



ISLINGTON

COUNCIL

2 March 2023

SECOND DESPATCH

Please find enclosed the following items:

Item 9a. Proposed Amendment to Budget Proposals 2023/24 and
Medium Term Financial Strategy

1 - 18

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Report of: Cllr Caroline Russell, Cllr Ernestas Jegorovas-Armstrong, Cllr Benali Hamdache
Meeting of: Full Council
Date: 2 March 2023
Ward(s): All

Amendment to Budget Proposals 2023/24 and Medium-Term Financial Strategy

1. Introduction

- 1.1. This report amends the 'Budget Proposals 2023/24 and Medium-Term Financial Strategy' report on the main agenda with proposed changes to the 2023/24 General Fund (GF) budget and Medium-Term Financial Strategy (MTFS) and to the Housing Revenue Account (HRA) 2023/24.
12. The proposals ensure the Council makes best use of its parking powers across street parking and HRA parking on estates to support its work addressing fairness and reducing pollution, car use and transport carbon emissions. This approach is set out in the [Parking Policy Benchmark Assessment Tool](#), published by Campaign to Protect Rural England (CPRE) London.
13. For the fifth year running, the proposals include a 100% council tax relief scheme for residents on the lowest incomes, many of whom are also burdened with increasing council tax and rent arrears.
14. The HRA proposals include five new officer posts in housing repairs specifically to address the backlog in cyclical and regular repairs. In addition, £1m over three years to add to the administration's proposed Damp and Mould Action Team to address cold, damp and mouldy homes, prioritising over-crowded households as they are worst affected.
15. There are proposals both for the GF and the HRA to increase the roll out of secure bike parking in hangars on both streets and estates, addressing the fire safety issues associated with bike storage in hallways and on estate landings and walkways. The cost of parking a bike in an on-street hangar is reduced to one-sixth of the cost of parking a Band A car. A similar charge for bike hangars on estates is introduced to bring bike parking parity between council tenants in street properties and on estates.
16. There will be a Public Toilet fund within the GF budget to underpin the council's work on public health, and improvement to public spaces. In particular, the fund will support the council's long-term plans to replace and upgrade all public toilets within the borough.
17. The Amendment to the Budget proposes several studies, including a feasibility study into the potential introduction of a Workplace Parking Levy, a study into the Resident Roamer Parking scheme to understand how it is currently used and the potential impact of its removal, and a study into electric vehicle parking on HRA estates to enable future further differentiation in charging for parking an electric vehicle.
18. There will be a 'Islington's Tutoring Booster' fund to support school aged children,

especially those with pupil premium and historic groups in Islington with an attainment gap. The fund will enable schools to access government funding for the National Tutoring Programme. This will reduce disparities between different socio-economic groups within the borough, creating a more equal borough.

19. The proposals in this report do not require an amendment to the substantive proposals on the level of Council Tax in 2023/24.

1.10. The below tables summarise the proposals costs and income generation:

Table 1 – Summary of Amendment Proposals - General Fund Impact

| | 2023/24 | 2024/25 | 2025/26 |
|-------------------------------|----------------|----------------|----------------|
| Proposal 1 | -1.112 | -2.134 | -2.138 |
| Proposal 2 | - | 0.970 | 1.018 |
| Proposal 3 | 0.015 | - | - |
| Proposal 4 | 0.110 | - | - |
| Proposal 5 | 0.015 | - | - |
| Proposal 6 | 0.197 | 0.237 | 0.276 |
| Proposal 7 | 0.282 | 0.275 | 0.268 |
| Proposal 8 | 0.208 | 0.208 | 0.208 |
| Proposal 9 | 0.285 | 0.444 | 0.367 |
| Impact on General Fund | 0.000 | 0.000 | 0.000 |

Table 2 – Summary of Amendment Proposals - HRA Impact

| | 2023/24 | 2024/25 | 2025/26 |
|----------------------|----------------|----------------|----------------|
| Proposal 10 | -0.974 | -0.668 | -0.373 |
| Proposal 11 | -0.013 | -0.013 | -0.013 |
| Proposal 12 | 0.871 | 0.582 | 0.289 |
| Proposal 13 | 0.015 | - | - |
| Proposal 14 | 0.101 | 0.098 | 0.096 |
| Impact on HRA | 0.000 | 0.000 | 0.000 |

2. Recommendations

21. It is recommended that the proposals detailed within the ‘Amendment to Budget Proposals 2023/24 and Medium-Term Financial Strategy’ are agreed as an amendment to the substantive GF and HRA revenue budgets and capital programme contained within the main budget report - ‘Budget Proposals 2023/24 and Medium-Term Financial Strategy’.

22. It is recommended to delegate authority to the Corporate Director of Resources, in consultation with the Executive Member for Finance, Planning and Performance, to make any changes to the GF cash limits and prudential indicators contained within the report ‘Budget Proposals 2023/24 and Medium-Term Strategy’, as made necessary by any changes agreed after consideration of this report.

23. **Proposal 1:** To agree to increase all parking permit bands for residents, so that the cheapest band for electric and petrol cars is £150 per year, as recommended in the CPRE London Parking Policy Benchmark Assessment Tool. This is approximately £3 per week and represents a 200% increase for electric vehicle bands and a 50% increase for non-electric vehicle bands and supports the council’s transport policy

goals on carbon and air pollution reduction.

- 2023/24 income generated -£1.112m
- 2024/25 income generated -£2.134m
- 2025/26 income generated -£2.138m

24. **Proposal 2:** Subject to the approval of Proposal 1 above, to agree to undertake and fund a consultation in 2023/24 to remove the 5% contribution by residents eligible for full council tax support and if agreed, to implement a 100% council tax relief scheme from 2024/25 to protect the financial health of eligible residents reducing the risk of council tax arrears.
- 2023/24 Consultation year
 - 2024/25 cost £0.970m
 - 2025/26 cost £1.018m
25. **Proposal 3:** Subject to the approval of Proposal 1 above, agree to commission a report into the impact on council tax arrears arising from the administration's potential banded schemes for 2024/25 Council Tax support.
- 2023/24 cost £0.015m
26. **Proposal 4:** Subject to the approval of Proposal 1 above, agree to commission a feasibility study into the potential of a Workplace Parking Levy on employers with employee parking within the borough.
- 2023/24 cost £0.110m
27. **Proposal 5:** Subject to the approval of Proposal 1 above, to agree to commission a study into the use of roamer parking to understand the costs of the scheme in lost parking revenue and extra trips driven along with any impact of removal of the scheme for anyone that does not hold a blue badge.
- 2023/24 cost £0.015m
28. **Proposal 6:** Subject to the approval of Proposal 1 above, to agree to reduce the cost of parking a bike in a bike hangar to £25, which is one-sixth of the cheapest cost of parking a car in the lowest parking band.
- 2023/24 cost £0.197m
 - 2024/25 cost £0.237m
 - 2025/26 cost £0.276m
29. **Proposal 7:** Subject to the approval of Proposal 1 above, to agree to invest in the installation of an additional 56 on street bike hangars per annum across the Borough, providing just over 1000 additional bike parking spaces over 3 years.
- 2023/24 capital cost £0.252m, revenue cost £0.037m, revenue income generated -£0.007m. Net cost £0.282m
 - 2024/25 capital cost £0.252m, revenue cost £0.037m, revenue income generated -£0.013m. Net cost £0.275m
 - 2025/26 capital cost £0.252m, revenue cost £0.037m, revenue income generated -£0.020m. Net cost £0.268m
210. **Proposal 8:** Subject to the approval of Proposal 1 above, the agree to provide over the next 3 years a top-up fund enabling all Islington schools to access government

funding for the National Tutoring Programme. This will support pupil premium children and groups in Islington with a persistent attainment gap: SEN, Black Caribbean and White British

- 2023/24 cost £0.208m
- 2024/25 cost £0.208m
- 2025/26 cost £0.208m

211. **Proposal 9:** Subject to the approval of Proposal 1 above, to create a Public Toilet fund to underpin the council's work on public health

- 2023/24 cost £0.285m
- 2024/25 cost £0.444m
- 2025/26 cost £0.367m

212. **Proposal 10:** To bring all HRA estate car parking for non-service charge payers in line with Pay and Display fees across the borough. This will support the council's transport policy goals related to carbon and air pollution reduction.

- 2023/24 income generated -£0.974m
- 2024/25 income generated -£0.668m
- 2025/26 income generated -£0.373m

213. **Proposal 11:** To agree to introduce a charge for bike hangar parking on estates in line with the £25 charge for on street bike hangars to provide parity in the cost of bike parking for tenants and residents living on estates and in street properties.

- 2023/24 income generated -£0.013m
- 2024/25 income generated -£0.013m
- 2025/26 income generated -£0.013m

214. **Proposal 12:** Subject to the approval of Proposals 10 and 11 above, agree to provide 5 fixed term posts over 3 years to combat the HRA cyclical repairs backlog, and agree to allocate a £1m across three years to boost the council's work to tackle mould and condensation in council homes.

- 2023/24 net cost £0.871m
- 2024/25 net cost £0.582m
- 2025/26 net cost £0.289m

215. **Proposal 13:** Subject to the approval of Proposals 10 and 11 above, to conduct a review of HRA estate parking, gathering data required to be able to charge for EV parking in future and best use the available parking space to address the Council's policy goals on fairness and meeting climate, pollution and new build housing targets.

- 2023/24 cost £0.015m

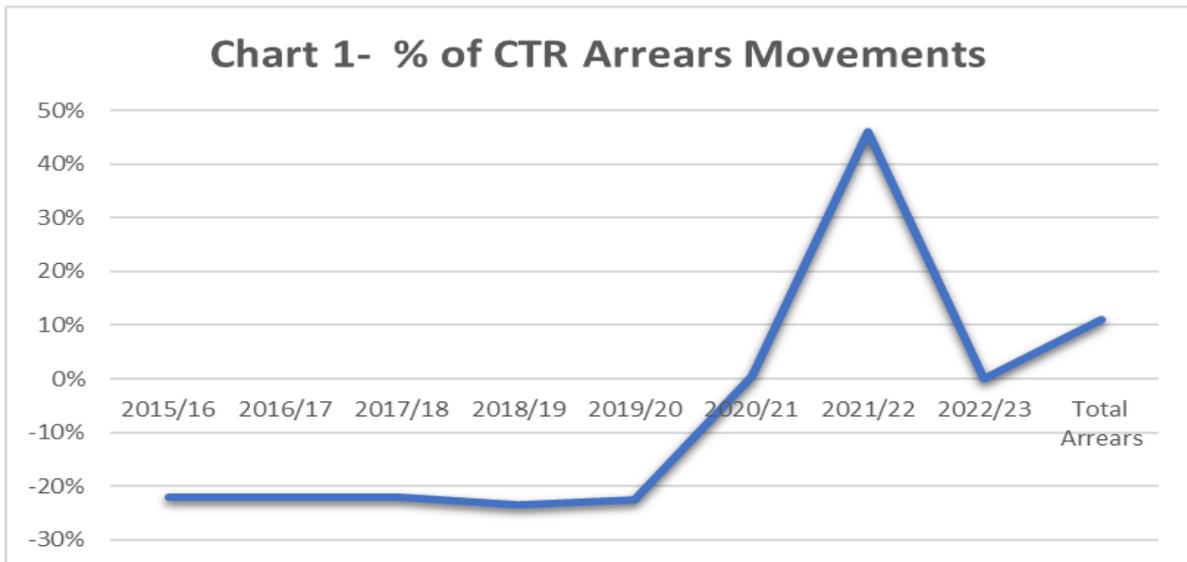
216. **Proposal 14:** Subject to the approval of Proposals 10 and 11 above, to install 60 bike hangars (360 bike parking spaces) in vacant estate parking bays over the 3 years, reducing fire risk by providing a secure space in line with Proposal 11 above, at £25 for residents to park their bikes away from corridors and walkways.

- 2023/24 capital cost £0.090m, revenue cost £0.013m, additional income £0.002m. Net cost £0.101m

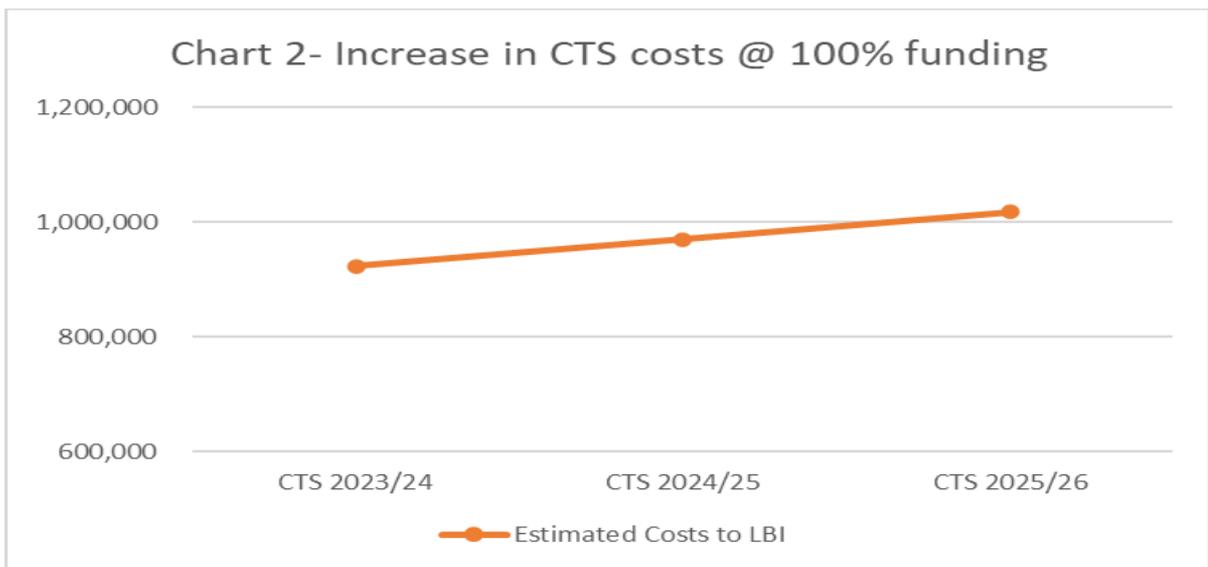
- 2024/25 capital cost £0.090m, revenue cost £0.013m, additional income £0.005m. Net cost £0.098m
- 2025/26 capital cost £0.090m, revenue cost £0.013m, additional income £0.007m. Net cost £0.096m

3. Revised General Fund Budget Proposals 2023/24

31. **Proposal 1: To agree to increase all parking permit bands for residents, so that the cheapest band for EVs and petrol cars is £150 per year, as recommended in the CPRE London Parking Policy Benchmark Assessment Tool. This is approximately £3 per week and represents a 200% increase for electric vehicle bands and a 50% increase for non-electric vehicle bands and supports the council's transport policy goals on carbon and air pollution reduction.**
32. The introduction of this policy is to support the council's work to reduce air pollution and carbon emissions from transport by helping reduce car use and ownership in the borough.
33. The policy includes electric vehicles (EVs) which like petrol and diesel vehicles contribute to road danger and congestion and health damaging PM2.5 particle pollution from tyre wear.
34. Electric motorbikes are not mentioned specifically in the fees and charges schedule. They are carbon and energy efficient vehicles so the uplift on all parking fees will not apply.
35. As a result of this proposal, the lowest residential parking permit band (EV) and band 1 petrol and diesel will increase from a £50, and £100 charge respectively to £150 per annum and similarly all other bands are increased by 200% (for electric) and 50% (for petrol and diesel). This seeks to appropriately value kerbside public realm and encourage more environmentally friendly and less polluting methods of travel along with enabling community focussed uses of our streets.
36. The Council budget proposal does not include an increase in parking permit fees in line with the CPRE London Parking Policy Benchmark Assessment Tool. Based on current trends for residential permit sales, this would provide surplus income to the Council of -£1.112m in 2023/24. This is assuming a 15% shift to lower bands as motorist behaviour changes in line with the new policy each year, and assuming new charges will be implemented from June 2023 to allow time for the new charges to be introduced.
37. Any additional income from this new policy will be used for transport related council activities as governed by the Road Traffic Regulation Act 1984.
38. **Proposal 2: Subject to the approval of Proposal 1 above, to agree to undertake and fund a consultation in 2023/24 to remove the 5% contribution by residents eligible for full council tax support and if agreed, to implement a 100% council tax relief scheme from 2024/25 to protect the financial health of eligible residents reducing the risk of council tax arrears.**
39. The Council's budget proposal includes a 5% council tax contribution by people eligible for full council tax support, currently, 24,893 households are on this scheme, of which 17,913 relates to working age and 6,980 cases are of pension age. Overall arrears are increasing for these residents. **Chart 1** below demonstrates with exception to 2021/22, the depletion in Council Tax Reduction (CTR) arrears year on year have been minimal and at flatline, overall, however total arrears have increased by 11% compared to last year.



- 3.10. If, following consultation, the 100% Council Tax Support (CTS) scheme proposal is agreed, it will allow residents who are eligible for full council tax support currently paying 5% towards their council tax bill, to pay 0% in 2024/25 and in subsequent years. In 2023/24 a consultation on this change will take place to ensure it is implemented in 2024/25.
- 3.11. The scheme will reduce the growing debt burden on Islington's poorest residents and improve their financial health and general wellbeing.
- 3.12. At 95%, the current cost of CTS for working age is £21.7m and to extend the current scheme to 100% to cover all eligible residents, rather than just those of pensionable age, would cost a further £0.970m in 2024/25 and £1.018m in 2025/26 (the modelling assumes 4.99% increase in council tax liability for each consecutive years) and will be funded by reallocating general fund budgets currently supporting Public Realm following implementation of Proposal 1 above. **Chart 2** below demonstrates any increase in CTS support to 100% is gradual between the two years.



- 3.13. If agreed, the proposal would be effective from the beginning of the 2024/25 financial year.

- 3.14. **Proposal 3: Subject to the approval of Proposal 1 above, agree to commission a report into the impact on council tax arrears arising from the administration's proposed banded schemes for 2024/25 Council Tax support.**
- 3.15. The council is currently exploring potential changes to the Council Tax Support (CTS) scheme. Any forthcoming proposals will be subject to public consultation and agreement at Full Council in December 2023.
- 3.16. The potential options of support for working age residents include a variety of banded schemes offering different levels of support based on financial need. Currently, there is no available data on the level of council tax arrears per band.
- 3.17. To support the council's understanding of the potential changes to the CTS scheme, one-off funding of £0.015m will be allocated to commission a report in 2023/24 into the impact on council tax arrears arising from the administration's proposed banded schemes for 2024/25 council tax support.
- 3.18. This proposal will be funded by reallocating general fund budgets currently supporting public realm following the implementation of Proposal 1 above.
- 3.19. **Proposal 4: Subject to the approval of Proposal 1 above, agree to commission a feasibility study into the potential of a Workplace Parking Levy on employers with employee parking within the borough.**
- 3.20. A Workplace Parking Levy (WPL) is a charge by a local authority on employers with employee parking spaces. A WPL is used to discourage the use of private vehicles to get to work and to raise funding that can be used for transport projects to reduce car use and the associated harm from congestion, air pollution, road danger and physical inactivity.
- 3.21. This proposal seeks to commission a feasibility study into the potential introduction of a WPL in Islington. Guidance from the Mayor of London on the development of WPLs suggests the undertaking of a parking survey to determine the number of total parking spaces, the type of workplaces that will be affected, and the overall parking context.
- 3.22. This proposal is estimated to have a one-off cost of £0.110m in 2023/24 and will be funded by reallocating general fund budgets currently supporting public realm following the implementation of proposal 1 above.
- 3.23. **Proposal 5: Subject to the approval of Proposal 1 above, to agree to commission a study into the use of roamer parking to understand the costs of the scheme in lost parking revenue and extra trips driven along with any impact of removal of the scheme for anyone that does not hold a blue badge.**
- 3.24. The Resident Roamer scheme gives Islington resident parking permit holders free parking in resident bays within any Controlled Parking Zone within the borough between 11am and 3pm.
- 3.25. It is currently difficult to ascertain the usage of the Resident Roamer scheme and the potential impact of introducing changes to the scheme.
- 3.26. This proposal will allocate one-off funding of £0.015m to commission a study into the usage of the roamer parking scheme to test the hypothesis that it encourages car use for short local trips.
- 3.27. **Proposal 6: Subject to the approval of Proposal 1 above, to agree to reduce the cost of parking a bike in a bike hangar to £25, which is one-sixth of the cheapest cost of parking a car in the lowest parking band.**
- 3.28. CPRE London recommends the cost of parking a bicycle in a hangar is never higher

than one-sixth of the cost of parking a car. The annual cost for space to park a single bike in an on-street bike hangar for a resident in Islington is £107.25 per annum with an additional charge for a key deposit. This proposal reduces the cost to one sixth of the cost of parking a car set out in Proposal 1, to £25 per space in a bike hangar.

329. By March 2023, the council will have installed 508 bike hangars across the borough with each providing six bike parking spaces.
330. Islington charges £107.25 per annum to park a bike in an on-street hangar which is significantly more than neighbouring boroughs: Hackney £42, Camden and Haringey £36.
331. The lack of a safe place to lock up a bike at night is a barrier to cycling. To support the council's policies enabling a shift from driving to walking and cycling, access to secure cycle storage will be made more affordable, so the cost of parking a bike in a bike hangar will be reduced to £25 per annum or about 50p a week. In conjunction with Proposal 1, this will ensure the cost of parking a bike is one sixth of the cost of the cheapest annual car parking permit and will bring the Islington price more in line with neighbouring boroughs.
332. The council has committed to increasing bike hangars by 100 units per year, and therefore the knock-on effect of reducing the bike hangar charge will increase over the medium term.
333. This proposal will reduce income to the council by £0.197m in 2023/24, (based on occupancy rate of 80% bikes), £0.237m in 2024/25 and £0.276m in 2025/26.
334. This proposal will be funded by reallocating general fund budgets currently supporting Public Realm following implementation of Proposal 1 above.
335. **Proposal 7: Subject to the approval of Proposal 1 above, to agree to invest in the installation of an additional 56 on street bike hangars per annum across the Borough, providing just over 1000 additional bike parking spaces over 3 years.**
336. As at January 2023, there is a list of over 4,290 people waiting for bike hangar parking in Islington.
337. To support the Council to meet its net zero 2030 ambition and to underpin the Low Traffic Neighbourhood roll out, this proposal will provide a further 56 bike hangars, contributing an additional 1008 secure spaces to park a bike by 2025/26.
338. This proposal will cost the Council £0.756m in capital costs, £0.110m in additional operating costs and £0.037m in additional income following the implementation of Proposal 6 above (£25 per bike hangar place) across 3 financial years.
339. This will be funded by reallocating general fund budgets currently supporting Public Realm following implementation of Proposal 1 above. This assumes that a revenue contribution is made to finance capital expenditure.
340. **Proposal 8: Subject to the approval of Proposal 1 above, to agree to provide over the next 3 years a top-up fund enabling all Islington's schools to access government funding for the National Tutoring Programme. This will support pupil premium children and groups in Islington with a persistent attainment gap; SEN, Black Caribbean and White British.**
341. The National Tutoring Programme (NTP) provides primary and secondary schools with funding to spend on targeted academic support, delivered by trained and experienced tutors and mentors. The programme provides core tutoring funding directly to schools and gives them the freedom to decide how best to provide tutoring to their pupils.

342. **Table 3** below shows the estimated Government Grant to Islington Schools by the DfE. For 2022/23, it is intended that grant covers up to 60% of schools tutoring costs.

Table 3 – Islington’s Government Grant Allocation for National Tutoring Programme

| Grant – estimated allocations | 2022/23 £k | 2023/24 £k | 2024/25 £k | Total £k |
|-------------------------------|---------------|---------------|---------------|-------------|
| School-led tutoring grant | 1,249 | 642 | 145 | 2,036 |

343. From the 2020/21 academic year KS4 results indicated attainment gap disparities between different groups of children. **Table 4** below shows the attainment gap between groups of children in London Borough of Islington compared to England.

Table 4 – Attainment Gap for School Children in Islington

| Attainment 8 | | 2018 | 2019 | 2020 | 2021 |
|---------------------------------|---------|-------|-------|-------|-------|
| Boys less Girls | England | -5.5 | -5.5 | -5.7 | -5.8 |
| | LBI | -2.8 | -3.6 | -3.4 | -3.0 |
| Pup. Prem less Not P.P. | England | -13.4 | -13.6 | 37.2 | -14.4 |
| | LBI | -9.9 | -10.9 | -9.5 | -4.6 |
| SEN EHCP less Not SEN | England | -36.4 | -36.4 | -38.5 | -38.8 |
| | LBI | -41.4 | -36.6 | -40.4 | -48.4 |
| SEN Support less Not SEN | England | -17.7 | -17.5 | -17.3 | -17.8 |
| | LBI | -16.8 | -19.4 | -17.3 | -20.7 |
| Black Caribbean less All Pupils | England | -4.9 | -7.4 | -6.2 | -6.9 |
| | LBI | -6.7 | -6.4 | -6.0 | -9.8 |
| White UK FSM less All Pupils | England | -13.3 | -15 | -14.6 | -15.1 |
| | LBI | -12.7 | -16.6 | -16.1 | -12.8 |

344. The attainment gap is persistent. To support the council’s policy to make Islington a fairer and more equal place, targeted tutoring can make significant difference.
345. The proposal will seek to provide schools with additional funding to cover 10% of schools tutoring costs. It is estimated that this will cost the council £0.208m in 2023/24, 2024/25 and 2025/26.
346. This proposal will be funded by reallocating general fund budgets currently supporting Public Realm following implementation of Proposal 1 above.
347. **Proposal 9: Subject to the approval of Proposal 1 above, to create a Public Toilet fund to underpin the council’s work on public health**
348. This proposal will create a Public Toilet fund of just over a million pounds over three years. £0.285m in 2023/24, £0.444m in 2024/25, and £0.367m in 2025/26. The fund will be for measures to support the council’s work on public health and improvement to public spaces. In particular, the fund will support the council’s long-term plans to replace and upgrade all public toilets within the borough, and will allow for improving the accessibility of our borough with extra Changing Places toilets.
349. Three quarters of the public say there are not enough public toilets in the UK, and Age UK London recently found in their London Loos Survey (<https://www.ageuk.org.uk/london/projects-campaigns/out-and-about/london-loos/>) that four fifths of older Londoners say public toilet provision in their borough is poor.
350. The evidence shows public toilets provide a wealth of benefits to local high streets, health and wellbeing, accessibility and inclusion.

351. Automated public conveniences cost £0.110m per unit to install, and a Changing Places toilet is estimated to cost £0.080m to £0.100m to refurbish. This fund could supply up to nine new toilets on street or in parks subject to planning permission or provide funds for signage, public information on toilet locations and maintenance.
352. This proposal will be funded by reallocating general fund budgets currently supporting Public Realm following implementation of Proposal 1 above.

4. Revised Housing Revenue Account Budget Proposals 2023/24

- 4.1. **Proposal 10: To bring all HRA estate car parking for non-service charge payers in line with Pay and Display fees across the borough. This will support the council's transport policy goals related to carbon and air pollution reduction.**
42. The introduction of this policy is to support the council's work to reduce air pollution and carbon emissions from transport by helping reduce car use and ownership in the borough and encourage those who commute to do so via public transport.
43. HRA estate parking bays are currently rented out to Non-Resident occupiers. People parking vehicles with the largest CO2 emission impact (Band D), currently pay £1,052.48 per annum for a 24/7 estate parking bay space in Islington. This is less than £3 a day or £20.24 per week and significantly below market rates.
44. The proposal will seek to bring these charges in line with Pay and Display (P&D) prices in the borough. The lowest cost alternative parking is 10-2pm pay and display typically in areas near tube stations to discourage commuter parking. The policy adds the price of parking in a 10-2pm resident permit area for five days per week, using a P&D Band 1 charge for HRA band A vehicles, and up to P&D Band 7 for the highest Band D
45. Therefore, a Non-Resident occupying a dedicated HRA estate-parking bay with a band A car will pay £1,711.32 per annum or £4.69 per day or £32.91 per week and a band D car will pay £5,420.48 per annum or £14.85 per day or £104.24 per week
46. As result of the introduction of this policy, it had been assumed there will be a 20% reduction in demand per annum, due to the increase in price. Therefore, this will generate £0.974m surplus income in 2023/24 by adding the cost of four hours, five days a week (P&D) to the current amount charged by the HRA. On the assumption that the policy is successful and fewer people choose to park on Islington estates, this will reduce to £0.668m in 2024/25 and £0.373m in 2025/26.
47. This is policy is in line with the council's overall goals to reduce traffic, air pollution and carbon emissions. If the policy is successful space on estates will be freed up for greenspace or building new homes.
48. **Proposal 11: To agree to introduce a charge for bike hangar parking on estates in line with the £25 charge for on street bike hangars to provide parity in the cost of bike parking for HRA tenants and residents living on estates and in street properties.**
49. Other London Councils do charge for parking a bike in their estate cycle hangars. Lambeth Council charge £41.60 a year and Hackney charge £31 a year plus a £25 key deposit. Westminster Council offer a 25% discount to council tenants, making parking £30 a year.
- 4.10. The cost is pitched at half the price of a pram shed and by introducing a small charge the likelihood of bikes being abandoned and clogging up the available bike storage space is reduced. This small charge will build resources towards more hangars and overall, this policy will ensure that more estate residents gain access to secure cycle

hangar parking.

- 4.11. Provision of secure cycle parking will make cycling more attractive as a safe and affordable way to get to work, school or the shops.
- 4.12. Together with Proposal 6 this proposal will mean council tenants pay £25 per annum to park a bike in a secure hangar whether they live on an estate or in a street property. This will end the inequity in bike parking charges between council tenants living in street properties and on estates currently paying £107.25 on street and £0 on estate.
- 4.13. The introduction of a bike hangar charge is estimated to raise -£0.013m in income per annum, assuming an 80% occupancy rate.
- 4.14. **Proposal 12: Subject to the approval of Proposals 10 and 11 above, agree to provide 5 fixed term posts over 3 years to combat the HRA cyclical repairs backlog, and agree to allocate a £1m across three years to boost the council's work to tackle mould and condensation in council homes.**
- 4.15. Five new three-year fixed term posts will be created to increase HRA capacity to deliver cyclical maintenance on estates in a timely way to avoid delay to maintenance causing repair costs to due to deterioration of building fabric.
- 4.16. This will include one manager post at PO6 to oversee 4 officer posts at SO1. The additional staff would cost £0.741m over the 3 financial years.
- 4.17. There will also be a one-million-pound contribution to support the council's proposed work to address the damp, mould and condensation that is damaging people's health and making homes unfit for living in.
- 4.18. This proposal will be funded by the additional income generated within the HRA following the implementation of Proposals 10 and 11 above.
- 4.19. **Proposal 13: Subject to the approval of Proposals 10 and 11 above, to conduct a review of HRA estate parking, gathering data required to be able to charge for EV parking in future and best use the available parking space to address the Council's policy goals on fairness and meeting climate, pollution and new build housing targets.**
- 4.20. This proposal will complement the council's public health work introducing low traffic neighbourhoods and reducing health impacts of air pollution through transport policy.
- 4.21. EVs do not emit Nitrogen Dioxide like fossil fuelled cars but still produce health damaging PM2.5 particle pollution from tyre and road wear. Larger, heavier EVs create more PM2.5 particle pollution than smaller vehicles. To support the council's net zero policies, council parking charges should discourage purchase of EVs.
- 4.22. Currently, non-rent and service charge payers are charged at Band A rates (£6.91 a week for a parking space) for parking an EV on an estate. Rent and service charge payers can park an EV on all council estate parking for free.
- 4.23. One-off funding of £0.015m will be allocated to commission a study into the potential of introducing a specific charge for EV's on HRA estates.
- 4.24. This proposal will be funded by the additional income generated within the HRA following the implementation of Proposals 10 and 11 above.
- 4.25. **Proposal 14: Subject to the approval of Proposals 10 and 11 above, to install 60 bike hangars (360 bike parking spaces) in vacant estate parking bays over the 3 years, reducing fire risk by providing a secure space in line with Proposal 11 above, at £25 for residents to park their bikes away from corridors and walkways.**

426. There is currently a lack of secure bike parking for residents on HRA estates.
427. 60 new bike hangars will provide 360 extra secure bike parking spaces over the next 3 years which would be available at a price of £25 per annum, in line with proposal 12 above
428. The installation of 60 bike hangars across HRA estates will result in capital costs of £0.090m and revenue costs of £0.013m per annum. In line with proposal 12 above, the additional bike hangars will be available to tenants at £25 per year, which will generate income of £0.002m in 2023/24, £0.005m in 2024/25, and £0.007m in 2025/26.
429. The net cost to install 60 new bike hangars is £0.101m in 2023/24, £0.098m in 2024/25, and £0.096m in 2025/26.
430. This assumes that a revenue contribution is made to finance capital expenditure. This proposal will be funded by the additional income generated within the HRA following the implementation of Proposals 10 and 11 above.

5. Matters to Consider

Comments of the Section 151 Officer

51. The Council when determining the Budget and thereby the level of Council Tax must take into account the report of its Section 151 Officer. The report must comment on the robustness of the estimates included in the budget and parallel consideration on the adequacy of the Council's proposed reserves. This section of the report includes consideration of these specific areas and enables the authority to discharge its duty to take account of the statutory report under section 25(2). These comments are provided in addition to those in the substantive report 'Budget Proposals 2023/24 and Medium-Term Financial Strategy' and relate to the proposals within the Opposition Budget.
52. It is the opinion of the Section 151 Officer that the estimates for 2023/24 have been prepared on a robust basis, and further that where there are uncertainties, for instance on the levels of service demand, that these can be covered by the corporate contingency. The funding of proposals in this budget report are reliant on Proposal 1 being agreed that would allow for the release of funding to fund Proposals 2 to 10 on a balanced budget basis.
53. The Section 151 Officer is required to report to the authority, when it is making the statutory calculations required to determine its council tax, on the estimates included in the budget and the adequacy of the reserves the budget provides for. The level of general balances is set in the context of the prevailing financial climate within local government, the level of risk facing the authority and the sustained improvement in our financial standing in recent years.

Comments from the monitoring officer

54. In considering whether to adopt the amendments to the budget proposals contained within this report, members should have regard to the considerations set out in the main budget report.

Proposal 1

55. The Council has discretion as to the charges it fixes for annual parking permits (section 46 of the Road Traffic Regulations Act (1984 Act)). In exercising its power to charge, the Council must have regard to Section 122 of the 1984 Act. That section imposes a duty on the council to exercise its power to charge (so far as practicable having regard to the matters specified below to secure the expeditious, convenient and safe

movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. The matters specified are:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (b) The strategy prepared under Section 80 of the Environment Act 1995 (national air quality strategy);
- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the local authority to be relevant.

Further, in setting charges, the council must have regard to the Mayor of London's Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing car use and encouraging cycling, walking and use of public transport.

- 56 Case law has established that although section 122(2) (d) permits a local authority to take into account any other matters appearing to it to be relevant, it does not allow the local authority, to fix charges for parking, with the motive of generating additional income for other authority purposes.
- 57 However, the Courts have also made clear that the creation of a surplus from increased parking charges will not of itself be unlawful provided that the primary motivation for/or intention of the increase is the achievement of objectives which are consistent with the duty in section 122. Accordingly, the proposal would, if adopted, *probably* be lawful as the primary motivation for the increase in charges is to discourage the use of cars in accordance with the Mayor of London's Transport Strategy and thereby reduce air pollution and carbon emissions from transport.
- 58 Surplus income arising the proposed increase in the charges for parking permits may only be used for the purposes specified in section 55 of the 1984 Act. These purposes are off street car parking, public passenger transport services, highway or road improvement, maintenance of roads, environmental improvement and anything which facilitates the implementation of the London transport strategy. Accordingly, if existing public realm spending is permitted to be funded from the projected surplus, then that surplus funding will be spent on public realm matters which are currently being paid for out of the General Fund, and so there is a reallocation of the latter monies which can then be spent on proposals 2 and 3.

Proposal 2

- 59 It is proposed to consult on a revision to the council's Council Tax Reduction Scheme for 2023/24 that, if approved prior to 31 January 2024, would increase the maximum reduction in council tax from 95% to 100% from 2024/25.
- 5.10 Before a council tax reduction scheme may be revised, the council must:
 - (a) consult any major precepting authority which has power to issue a precept to it,
 - (b) publish a draft scheme in such manner as it thinks fit, and
 - (c) consult such other persons as it considers are likely to have an interest in the operation of the scheme(Paragraphs 3(1) and 5(5) Schedule 1A Local Government Finance Act 1992)

- 5.11 The method of consultation is not specified in the act or guidance. It is therefore suggested the consultation be advertised in the local press and the Council's publications and website. In addition, that a percentage of Council Tax Reduction recipients and Council Tax payers not receiving a reduction be consulted by email.

Proposal 3

- 5.12 The Council has power to commission a report into the impact on council tax arrears arising from the administration's proposed banded schemes for 2024/25 Council Tax support.

Proposal 4

- 5.13 The power for the council to establish and implement a Work Place Parking Levy scheme within the borough is set out in s296 and Schedule 24 of the Greater London Authority Act 1999. The Mayor of London must confirm a WPL scheme before the council can put it into effect. Paragraph 8 of Schedule 24 provides that a WPL scheme must be in line with and contribute to the Mayors Transport Strategy (currently 2018 as amended). Paragraph 35 of Schedule 24 gives the Mayor the power to issue statutory guidance as to the establishment and implementation a WPL. The GLA published the Mayor's Guidance on Workplace Parking Levy in 2020 (Guidance).
- 5.14 The Guidance outlines the steps involved and the documents required to implement a WPL and estimates a 2–3-year implementation time line to allow for feasibility assessments, informal engagement, making a business case, formal consultation, preparing for implementation and implementing the approved WPL scheme.
- 5.15 A decision to implement a WPL scheme would be an Executive Key Decision.
- 5.16 To implement a WPL there would have to reference to it within the council's LIP and or Local Plan.

Proposal 5

- 5.17 The council has power to commission a study into the use of roamer parking to understand the costs of the scheme in lost parking revenue and extra trips driven along with any impact of removal of the scheme for anyone that does not hold a blue badge.

Proposal 6

- 5.18 Section 32 of the Road Traffic Regulation Act 1984 enables the council to make an order providing for on street parking places for vehicles. This power extends to installing, in roads or elsewhere, stands or racks for, or devices for securing, bicycles. (Section 63 of the 1984 Act). The power to charge for on street parking is contained in section 35 of the 1984 Act. The Council has a discretion as to the level of charges, and the purpose of encouraging the roll out of LTNs in the borough is a proper and reasonable one.

Proposal 7

- 5.19 Section 32 of the Road Traffic Regulation Act 1984 enables the council to make an order providing on street parking places for vehicles. This power extends to installing, in roads or elsewhere, stands or racks for, or devices for securing, bicycles. (Section 63 of the 1984 Act).

Proposal 8

- 5.20 The Council has power to provide, subject to available resources, a top-up fund enabling Islington's schools to access government funding for the National Tutoring Programme.

Proposal 9

- 521 The Council has power, subject to available resources, to create a Public Toilet fund to underpin the council's work on public health

Proposal 10

- 522 The council has a discretion to bring all HRA estate car parking for non-service charge payers in line with Pay and Display fees across the borough.

Proposals 11-16

- 523 The monies raised from Proposal 10 will be credited to the Housing Revenue Account. The sums to be spent on Proposals 11 to 16 are connected with land which has been acquired or appropriated for the purposes of Part II of the Housing Act 1985 (the provision of housing): section 74(1)(b) of the Local Government and Housing Act 1989. The sums to be spent can therefore be lawfully debited to the Housing Revenue Account. The particular focus of the expenditure is lawful from a rationality perspective, as are the amounts to be spent.

6. Equalities Impact Assessment

61. The Equality Act 2010 sets out the requirement for the Council to have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and those who do not; and
 - foster good relations between people who share a protected characteristic and those who do not.
62. An Equalities Impact Assessment (EQIA) of the 2023/24 budget is set out at **Appendix G** to the 'Budget Proposals 2023/24 and Medium-Term Financial Strategy' report. It is supplemented by detailed EQIAs of major proposals at departmental level. These demonstrate that the Council has met its duties under the Equality Act 2010 and the Child Poverty Act 2010.
63. This amendment does not impact on the original Equalities Impact Assessment report at **Appendix G** to the 'Budget Proposals 2023/24 and Medium-Term Financial Strategy' report so the original assessment is still considered valid.

Proposal 1

64. Increase in parking permits bands will have an impact on residents, particularly those that own cars and are struggling financially in the current climate. An equalities screening tool should be completed to consider the impact on disabled residents, older residents, and people who are pregnant or new parents, as these groups may be more reliant on cars. The screening tool should also consider the impact on people who are experiencing financial hardship.
65. The reinvestment of any funds would have positive impacts on some groups, but these would need to be considered in a more detailed equality impact assessment to allow for a full consideration of the impact.

Proposal 2

66. This proposal would help families on low incomes and those burdened with debt to pay nothing towards their council tax bill.

Proposal 3

67. This proposal could help the council to understand the equalities impacts of the proposed banded scheme, and to avoid any potential negative impacts.

Proposal 4

68. The introduction of a Workplace Parking Levy would impact people who work in Islington, particularly lower-paid workers and those who rely on cars for their work. An equalities screening tool should be completed to consider the impact on disabled and older residents who are in work, and on lower-paid workers in sectors which require a car (for example, this could include health and social care).

Proposal 5

69. The study is not associated with any negative equalities impacts. If the proposal is implemented and significant changes to parking permits are proposed as a result, an equalities screening tool should be completed at this stage.

Proposal 6

610. The proposal would reduce the cost of using bike hangers and would benefit residents who cycle. It is not associated with any negative equalities impacts.

Proposal 7

611. The proposal would increase the number of on-street bike hangers and would benefit residents who cycle. An equalities screening tool should be completed to assess whether there is any risk that this proposal would make streets in Islington less accessible.

Proposal 8

612. The proposed increase in targeted academic support would benefit children from low-income households and care-experienced young people. It would also have a positive impact on the protected characteristics of age and race and ethnicity (pupil premium includes children whose families have no recourse to public funds).

Proposal 9

613. The provision of automated public conveniences would benefit older residents, disabled residents and residents with the protected characteristic of pregnancy and maternity.

Proposal 10

614. The proposed increase in HRA estate parking charges for non-service charge payers would impact residents who rely on cars. An equalities screening tool should be completed to consider the impact on residents with the protected characteristics of age, disability and maternity or pregnancy, based on information about who is currently renting these parking spaces.

Proposal 11

615. The proposal would negatively impact HRA tenants who cycle, particularly those on low incomes. An equalities screening tool should be completed to consider the impact of the proposed charge on tenants.

Proposal 12

616. The proposal would benefit council tenants by improving the timeliness of housing repairs and responses to damp, mould, and condensation.

Proposal 13

6.17. The proposal to review HRA estate parking is not associated with any negative equalities impacts. If the review takes place and leads to further proposals about estate parking, an equalities screening tool may be required.

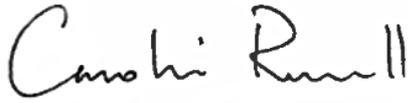
Proposal 14

6.18. The proposal to increase the number of bike hangars in vacant parking lots is not associated with any negative equalities impacts.

Background papers: None

Final Report Clearance

Signed by



Councillor Caroline Russell - Proposer

Date: 17/02/2023

Signed by



Councillor Benali Hamdache

Date: 17/02/2023

Signed by



Councillor Ernestas Jegorovas-Armstrong

Date: 17/02/2023

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