%	3%
White	63%	74%
Other/Not Available	3%	0%

5.1. Action 2:

Recruitment of foster carers and age approvals needs to align with the ages of children entering care and their ethnicities.

Social workers and their managers need to understand the increasing demands for support from families with children aged between 10 and 15 years.

Commissioners need to be aware of the needs of all children entering care, especially the level of need for the 0-10 and the 10-15 age group.

Commissioners need to be aware of the additional needs of children with disabilities in creating specifications for their care requirements.

6. Where Children Live

On the 31st March 2024 Havering's children in care were living in a range of settings as shown in Table 5 below.

Table 5 Homes where children live

Care Type	Number of Children	
Placed for Adoption	3	218 in family-based care (78%)
Fostering- Havering approved	82	
Fostering- Connected Person	62	
Fostering- IFA	61	
Placed with Parents	10	
Children's Homes	42	62 in group care or supported living (22%)
Supported Living	13	
Other	7	
Total	280	

The Council is committed to provide a range of high quality homes for children within Havering. On 31st March 2024 215 (76%) of Havering's children lived in Havering or within 20 miles of their home address. The 65 children who live further than 20 miles from their home address are placed further away as they have needed to access specialist services or their carers are family members, who live outside of the borough.

The proportion of children in care living with Havering based carers is shown below. Table 6 below shows the number of children in care and the proportion placed with carers who live within the borough.

Table 6 Proportion of Havering children living in in-borough provision

	2018	2019	2020	2021	2022	2023	2024
Children living with Havering based Carers	119	112	116	102	131	123	122
Total In Care	251	247	232	206	264	239	280
Proportion living with Havering based carers	47%	45%	50%	49.5%	49.6%	51.5%	44%

The increase in the number of children in care during 2023/24 was primarily met by placing children outside of the borough.

As can be seen in Table 5 above, most of Havering's children in care (218), are living within a family setting. However, the number of children living in a children's home has, as a proportion of the children in care increased year on year since 2018 as shown in Table 7.

Table 7 Proportion of children living in a children's home

	2018	2019	2020	2021	2022	2023	2024
Children living in children's homes	19	22	23	23	32	31	41
Total number of children in care	251	247	232	206	264	239	280
Proportion of children in care living in children's homes	7.6%	8.9%	9.9%	11.2%	11.4%	13.5%	14.6%

The Council has developed the Havering Access to Resources Panel (HARP). This panel is managed by the Assistant Director for Safeguarding and Corporate Parenting and regularly reviews the need for children to live in residential care. The panel assists social workers, fostering services and brokerage officers to plan for the use of family-based care, when it is in the child's best interest to do so.

During 2023/24 there was an increase in the number of children with disabilities requiring residential education, and there were several children who required specialist care following concerns relating to exploitation and gang violence. These groups increased the proportion of children requiring care outside of the council boundaries.

6.1. Action 3:

Commissioners need to improve the commercial relationships with local IFAs and children's home providers, so children can remain living in the borough.

7. Stability of Children in Care

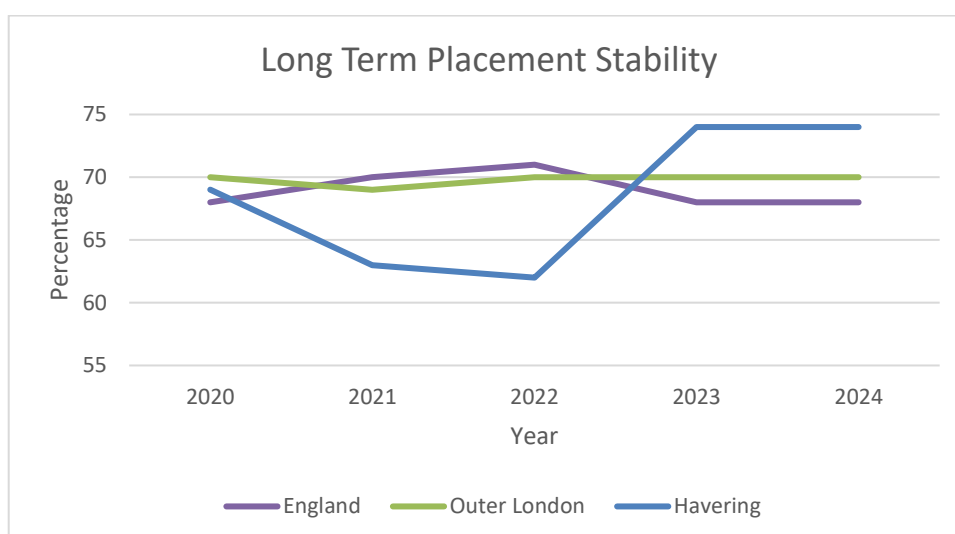
There are two measures of stability for children in care;

- Long-term stability- Children who have been in care for at least 2.5 years who have been in the same arrangement for at least 2 years, and
- Short-term stability- Children who have had 3 or more arrangements in the previous 12 months.

When measuring long-term stability, the bigger the number the more stable children are within their care arrangement.

Havering's performance when benchmarked against all England councils and outer London councils is shown in Graph 4. It shows an improving position from 2020, with Havering outperforming 12 of the 18 Outer London councils in 2024.

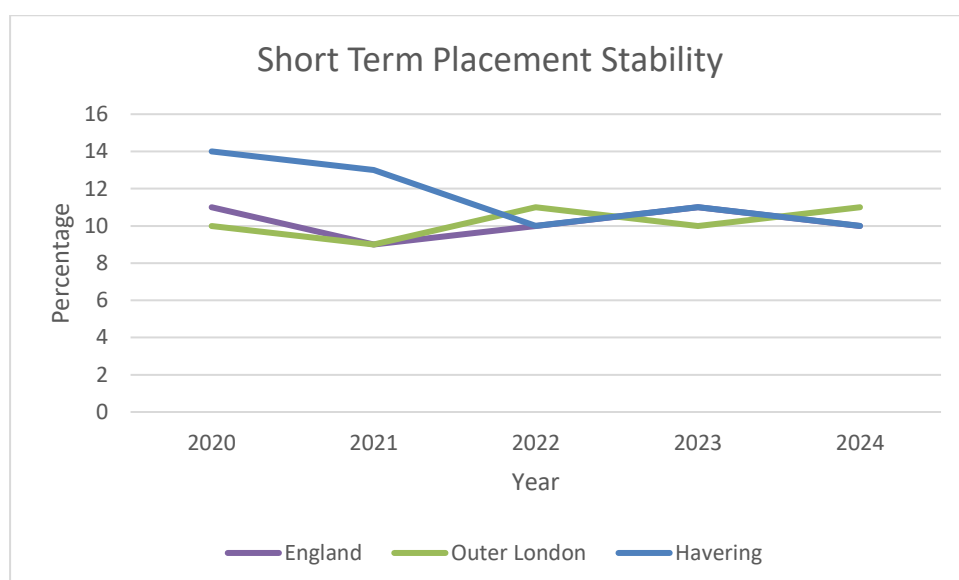
Graph 4 Long-term placement stability



Our review of performance of short-term stability also shows an improving pattern as set out in Graph 5 below. During early 2022 new protocols were put in place to only allow moves to be agreed by the Assistant Director for Children's Social Care and Havering's performance improved to be in line with the other outer London councils.

When measuring short-term stability, councils aim to have fewer children moving homes, so the lower the % the better the performance. During 2020 – 2021 our performance on short term stability was the worst in London. In 2024, only 6 of the 18 London Councils had better performance. The impact of the Havering Access to Resources Panel (HARP), ensuring senior management oversight has contributed to this improvement.

Graph 5 Short term placement stability



7.1. Action 4:
Social workers and IROs need to identify and support children and their carers at the earliest opportunity to ensure children do not move placement unnecessarily

8. Forecasting Future Demand

Understanding and forecasting placement demand for children in care is not an exact science. There are several complex variables which need to be considered. These factors include positive preventative services such as;

- receiving good parenting as a child,
- engagement in education,
- maintaining positive supportive networks as young people become adults,

- early help in the community when a person becomes a parent, and
- responsive statutory services when help is required.

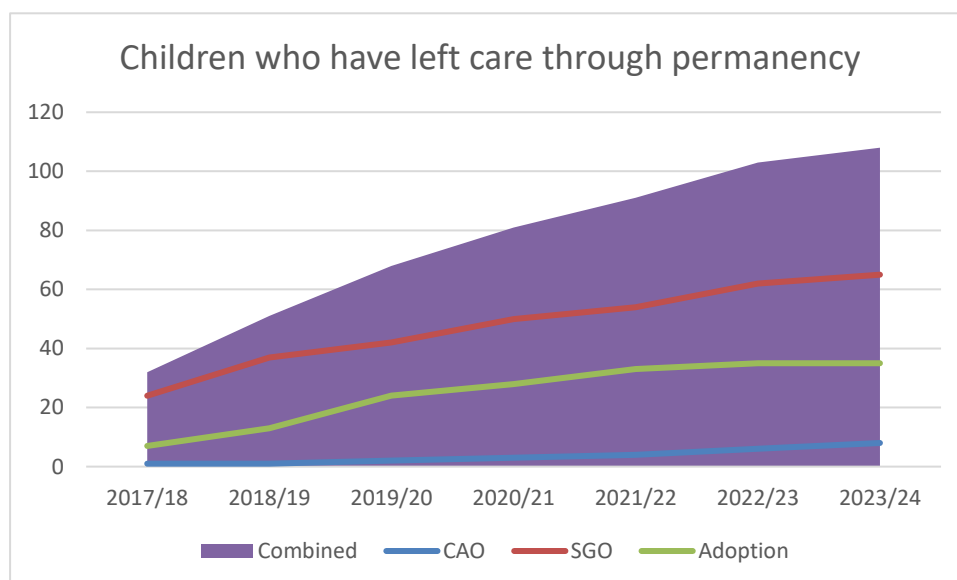
By ensuring the right services are in place we can mitigate risks linked to isolation, parental mental health, confidence, and skills etc. However, alongside these protective factors there are an equal number of risk factors that in some cases are difficult for children's services alone to mitigate against. These include severe mental health difficulties, drug misuse, learning disabilities and harmful behaviours and most significantly poverty which we know is increasing in our communities.

It has already been identified that Havering has seen a 6% rise in its children's population since 2020. It is expected that this growth will continue, through the urban expansion of Havering. An effect of this will be an increase in the number of children in care, because if the rate per 10,000 remains the same, any increase in population will lead to an increase in the number of children in care.

In Havering there has been a positive history of securing permanency for children in care through adoption and special guardianship orders.

The chart below shows the impact of this on the numbers of children who would otherwise have been in care. The accumulative effect of alternative orders has reduced the number of children in care. Over 100 children have left care since 2018 to live with permanent families.

Graph 6 Children who have secured permanence in families

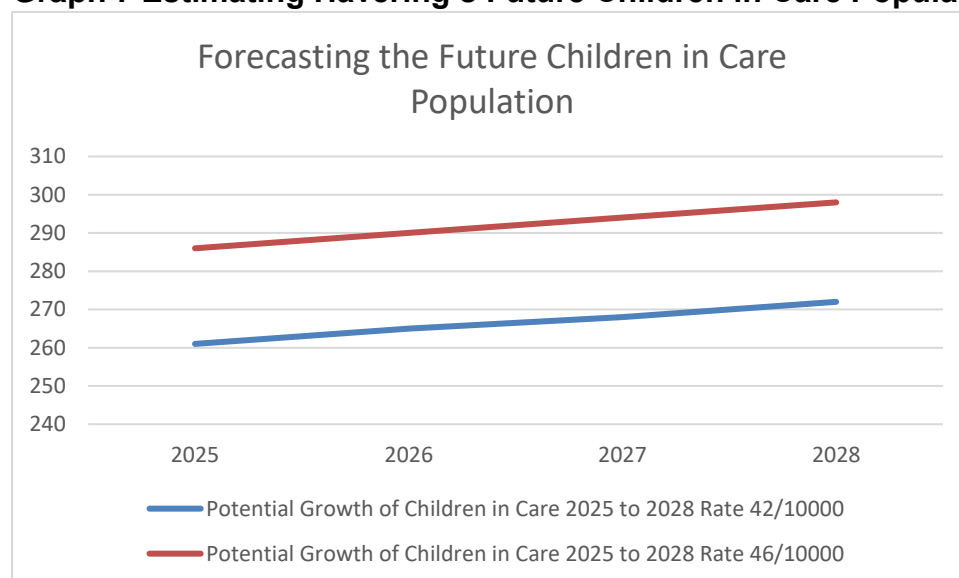


The numbers of children attaining permanence is not as high as we would want. In 2023/24 there were no children adopted from care, and only 5 children were subject to Special Guardianship Orders (SGO) or Child Arrangement Orders (CAO). This was the lowest number of permanency plans since 2018.

As reported earlier the care population has fluctuated over time, and it is likely

to fluctuate in the future. However, Havering has seen some consistency with an average rate of 42 per 10,000 of children in care over the past 4 years. The forecasts provided in Graph 7 below are based upon two potential scenarios. One is the linear population growth of 1.4% per year and an average rate of 42 children per 10,000 in care, which is the average rate over the past 4 years. The second is also a linear population growth but using the rate from 2024 of 46/10,000.

Graph 7 Estimating Havering's Future Children in Care Population



Graph 7 shows, that depending upon the two variables of population growth and the rate of children in care, there is a possibility that by March 2028 there could be 298 children in care in Havering.

Alongside local children entering care, all councils are required to provide homes for children who are unaccompanied asylum seekers (UASCs) under the national transfer scheme. In 2022 the Government raised the proportion of UASCs each council would be responsible for, to 0.1% of its children's population. For Havering by March 2028 this could be 65 asylum seeking children. As of December 2024, Havering was responsible for 24 asylum seeking children significantly lower than the government target.

As this is a new requirement the additional young people have not yet been factored into the growth forecast. However, it should be assumed that there will be an expected additional 41 asylum seeking children, and once the council reaches its expected number it should remain stable unless there is a growth in the population of children within the borough.

The next chapters describe the types of care required, which in turn will help us to take a view on provision that we will require in future years.

8.1. Action 5:

To review and further develop the existing permanency planning process to ensure that plans for children enable them to achieve their long-term goals within their individual timescales.

9. Type of homes children in care live in

Fostering

As at the 31st March 2024 the type of family-based carers and the number of Havering children they were caring for is set out in Table 8 below.

Table 8 Havering children in foster homes

Type of Foster Carer	No. of Carers	No. of Children Placed
Connected Person Foster Carer	30	36
Havering Approved Fostering Household	74	77
IFA Carer	35	49
Total	139	162

There is an annual national audit of fostering. Which details fostering provision across all councils and independent fostering agencies.

The audit enables analysis to be undertaken in terms of approved fostering households and the number of children living within these at the 31st March each year.

Table 9 below, shows the approved fostering household numbers for Outer London and the number children in care living in these families.

As can be seen the occupancy levels range between 40 and 69%, with the median of 57%. Havering's occupancy is 64%, which is the third highest in the region. However, it should be noted that even with this level of occupancy the recruited fostering offer in Havering only covers 28% of the total demand.

Table 9 Fostering in Outer London Councils March 2024

Council	No. of Council Approved Fostering Households	Max. Capacity of Children	No. of children placed	Proportion of capacity filled
Barking and Dagenham	130	290	180	62%
Barnet	75	115	75	65%

Bexley	80	165	95	58%
Bi-Borough	45	75	30	40%
Brent	65	95	60	63%
Bromley	80	135	75	56%
Croydon	125	245	170	69%
Ealing	70	120	65	54%
Enfield	105	200	120	60%
Greenwich	100	200	125	63%
Harrow	55	120	70	58%
Havering	75	125	80	64%
Hillingdon	50	90	45	50%
Hounslow	70	105	60	57%
Merton	55	105	55	52%
Redbridge	70	120	65	54%
Sutton	35	65	35	54%
Waltham Forest	75	125	65	52%

Therefore, Havering needs to purchase foster care for 61 children from Independent Fostering Agencies (IFA's). These arrangements are currently necessary to meet the demand placed on our children's services to identify family-based care.

Analysis of the local independent fostering sector undertaken in July 2023 shows that 16 IFAs have a presence within the borough. There are 49 IFA fostering households. These families are approved to look after a maximum of 97 children. Havering had 16 children living with these carers, therefore, the council is utilising only 16.5% of the available local IFA capacity.

The combined total of approved foster carers both in-house and IFAs in Havering is 124.

During 2023/24 Havering's fostering service recruited and approved 6 new fostering households, this was from a total of 103 fostering enquiries. In response to this the service created an updated recruitment strategy during 2024.

Havering is part of a regional fostering hub supported by the Department for Education (DfE), with five other NE London councils. The key role of the Hub is to increase awareness of fostering across the region which will increase the number of enquiries. Havering's 103 enquiries show the public has little knowledge of the council's needs; however, a 6% conversion rate (enquiries leading to approval) is

good and better than most agencies. The Hub will be undertaking the marketing and awareness raising roles, which in turn should increase the number of enquiries.

Havering also opened its first Mockingbird¹ Constellation supported by the DfE during 2024. Over the next year this will be embedded into the service and evaluated to measure the outcomes. If the evaluation is positive there is an ambition to increase the number of constellations.

As identified above, the number of children attaining permanence dropped in 2024. The fostering service has amended the Special Guardianship Policy and included improvements to post order support reviewing the financial package, which ensures previous foster carers receive no reduction in their fostering allowance, which continues to be paid after the SGO has been awarded.

9.1. Action 6:
Develop a local IFA framework so more children can be placed within the borough, or within 20 miles.

Evaluate the effectiveness of the Mockingbird project.

Evaluate the effectiveness of the local recruitment hub in increasing the number of fostering enquiries.

Maintaining a foster carer recruitment conversion rate of at least 6%, from enquiry to approval.

Explore joining the Newham council Dynamic purchasing system for all care types

Children's Homes

Havering council currently does not operate any children's homes. The North-East London Commissioning Partnership (NELCP) is a strategic partnership between seven London boroughs and two independent children's homes providers.

Havering is the lead council for the North East London residential project. The NELCP commissioned Woodfords Children's Services to deliver therapeutic children's homes service within the NE London region. The project currently offers 19 beds to the 6 NEL councils. Havering is the main user of the project and usually has between 6 and 7 children placed in the homes.

There are 13 private children's homes operating in Havering, offering a maximum of 55 children a home. These 13 homes are operated by 11 different companies. 5 of these homes are for children with disabilities, and they offer short breaks and longer stays.

¹ [Mockingbird: A new way to foster | The Fostering Network](#)

At the 31st December 2024 Havering had 4 children placed in these homes. Havering's use of children's homes is shown in Table 6 above, but to summarise there were two years, 2021/22 and 2023/24 when there was a greater need for these services. Between 2020/21 and 2021/22 there was a 50% increase in use, and in 2023/24 there was a 33% increase from the previous year.

Children with complex disabilities, who require homes with care and education account for 25% of the children living in children's homes.

The remaining 75%, 34 children, primarily require services for children who have experienced traumatic early care. This means that the children's homes need to be able to support children with dysregulated emotions, attachment disorders and self-harming behaviours, either through overdosing, cutting, head-banging or threats to jump off buildings or bridges. Self-harming behaviours are also seen in dangerous decision making linked to inappropriate relationships with peers or older adults.

There is a growing group of children who have been subjected to exploitation from an early age, primarily before being known to the council. These young people then come to the attention of the council because of a crisis, either at home or through the criminal justice system. The risk assessments for these young people may require the use of services in rural communities, at distance from the borough. Where possible we also need to commission specialist mentoring services to enable the young person to develop insight into their lifestyle.

There is another, smaller group of young people who have required specialist care following discharge from Child and Adolescent Mental Health Service (CAMHS) Tier 4 hospitals. This group of young people have mainly been aged over 16 and have had significant CAMHS interventions over many years, and they will require services for a number of years more. There is no local provision for this group, and they have needed to be placed in Suffolk, Essex, and Kent. These areas have differently commissioned CAMHS services, which without good S117² aftercare planning can lead to a breakdown of their clinical support.

9.2. Action 7:

The council needs to develop commercial relationships with local children's home providers to create local capacity through creating a local care framework.

The council will develop its own children's home provision. This will be focused upon children who are being discharged from CAMHS Tier 4 hospitals, but will also provide an alternative pathway, which prevents admission to hospital.

The council will develop its own children's home for children with disabilities to provide both longer term and short break care options.

² [Mental health aftercare if you have been sectioned - Social care and support guide - NHS](#)

Use the capacity of the NELCP commissioner, to undertake a NEL wide needs analysis to identify areas for joint commissioning, such as a regional crisis service closer to London.

Supported Accommodation

As the young people growing up within our care get older, the focus of the care and support given by carers is to enable our young people to be prepared to move into more independent living in our communities. For most of our young people this will take place in their fostering and/or family living settings. Where appropriate, our social work and fostering team will work to support young people remain within their fostering family setting through a Staying-Put arrangements.

For a small number of our young people, they will leave their children's home or fostering arrangement after they are 16 and will live within supported accommodation. We currently support this through commissioning supported accommodation from the independent sector.

The council has a block contract with Centrepont, who provides 6 supported accommodation flats. All additional provision is spot purchased. The council uses in the region of 24 supported accommodation flats each year, and these are provided by 7 companies. They are all in Havering or neighbouring boroughs. Each young person has a support plan which is tailored to meet their needs, and ranges between 5 and 15 hours per week. The council also requires an adult to be in the premises overnight.

Following the introduction of the new Supported Accommodation Regulations in November 2023, the council has become aware of the true local capacity of supported accommodation. Within Havering, currently there are 38 OFSTED registered supported accommodation addresses, with a total capacity of 145 placements. Of these, 11 offer single occupancy accommodation, and 27 offer shared living, ranging between 2 and 15 young people a home.

The significance of this number of providers, their capacity and the need of Havering is that there are a substantial number of 16 and 17-year-olds from other councils living in support services, where care is not provided.

As young people reach the age of 18 and leave care they require several types of accommodation. Some young people will remain with their foster carers in a Staying Put provision. Some young people will move to university accommodation, as part of their further education. Some young people will return to their families. However, others will look to live independently in their own accommodation. The council currently has two contracts for semi-independent accommodation and is developing several further accommodation projects which will come online in 2025 and 2027, offering 27 additional flats.

**9.3. Action 8:
Create a Havering based Supported Accommodation framework.**

Work closely with the Live Well Supported Housing commissioners and Leaving Care team to ensure sufficient accommodation is built to meet needs and is available for Havering young people.

10. Services for Children with Special Educational Needs and Disabilities (SEND)

Most children and young people with special educational needs and disabilities can have their needs met through local mainstream education and universal services. However, some children and their families need additional assistance. Havering has published its Local Offer³ for children and young people up to the age of 25, in line with the SEND Code of Practice 2014.

Universal services include children's centres, nurseries, play services, after school clubs, sports and leisure and youth services.

However, when children and their families require more support Havering has created a range of short breaks provision, which enable children to have fun and develop independence, and provide their families with an opportunity to have a break from caring and spend more time with other family members.

To be eligible for a short break the child needs to be aged under 18, be a resident of Havering and have a diagnosed disability or impairment that would define them as a disabled person under the Equality Act 2010 including a physical or sensory impairment, learning disability, Autism Spectrum Disorder, challenging behaviour as a result of a disability, complex health needs and those with palliative, life-limiting or life threatening conditions.

During 2023/24, 865 children received short break support. Of these 411 received a Direct Payment, 187 children participated in Family Information Group supports (FIG)⁴, which is a weekend and holiday short break scheme, and 28 children accessed a total of 937 nights of overnight short breaks. Some of the overnight short breaks takes place within the family home, with carers providing overnight support. A small number of children receive overnight support outside of the family home.

11. Commercial Relationships with Care Providers

During 2024/25 the council purchased care for 139 children from 61 different companies. Table 10 below shows the number of providers by care type.

³ [Local Offer | Havering Directory](#)

⁴ [FIG Playscheme | familyinformationgroup.co.uk](#)

Table 10 Children in Care and Providers

Care Type	Number of Children	Number of Companies
IFAs	81	24
Children's Homes	34	27
Supported Accommodation	24	10
Total	139	61

Apart from the block contracts with Woodfords and Centrepont, currently the council has no meaningful commercial relationship with any individual provider. For instance, during the current financial year there were three IFAs who we placed 39% of our children with and there were a further 21 companies who met the additional 61% of our need. The maximum spend with one provider is £418k annually out of a total spend of £2.7m.

Havering places more children with Woodfords Children's Services through the block contract than other individual residential provider, with an annual spend of approximately £1.5m.

For the remaining children there is a similar picture for children's homes as there is with fostering. There is one provider who we spend £2.2m with annually and 25 others that we spend an additional £9m which is an average of £360k per provider. As identified in Sections 7 and 8, there is significant provision within the borough, which is not used by the council. This means that Havering's children are required to live outside of their home area and access services provided by others. It also means that Havering is home to a significant number of children in care placed by other councils.

On March 31st, 2024, there were 235 children from other councils living in Havering, at the same time we needed to place 158 children in other council areas. There is sufficient care provision within Havering to reduce the need to place children further away if we create commercial relationships with these providers.

11.1. Action 9:
Create strategic partnerships with local care providers.

Increase the number of children who are living in homes in Havering by creating commercial relationships with local providers.

Host regular Provider Events so the council can describe to the market the needs of children and young people.

12. Expenditure and Unit Cost of Care

The council is responsible for the care of over 400 children per year, and they live in a variety of internal and externally provided homes. Table 11 shows the expenditure by care type over the past three years.

Table 11 The Cost of Care

Care Type	2021/22	2022/23	2023/24
Havering Foster Carers	£2,198,514	£2,758,476	£2,252,054
Connected Carers	£717,400	£897,815	£1,024,046
IFAs	£2,594,982	£2,937,054	£2,900,552
Private Children's Homes	£6,730,292	£7,215,991	£11,695,514
Supported Accommodation	£2,066,418	£2,324,657	£1,788,685
Total Spend	£14,307,606	£16,133,993	£19,660,851

To understand the expenditure, it is important to understand the actual number of services we have purchased. Table 12 shows the number of bed nights which were used in 2023/24 and the associated unit cost.

Table 12 Bed Night and Unit Cost Data

Care Type	Bed Nights Used	Total Cost	Unit Cost/Week
Havering Foster Carers	28,482	£2,252,054	£553.49
Connected Carers	19,375	£1,024,046	£369.98
IFAs	18,337	£2,900,552	£1,107.26
Private Children's	12,541	£11,695,514	£6,528.08

Homes			
Supported Accommodation	8,908	£1,788,685	£1,405.57
	87,643	£19,660,851	£1,570.30

Table 12 above only includes children where there are payments for their care. There may be children who are subject to care orders who have been placed with their parents under Placement with Parents regulations where there would be no accommodation payment.

The average unit cost for children's home accommodation increased by £2,255 from 22/23, and IFAs increased by £202. This reflects the analysis of Andrew Rome, within his annual report for the Local Government Association ⁵ and through the Competition and Markets Authority Report 2022⁶ and the National Care Review undertaken by Josh McAllister⁷.

⁵ <https://www.revolution-consulting.org/2023/10/23/profit-and-debt-in-childrens-social-care-there-are-solutions/>

⁶ [Final report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115555/final-report.pdf)

⁷ [The-independent-review-of-childrens-social-care-Final-report.pdf \(nationalarchives.gov.uk\)](https://www.nationalarchives.gov.uk/documents-and-images/other-formats-and-publications/the-independent-review-of-childrens-social-care-final-report.pdf)

13. Measures of performance – Action Plan

With the current demand pressures and complexities mentioned, to meet the demand for Havering's children there are a number of strands of work we need to observe, action, and bring together. These can be highlighted throughout this strategy and forms the basis for the following action plan.

Sufficiency Strategy Action Plan

Action Plan Number	Action	What will it deliver	Who is responsible	Comp Date
Action 1	Social Workers, IROs and Foster Carers need to understand the backgrounds of children in care and any trauma they may have experienced to inform assessment of need and reflect this within the child's support plans.	Everyone better understands the needs of children and there are fewer placement breakdowns	Social Care Academy	April 2026
	Supervising Social Workers need to be proactive in the support they offer their foster carers linked to the child's lived experience.	Foster carers feel that they are better supported and have the skills to look after children and young people with complex needs.	AD Safeguarding and Corporate Parenting	April 2026
	Commissioners need to be aware of the population increase of children in care, working closely with the fostering service and liaising with the care market to inform them of the council's developing needs.	Children are placed with foster carers who understand their needs.	Commissioning /Brokerage Service	April 2026
Action 2	Foster Carer recruitment is undertaken recognising the ages of children in care and their global majority backgrounds	More children can live with families with similar ethnic backgrounds and children can remain within the borough in matched placements	Fostering Recruitment Manager	Monitored annually
	Social workers and their managers need to understand the increasing demands for support from families with children aged between 10 and 15 years.	Children can remain in their birth families rather than entering care.	AD Early Help & Partnerships	Monitored monthly
	Commissioners need to be aware of the needs of all children entering care, especially the level of need for the 0-10 and the 10-15 age group.	Services are commissioned in a timely manner to ensure children and their families receive support at the right time	AD Early Help & Partnerships/Commissioning	Monitored Quarterly

	Commissioners need to be aware of the additional needs of children with disabilities in creating specifications for their care requirements.	Children have access to services that meet their needs	AD Early Help & Partnerships/AD Safeguarding & Corporate Parenting/Commissioning	Monitored Quarterly
Action 3	Commissioners need to improve the commercial relationships with local IFAs and children's home providers.	Care providers need to understand Havering's needs so children can remain living in the borough	Commissioning	June 2025
Action 4	Social workers and IROs need to identify and support children and their carers at the earliest opportunity to ensure children do not move placement unnecessarily	Earlier identification of children's presenting issues will enable the team around the family to align their interventions to support the child and carer better	AD Safeguarding and Corporate Parenting /Commissioning	June 2025
Action 5	To review and further develop the existing permanency planning process to ensure that plans for children enable them to achieve their long-term goals within their individual timescales.	Children leave care through long term arrangements such as adoption or SGO	AD Safeguarding and Corporate Parenting	Monthly
Action 6	Develop a local IFA framework	This will enable more children to live in the borough, or within 20 miles of their home.	Commissioning	June 2025
	Evaluate the effectiveness of the Mockingbird project.	To ensure foster carers feel well supported	AD Safeguarding and Corporate Parenting	Sept 2025
	Evaluate the effectiveness of the local recruitment hub in increasing the number of fostering enquiries.	To ensure more people make enquiries to foster in Havering	AD Safeguarding and Corporate Parenting	Sept 2025
	Maintaining a foster carer recruitment conversion rate of at least 6%, from enquiry to approval.	As the number of enquiries increase maintaining the conversion rate will lead to a growth of internal fostering families	AD Safeguarding and Corporate Parenting	Sept 2025
	Explore joining the Newham council Dynamic purchasing system for all care types	To have contractual access to approved IFAs and children's homes.	Commissioning	Sept 2025
Action 7	The council needs to develop commercial relationships with local children's home providers to create local capacity through creating a local care framework.	Care providers need to understand Havering's needs so children can remain living in the borough	Commissioning	April 2026

	The council will develop its own children's home provision. This will be focused upon children who are being discharged from CAMHS Tier 4 hospitals, but will also provide an alternative pathway, which prevents admission to hospital.	To create a local pathway for children being discharged from CAMHS Tier 4	Commissioning/ Head of Service for Corporate Parenting	April 2026
	The council will develop its own children's home for children with disabilities to provide both longer term and short break care options.	To provide high quality residential short breaks in Havering	Commissioning/ Children with Disability service	April 2027
	Use the capacity of the NELCP commissioner, to undertake a NEL wide needs analysis to identify areas for joint commissioning, such as a regional crisis service closer to London.	To jointly commission care services which are required by more than 1 NEL council	Commissioning	Ongoing
Action 8	Create a Havering based Supported Accommodation framework.	To ensure Havering based supported accommodation providers are of high quality	Commissioning	April 2026
	Work closely with the Live Well Supported Housing commissioners and Leaving Care team to ensure sufficient accommodation is built to meet needs and is available for Havering young people.	To ensure we have high quality accommodation and effective support plans to enable young people to have their own tenancy	Commissioning and leaving care team/ Head of Service for Corporate Parenting	review annually
Action 9	Create strategic partnerships with local care providers.	Care providers need to understand Havering's needs so children can remain living in the borough	Commissioning	Sept 2025
	Improve commercial relationships with local providers.	Increase the number of children who are living in homes in Havering	Commissioning	Sept 2025
	Host regular Provider Events	The council can describe to the market the needs of children and young people.	Commissioning/ Brokerage	Sept 2025

Consultation

As part of the development of this strategy, the draft has been shared for comments with Children and young people who are part of the Children in Care Council 'Say it Louder' group, the Youth council and the Youth Management Committee of the Cocoon. . All Starting Well staff.

The Assistant Director for Education and the Virtual School Head teacher.

The Integrated Commissioning team

ICB and health providers.

Authorisation and communication

This Strategy will go through Havering's Governance procedures to be agreed by the Council's Cabinet and will be published.

Implementation and monitoring

The strategy action plan will be reviewed six-monthly in the Corporate Parenting Panel and within the Practice Improvement Board (PIB).

Monitoring actions and performance

The following areas will be monitored on a monthly basis;

- Number and Rate of children in care
- The proportion of children living with Havering foster carers, including connected carers
- Permanency planning
- Children placed further than 20 miles from Havering
- The stability of children's care provision
- The number of children living in all care types, including the proportion living in children's homes and supported accommodation
- The number of young care leavers living in semi-independent accommodation
- Analysis of unit costs for all care types

Evaluation and review

The strategy will be reviewed annually.

Children living in high costs placements will be reviewed quarterly.

Further information

Further information can be obtained from the Integrated Team at Place.

Appendix 1: Equality Analysis (to be inserted)

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CABINET	7 May 2025
Subject Heading:	Joining London Borough of Newham Pseudo-Dynamic Purchasing System for Children's Care Placements
Cabinet Member:	Councillor Oscar Ford, Lead Member for Children's Services
SLT Lead:	Tara Geere, Director of Starting Well
Report Author and contact details:	Simon Brown, Strategic Commissioner Havering Integrated Team at Place
Policy context:	Havering Corporate Parenting Strategy
Financial summary:	
Is this a Key Decision?	This is a Key Decision because: <ul style="list-style-type: none"> (a) Expenditure or saving (including anticipated income) of £500,000 or more (b) Significant effect on two or more Wards
When should this matter be reviewed?	4-years
Reviewing OSC:	People

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

People - Supporting our residents to stay safe and well	X
Place - A great place to live, work and enjoy	
Resources - Enabling a resident-focused and resilient Council	

SUMMARY

The decision request is to allow Havering to access Newham Borough Council's Pseudo Dynamic Purchasing System (PDPS) for Children's Care Placements enabling the Council to meet its Statutory Sufficiency Duty requirement set out in Section 22G of the Children's Act 1989.

The Council is required to provide our children in care with accommodation that

- (a) Is within the authority's area; and
- (b) Meets the needs of those children.

Having access to the PDPS will provide the All-Age Brokerage Team (placements) with high access to quality care from providers who have been approved through a competitive tendering process.

The PDPS also enables the Council to manage its budgets better through contractual clauses linked to fee negotiations, uplifts and notice periods.

RECOMMENDATIONS

Cabinet is recommended to approve joining Newham's Pseudo Dynamic Purchasing System for Children's Care Placements.

REPORT DETAIL

Havering's Priorities

The Corporate Parenting Strategy has identified the following five priorities for Havering's children in care for 2025/26:

- Listening to and understanding children and young people
- Keeping children and young people safe
- Providing caring homes for all
- Setting high aspirations for the education of children and young people, and offering them a range of opportunities
- Ensuring children and young people have excellent health outcomes

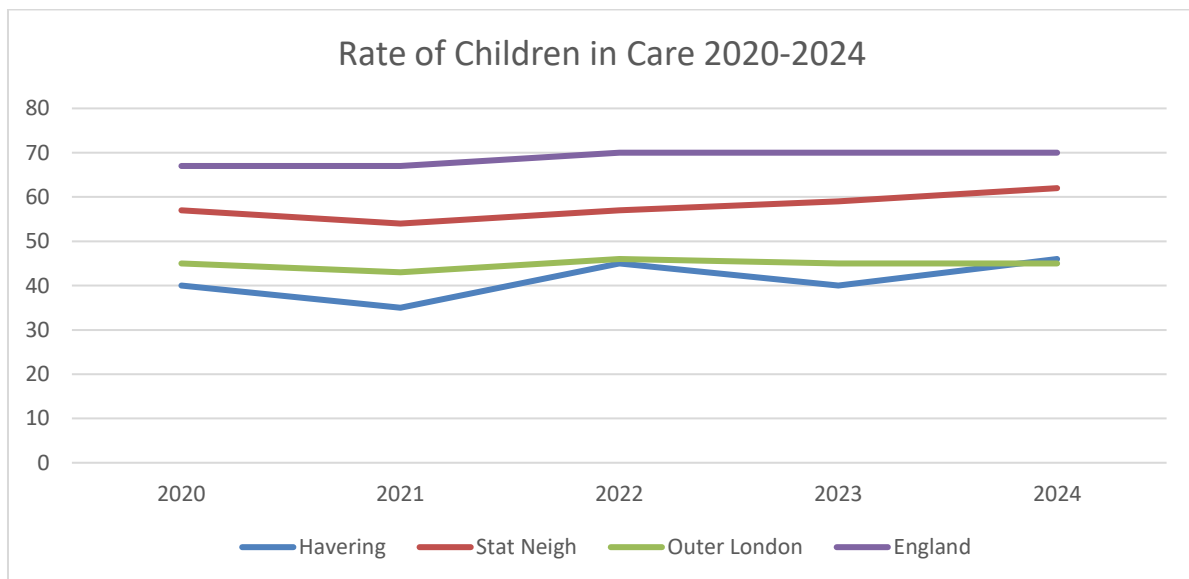
Key Actions

As corporate parents, we will:

- Achieve family permanency for children quickly.
- Increase in-borough care placements by:
 - Approving more foster carers;
 - Developing relationships with providers;
 - Creating new children's homes;
 - Expanding after-care accommodation pathways like Staying Put and Staying Close.
- Provide well-trained foster parents by:
 - Offering robust recruitment and training for staff and carers;
 - Embedding specialist emotional wellbeing support based on trauma-informed practice;
 - Ensuring continuous professional development through enhanced supervision;
 - Contracting care providers aligned with Havering's aspirations.
- Support children with special needs by:
 - Providing sufficient short breaks;
 - Ensuring carers understand and support children's additional needs.
- Help children in care reach educational potential by:
 - Enabling the Virtual School to engage with care providers to promote school attendance.

Demand

Since March 2020, Havering's population of children in care has risen from 232 to 284 in March 2024. During the same period the population of all children in Havering has risen by 6%. The graph below shows a comparison between Havering, Statistical Neighbours, Outer London Boroughs and England.



It is estimated that between January 2025 and March 2028, the population of children in care will rise to 298. This is based upon an annual linear growth in the population of children of 1.4% and a fixed rate of 46 children per 10,000 being in care.

Ability to Meet Demand in Havering

As we are required under the Sufficiency Duty to provide accommodation within the borough it is important to know the capacity of the care market.

The market is comprised of the Council, private and voluntary providers.

The Council only provides a fostering service, so all children's home care and supported accommodation for 16- and 17-year-olds is provided by the private and voluntary sector.

The table below shows the maximum capacity of care within Havering against the Council use on 31st March 2024.

Care Type	Capacity	Use
Havering Foster Carer	125	80
Independent Foster Carer	49	16
Children's Homes	55	4
Total	229	100

It must be noted that although Havering's fostering capacity is officially homes for 125 children, the nature of fostering approvals is dependent upon several factors such as age, gender or sibling groups, so in reality it is lower than 125. When benchmarking Havering against all Outer London councils Havering's utilisation of internal fostering capacity is the third highest, at 64%. The median for all Outer London councils is 57%.

The rise in children in care during 2023/24 has impacted upon where they live. The current proportion of Havering children living within the Borough is lower than the Council would prefer.

	2020	2021	2022	2023	2024
Children living with Havering based Carers	116	102	131	123	122
Total In Care	232	206	264	239	280
Proportion living with Havering based carers	50%	49.5%	49.6%	51.5%	44%

Havering's fostering service has introduced the Mocking Bird support system and formed its first constellation of families. This will be monitored for effectiveness in supporting fostering families.

In 2024, Havering's fostering service received only 103 inquiries, a figure that needs to rise. Havering has joined the regional fostering recruitment hub to improve advertising and foster awareness across the region. We will assess this hub's effectiveness in increasing fostering inquiries.

Children with disabilities lack access to local residential short breaks, forcing families to seek services in Essex or Kent. While some opt for this, others receive support at home.

The Council has approved the construction of a new facility dedicated to providing short residential breaks for children. This initiative will offer up to 1,460 nights of respite care annually. Consequently, the Council may be able to implement a planned programme of short breaks for between 19 and 30 children each year. This service aims to alleviate the pressures faced by families and prevent children from entering permanent care.

Children with complex social and emotional needs may require temporary residence in a children's home to prepare for reintegration into family life or transition to independence. The Council has jointly commissioned a provider to deliver a local children's home service, currently accommodating 20 children. These homes are all located in the North East London region, with Havering utilising 25% of the capacity.

The service cannot support children with complex needs, such as those discharged from psychiatric hospitals, requiring multi-agency/professional help. The Council has submitted a bid to seek DFE capital funding to create two new local children's homes.

The Strategy recommends these actions for delivering the Sufficiency Requirement:

- Train Social Workers, IROs, and Foster Carers in trauma-informed care to better address children's needs.
- Recruit foster carers from backgrounds like those of children needing care.
- Develop partnerships with local agencies and providers to prioritize Havering children and keep funds within Havering.
- Amend the Permanency Planning Process to facilitate children finding long-term parents outside of formal social care.
- Manage the Fostering Hub's recruitment performance.
- Assess the effectiveness of the first Mocking Bird constellation.
- Apply to DFE to create a Havering-based children's home service for children with disabilities and emotional needs.
- Develop regional care options through the NEL Commissioning Partnership.
- Collaborate with Live Well colleagues to develop supported accommodation for care leavers over 18.

Joining the Newham PDPS will help Havering deliver action points 3 and 8, ensuring local care for children, improving provider relationships, and accessing better value care with neighbouring London Boroughs.

REASONS AND OPTIONS

Reasons for the decision:

The Newham PDPS has replaced the London Councils' contract for independent fostering agencies and children's homes, effective since March 2023. It lists approved providers rated Good or Outstanding by OFSTED.

The PDPS outlines service specifications for fostering and children's home care based on the needs of children in care, establishing minimum requirements for providers.

Havering now utilises provider terms and conditions for spot purchasing care, which introduces a risk as these contracts typically safeguard the provider rather than the Council, particularly concerning fee uplifts and termination clauses. Additionally, spot purchasing means that the Council can incur a higher rate of fees per placement.

The PDPS limits annual fee uplift rates and includes mechanisms to assess any increases, helping the Council manage its resources more effectively.

The PDPS is operational until 31st March 2026, but can be extended to 31st March 2030. The cost for Havering to be included in the contract is £6,300 per year for IFAs and Children's Home) a total of £31,500 to March 2030.

It is estimated that the annual purchasing through the PDPS in the initial years will be £3m per year, based upon analysis of new placements made during 2024/25.

Other options considered:

An options appraisal was conducted, and full details are available in (*Appendix A: Havering Options Analysis for Commissioning of Havering Children's Placement*).

Options which were considered and rejected included doing nothing, which would lead to the Council purchasing greater amounts of care without a proper procurement approach, which would leave the Council at risk.

The option to create a Havering-only DPS was initially rejected because providers prefer frameworks that cover multiple boroughs to maximize business opportunities. This option may be reconsidered at the end of this NDPD contract period and will require an Executive Decision if pursued further.

Joining the Commissioning Alliance placement framework was rejected for three reasons:

- Providers are national, not specific to NE London.
- No guarantee of available homes.
- Annual subscription cost outweighs financial benefits.

IMPLICATIONS AND RISKS

Financial implications and risks

The budget for homes and placements for Children in Care will be £22m in 25-26 which takes up 27% of the Starting Well general funds budget. The costs have risen sharply in the last few years increasing threefold since 2020. Residential placements now cost an average of £7,500 per week, with some exceeding £10,000, partly due to increasing complexity of needs and rising provision costs but the level of increase indicates that the market is not working well for purchasers and commissioners.

Finding ways to manage this financial pressure whilst still ensuring good outcome for children is an essential part of supporting the Council's financial sustainability. The relatively small cost of inclusion in the framework will be met from existing budgets.

Legal implications and risks:

This report seeks authorisation to access the Newham PDPS to call off providers for the provision of care services as and when required.

As set out in the body of this report, the Council has a statutory duty under Section 22G of the Children's Act 1989 (as amended) to secure sufficient accommodation for looked after children. The recommendations in this report are in keeping with this duty.

The Newham PDPS was procured in accordance with the Public Contracts Regulations 2015. Any subsequent call offs from an active, fit for purpose Dynamic Purchasing System under Regulation 34 will be a permissible route to procurement. When utilising the Newham PDPS, Officers must follow the express provisions of the PDPS call-off procedure.

The Council shall have the option but no obligation to utilise the Newham PDPS. Therefore, there is no guaranteed value or volume of work. Each call-off will be subject to separate governance in accordance with the Council's scheme of delegation.

Human Resources implications and risks:

The recommendations in this report do not appear give rise to any negative impact for the Council or its workforce. All relevant staff will receive additional training that will enable them to support the successful delivery of the strategy. All necessary audits will be undertaken within existing staff resources.

Equalities implications and risks:

The Newham PDPS contract was tendered based on the needs of children from various ethnic and religious backgrounds, genders, ages, and disabilities. It outlines strategies to sustain children within family environments and to support those families in preventing relational breakdowns.

None of the recommendations adversely affect any resident's protected characteristics.

Health and Wellbeing implications and Risks

The Council must ensure children in care have the best start, are healthy and happy, and reach their full potential.

Implementing the sufficiency strategy to keep Havering children in care within the borough where possible and reduce placement time will mitigate the physical, emotional, and social impacts of out-of-borough moves and placement disruptions.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

BACKGROUND PAPERS

APPENDIX A:

Draft Options Analysis for Commissioning of Havering Children's Placements

The purpose of this document is to present a thorough analysis of the various options available for the commissioning of Havering Children's Placements. This analysis aims to identify the most effective and efficient approach to managing placements, considering both the advantages and disadvantages associated with each option. By carefully evaluating these options, we seek to ensure that the needs of the children in Havering are met in the most sustainable and cost-effective manner.

Overview of Options

Option	Advantages	Disadvantages
Do Nothing (continue spot purchasing)	Avoids additional costs in terms of procurement and commissioning resources. These are opportunity costs of time rather than spend.	Not meeting legal and regulatory requirements and best practices. High-cost placements contributing adversely to LA financial position. Risk of quality and oversight of provision. Lack of local providers in

		the current spot purchasing system. Poor relationship with the provider market.
Developing a Havering specific DPS.	<p>Customisation - ability to tailor to our needs.</p> <p>Efficiency - streamlined processes reducing lead times and administrative burdens.</p> <p>Control - greater control over specification, selection criteria, quality standards, and pricing mechanisms.</p> <p>Flexibility - ability to adapt and modify the DPS as needed without external constraints</p>	<p>There is cost involved of resource within procurement, legal. Have been unable to quantify this due to not having costs detail for engaging business partners.</p> <p>Resource intensive - requires upfront and ongoing time, and resources to develop and maintain.</p> <p>Market engagement - challenge to attract enough providers due to limited market opportunity. Providers may not want to join, this is a risk?</p> <p>Higher initial set-up and ongoing operational costs compared to joining an existing DPS.</p>
Joining a local (Newham) DPS	<p>Quicker Route to Market: Provides a faster route to market for future opportunities.</p> <p>Established system, reduces setup time and costs.</p> <p>Economies of scale - potential cost savings through bulk purchasing.</p> <p>Access to providers - immediate access to a wide range of pre-approved providers.</p>	<p>Cost of Joining PDPS</p> <ul style="list-style-type: none"> • The administration fee to access the PDPS is: • £3,150 for Lot 2 (children's homes) • £3,150 for Lot 1 (fostering agencies) <p>Total cost: £6,300 payable per annum (or pro rata)</p> <p>Less control - limited ability to influence selection criteria and quality standards.</p>

	<p>Previous Cabinet approval and legal sign-off (to be confirmed if still valid, and to get email evidence that legal have signed off the PDPS contract.</p> <p>Stronger Relationships: Improved relationships with providers, promoting collaboration and capacity building.</p> <p>Attractive to local providers due to openness to other LAs.</p> <p>Provides sufficient time to test the DPS and plan future options.</p> <p>Pre-qualified Providers: Allows the Council to pre-qualify providers and work with quality providers that meet the required standards.</p> <p>Training Opportunities: Priority access to training and discounts on accredited training for providers.</p>	<p>Dependency - reliant on Newham's management and operational efficiency.</p> <p>Standardisation - may not meet specific local needs.</p> <p>Competition - increased competition with other LAs for placements.</p>
Using a Children Commissioning Alliance Framework	<p>National standards - access to providers meeting high national standards of accreditation and quality.</p> <p>Broad network - extensive range of providers across the country.</p> <p>Benchmarking - ability to benchmark against</p>	<p>The annual cost of joining the Commissioning Alliance Framework 90k</p> <p>Generic approach - may not address specific local needs effectively.</p> <p>Competition - increased competition with other LAs for placements.</p>

	national performance metrics and best practices	The placement providers on this framework are national, not local, therefore it does not help us in maximising local care provision.
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Based on the options analysis, it is recommended that Havering Council joins the Newham DPS, given some of the significant benefits outlined in the analysis, in particular the Newham DPS enables us to be procurement safe, and progress promptly with market engagement work to increase the number of local providers in the DPS.

Below is a high-level timeline of the necessary actions and tasks to expedite this process. A more detailed timeline will be developed once this approach receives approval.

This strategy should include well-organized market engagement days, provider forums, and opportunities for open and honest dialogue with providers to share our challenges and identify opportunities that support both the local authority and providers in maintaining sustainable operations.

Draft Timeline for mobilisation

Timeline	Activity
April-June 2025	Placement team communicating with current providers our intension for joining the Newham DPS and notifying them of the market warming in June/July
May 2025	Cabinet signs off joining DPS
June/July 2025	1 st and 2 nd Market Warming event with providers in partnership with Newham children home and fostering
September 2025	2 nd Market Warming event with providers in Partnership with Newham Fostering carers IFAs
September and October 2025	DPS open for applications for children fostering service and children home
November 2025	Bids assessed

November/December 2025	Training for placement team on how to use the DPS and what needs to be recorded etc
January 2026	Go live

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CABINET

Subject Heading:

Havering Climate Change Action Plan (HCCAP) 2024-25 Annual Report

Cabinet Member:

Councillor Natasha Summers: Cabinet Member for Climate Change

ELT Lead:

Mark Ansell: Director of Public Health, Insights, Policy & Strategy

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Policy context:

The HCCAP is a strategic and corporate priority for the Council. It has links to each of the Corporate Plan themes but is most directly reflected in the 'Enabling a resident-focussed and resilient Council' theme.

Financial summary:

The costs of annually reviewing the Havering Climate Change Action Plan will be contained in the existing corporate financial provision.

Is this a Key Decision?

This is a Non Key Decision.

When should this matter be reviewed?

May 2026

Reviewing Overview & Scrutiny Sub Committee:

Overview & Scrutiny - Places

Is this decision exempt from being called-in?

The decision will be exempt from call-in as it is a Non Key Decision.

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 X

SUMMARY

This report presents a progress update on the Havering Climate Change Action Plan (HCCAP) for 2024-25. It builds on the actions first introduced in November 2021, and which established a target of becoming carbon neutral by 2040 or sooner. Full Council went on to overwhelmingly declare a Climate Emergency on 21 March 2023. The HCCAP provides a framework for the Council's actions to deliver on its target of becoming carbon neutral by 2040 or sooner.

The report details the work we have undertaken and the progress made over the past financial year in addressing the climate emergency. It celebrates key projects, actions achieved, and the partners we have collaborated with. Notably, 30% of the actions in the HCCAP were completed in 2024-25. A further 48% of in-year actions are on track.

This is an evolving framework, and the Council will continue to update the approach over time; as targets change, as new data becomes available and following major Government decarbonisation strategies. There are two elements to the monitoring framework: one relates to the Council's emissions from the operation of its services which are broadly controllable, subject to financial constraints and Government support. The other aspect of the data collection relates to Borough emissions where the Council has an influencing and/or leadership role.

The latest published figures show that in 2022, Havering's greenhouse gas emissions were the lowest since 2005. However, the borough still had the 14th highest emissions in London, equating to the 7th highest per capita. Transport (46%) and domestic energy use (37%) were the biggest contributors to emissions.

Greenhouse gas emissions for the Council's operations have also decreased between the last two financial years. The biggest reductions have come from improvements and upgrades to the Council fleet.

RECOMMENDATIONS

It is recommended that Cabinet:

1. Notes the progress that Havering has made in tackling the climate emergency over the last financial year as outlined in Appendix 1 (Progress on 2024/25 actions to date).
2. Notes the overall emissions for Havering Council outlined in this report.

REPORT DETAIL

The Climate Change Act 2008 places national targets on the reduction of emissions by 2050. In 2019, the UK became the first major world economy to legislate binding targets to reach net zero emissions by 2050, and two further interim targets were created in 2021. The momentum for climate change continues to gain pace.

The Council's climate declaration of 2023 commits the Council to doing all it can to make the borough carbon neutral by 2040 and ensure it is adapted and resilient to the effects of the changing climate. The revised HCCAP 2024-27 is set out under nine work streams each with a number of activities and actions. Some of these are long-term actions that have carried over from the previous HCCAP from 2021, and some are brand new actions. It is treated as a 'live' document.

Progress is monitored internally through the Climate Change Action Board and the internal cross-cutting climate action work streams which sit underneath this Board. The actions are monitored and provided with a status rating. A breakdown of the descriptions of each of these ratings are set out below.

Although the HCCAP 2024-27 is primarily focused on the actions that we can directly take as a Council, we will only meet our ambitions if we work closely with residents, partners and others to ensure that everyone with a stake in our borough is part of the change that we need to see. We are committed to delivering a more sustainable and greener future where the benefits of climate action also deliver improvement to people's lives by reducing fuel poverty, enhancing physical and mental health, improving air quality and delivering new jobs.

We will continue to embed our climate ambitions across all Council services, and to align new and emerging Council plans and strategies with the themes and policies in the HCCAP 2024-27. This will ensure that all opportunities to reduce emissions and make the borough more adapted are identified and captured. A good example of this is the 'Where We Live' campaign, which has a strong focus on working with the community to improve our streets.

Our annual report provides an update on the work we are undertaking and the progress we have made over the past financial year in tackling the climate emergency. It celebrates key projects and actions we have achieved and the partners that we have worked with.

Cabinet, 07 May 2025

The status of each action has been summarised using the following ratings to clearly indicate its progress:

Status Rating	Description
Green	Work on completing the core aspects and actions to the action is underway, with the expectation that the action is on track to complete within the expected timescale.
Amber	There are concerns the action is not on track to complete within the expected timescale, however, the action is being regularly monitored to bring it back on track and complete within the expected timescale.
Red	Substantive work on completing the action has not yet started (this may be deliberate depending on timescales and to manage officer capacity) and it is unlikely the action will be completed within the expected timescale or has already exceeded it.
Completed	The action may either be completed and closed in totality, or the core aspects of the action are up and running and ongoing into business as usual.
On hold	The action is not possible to complete at this stage.
New	This is a new action.

The current picture of progress across the entire programme as of 31 March 2025 is as follows:

Status Rating	No. of actions	% of actions
Completed	44	30%
Green	70	48%
Amber	19	13%
Red	2	1%
On hold	4	3%
New	6	5%

Over the three-year lifespan of the action plan, we have made significant progress. In the first year alone, over a quarter of the actions have been completed, and nearly half are on track. While a small percentage are behind schedule, work stream leads are regularly monitoring these actions to ensure they are brought back on track. For more details on the completed actions, please refer to the HCCAP Progress Report for 2024-25 (Appendix 1).

Ongoing actions within the HCCAP will continue to progress towards the Council's carbon neutral target and will incorporate these themes.

The Council continues to develop and improve emissions monitoring, so that we can inform our decision making and invest resources where they will be most effective. This is particularly important for developing our understanding of how we will adapt the borough and focus on the most vulnerable areas and residents.

The Council is seeking to lead by example, by tackling its own emissions first, while working across the borough with all partners to tackle the climate emergency.

The annual report presents the most recently available emissions data. For borough wide emissions, the most recent figures available from central government are for 2022. For the Council's operations, officers have provided figures up to and including the financial year April 2023 to March 2024.

Greenhouse gas emissions for Havering

Data for borough emissions are published annually by the Department for Energy Security and Net Zero (DESNZ)¹. In 2022, Havering's greenhouse gas emissions were the lowest since reporting began, and have been steadily decreasing year on year since 2012.

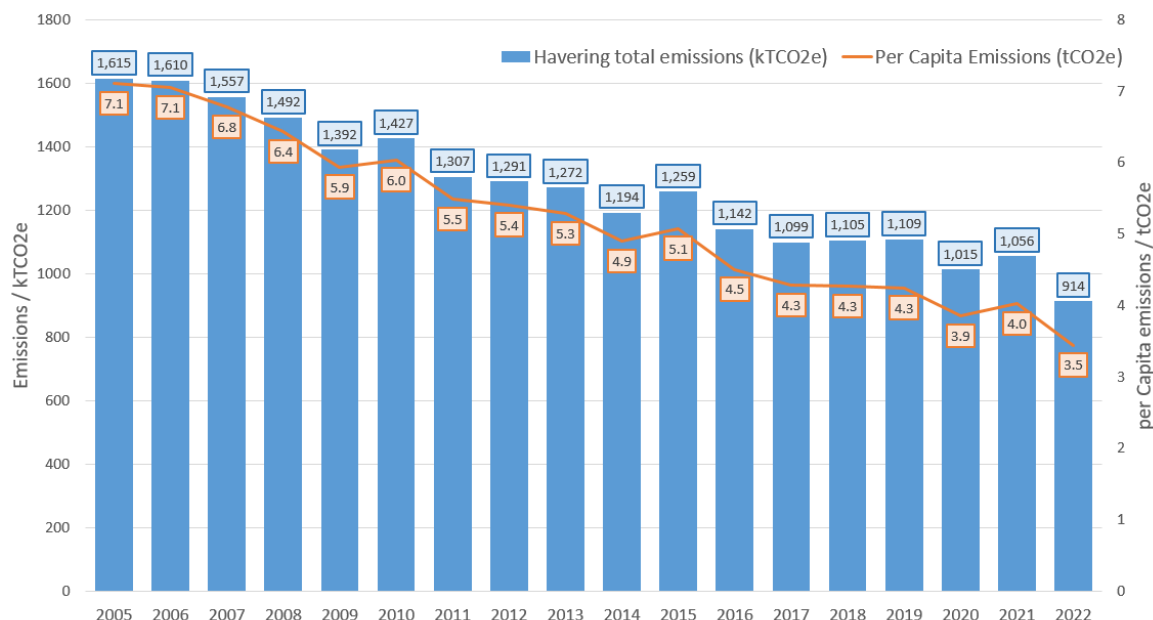


Chart 1 London Borough of Havering Greenhouse Gas emissions over time, total and per capita.

On average, 3.5 tonnes greenhouse gas² (CO₂e) were emitted per Havering resident in 2022.

Benchmarking data show that in 2022, Havering had the 14th highest greenhouse gas emissions in London, and the 7th highest per capita emissions (excl. City).

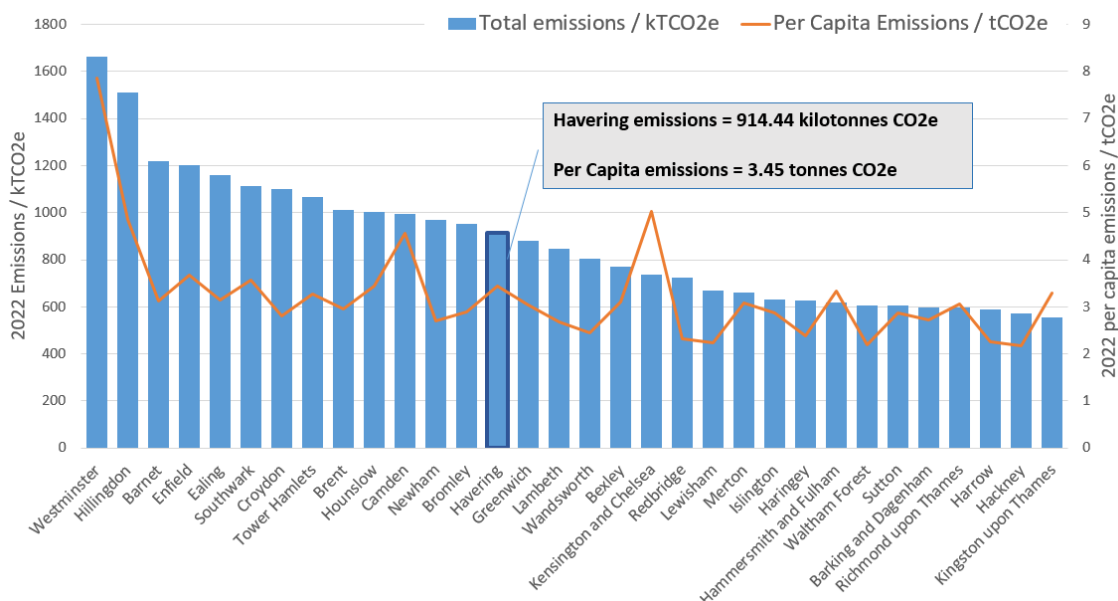


Chart 2 London Borough Greenhouse Gas emissions in 2022

¹ <https://www.gov.uk/government/collections/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics#full-publication-update-history>

² Greenhouse Gases included in the data are: Carbon Dioxide CO₂; Nitrous Oxide N₂O; Methane CH₄. These are shown as "CO₂e" which means "Carbon Dioxide Equivalent".

Chart 3 shows which sectors emit the most greenhouse gas in Havering.

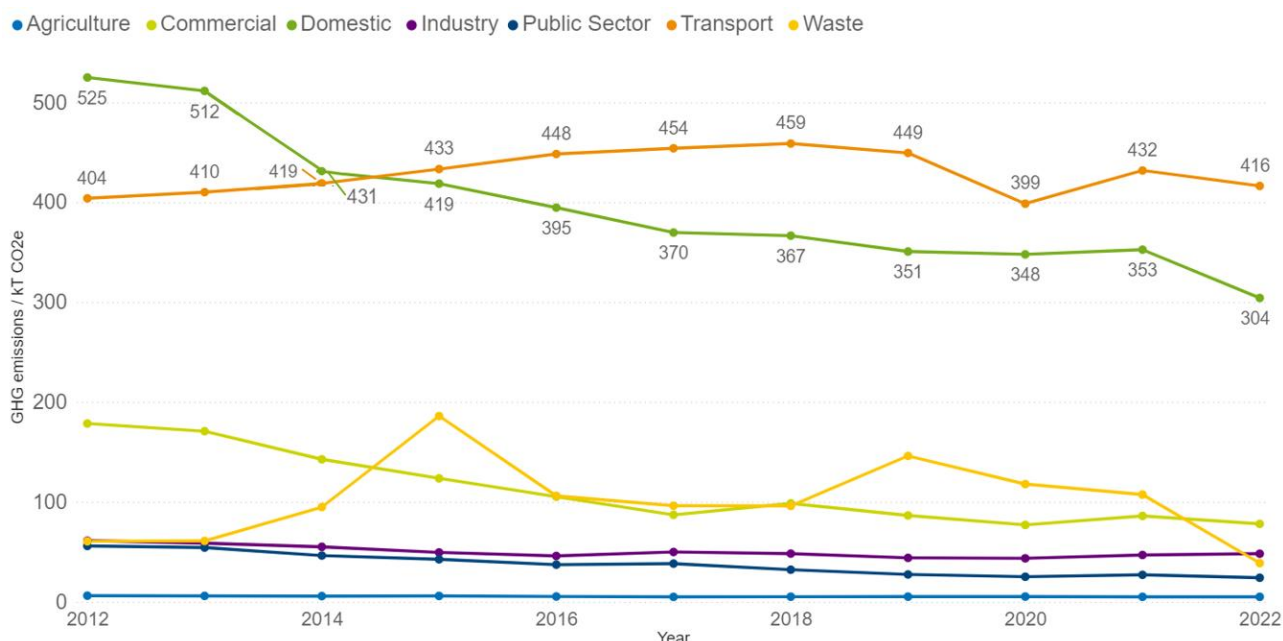


Chart 3 Sources of greenhouse gas emissions from the London Borough of Havering over time

In 2022, the biggest contributors to Havering's greenhouse gas emissions were transport (46%) and domestic energy use (33%). Emissions from the Public Sector, which includes public buildings such as hospitals and Council offices, contributed less than 3% of the borough's total emissions.

Transport

The main source of emissions from this sector come from petrol and diesel use in road transport. Since 2012, emissions from A-roads have gradually decreased. Emissions from minor roads increased steadily year on year (with a reduction during the Covid19 pandemic) but have started to decrease from 2021. Emissions from motorways, which are not within our scope of influence, are the biggest contributor to Havering's transport emissions.

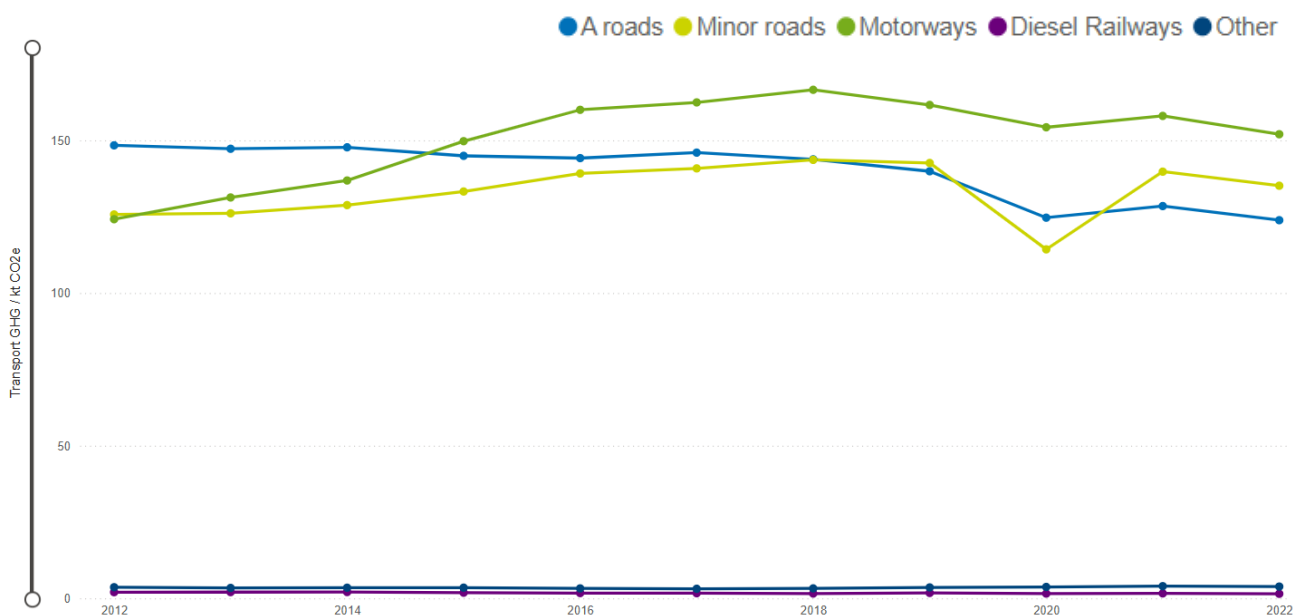


Chart 4 London Borough of Havering transport emissions over time

In 2022, Havering had the third highest total transport emissions, and the highest motorway emissions, of any London Borough.

Domestic energy

The main sources of emissions from the domestic sector are from gas central heating and electricity used in residential homes. Since 2012, emissions from domestic electricity have reduced by more than half, demonstrating the increasing proportion of electricity from sustainable sources within the National Grid. Domestic natural gas emissions have remained more or less constant since 2014, with a bigger reduction seen between 2021 and 2022.

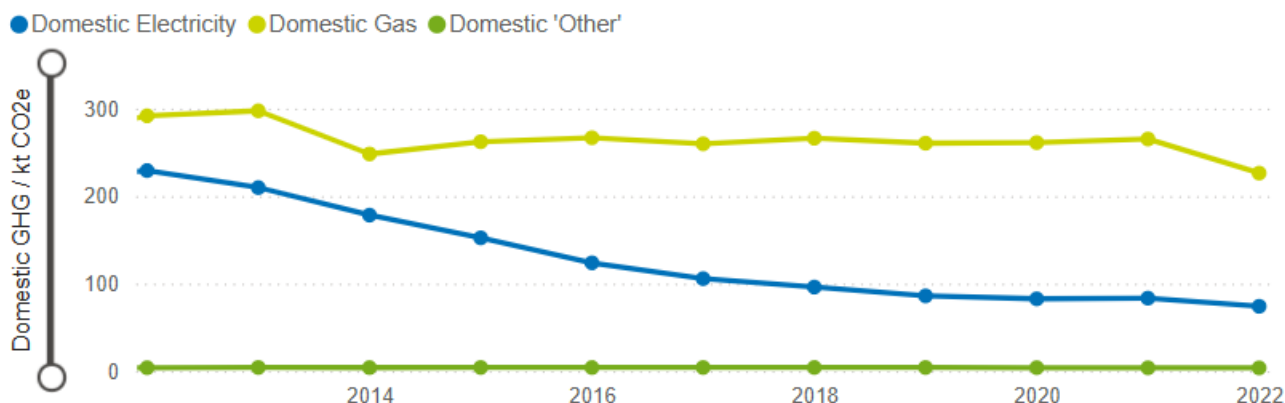


Chart 5 London Borough of Havering domestic fuel emissions over time

The most recent data from the Office for National Statistics (ONS) show that Havering had the second least energy efficient residential housing stock³, and the highest estimated energy bills⁴, of all London Boroughs. This represents not only a financial challenge in terms of fuel poverty, but also a significant opportunity for residents to improve the energy efficiency of their homes and reduce their energy bills and associated greenhouse gas emissions.

³

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/energyefficiencyofhousingenglandandwaleslocalauthoritydistricts>

⁴

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/energyefficiencyofhousinginenglandandwales/2021#subnational-statistics>

Greenhouse gas emissions for the Council

Chart 6 shows the Scope 1 and Scope 2 emissions from Havering Council's operational activity over the past four years. Scope 1 emissions are those we are directly responsible for, and to some extent have control over, such as fuel burned on a car journey, or gas used in a boiler. Scope 2 emissions are indirect emissions associated with the purchase of electricity – the emissions physically occur at the power station where the electricity is generated but we are still responsible for them. The figures do not yet include Scope 3 emissions which are indirect emissions associated with our supply chain. Figures are based on electricity and gas consumption in kWh and the litres of fuel used by different vehicles in the corporate fleet. The Local Government Association Greenhouse Gas Accounting tool⁵ is used to convert consumption data to emissions which are expressed in units of tonnes of CO₂ equivalent (tCO₂e), which allows us to take all the greenhouse gases into account.

Total Direct (scope 1 and 2) emissions over time (tCO₂e)

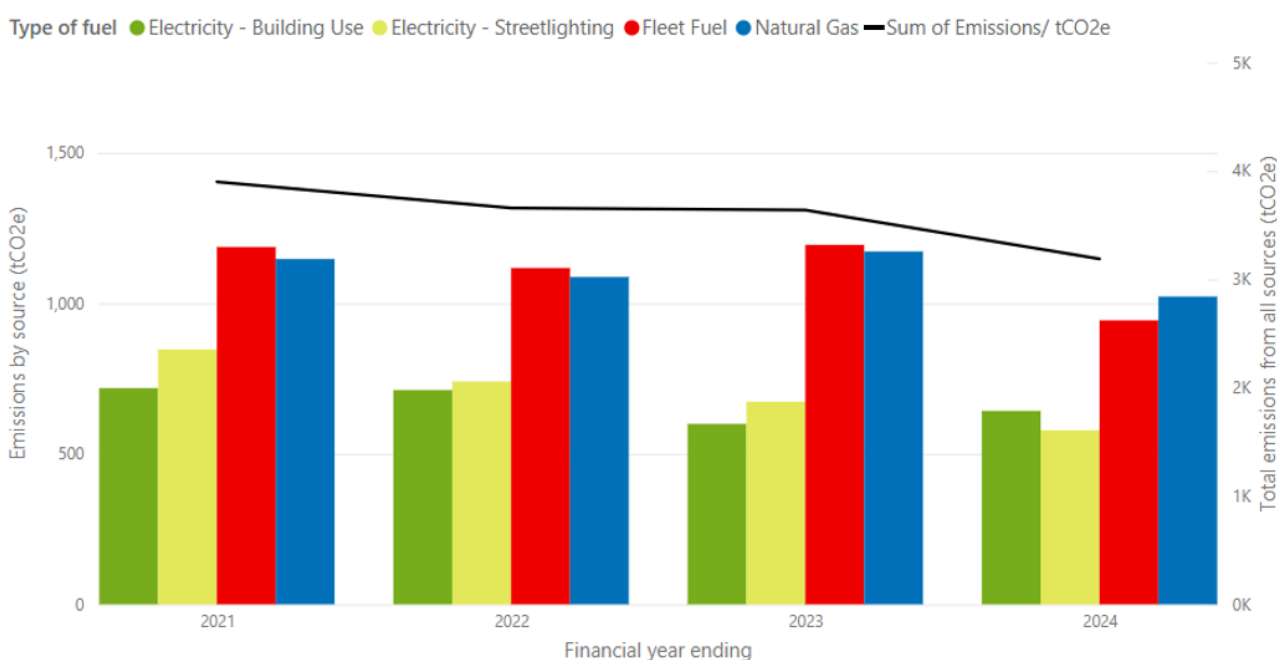


Chart 6 LBH Operational Greenhouse Gas emissions / tCO₂e

The biggest contributors to operational greenhouse gas emissions over the past four years have been the use of fleet fuel and natural gas.

⁵ <https://www.local.gov.uk/greenhouse-gas-accounting-tool-frequently-asked-questions#introduction>

Cabinet, 07 May 2025

Chart 7 shows the projected reduction in emissions over time to 2040, based on the previous four years' data.

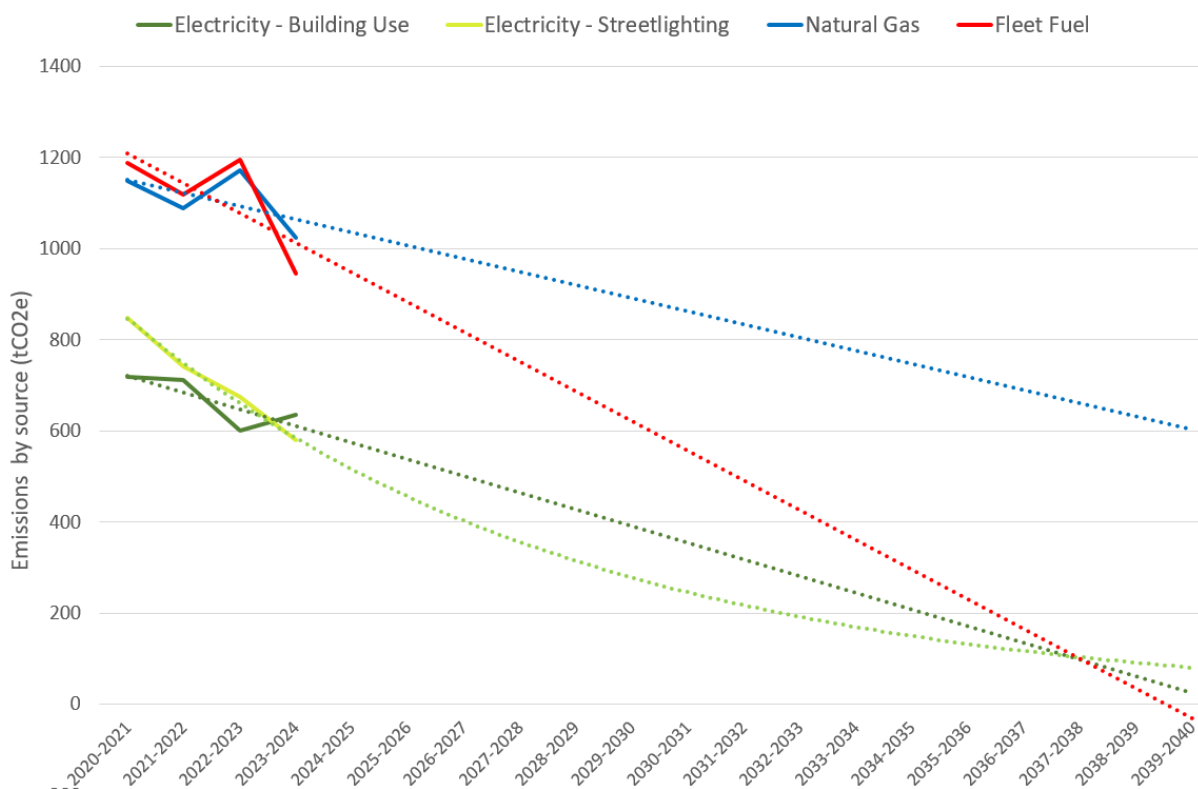


Chart 7 projected reduction in emissions over time to 2040

The dotted lines demonstrate what the emissions would be if the observed trend between 2020/21 to 2023/24 continued to 2040. It should be noted that the trendlines do not take account of factors such as supply and demand, improvements in technology or rationalisation of the corporate estate.

The trends for transport and electricity provide a useful guide on which to base annual reduction targets. These emissions could be reduced even further by switching to a green electricity tariff or a greener fuel. There is less control over the emissions from natural gas consumption, and the trendline shows these are not predicted to decrease at the rate required to meet the 2040 target.

Natural gas

Natural gas consumption was the biggest contributor to corporate greenhouse gas emissions in 2024. Future emissions can only be reduced by using less gas to heat Council buildings. This may, in part, be achieved through rationalisation of the Corporate Estate. Further reductions can be achieved by the replacement of gas boilers with alternative fuels. Actions to reduce gas consumption across the Corporate Estate will form part of the Corporate Estate Energy Management Plan. So far 92% gas smart meters have been installed.

Fleet Fuel

It is recognised that fuel used by the Corporate Vehicle Fleet is a major contributor to corporate greenhouse gas emissions, however emissions have decreased by 944 tonnes CO₂ between 2022-23 and 2023-24. The reasons for this are:

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- (i) Switching to GTL fuel which is more efficient than diesel.
- (ii) Ensuring larger fleet vehicles are all Euro 6 compliant and operate at peak fuel efficiency.
- (iii) Reminding drivers not to leave vehicles idling.
- (iv) The use of route mapping and sat navs to optimise the most fuel efficient routes for all vehicles.
- (v) Not counting private work (i.e. fuel used during journeys commissioned by other boroughs).
- (vi) Switching Parks and Grounds Maintenance vehicles from petrol to electric.

The replacement of GTL fuel with an HVO/GTL blend commenced in 2024. This will not have impacted much on figures for 23-24 but is expected to reduce CO₂ emissions significantly in 2024-25.

Electricity

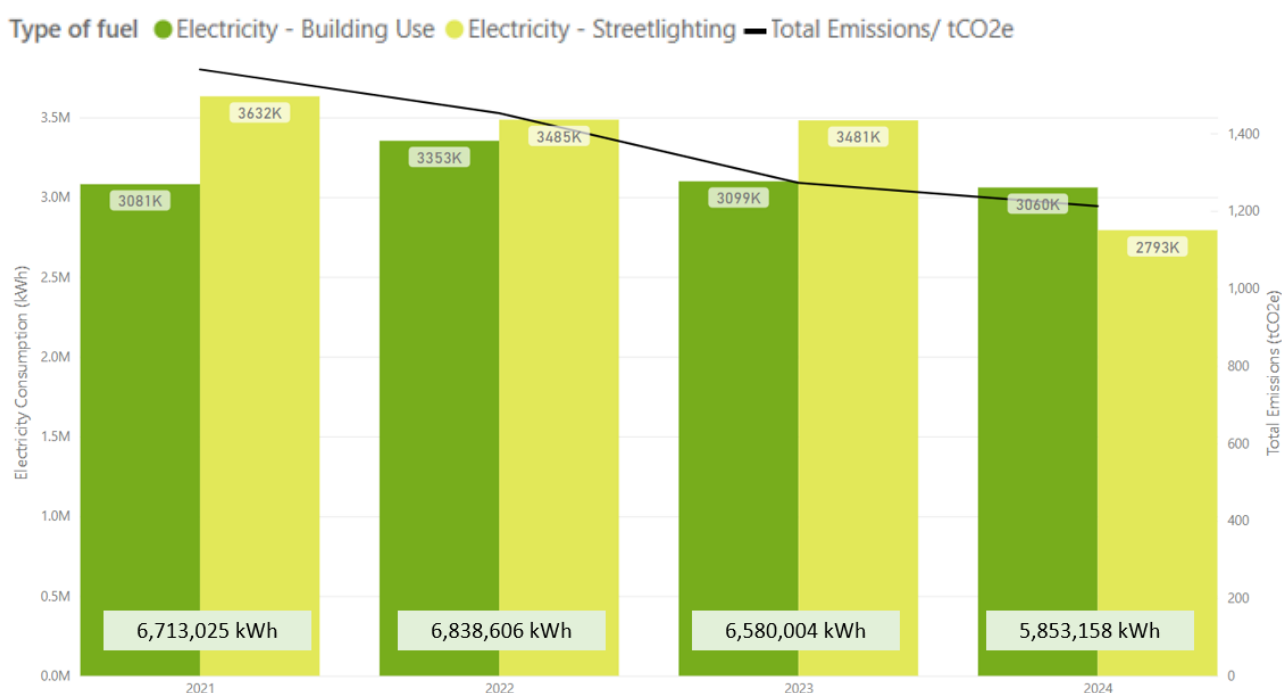


Chart 8 LBH Operational Electricity consumption and emissions over time

Chart 8 shows operational electricity consumption and associated emissions over time. The green bars represent the amount of electricity used in kWh, and the black line represents the total emissions in tCO₂e. Emissions from electricity are not directly proportional to the rate of consumption (as they are with natural gas). This is demonstrated between 2020-21 and 2021-22, where consumption of electricity increased, but total emissions decreased. As the National Grid derives an increasing proportion of electricity from sustainable sources, such as wind and solar power, then the amount of CO₂ emitted for each unit of electricity will reduce. This reduction has not been as significant over the last two years, as the rate of introducing greener electricity to the National Grid has slowed down.

Reduction in energy consumption will not only help to reduce emissions, but will also have a significant impact on costs. Table 1 shows the cost of powering the corporate estate.

Cabinet, 07 May 2025

Year	Electricity - Building Use	Electricity - Streetlighting	Natural Gas	Total costs
2020-2021	£436,307	£477,828	£171,715	£1,085,849
2021-2022	£495,501	£538,949	£168,067	£1,202,517
2022-2023	£726,019	£946,311	£421,614	£2,093,944
2023-2024	£1,129,142	£987,422	£555,644	£2,672,209

Table 1 LBH Operational electricity and gas costs over time

The total cost of gas and electricity has more than doubled over the past four years. The Council paid almost £600,000 more in 2023-24 than 2022-23, despite using less energy.

Continuing to reduce consumption is essential to reduce emissions. There has been a big reduction in the amount of electricity used for street lighting between 2022-23 and 2023-24. There is an aim to dim all of the street lighting on the distributor roads by 30% as part of the new street lighting contract starting in April 2025. Actions to reduce electricity consumption across the Corporate Estate will form part of the Corporate Estate Energy Management Plan. So far 82% electric smart meters have been installed.

Addressing the challenges

There continues to be an immense funding gap, which needs to be closed if we are going to realise our ambition to become carbon neutral. During this period of financial hardship, the Council has achieved significant success in securing £7.5m in external funding to support its sustainability objectives in 2024-25. By including external funding secured as part of the previous HCCAP 2021, a cumulative amount of £11m has been obtained to deliver actions to tackle climate change. Council officers have demonstrated exceptional initiative by applying for external grants to develop long-term, cost-effective strategies for reducing greenhouse gas emissions and implementing adaptation interventions.

We continuously monitor new funding opportunities to build on this success. By understanding the scope of available grants and aligning them with our plans and target areas, we aim to maximise our chances of securing additional funding.

With UKSPF funding received in 2024-25, Raphael Park Lodge has seen a series of retrofit measures delivered as part of a wider project to create a Low Energy Visitor Centre. It showcases various energy saving home improvements to help residents and local businesses learn about energy saving products and help make homes and offices become more efficient. It is due to open to the public in 2025-26.

REASONS AND OPTIONS

Reasons for the decision:

When Cabinet endorsed the revised HCCAP in 2024 it agreed that the Council's emissions and actions would be reported on an annual basis.

Other options considered:

No other options considered. This is a progress report only.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report asks cabinet to:

1. Notes the progress that Havering has made in tackling the climate emergency over the last financial year as outlined in Appendix 1 (HCCAP Progress Report for 2024-25).
2. Notes the overall emissions for Havering Council outlined in this report.

The recommendation (noting) doesn't in itself contain any inherent financial implications. The work undertaken in 2024/25, as described in the Report to Cabinet on 10 April 2024 (see Background Papers), to reduce the Council's carbon footprint has either been funded by successful grant bids or from existing resources. At present there are no financial pressures relating directly to climate change built into the Council's Medium Term Financial Strategy and as the report outlines, there can be financial advantages to reducing greenhouse gas emissions. The Council will continue to work towards realising its Climate Change Action Plan ambitions whilst operating within its financial constraints.

Legal implications and risks:

There are no immediate legal implications arising from the recommendations in this report. The Council has an obligation under The Climate Change Act 2008 (as amended) to contribute to the net zero reduction of carbon emissions in the discharge of its functions and to comply with the national targets on the reduction of emissions by 2050.

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The legal implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

Human Resources implications and risks:

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The human resources implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

Equalities implications and risks:

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

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

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

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

An EIA was completed for the revised Havering Climate Change Action Plan 2024-27 to identify any potential areas of concern. This includes potential impacts on those residents who are at a greater risk of fuel poverty which will be exacerbated by requirements to fit electric boilers and heat pumps which may increase household bills (socio-economic) as well as those residents whose first language is not English (ethnicity). Reasonable adjustments have been identified and included in the HCCAP 2024-27.

Health and Wellbeing implications and Risks

Climate change is the greatest threat to global health in the 21st century⁶. Climate change impacts health directly through weather extremes (heatwaves and floods) and indirectly through disruption to natural systems, such as changing patterns of disease that impact on both human and animal health, and social systems. Equally, protecting and improving the biodiversity of the Borough plays an important role in improving the health and wellbeing of residents.

In the UK, extreme weather events already have a significant impact on public health, resulting in increased deaths and ill health. Climate change is described as having the most impact on those who are socioeconomically disadvantaged and is anticipated to widen health inequalities.

Under the Health and Social Care Act 2012 the Council is responsible for improving and protecting the health and wellbeing of local residents. Havering Council is committed to improving the health and wellbeing of all residents.

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The health and wellbeing considerations and risks have been addressed in the

⁶ <https://www.thelancet.com/countdown-health-climate>

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previous report (see Background Papers). There are no additional health and wellbeing considerations arising from this progress report.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

This is an annual report on progress of the Havering Climate Change Action Plan for 2024/25. The environmental and climate change implications and risks have been addressed in the previous report (see Background Papers). There are no additional considerations arising from this progress report.

BACKGROUND PAPERS

HCCAP Progress Report for 2024-25 (Appendix 1)

[Revised Havering Climate Change Action Plan 2024-27 Report to Cabinet 10 April 2024](#)

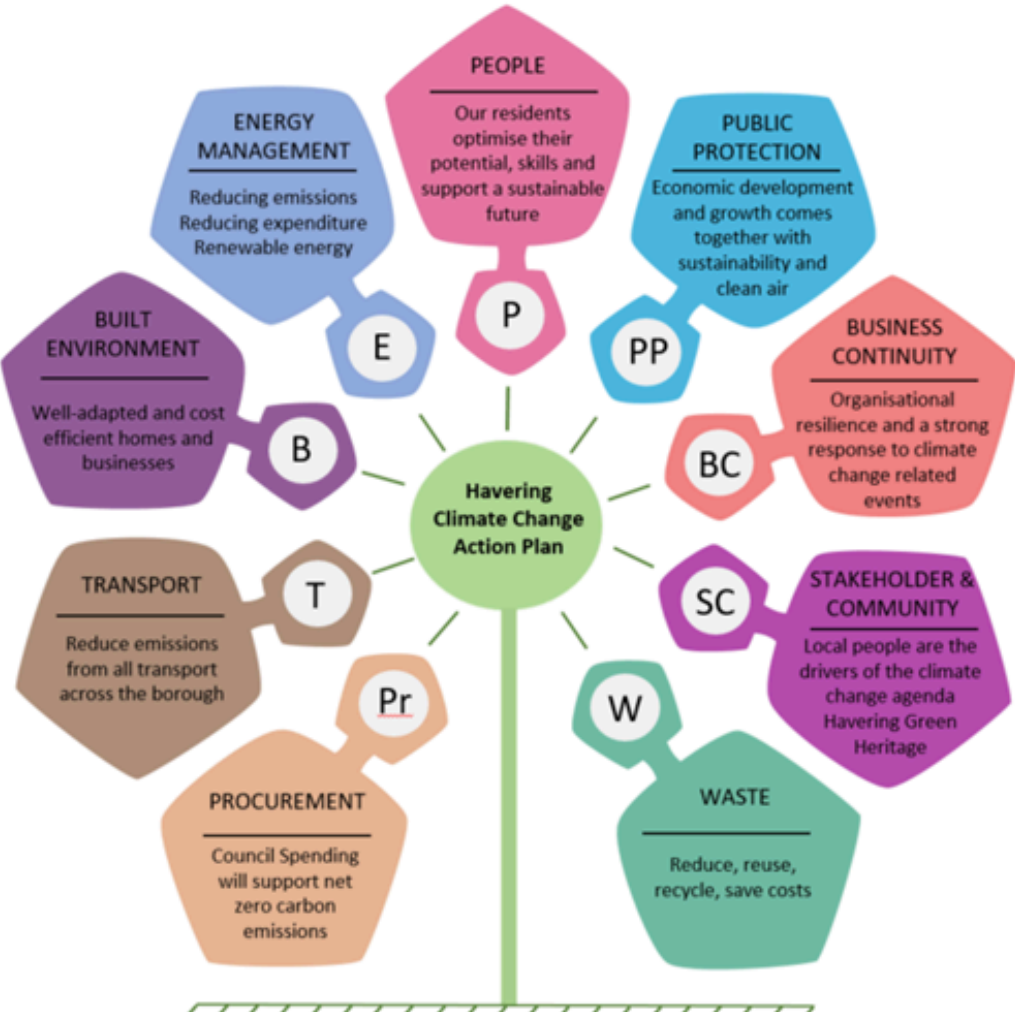
[Havering Climate Change Action Plan \(Working Document\) 2024-2027](#)

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HAVERING CLIMATE CHANGE ACTION PLAN 2024-2027

PROGRESS REPORT FOR 2024-25

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FOREWORD



Every day we see and hear the impact climate change is having on the world around us and on our personal lives. We see this with extreme weather events and have already suffered the effects of climate change in our borough. 2024 was recorded as the warmest year since 1850, according to figures released by the Met Office and the University of East Anglia. 2024 was also the eleventh year in succession that the global temperature equalled or exceeded 1.0°C above the pre-industrial period (1850-1900).

It is clear that we need to do more to reduce carbon emissions. To show our commitment, Havering Council declared a climate emergency in March 2023 and has an ambition to become carbon neutral by 2040.

This revised Havering Climate Change Action Plan (HCCAP) is a fundamental tool in tackling climate change and builds on the foundations of the previous action plan which is structured around nine work-streams. The plan continues to be dynamic and innovative, and will be reviewed annually to ensure emerging strategies are captured, work-streams, related projects and actions remain up to date, and performance is optimised.

It is important that we show leadership in the borough by working with, and challenging our partners, businesses and residents to ensure the wider borough reduces emissions in line with the UK national commitments.

Let's make sure we make a better future for those who come after us, by doing all we can now.

Councillor Natasha Summers
Lead Member for Climate Change

This annual review of the progress of the HCCAP highlights our achievements for 2024-25 and outlines the actions the Council is taking to become carbon neutral by 2040 or sooner.

The report details the work we have undertaken and the progress made over the past financial year in addressing the climate emergency. It celebrates key projects, actions achieved, and the partners we have collaborated with. Notably, 30% of the actions in the HCCAP were completed in 2024-25. A further 48% of in-year actions are on track.

The latest figures show that in 2022, Havering's greenhouse gas emissions were the lowest since 2005. However, the borough still ranked 14th highest in London, with the 7th highest per capita emissions. Transport (46%) and domestic energy use (37%) were the main contributors.

The Council's operational greenhouse gas emissions have also decreased over the last two financial years, thanks to improvements and upgrades to the Council fleet.

EXECUTIVE SUMMARY

HAVERING COUNCIL EMISSIONS

BOROUGH DATA

Officers have developed the Council monitoring framework with an aim of identifying as early as possible where changes are needed to stay on track to meet the Havering Council and the United Kingdom's emissions targets.

Many aspects of the transition are inherently uncertain. It is recognised that progress may be faster in some sectors, and slower in others. This is realistic and acceptable, so long as the overall targets are met.

There are two elements to the data monitoring: the first relates to the Council's emissions from the operation of its services which are broadly controllable, subject to financial constraints and Government support.

The second aspect of the data collection relates to Borough emissions where the Council only has an influencing and/or leadership role.

Data for borough emissions are published annually by the Department for Energy Security and Net Zero (DESNZ)¹. In 2022, Havering's greenhouse gas emissions were the lowest since reporting began, and have been steadily decreasing year on year since 2012.

On average, 3.5 tonnes greenhouse gas² (CO₂e) were emitted per Havering resident in 2022.

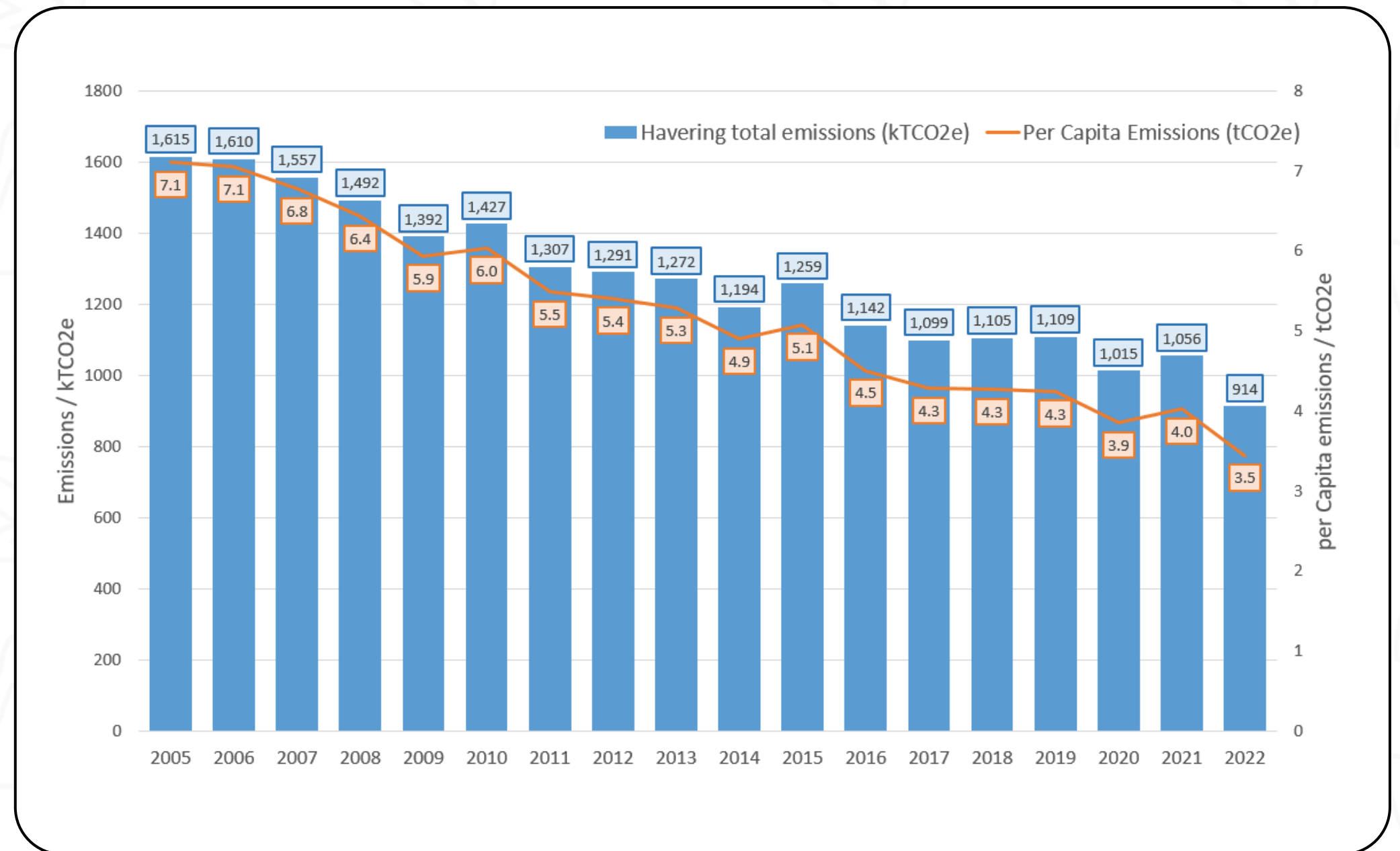


Chart 1 London Borough of Havering Greenhouse Gas emissions over time, total and per capita.

[1] <https://www.gov.uk/government/collections/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics#full-publication-update-history>.

[2] Greenhouse Gases included in the data are: Carbon Dioxide CO₂; Nitrous Oxide N₂O; Methane CH₄. These are shown as "CO₂e" which means "Carbon Dioxide Equivalent".

HAVERING COUNCIL EMISSIONS BOROUGH DATA

Chart 2 shows which sectors emit the most greenhouse gas in Havering.

In 2022, the biggest contributors to Havering’s greenhouse gas emissions were transport (46%) and domestic energy use (37%).

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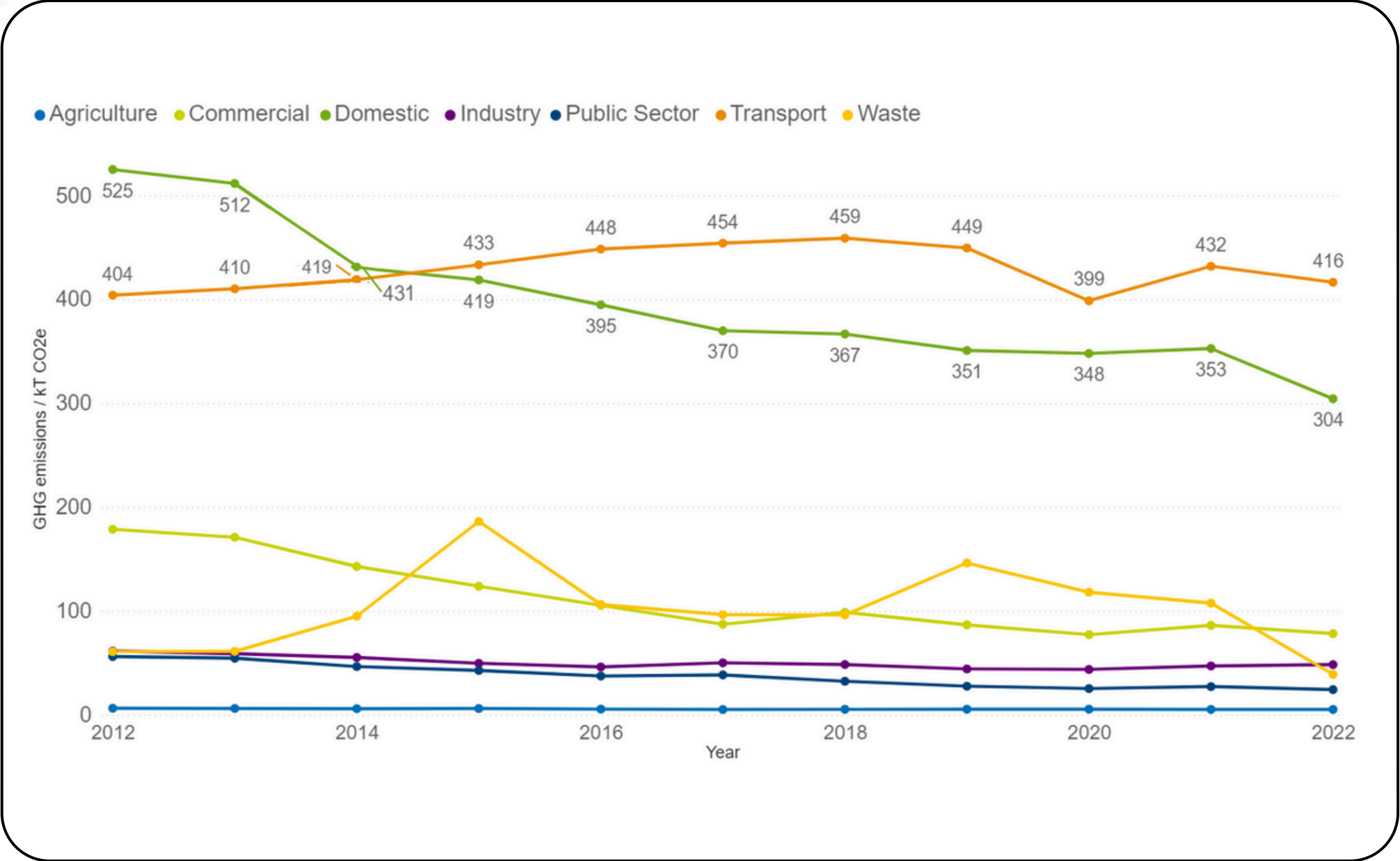


Chart 2 Sources of greenhouse gas emissions from the London Borough of Havering over time

HAVERING COUNCIL EMISSIONS

COUNCIL DATA

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Chart 3 shows the Scope 1 and Scope 2 emissions from Havering Council’s operational activity over the past four years. Scope 1 emissions are those we are directly responsible for, and to some extent have control over, such as fuel burned on a car journey, or gas used in a boiler. Scope 2 emissions are indirect emissions associated with the purchase of electricity – the emissions physically occur at the power station where the electricity is generated but we are still responsible for them.

The biggest contributors to operational greenhouse gas emissions over the past four years have been the use of fleet fuel and natural gas.

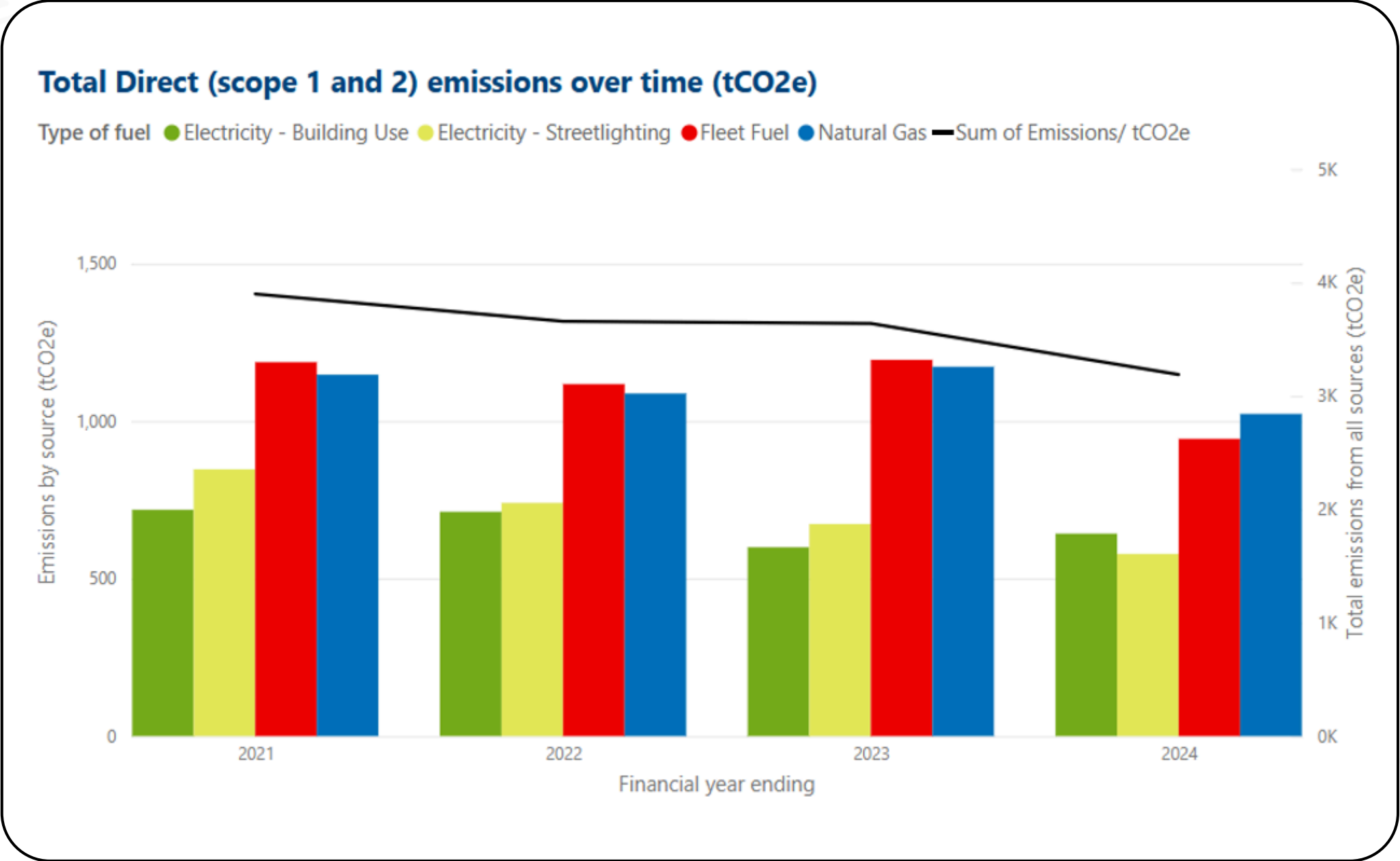


Chart 3 Total GHG emissions (tCO₂e) by Havering Council 2023-24



OUR NINE WORK STREAMS

Fighting climate change is a continuous process as we learn what works best. It's everyone's responsibility, so we are making sure the Council stays focused on climate issues. We also look for good practices in Havering, across London, and beyond to find the best actions to take.

Our action plan is rightly ambitious, but we know that some areas are still challenging, even though we've made good progress in others. We need to work smarter, more efficiently, and achieve more benefits through our actions to meet our targets.

The HCCAP is split into nine work streams, covering actions the Council will take to reduce our own emissions and how we can support and encourage the borough to do the same.

PROGRESS

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Built Environment



There has been significant progress in implementing sustainability practices into the planning process.

Work continues on developing green infrastructure across the borough, particularly around Romford Ring Road. The Thames Chase Community Forest was formally extended to include urban areas in the borough and is one of 12 Community Forests in England.

✓ 49%



Business Continuity



We continue the roll out of the Business Continuity work stream. Work on developing a Community Resilience Hub has started and there is an established network of Warm Spaces across the borough. Warm Spaces are heated, safe and friendly places and are free to use for anyone struggling to heat their home.

✓ 33%



Energy



Work is progressing on retrofitting the borough.

We are preparing building decarbonisation strategies and plans for retrofitting will focus on our operational buildings, our housing stock and maintained schools. PV panels are being installed to the roof of a new facility that supports children and young people with social, emotional, and mental health at Suttons Primary School. Residents and businesses can see energy efficiency measures in real life at the Low Energy Visitor Centre in Raphael Park when it opens in Spring 2025.

✓ 53%

PROGRESS

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HELPING
HAVERING
BUSINESSES

GREENER FUTURES



People



A comprehensive support programme was delivered to local businesses to help them prepare for a net zero economy. This initiative focused on upskilling businesses in the fundamentals of sustainability and encouraging the adoption of greener processes in their operations.

We continue to integrate climate change mitigation into the council's decision-making, services, and projects.

✓ 64%



Procurement



With the new Procurement Act, there is an invigorated focus on the development of a strategic approach to ensure the contracts and services the council buys reduce our Scope 3 carbon emissions, including taking best practice from commercial sector when appropriate.

✓ 41%



Public Protection



We are committed to embedding sustainability practices to ensure that tenanted properties are comfortable, affordably heated, and well-adapted. Our goal is to create homes that are cost-efficient and have low energy emissions.

✓ 63%

PROGRESS

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Stakeholder & Community

We continue to collaborate with our community, schools, businesses and institutions through our external partner networks and seek opportunities for collaboration and shared action and learning.

We are dedicated to preserving Havering’s green heritage and have redesigned planting schemes to include drought-tolerant species and created a community garden as part of the Waterloo and Queen Street regeneration project.

✓ 55%



Transport

We’re moving the Council’s fleet to more environmentally friendly options by switching our larger vehicles over to a HVO fuel and moving over to electric mowing equipment for our Grounds Maintenance Teams.

Additionally, we are working with schools and residents to promote active travel, to give people the confidence to walk and cycle more regularly, and reduce vehicle emissions across the borough.

✓ 47%



Waste

There has been a considerable effort to drive reductions in waste across the corporate estate and reduce the number of electronic devices not being reused.

Our waste collection provider's community engagement officer collaborates with the Council's Waste Team on food waste roadshows and engaging with local volunteers and schools. They sponsored the Romford Christmas lights switch-on and have committed to provide 40 litter pick kits per year and collaborate on tree planting.

✓ 57%

In 2024-25, we have successfully delivered significant activities through the various work streams outlined in this annual report.

Looking ahead, continuous action is essential, and it is everyone's responsibility to contribute. By implementing our action plan - reducing greenhouse gas emissions and leading the transition away from high-carbon practices in working, travelling, doing business, and living - we can achieve a carbon-neutral Havering. This effort is crucial for enhancing residents' quality of life and is a key part of the broader London-wide initiative to address the global climate emergency for the benefit of all, now and in the future.

Thank you to everyone involved in delivering climate action across the borough.

LOOKING AHEAD

For more information on how Havering Council is tackling climate change go to www.havering.gov.uk/climatechange.

**£7.5M IN EXTERNAL FUNDING
SECURED TO SUPPORT THE
HCCAP ACTIONS IN 2024-25**

Cabinet

7 May 2025

REPORT OF OVERVIEW AND SCRUTINY BOARD

Subject Heading:

Feedback from Scrutiny

SLT Lead:

Gavin Milnthorpe – Deputy Director of
Legal Services

Report Author and contact details:

Anthony Clements – Committee Services
Manager
anthony.clements@onesource.co.uk

Policy context:

The report deals with a statutory process.

Financial summary:

There is no significant financial impact
from the statutory processes as these
requirements are being met by existing
budgets.

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

People - Supporting our residents to stay safe and well

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

Resources - Enabling a resident-focused and resilient Council

SUMMARY

Using its Constitutional powers under the Overview and Scrutiny Procedure Rules, the Overview and Scrutiny Board has made a number of recommendations to Cabinet. Cabinet is recommended to respond to these.

RECOMMENDATION

That Cabinet considers and responds to the following recommendations made by the Overview and Scrutiny Board:

Scrutiny Process and Related Issues

- 1. The relevant Cabinet Member should be required to attend each meeting of the Board or Sub-Committees where there is an item relevant to their portfolios.**
- 2. All Cabinet responses to scrutiny recommendations or comments should be included as an agenda item at the next scrutiny meeting.**
- 3. Comments and recommendations to Cabinet should be presented at the Cabinet meeting by the Chairman and Vice-Chair of the Board or relevant Sub-Committee.**
- 4. Cabinet responses to scrutiny comments on called-in decisions should be circulated to all members of the Overview and Scrutiny Board as well as other Members supporting the call-in.**
- 5. Cabinet supports the Board's request for scrutiny reports to be received two weeks ahead of publication as this will facilitate earlier pre-meets and general consideration of the material.**
- 6. That Cabinet commends the Overview and Scrutiny Board reviewing the work it undertook over the past year, and its ongoing efforts to make the scrutiny process as effective as possible for residents.**
- 7. That a protocol be developed for working practices between Cabinet and the Overview and Scrutiny Board including, but not limited to, the issues outlined in the recommendations above.**

REPORT DETAIL

At its meeting on 12 April 2025, the Overview and Scrutiny Board discussed and made some recommendations re the operation of the scrutiny process in Havering.

The specific recommendations in this area are as shown in the section above and Cabinet is asked to respond to these at the Cabinet meeting.

IMPLICATIONS AND RISKS

Financial implications and risks: None of this report which purely seeks an initial response from Cabinet. Should Cabinet be minded to consider definite proposals in response to the Board's recommendations, these may require a separate report with full implications.

Legal implications and risks: None of this report which purely seeks an initial response from Cabinet. Should Cabinet be minded to consider definite proposals in response to the Board's recommendations, these may require a separate report with full implications.

Human Resources implications and risks: None of this report which purely seeks an initial response from Cabinet. Should Cabinet be minded to consider definite proposals in response to the Board's recommendations, these may require a separate report with full implications.

Equalities implications and risks: None of this report which purely seeks an initial response from Cabinet. Should Cabinet be minded to consider definite proposals in response to the Board's recommendations, these may require a separate report with full implications.

Environmental and Climate Change implications and risks: None of this report which purely seeks an initial response from Cabinet. Should Cabinet be minded to consider definite proposals in response to the Board's recommendations, these may require a separate report with full implications.

BACKGROUND PAPERS

None.