



AGENDA FOR THE EXECUTIVE

Members of the Executive are summoned to attend a meeting to be held in Committee Room 4, Town Hall, Upper Street, N1 2UD on **23 March 2017 at 7.00 pm.**

Stephen Gerrard
Director Legal and Governance

Enquiries to : Philippa Green
Tel : 020 7527 3184
E-mail : democracy@islington.gov.uk
Despatched : 15 March 2017

Membership

Councillor Richard Watts
Councillor Janet Burgess MBE
Councillor Joe Caluori
Councillor Kaya Comer-Schwartz
Councillor Andy Hull

Councillor Asima Shaikh
Councillor Diarmaid Ward
Councillor Claudia Webbe

Portfolio

Leader of the Council
Executive Member Health and Social Care
Executive Member Children, Young People and Families
Executive Member for Community Development
Executive Member Finance, Performance and Community Safety
Executive Member for Economic Development
Executive Member for Housing and Development
Executive Member for Environment and Transport

Quorum is 4 Councillors

Please note

It is likely that part of this meeting may need to be held in private as some agenda items may involve the disclosure of exempt or confidential information within the terms of Schedule 12A of the Local Government Act 1972. Members of the press and public may need to be excluded for that part of the meeting if necessary.

Details of any representations received about why the meeting should be open to the public - none



Declarations of interest:

If a member of the Executive has a **Disclosable Pecuniary Interest*** in an item of business and it is not yet on the council's register, the Councillor **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent. Councillors may also **choose** to declare a Disclosable Pecuniary Interest that is already in the register in the interests of openness and transparency. In both the above cases, the Councillor **must** leave the room without participating in discussion of the item.

If a member of the Executive has a **personal** interest in an item of business they **must** declare both the existence and details of it at the start of the meeting or when it becomes apparent but may remain in the room, participate in the discussion and/or vote on the item if they have a dispensation from the Chief Executive.

- *(a) Employment, etc** - Any employment, office, trade, profession or vocation carried on for profit or gain.
- (b) Sponsorship** - Any payment or other financial benefit in respect expenses in carrying out duties as a member, or of election; including from a trade union.
- (c) Contracts** - Any current contract for goods, services or works, between the Councillors or their partner (or a body in which one has a beneficial interest) and the council.
- (d) Land** - Any beneficial interest in land which is within the council's area.
- (e) Licences** - Any licence to occupy land in the council's area for a month or longer.
- (f) Corporate tenancies** - Any tenancy between the council and a body in which the Councillor or their partner have a beneficial interest.
- (g) Securities** - Any beneficial interest in securities of a body which has a place of business or land in the council's area, if the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body or of any one class of its issued share capital.

NOTE: Public questions may be asked on condition that the Chair agrees and that the questions relate to items on the agenda. No prior notice is required. Questions will be taken with the relevant item.

Requests for deputations must be made in writing at least two clear days before the meeting and are subject to the Leader's agreement. The matter on which the deputation wants to address the Executive must be on the agenda for that meeting.

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F.	Procurement Issues	
8.	Procurement strategy for the transformation of Substance Misuse Services	109 - 120
G.	Urgent non-exempt matters	
	Any non-exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.	
H.	Exclusion of press and public	
	To consider whether to exclude the press and public during discussion of the remaining items on the agenda, in view of their confidential nature, in accordance with Schedule 12A of the Local Government Act 1972.	
I.	Confidential / exempt items for information	
9.	Procurement strategy for the transformation of Substance Misuse Services - exempt appendix	121 - 122
J.	Urgent Exempt Matters	
	Any exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.	

The next meeting of the Executive will be on 27 April 2017

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London Borough of Islington

Executive - 9 February 2017

Minutes of the meeting of the Executive held at Committee Room 4, Town Hall, Upper Street, N1 2UD on 9 February 2017 at 7.00 pm.

Present: **Councillors:** Watts, Burgess, Comer-Schwartz, Hull, Shaikh,
Ward and Webbe

Councillor Richard Watts in the Chair

361 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Caluori.

362 DECLARATIONS OF INTEREST

None.

363 MINUTES OF PREVIOUS MEETING

RESOLVED:

That the minutes of the meeting on 19 January 2017 be confirmed as a correct record of the meeting and the Chair be authorised to sign them.

364 CARE LEAVER - COUNCIL TAX EXEMPTIONS

RESOLVED:

1. That the amendments to the RSS scheme set out in Appendix 1 to the report, which create a class of council tax charge payer for the purposes of a reduction to their council tax to be known as "Care Leavers", be agreed.
2. That this class of charge payers will be awarded a local council tax discount, by virtue of an award of RSS that will reduce their council tax bill to nil, be agreed.
3. That this class of reduction will be applied in accordance with the Islington Care Leaver Relief Scheme which is contained in Appendix 2 of this report be agreed.

Reasons for decision – to remove the vulnerability to council tax debt amongst young people leaving local authority care.

Other options considered – none other than as specified in the report.

Conflicts of interest / dispensations granted – none.

365 **BUDGET PROPOSALS 2017-18**

In introducing the report, the Councillor Hull advised that the government may not confirm the final local government grant settlement in time for the Budget Council meeting on 23 February 2017 and therefore proposed the following amendment:

Additional recommendation, to be numbered 2.2:

- 2.2 That, in the unlikely event that the final local government settlement differs from the provisional settlement already notified by the government, to delegate authority to the Corporate Director of Resources to make any adjustments necessary to balance the Council's Budget for 2017/18, in consultation with the Executive Member for Finance, Performance and Community Safety.

The proposed additional recommendation was agreed and the meeting therefore

RESOLVED:

The General Fund Budget 2017-18 and MTFS (Section 3 of the Main Report)

- 2.1 That the 2017-18 net Council cash limits as set out in Table 1 (paragraph 3.1.3 of the report) and the MTFS at Appendix A of the report, which include the revenue savings in Appendix B of the report, be agreed.
- 2.2 That, in the unlikely event that the final local government settlement differs from the provisional settlement already notified by the government, authority be delegated to the Corporate Director of Resources to make any adjustments necessary to balance the Council's Budget for 2017/18, in consultation with the Executive Member for Finance, Performance and Community Safety, be agreed.
- 2.3 That the requirement to report on the number of maintained schools that have completed the Schools Value Financial Standard (SVFS) by 31st March to the Department for Education by 31st May each year (paragraph 3.2.17 of the report) be noted.
- 2.4 That the fees and charges policy and the schedule of 2017-18 fees and charges be agreed and that authority be delegated to the Corporate Director of Children's Services, in consultation with the Executive Member for Children and Families, to agree new childcare charges following consultation in the summer term (paragraphs 3.2.18-21 and Appendices C1 and C2 of the report) be agreed.
- 2.5 That the Council's policy on the level of General Fund balances and the estimated use of the Council's earmarked reserves be agreed. That the redundancy reserve is estimated to be fully spent by the end of 2016-17 be noted and that from 2017-18 redundancy costs are funded within departmental budgets (paragraphs 3.2.23 to 3.2.26 and Table 3 of the report) be agreed.

The HRA Budget and MTFs (Section 4 of the Main Report)

- 2.6 That the balanced HRA 2017-18 budget within the HRA MTFs at Appendix D1 of the report and the 2017-18 HRA savings at Appendix D2 of the report be agreed.
- 2.7 That the 2017-18 HRA rents and other fees and charges (Tables 5 to 8 and Appendix D3 of the report) be noted.

The Capital Programme 2017-18 to 2019-20 (Section 5 of the Main Report)

- 2.8 That the 2017-18 capital programme be agreed and the provisional programme for 2018-19 to 2019-20 (paragraph 5.1, Table 9 and Appendix E1 of the report) be noted.
- 2.9 That the Corporate Director of Finance and Resources applies capital resources to fund the capital programme in the most cost-effective way (paragraph 5.2 of the report) be agreed.
- 2.10 That the schedule of planned Traffic and Transportation schemes in 2017-18 be noted and that the related decision-making responsibilities for these schemes (paragraph 5.3 and Appendix E2 of the report) be agreed.

Treasury Management Strategy (Section 6 of the Main Report)

- 2.11 That the Annual Treasury Management and Investment Strategy 2017-18 (including external debt and treasury management Prudential Indicators), as considered by Audit Committee on 24th January 2017 (paragraph 6.1 and Appendix F1 of the report) be agreed.
- 2.12 That the additional capital Prudential Indicators (paragraph 6.1 and Appendix F2 of the report) be agreed.
- 2.13 That the minimum revenue provision for 2017-18, adopting from 2017-18 the asset life (annuity) method for both 'supported' and 'unsupported' borrowing (paragraphs 6.2 to 6.6 of the report) be agreed.

Council Tax 2017-18 and Statutory Calculations (Section 7 of the Main Report)

- 2.14 That the calculations required for the determination of the 2017-18 council tax requirement and the level of council tax as detailed in Section 7 of the report and summarised below, be agreed:
- 1) The 2017-18 council tax requirement of £82,712,864.62 (paragraph 7.5 of the report)
 - 2) The relevant (average) amount of Islington Band D council tax of £1,071.28, a 4.99% increase (comprising a 3% social care precept and a 1.99% local precept) compared to 2016-17, and to determine that this is not 'excessive' (paragraphs 7.6 and 7.7 of the report)
 - 3) The basic amount of Islington Band D council tax for dwellings to which no special item relates (i.e. outside of the Lloyd Square Garden area) of £1,071.06 and total Band D council tax (including the GLA precept) of

Executive - 9 February 2017

£1,351.08 (paragraphs 7.8 and 7.12 of the report)

- 4) The amount of 2017-18 council tax (excluding the GLA precept) for each valuation band over each of the Council's areas (paragraph 7.10 of the report)
 - 5) The total amount of 2017-18 council tax (including the GLA precept) for each valuation band over each of the Council's areas (paragraph 7.12 of the report)
- 2.15 That the budget proposals include the decision to exempt all care leavers living in Islington under the age of 25 from council tax, recommended in a separate report to the Executive on 9th February 2017 be noted. The discount is available from 1st April 2017 and will cost £28k a year. The cost will be shared with the GLA, via the Collection Fund (paragraph 7.3 of the report)

Matters to Consider in Setting the Budget (Section 8 of the Main Report)

- 2.16 That the Section 151 Officer's and the Monitoring Officer's comments in their determination of the revenue and capital budgets for 2017-18 and the basis for the level of council tax, including the Section 151 Officer's report in relation to his responsibilities under Section 25 (2) of the Local Government Act 2003 be noted.
- 2.17 That the Resident Impact Assessment (RIA) on the 2017-18 budget (Appendix G of the report) be noted.
- 2.18 That the Pay Policy Statement for 2017-18 (Appendix H of the report) be agreed.

Reasons for decision – to allow Councillors to set a balanced budget

Other options considered – none other than as specified in the report

Conflicts of interest / dispensations granted – none.

366 FINANCIAL POSITION AS AT 31 DECEMBER 2016

RESOLVED:

- 1.1. That the forecast revenue outturn for the General Fund (Table 1 and Appendix 1 of the report) of a gross overspend of £2.3m, including corporate items (paragraph 3.1 of the report) be noted.
- 1.2. That the actions to reduce the forecast gross General Fund overspend, and that any remaining overspend at year-end will be covered by drawing down from the £3m corporate contingency budget (paragraphs 3.2 and 3.3 of the report), be noted.
- 1.3. That the net HRA forecast is a break-even position (Section 5, Table 1 and Appendix 1 of the report) be noted.
- 1.4. That the latest capital position with forecast capital expenditure of £112.5m in 2016-17 (Section 6, Table 2 and Appendix 2 of the report) be noted.

Reasons for decision – to allow Councillors to monitor the budget.
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

367 ALTERNATIVE PROVISION SCRUTINY - EXECUTIVE MEMBER'S RESPONSE

Councillor Watts noted the Executive's thanks to the Scrutiny Committee for the work undertaken and the very helpful recommendations.

RESOLVED:

- 2.1 That the findings of the Alternative Provision Scrutiny Review be welcomed.
- 2.2 That the responses to the recommendations of the Children's Services Scrutiny Committee as set out in section 4 of this report be agreed.
- 2.3 That officers report back on progress to the Children's Services Scrutiny Committee in one year's time be agreed.

Reasons for decision – to allow Executive Members to respond to the Scrutiny Committee recommendations
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

368 HIGHBURY ROUNDHOUSE COMMUNITY CENTRE - LEASE AND GRANT

RESOLVED:

1. That the Council has granted the HRA £1,083,000 funding towards the delivery of the new community centre building be noted.
2. That it be noted that the Corporate Director for Environment and Regeneration, in consultation with the Corporate Director for Finance and Resources and the Corporate Director for Housing and Adult Social Services, has taken the decision to waive the Funding Condition and Vacant Possession Condition set out in the Conditional Development Agreement and Agreement for Lease between the Council and The Highbury Roundhouse Association Ltd.
3. That granting the Highbury Roundhouse Association Ltd a 99 year lease of the land at the rear of 71 Ronalds Road, shown edged red on the site plan at Appendix 1 of the report and on the terms set out in exempt Appendix 3 of the report, subject to the Council and the Highbury Roundhouse Association Ltd agreeing a delivery plan to transfer all services from Sotheby Mews to the new community centre building, be agreed.

Reasons for decision – to support HRA in providing valuable services to the local community.
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

369 **SCHOOL ADMISSION ARRANGEMENTS 2017-18**

RESOLVED:

- 1.1. That the co-ordinated schemes and timetables for admission to Islington primary and secondary schools and academies in 2018/19, and in-year admission protocols for 2018/19, as set out in Appendices 1, 4 and 7 of the report, be agreed.
- 1.2. That the policy and oversubscription criteria for admission to community primary and secondary schools and Islington Sixth Form Consortium for admission in 2018/19, as set out in Appendices 2, 5, 8 and 9 of the report, be agreed.
- 1.3. That the proposed admission numbers for Islington community primary and secondary schools, and for external applicants to the Islington Sixth Form Consortium in 2018/19, as set out in Appendices 3, 6 and 10 of the report, be agreed.

Reasons for decision – to promote fair access to educational opportunity and comply with the mandatory provisions of the School Admissions Code.

Other options considered – none other than as specified in the report

Conflicts of interest / dispensations granted – none.

370 **REGIONALISATION OF ADOPTION SERVICES**

RESOLVED:

1. That, in principle, to join a London Regional Adoption Agency, subject to detailed financial analysis and business case be agreed.
2. That the Corporate Director of Children's Services be authorised, in consultation with the Executive Member for Children Young People and Families, to progress arrangements relating to the development and implementation of the London Regional Adoption Agency model be agreed.

Reasons for decision –to participate in planning for this process, to ensure good adoption outcomes for Islington children

Other options considered – none other than as specified in the report

Conflicts of interest / dispensations granted – none.

371 **PROCUREMENT STRATEGY AND CONTRACT AWARD - INTEGRATED COMMUNITY EQUIPMENT SERVICES**

RESOLVED:

1. That the procurement strategy for Integrated Community Equipment Services as outlined in this report be agreed.

2. That the contract award for Integrated Community Equipment Services to Medequip Assistive Technology Ltd via the London Community Equipment Consortium framework agreement be agreed.
3. That decisions relating to any subsequent call-off from the framework be delegated to the Corporate Director for Housing and Adult Social Services be agreed.

Reasons for decision – to achieve the best value for money for the borough.
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

372 **PROCUREMENT STRATEGY FOR HIGH RISE SOLID WALL INSULATION PROJECT**

RESOLVED:

1. That the procurement strategy for the High Rise Insulation project as outlined in this report be agreed.
2. That authority to award the contract be delegated to the Corporate Director of Housing and Adult Social Services in consultation with the Corporate Director of Environment and Regeneration and the Executive Members for Housing and Development and Environment and Transport be agreed.

Reasons for decision – to improve the living standards and reduce the cost of living for residents in 304 homes.
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

373 **PROCUREMENT STRATEGY FOR THE AGENCY CONTRACT**

RESOLVED:

1. That the procurement strategy for the contract to supply all contingent workers, both agency workers and interims via Lot 1 of the HR Services and Solutions (Temporary and Permanent Recruitment, Consultancy and Related HR Services) framework agreement number 569, provided by Yorkshire Purchasing Organisation (YPO) be agreed.
2. That authority to award the contract be delegated to the Corporate Director of Resources in consultation with the Executive Member for Finance, Performance and Community Safety be agreed.

Reasons for decision – to achieve the best value
Other options considered – none other than as specified in the report
Conflicts of interest / dispensations granted – none.

374 **HIGHBURY ROUNDHOUSE LEASE - EXEMPT APPENDICES**

That the information in the exempt appendix to Agenda item D8 be noted (see Minute Minute 368 for decision).

MEETING CLOSED AT 7.25 pm

CHAIR



Report of: **Executive Member for Environment & Transport**

Meeting of:	Date	Ward(s)
Executive	23 3 17	All

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SUBJECT: Approval of Local Flood Risk Management Strategy

1 Synopsis

- 1.1 Islington is a Lead Local Flood Authority (LLFA) under the Flood Risk Regulations 2009.
- 1.2 The Regulations require Islington to produce and consult on the Local Flood Risk Management Strategy (the Strategy). This is a 'living' document that will be updated as required and subject to a six yearly review.
- 1.3 A draft Strategy was produced and recently consulted on. The Strategy has been amended and is as set out in Appendix 1.

2 Recommendations

- 2.1 To approve the Local Flood Risk Management Strategy and delegate subsequent amendments and reviews to the Corporate Director of Environment & Regeneration

3 Background

- 3.1 The Regulations define the causes of flooding as heavy rainfall, overflowing rivers, breaches of dams and tidal waters. It does not include flooding from a burst water main or a sewerage system, unless as a result of heavy rainfall.
- 3.2 As the LLFA, the Council has a statutory requirement to produce a strategy outlining how local flood risk will be managed and ensure that the actions identified within it are monitored and achieved.

- 3.3 This Strategy draws together existing flood risk studies and plans, including technical information and historic records of flooding presented in the SWMP, SFRA and the PFRA (see 3.4 below), into a single document that outlines how Islington will manage local flood risk
- 3.4 The Strategy compliments and contributes towards Islington's approach to flood risk management already published in the following documents:
- London Borough of Islington Surface Water Management Plan (SWMP);
 - London Borough of Islington Preliminary Flood Risk Assessment (PFRA) and,
 - North London Level 1 Strategic Flood Risk Assessment (SFRA).
- 3.5 Within the Strategy is an action plan that between 2017 and 2021 will:
- improve the understanding of any properties or communities that may be at risk from surface water, ground water or water courses;
 - support sustainable growth;
 - maximise the use of resources through targeted flood management and
 - improve local community preparedness for flooding events
- 3.6 The consultation on the Strategy was carried out over a period of six weeks from January 2017 and was also published on the Council's website. Comments were sought from:
- The Public
 - NetworkRail
 - Transport for London
 - Thames Water
 - DEFRA
 - LBs Camden, Hackney, Haringey and
 - City of London
- 3.7 Responses to the consultation highlighted the need to continue to work closely with our neighbouring authorities in the Central London North Flood Risk Partnership group and Thames Water to coordinate any relevant measures that we may take, and this is incorporated in the final Strategy.
- 3.8 Also now highlighted is that through our Planning processes we will promote the use of Sustainable Urban Drainage schemes (SUDs) and actively encourage SUDs with our Good Practice guide.

4 Implications

4.1 Financial implications

- 4.1.1 It is intended to make maximum use of any funding available from Flood and Coastal Erosion Risk Management Grant in Aid, Community Infrastructure Levy or any other external funding.

4.2 Legal Implications

- 4.2.1 The Flood Risk Regulations 2009 and Flood and Water Act 2010 requires Islington as a Lead Local Flood Authority(LLFA) under the Flood Risk Regulations 2009 to produce the Local Flood Risk Management Strategy.

4.3 Environmental Implications

4.3.1 Strategic Environmental Assessment (SEA) Background

The application of the SEA process to flood management plans and programmes is not legally required in every case, however the Strategy will consider the implications.

4.3.2 Water Framework Directive (WFD)

The Environment Agency is responsible for preparing management plans for river basin districts in England and Wales. The plans outline the characteristics of the river basin district, identify the pressures that the local water environment faces, and specify the actions that will be taken to address any problems before 2027. Islington does not contain any designated waterbodies under the Water Framework Directive (WFD), although it is considered as part of the 'Land area part of London Management Catchment draining to the Tidal Thames

4.4 Resident Impact Assessment

4.4.1 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment initial screening was completed on 22.12.16 and identified no negative equality impacts or opportunities, and no safeguarding risks or potential human rights breaches. The Strategy outlines how flood risk will be managed on behalf of all sections of the community.

5 Conclusion and reasons for recommendations

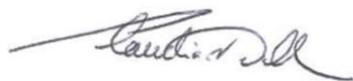
5.1 The production of the Local Flood Risk Management Strategy is a statutory requirement under the Flood Risk Regulations 2009.

5.2 The draft Strategy has been consulted on and a final version produced attached at Appendix 1.

5.2 The Local Flood Risk Management Strategy should be adopted by the Council and it is further recommended that the Corporate Director of Environment and Regeneration is delegated to amend and review the Strategy as required.

Appendix 1 - Islington 'Local Flood Risk Management Strategy'

Signed by:



15 March 2017

Executive Member for Environment and Transport Date

Report Author: Martin Holland, Head of Highways
Tel: 2434
Email: Martin.holland@islington.gov.uk

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Local Flood Risk Management Strategy

February 2017

Introduction from the Executive Member for Environment and Transport

I am pleased to introduce this Strategy setting out how the Council will deliver our statutory duty to develop, maintain, monitor and manage local flood risk. This is all in accordance with the Flood Risk Regulations 2009 and the Flood and Water Management Act 2010.

Islington has a low risk of flooding from surface water runoff, groundwater and sewer surcharging. Our biggest risk of flooding has been from fractured water mains that are owned by Thames Water, and although these are not covered by this legislation, the Council will continue to pursue these matters with them.

The Strategy is a living document that will be updated as required by the Corporate Director of Environment and Regeneration.

This document includes an action plan setting out how our strategy will be delivered over the next six years, and a range of individual, community and Council-led actions to improve awareness. This will help manage both the likelihood and impact of flooding and consequently lead to social, economic and environmental benefits to Islington's communities.



Councillor Claudia Webbe
Executive Member for Environment and Transport
March 2017

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Appendices 1 to 5

List of Acronyms

AEP	Annual Exceedance Probability
BAP	Biodiversity Action Plan
BGS	British Geological Survey
CFMP	Catchment Flood Management Plan
CIL	Community Infrastructure Levy
Defra	Department for Environment, Food and Rural Affairs
EA	Environment Agency
FCRM	Flood and Coastal Erosion Risk Management
GiA	Grant in Aid
FIR	Flood Investigation Report
FRA	Flood Risk Assessment
FRMP	Flood Risk Management Plan
HRA	Habitat Regulations Assessment
LBI	Islington
LFRMS	Local Flood Risk Management Strategy
LLFA	Lead Local Flood Authority
LPA	Local Planning Authority
LRF	Local Resilience Forum
MoU	Memorandum of Understanding
NPPF	National Planning Policy Framework
PFRA	Preliminary Flood Risk Assessment
PSA	Public Service Agreement
RBMP	River Basin Management Plan
RFCC	Regional Flood and Coastal Committees
RMA	Risk Management Authority
RoFSW	Risk of Flooding from Surface Water
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SPG	Supplementary Planning Guidance
SuDS	Sustainable Drainage Systems
SWMP	Surface Water Management Plan
TWUL	Thames Water Utilities Limited
WFD	Water Framework Directive
WFDa	Water Framework Directive Assessment

Glossary of terms

Glossary	Definition
Annual exceedance probability (AEP)	Chance of occurrence in any one year, expressed as a percentage. For example, a 1% annual probability event has a 1 in 100 chance of occurring in any given year.
Aquifer	A source of groundwater comprising water bearing rock, sand or gravel capable of yielding significant quantities of water.
Catchment Flood Management Plan (CFMP)	A high-level planning strategy through which the Environment Agency works with their key decision makers within a river catchment to identify and agree policies to secure the long-term sustainable management of flood risk.
Civil Contingencies Act	This Act delivers a single framework for civil protection in the UK. As part of the Act, Local Resilience Forums must put into place emergency plans for a range of circumstances, including flooding.
Climate Change	Long term variations in global temperature and weather patterns caused by natural and human actions. Climate change allowances are based upon information within the NPPF and Planning Practice Guidance (PPG) and supporting guidance published by the Environment Agency.
Culvert	A channel or pipe that carries water below the level of the ground.
Exception Test	A method set out in the NPPF to help ensure that flood risk to people and property will be managed satisfactorily, while allowing necessary development to go ahead in situations where suitable sites at lower risk of flooding are not available. The two parts to the Test require proposed development to show that it will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.
Flood and Water Management Act (FWMA)	Part of the UK Government's response to Sir Michael Pitt's Report on the Summer 2007 Floods; the aim of which is to clarify the legislative framework for managing local flood risk (flooding from surface water, groundwater and ordinary watercourses) in England.
Flood Defence	Infrastructure used to protect an area against flooding such as floodwalls and embankments.
Flood Resilience measures	Measures designed to reduce the impact of water that enters property and businesses and to promote fast drying and easy cleaning; for example raising electrical appliances, installing tiled flooring.
Flood Resistance measures	Measures to prevent flood water entering a building or damaging its fabric, for example the use of flood guards. This has the same meaning as flood proofing.
Flood Risk	The level of flood risk is the product of the frequency or likelihood of the flood events and their consequences (such as loss, damage, harm, distress and disruption).
Flood Risk Regulations	Transposition of the EU Floods Directive into UK law. The EU Floods Directive is a piece of European Community (EC) legislation to specifically address flood risk by prescribing a common framework for its measurement and management.
Flood Zone	Areas defined by the probability of river and sea flooding, ignoring the presence of defences. Flood Zones are shown on the Environment Agency's Flood Map for Planning (Rivers and Sea), available on the Environment Agency's web site.
Fluvial	Relating to the actions, processes and behaviour of a watercourse (river or stream).
Groundwater	Water that is in the ground, usually referring to water in the saturated zone below the water table.
Lead Local Flood Authority (LLFA)	As defined by the Flood and Water Management Act, in relation to an area in England, this means the unitary authority or where there is no unitary authority, the county council for the area. RB of Greenwich is the LLFA for their administrative

Glossary	Definition
	area.
Local Planning Authority (LPA)	Body that is responsible for controlling planning and development through the planning system.
Main river	Watercourse defined on a 'main river map' designated by Defra.
Mitigation measure	An element of development design which may be used to manage flood risk or avoid an increase in flood risk elsewhere.
National Planning Policy Framework (NPPF)	The National Planning Policy Framework was published on 27 March 2012. It is a framework which sets out the Government's planning policies for England and how these are expected to be applied.
Planning Practice Guidance	Supporting guidance to the National Planning Policy Framework, available at http://planningguidance.communities.gov.uk/
Ordinary watercourse	A watercourse that does not form part of a main river. This includes "all rivers and streams and all ditches, drains, cuts, culverts, dikes, sluices (other than public sewers within the meaning of the Water Industry Act 1991) and passages, through which water flows" according to the Land Drainage Act 1991.
Residual Flood Risk	The remaining flood risk after risk reduction measures have been taken into account.
Return Period	The average time period between rainfall or flood events with the same intensity and effect.
Risk	Risk is a factor of the probability or likelihood of an event occurring multiplied by consequence: Risk = Probability x Consequence. It is also referred to in this report in a more general sense.
Sequential Test	An approach to future site planning whereby new development is directed towards areas with the lowest probability of flooding before consideration of higher risk areas. The Sequential Test helps ensure that development can be safely and sustainably delivered and developers do not waste their time promoting proposals which are inappropriate on flood risk grounds.
Sewer Flooding	Flooding caused by a blockage or overflowing of a sewer or urban drainage system.
Surface Water	Rainwater (including snow and other precipitation) which is on the surface of the ground (whether or not it is moving), and has not entered a watercourse, drainage system or public sewer.
Surface Water Management Plan (SWMP)	A plan which outlines the preferred surface water management strategy in a given location. In this context surface water flooding describes flooding from sewers, drains, groundwater and runoff from land, small watercourses and ditches that occurs as a result of heavy rainfall.
Sustainable drainage systems (SuDS)	Methods of management practices and control structures that are designed to drain surface water in a more sustainable manner than some conventional techniques.
Topographic survey	A survey of ground levels.

Executive Summary

The Flood Risk Regulations 2009 and the Flood and Water Management Act 2010 (the “Act”), enacted by Government in response to the recommendations of The Pitt Review, gave unitary and county councils, as Lead Local Flood Authorities, new responsibilities for leading and co-ordinating the management of local flood risk; namely the flood risk arising from surface water, groundwater and smaller watercourses and ditches, known as ordinary watercourses. This includes a statutory duty to develop, maintain, apply and monitor a strategy for the management of local flood risk.

This Local Flood Risk Management Strategy (the “Strategy”) outlines Islington’s priorities, as the Lead Local Flood Authority for Islington, for local flood risk management and provides a delivery plan to manage the risk over the next six years. The Strategy aims to deliver the greatest benefit to the people, property and environment of Islington. This Strategy is for all members of the public, residents, workers, commuters, business owners and landowners within Islington.

Within Islington, there are risks of flooding from a number of different sources, including surface water runoff and ponding, groundwater and sewer surcharging. It is predicted that this risk will increase in the future; influenced by climate change and increasing pressures on development and housing need. Whilst the interaction of different flood sources is considered, the Strategy only sets out measures to address local sources of flooding namely surface water, groundwater and ordinary watercourses as laid out in Section 9 of the Act. Management of flooding from artificial waterbodies or Thames Water assets such as burst water mains is not included as this sits outside the requirements of the Act.

The Environment Agency has undertaken national modelling of the risk of flooding from surface water and identified that within Islington, 780 residential properties and 118 non-residential properties could be at risk of surface water flooding during a rainfall event with a >3.3% Annual Exceedance Probability (AEP).

Using the latest flood risk information available, and taking account of the local communities’ needs and concerns, Islington has applied the guiding principles, from the Environment Agency’s National Flood and Coastal Erosion Risk Management Strategy for England, when setting the following objectives for the management of local flood risk in Islington:

The Strategy is accompanied by an Action Plan setting out how the objectives of the Strategy will be delivered over the next six years and a Strategic Environmental Assessment (SEA) assessing the impacts of the Strategy on the environment. A range of individual, community, council-led and Risk Management Authority actions and improved awareness will help manage both the likelihood and impact of flooding and consequently lead to social, economic and environmental benefits to Islington’s communities.

Islington Local Flood Risk Management Objectives

- 1) Improve flood risk understanding for properties, communities and infrastructure at risk of flooding from surface water, groundwater or ordinary watercourses.
- 2) Support sustainable growth and development by understanding the needs of all parties and ensuring the best evidence feeds into decision-making.
- 3) Maximise use of resources through targeted flood management and partnership working.
- 4) Improve local community preparedness for flooding events, and co-ordinate stakeholders involved in community flood risk management to ensure efficient warning and recovery.

1. Introduction

1.1 Background

Within Islington, there are risks of flooding from a number of sources, including surface water runoff and ponding, groundwater, and sewer surcharging. In some cases more than one of these sources of flooding can combine to cause a flood event and exacerbate localised flooding. Parts of Islington have a susceptibility to surface water and sewer flooding due to the urbanised nature of the area and the complexity of the sewer system leading to a high potential for constrictions, blockages and failure.

Whilst Islington has not experienced the level of severe flooding in recent years as some other London boroughs, localised flooding has been recorded within the borough in recent years and climate change and continued urbanisation are likely to increase flood risks in the future unless action is taken to mitigate or adapt to that risk.

1.2 Flood Risk Management in Islington

The Flood Risk Regulations 2009 ('the Regulations')¹ and the Flood and Water Management Act 2010 ('the Act')², gave unitary and county councils, as Lead Local Flood Authorities (LLFAs), responsibilities for leading and co-ordinating the management of local flood risk.

Local Flood Risk Definition:

“The risk of flooding from local sources including surface water, groundwater and Ordinary Watercourses (small ditches and watercourses)”

As the LLFA, Islington has a statutory requirement to produce a strategy outlining how local flood risk will be managed and ensure that the actions identified within it are monitored and achieved. The Local Flood Risk Management Strategy ('the Strategy') compliments and contributes towards Islington's existing approach to flood risk management, as outlined in the following documents:

- Islington Surface Water Management Plan (SWMP)³;
- Islington Preliminary Flood Risk Assessment⁴; and
- North London Level 1 Strategic Flood Risk Assessment⁵.

¹ HSMO (2009) The Flood Risk Regulations <http://www.legislation.gov.uk/uksi/2009/3042/contents/made>

² HMSO (2010) The Flood and Water Management Act 2010 <http://www.legislation.gov.uk/ukpga/2010/29/contents>

³ Halcrow (2011) Islington Surface Water Management Plan

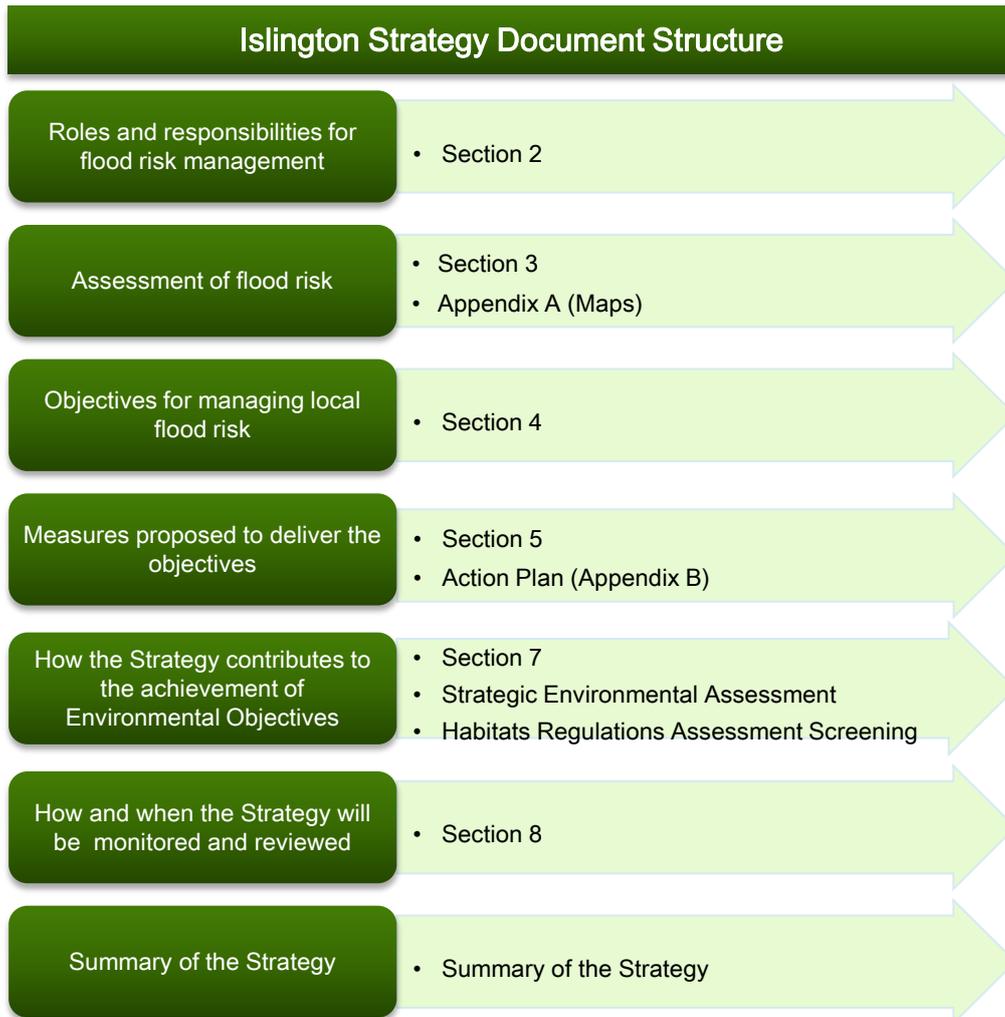
⁴ Halcrow (2011), Preliminary Flood Risk Assessment

⁵ Mouchel (2008), North London Level 1 Strategic Flood Risk Assessment.

1.3 The Islington Strategy

The purpose of this Strategy is to set out Islington’s approach to managing flood risk from local sources (i.e. surface water, ordinary watercourses and groundwater) in both the short and longer term, with proposals for sustainable actions that will help to manage the risk in a way that delivers the greatest benefit to the residents, businesses and environment of Islington. It also outlines how Islington will work with others to manage all sources of flooding within the borough and neighbouring catchments.

Figure 1-1: Structure of the Strategy



This Strategy complements and supports the National Strategy⁶, published by the Environment Agency, which outlines a National framework for flood and coastal risk management, balancing the needs of communities, the economy and the environment.

This Strategy has been developed in partnership with Risk Management Authorities (RMAs)⁷ including the Environment Agency and Thames Water Utilities Limited (TWUL), as well as neighbouring boroughs.

⁶ Defra, Environment Agency (2011) The National Flood and Coastal Erosion Risk Management Strategy for England <http://www.environment-agency.gov.uk/research/policy/130073.aspx>

⁷ A RMA is defined in Section 6 of the Act as the Environment Agency, a lead local flood authority, a district council for an area where there is no unitary authority, an internal drainage board, a water company and a highway authority

Delivering flood risk management also provides the opportunity to deliver wider environmental objectives and requirements, as set out in European legislation including the Water Framework Directive⁸. The approach for this, including the preparation of a Strategic Environmental Assessment (SEA) and Habitats Regulations Assessment (HRA), is outlined in Section 8.

1.4 Legislative context

This section provides a summary of the relevant pieces of national legislation and local policies that outline Islington's requirements for flood risk and environmental management across the borough.

1.4.1 Flood and Water Management Act 2010

The Act aims to provide better, more comprehensive management of flood risk for people, homes and businesses. It does this by defining RMAs and formalises the flood risk management roles and responsibilities for each.

Further details regarding RMA responsibilities and functions in relation to flood risk management responsibilities in Islington are provided in Section 2.

1.4.2 Flood Risk Regulations 2009

Islington lies within the Greater London Flood Risk Area, and as such Islington, as the LLFA, has obligations under the EU Floods Directive⁹, which was transposed into UK Law through the Flood Risk Regulations 2009¹⁰ ('the Regulations'). as outlined below.

1.4.2.1 Preliminary Flood Risk Assessment

Islington is required to prepare a Preliminary Flood Risk Assessment (PFRA) report every six years. Islington's PFRA¹¹ was prepared in 2011. The PFRA seeks to provide a high-level overview of flood risk from local flood sources and includes flooding from surface water (i.e. rainfall resulting in overland runoff), groundwater, ordinary watercourses (smaller watercourses and ditches). The PFRA is currently due to be updated in 2017.

1.4.2.2 Flood Risk Management Plan

Islington is required to prepare a Flood Risk Management Plan (FRMP) outlining significant flood risk, receptors and consequences across their administrative area. FRMPs describe the risk of flooding from rivers, the sea, surface water, groundwater and reservoirs. They set out how Risk Management Authorities (RMAs) will work together, with communities, to manage flood risk and are important for delivering the aims of the Environment Agency's National Flood and Coastal Erosion Risk Management Strategy for England.

An FRMP was prepared and published by the Environment Agency for the Thames River Basin District in 2015, in partnership with Islington and other LLFAs.

The Strategy has been produced with the aim of aligning and integrating the objectives of the Strategy with the wider river basin objectives.

⁸ European Union (2000) Water Framework Directive <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0060:EN:NOT>

⁹ European Union (2007) EU Floods Directive 2007/60/EC <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32007L0060:EN:NOT>

¹⁰ HSMO (2009) The Flood Risk Regulations <http://www.legislation.gov.uk/ukxi/2009/3042/contents/made>

¹¹ Halcrow (2011) Preliminary Flood Risk Assessment for Islington <https://www.islington.gov.uk/-/media/sharepoint-lists/public-records/planningandbuildingcontrol/information/adviceandinformation/20122013/20120809preliminaryfloodriskassessment>

1.4.3 Land Drainage Act 1991

The Land Drainage Act¹² sets the statutory roles and responsibilities of key organisations such as Internal Drainage Boards, local authorities, the Environment Agency and riparian owners with jurisdiction over watercourses and land drainage infrastructure. Parts of the Act have been amended by the Flood and Water Management Act 2010.

1.4.4 Climate Change Act 2008

Under the Climate Change Act¹³, the Government, public bodies and statutory organisations are required to report on how they are adapting to climate change. This Strategy assesses the impact of climate change and its effect on flood risk throughout the borough, and reports on plans to manage and mitigate the effects.

1.4.5 Highways Act 1980

Under Section 100 of the Highways Act¹⁴, Islington as the Highway Authority has powers to construct, maintain or cleanse drainage systems in the highway or on adjoining/nearby land, for the purpose of drainage or prevention of surface water on the highway. Much of the surface water risk in urban environments is associated with highways which are usually the primary flow paths and connect flood waters to the sewer system.

European Directives

1.4.6 Strategic Environmental Assessment (SEA) Directive 2001

The SEA Directive¹⁵ was adopted by the European Union and transposed into English law as the Environmental Assessment of Plans and Programmes Regulations¹⁶ (Statutory Instrument No.1633) in 2004.

The Directive requires a Strategic Environment Assessment to be carried out for all plans and programmes which are 'subject to preparation and/or adoption by an authority at national, regional or local level'. The SEA informs the preferred long-term strategy through its identification of the likely significant effects of the implementation of this Strategy on relevant environmental receptors.

1.4.7 Habitats Regulations Directive

The Habitats Directive was adopted by the European Union in 1992¹⁷ and transposed into English law as the Conservation (Natural Habitats, & c.) Regulations 1994¹⁸

The Directive requires a Habitats Regulations Assessment (HRA) to accompany a plan or project which may have a significant effect on a European site (Special Areas of Conservation, Special Protection Areas and Ramsar sites)

1.4.8 Water Framework Directive (WFD) 2000

The Water Framework Directive (WFD)¹⁹ is a European Directive which introduced a strategic planning process to manage, protect and improve the water environment. The Environment Agency is responsible for preparing management plans for river basin districts in England. These plans must be prepared in line with the requirements of the WFD. The

¹² HMSO (1991) Land Drainage Act <http://www.legislation.gov.uk/ukpga/1991/59/contents>

¹³ HMSO (2008) Climate Change Act http://www.legislation.gov.uk/ukpga/2008/27/pdfs/ukpga_20080027_en.pdf

¹⁴ HMSO (1980) Highways Act <http://www.legislation.gov.uk/ukpga/1980/66/contents>

¹⁵ European Union (2001) Strategic Environmental Assessment Directive 2001/42/EC. <http://ec.europa.eu/environment/eia/sea-legalcontext.htm>

¹⁶ HMSO (2004) Environmental Assessment of Plans and Programmes Regulations. <http://www.legislation.gov.uk/uksi/2004/1633/contents/made>

¹⁷ European Union (1994), The Habitats Directive, http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index_en.htm

¹⁸ HMSO (1994), The Conservation (Natural Habitats &c) Regulations 1994, <http://www.legislation.gov.uk/uksi/1994/2716/contents/made>

¹⁹ European Union (2000) Water Framework Directive 2000/60/EC. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0060:EN:NOT>

plans outline the characteristics of the river basin district, identify the pressures that the local water environment faces and actions to improve or manage these. Islington is covered by the Thames River Basin Management Plan (RBMP)²⁰.

This Strategy has been assessed for WFD compliance to ensure that local measures reduce flood risk, comply with the objectives of the WFD, and identify, where possible, measures to contribute to achieving WFD objectives, in line with the Thames RBMP.

Planning Policy

1.4.9 National Planning Policy Framework

As the Local Planning Authority, the National Planning Policy Framework²¹ (NPPF) and supporting guidance²² requires Islington to undertake a Strategic Flood Risk Assessment (SFRA) and to use the findings, and those of other studies, to inform strategic land use planning including the application of the Sequential Test which seeks to steer development towards areas of lowest flood risk prior to consideration of areas of greater risk. Islington's Level 1 SFRA was produced in 2008, as part of the joint North London Level 1 SFRA⁵. At the time of writing the Islington SFRA is undergoing an update and is due for publication in 2017.

1.4.9.1 Ministerial Statement HCWS161: Sustainable Drainage

The government published a ministerial statement (HCWS161)²³ on sustainable drainage systems (SuDS) on 18th December 2014 whereby decisions on planning applications relating to major development²⁴ must ensure that SuDS for the management of runoff are put in place, unless demonstrated to be inappropriate. Planning applicants must demonstrate that the proposed minimum standards of operation are appropriate and that there are clear arrangements in place for ongoing maintenance. The ministerial statement should be read in conjunction with the policies in the NPPF.

Islington has produced local guidance on SuDS design which can be found on our website [here](#).

1.4.10 The London Plan (March 2016)

The London Plan (March 2016)²⁵ sets out an integrated economic, environmental, transport and social framework for the development of London over a 20-25 year period. This document, published in March 2015, is consolidated with all the alterations to the London Plan since 2011. The Plan includes a number of key policies aimed to assist protection of the water environment during redevelopment and construction. The following policies are of relevance to flood risk and drainage:

- Policy 5.11 Green Roofs and Development Site Environs
- Policy 5.12 Flood Risk Management
- Policy 5.13 Sustainable Drainage

²⁰ Thames River Basin Management Plan (2015) <https://www.gov.uk/government/publications/thames-river-basin-district-river-basin-management-plan>

²¹ Communities and Local Government (2012) National Planning Policy Framework <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950>

²² Communities and Local Government (2014) Planning Practice Guidance: Flood Risk and Coastal Change:

<http://planningguidance.planningportal.gov.uk/blog/guidance/flood-risk-and-coastal-change/>

²³ <http://www.parliament.uk/documents/commons-vote-office/December%202014/18%20December/6.%20DCLG-sustainable-drainage-systems.pdf>

²⁴ Developments of 10 dwellings or more; or equivalent non-residential or mixed development (as set out in Article 2(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2010)

²⁵ Greater London Authority, March 2016, The London Plan The spatial development strategy for London consolidated with alterations since 2011.

1.4.10.1 Sustainable Design and Construction SPD

The Sustainable Design and Construction SPG²⁶ provides guidance on the implementation of London Plan policy 5.3 - Sustainable Design and Construction, as well as a range of policies relating to environmental sustainability. It is a key supporting document for the management of flood risk in London and the implementation of SuDS.

To support the flood related policies in the London Plan, the SPG includes guidance on:

- Surface water flooding and sustainable drainage, including Surface Water Management Plans (SWMP), greenfield runoff rates, the multifunctional benefits of SuDS, management of SuDS and contributions;
- Flood resilience and resistance of buildings in flood risk areas;
- Flood risk management, including the design life of development, safety, and basements;
- Flood defences; and,
- Other sources of flooding, including groundwater flooding, reservoir flooding and surface water flooding.

With regards to greenfield runoff rates, the SPG states the following preferred standards:

“ all developments on greenfield sites must maintain greenfield runoff rates. On previously developed sites, runoff rates should not be more than three times the calculated greenfield rate. The only exceptions to this, where greater discharge rates may be acceptable, are where a pumped discharge would be required to meet the standards or where surface water drainage is to tidal waters and therefore would be able to discharge at unrestricted rates provided unacceptable scour would not result”.

However, if it is not practical to achieve greenfield runoff rates, the essential standards for runoff requires a minimum of 50% attenuation of the site's (prior to re-development) surface water runoff at peak times. Developers are required to demonstrate and justify why the greenfield runoff rate cannot be achieved, and identify which methods/opportunities have been used to minimise final site runoff, as close to greenfield rate as practical. This should be done using calculations and drawings appropriate to the scale of the application.

1.4.11 Islington Local Plan

The most up to date Local Plan policies can be viewed online at

<https://www.islington.gov.uk/planning/planningpol>

Details of Islington policy supporting flood and water management at the time of producing this strategy are included below;

Core Strategy Strategic Policies;

- **CS10: Sustainable Design**

E. Requiring all development to demonstrate that it is designed to be adapted to climate change, particularly through design which minimises overheating and incorporates sustainable drainage systems (SUDS), with more specific targets to be set out in the Development Management Policies. Developments may also be required to contribute to wider local adaptation schemes which mitigate the impacts of climate change.

²⁶ Mayor of London, 2014, Sustainable Design and Construction SPG, London Plan 2011 Implementation Framework.

- **CS15: Open Space and green infrastructure**

G. Maximising the contribution of new and existing open spaces to broader sustainability objectives including SUDS, climate change adaptation and biodiversity. These opportunities will be set out in the aforementioned Open Space and Green Infrastructure Strategy.

Development Management Policies

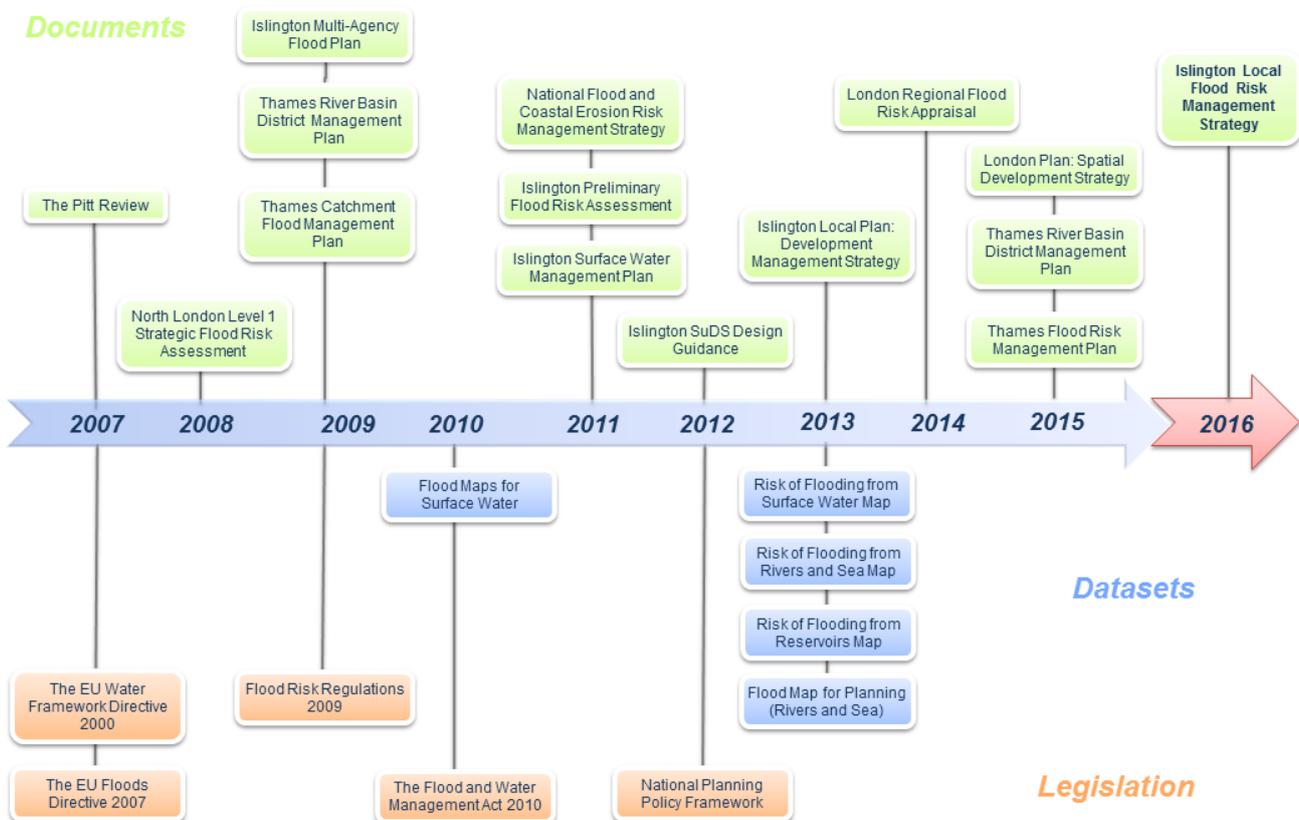
Policy DM6.6: Flood Prevention

- A. Applications for major developments creating new floorspace and major Changes of Use that are likely to result in an intensification of water use are required to include details to demonstrate that Sustainable Urban Drainage Systems (SUDS) have been incorporated and meet the following design standards:
- i) Quantity: schemes must be designed to reduce flows to a 'greenfield rate' of run-off (8 litres/second/hectare for Islington), where feasible. The volume of run-off that must be stored on site should be calculated based on the nationally agreed return period value of a 1 in 100 years flood plus a 30% allowance for climate change for the worst storm duration. Where it is demonstrated that a greenfield run-off rate is not feasible, runoff rates should be minimised as far as possible. The maximum permitted runoff rate will be 50 litres/second/hectare.
 - ii) Quality: the design must follow the SUDS 'management train', maximise source control, provide the relevant number of 'treatment stages' and identify how the 'first flush' will be dealt with.
 - iii) Amenity and biodiversity: the design must maximise amenity and biodiversity benefits, while ensuring flow and volumes of run-off entering open space are predictable and water at the surface is clean and safe. Schemes should maximise areas of landscaping and/or other permeable surfaces to support this.
- B. Sites located in Local Flood Risk Zones (LFRZs) will be required to submit a Flood Risk Assessment (FRA) to assess the risk of flooding, particularly surface water flooding, taking climate change projections into account. Where the FRA indicates that an additional volume of run-off must be stored above and beyond the amount calculated based on the method above, this must be provided on site.
- C. All minor new build developments of one unit or more are required to reduce existing run-off levels as far as possible, and as a minimum maintain existing run-off levels, including through the incorporation of SUDS.
- D. Developments may be required to make contributions to addressing surface water flood risk, particularly where they are located in areas considered at high risk of surface water flooding and in exceptional cases where the SUDS quantity standards cannot be achieved on site.

1.5 Supporting plans and documents

Over recent years, a number of documents have been prepared detailing the assessment and management of flood risk within Islington and across administrative boundaries with neighbouring boroughs. Figure 1-2 illustrates the sequence of flood risk studies, plans, legislation and data in relation to the Strategy. Each of these have built on emerging evidence, assessments and modelling techniques to improve the knowledge of flood risk across the borough.

Figure 1-2: Timeline of supporting documents, datasets and legislation for the Strategy



1.5.1 Surface Water Management Plan (SWMP)

A Surface Water Management Plan (SWMP) was prepared for Islington in October 2011²⁷ as part of the wider Drain London Project²⁸ for all 33 Boroughs within Greater London. A SWMP is a plan which outlines the preferred surface water management strategy in a given location. In this context surface water flooding describes flooding from sewers, drains, groundwater, and runoff from land, small water courses and ditches that occurs as a result of heavy rainfall.

²⁷ Halcrow (2011). Islington Surface Water Management Plan

²⁸ <https://www.london.gov.uk/mayor-assembly/gla/governing-organisation/executive-team/directors-decisions/DD1250>

The objectives of the SWMP are to:

- Develop a robust understanding of surface water flood risk in and around Islington, taking into account the challenges of climate change, population and demographic change and increasing urbanisation in London;
- Identify, define and prioritise Critical Drainage Areas (CDA), including further definition of existing local flood risk zones and mapping new areas of potential flood risk;
- Make holistic and multifunctional recommendations for surface water management which improve emergency and land use planning, and enable better flood risk and drainage infrastructure investments;
- Establish and consolidate partnerships between key drainage stakeholders to facilitate a collaborative culture of data, skills, resource and learning sharing and exchange, and closer coordination to utilise cross boundary working opportunities;
- Undertake engagement with stakeholders to raise awareness of surface water flooding, identify flood risks and assets, and agree mitigation measures and actions;
- Deliver outputs to enable a real change on the ground rather than just reports and models, whereby partners and stakeholders take ownership of their flood risk and commit to delivery and maintenance of the recommended measures and actions;
- Meet Islington's specific objectives as recorded during the development of the SWMP (further details have been specified in the SWMP);
- Facilitate discussions and report implications relating to wider issues falling outside the remit of the work specified in the SWMP, but deemed important by partners and stakeholders for effectively fulfilling their responsibilities and delivering future aspects of flood risk management.

Where appropriate, the findings of the SWMP have been referred to within this LFRMS.

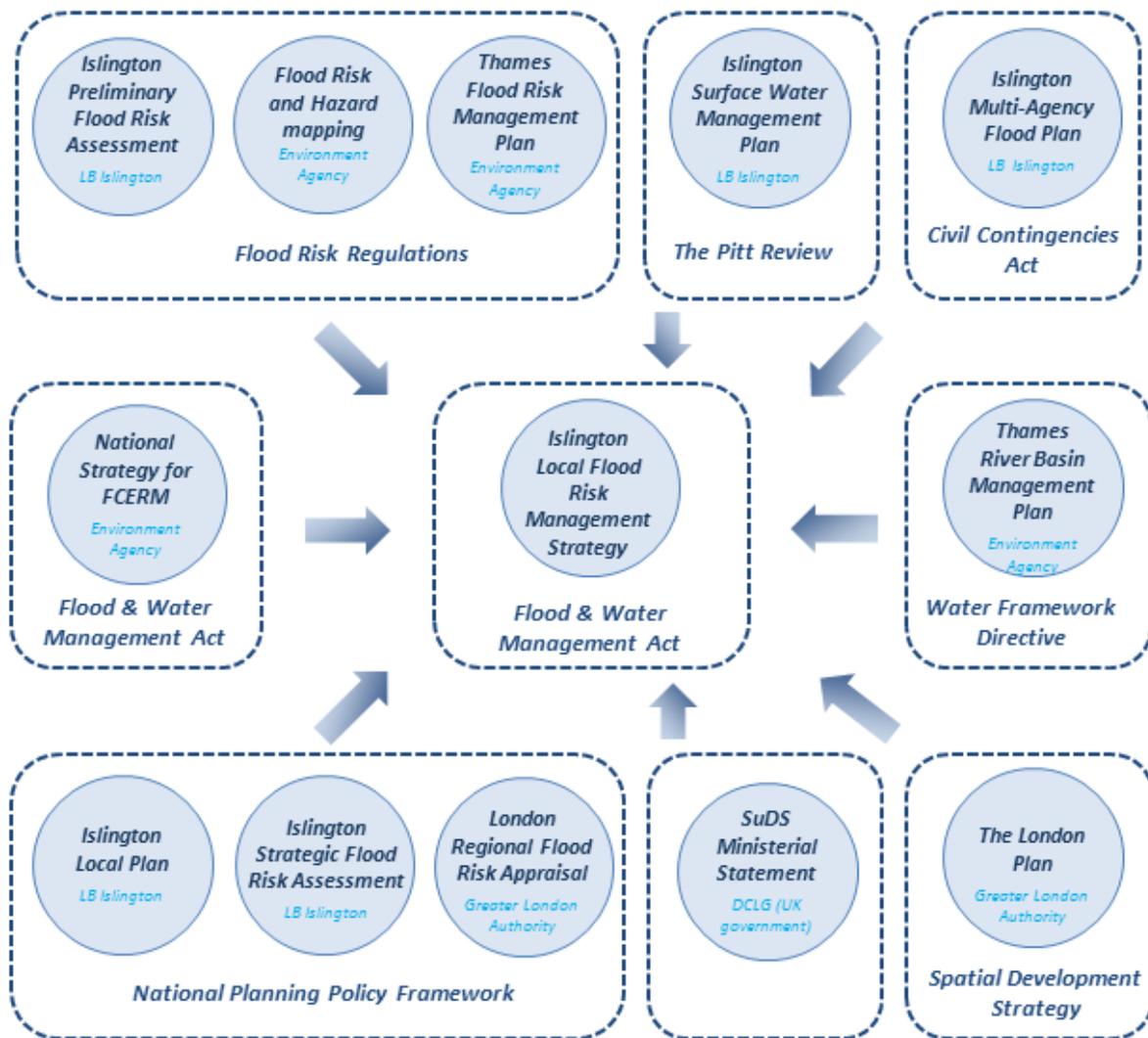
1.5.2 Bringing together existing evidence

This Strategy draws together existing flood risk studies and plans, including technical information and historic records of flooding presented in the SWMP, SFRA and the PFRA, into a single document that outlines how Islington will manage local flood risk going forwards, as illustrated in.

The Strategy also draws from wider environmental plans covering the Thames River Basin District including the Thames RBMP and the Thames Catchment Flood Management Plan (CFMP)²⁹ as updated by the Thames FRMP (see section 1.4.2) to ensure a coordinated approach to flood risk management at a catchment level.

²⁹ Environment Agency (2009) Thames Catchment Flood Management Plan
<https://www.gov.uk/government/publications/thames-catchment-flood-management-plan>

Figure 1-3 : Legislative Drivers and Supporting Documents for the Strategy



2 Roles and Responsibilities for flood risk management

2.1 Who are the 'Risk Management Authorities' in Islington?

Flood events are often a complex interaction of flood source(s), pathway(s) and receptor(s), the responsibility for managing which can lie with a number of different organisations or individuals. As a result, a clear definition of responsibilities and effective communication across these organisations and individuals is vital if the risk to people, property and the environment across Islington is to be managed effectively.

The following organisations are designated Risk Management Authorities (RMAs) under the Regulations and the Act, and have a number of legal responsibilities for managing flood risk in Islington:

- Islington as the Lead Local Flood Authority (LLFA) and Highways Authority;
- Environment Agency;
- Thames Water as the water and sewerage undertaker; and
- Transport for London as the Highways Authority for the Red Routes.

All RMAs have a duty to cooperate with the LLFA and other RMAs when exercising their flood risk management functions.

In addition, other legislation such as the Highways Act 1980³⁰, Water Industry Act 1991³¹, Water Resources Act 1991³² and Civil Contingencies Act 2004³³ place duties and powers upon specific organisations and individuals of relevance to local flood risk management.

2.2 Islington – Roles and responsibilities

Islington has a number of roles and responsibilities for flood risk management under the Act, the Regulations and other national legislation, as outlined below.

2.2.1 Role as LLFA

As the LLFA, Islington has a number of duties and discretionary powers under the Act, the Regulations and Land Drainage Act 1991. Figure 2-1 presents the LLFA duties and discretionary powers.

2.2.1.1 SuDS Statutory Consultee

The recent government SuDS policy update (see section 1.4.9.1) has assigned LLFAs as statutory consultees to the planning process for surface water drainage in relation to planning applications for major development. From 6th April 2015, SuDS proposals must be submitted for all planning applications for major developments. As the LLFA, Islington is consulted on the drainage elements of planning applications to ensure they conform to necessary national and local SuDS standards.

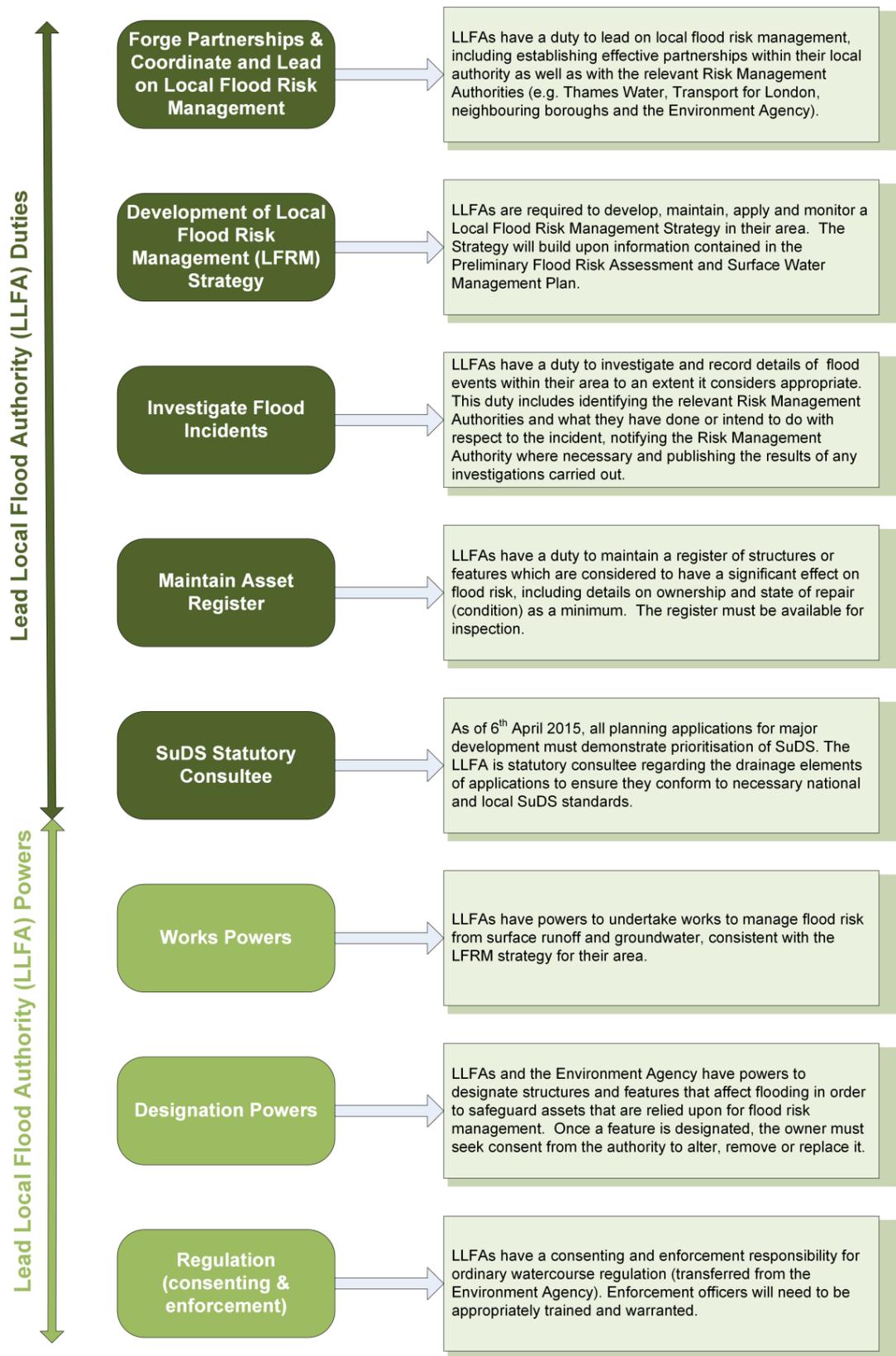
³⁰ HMSO (1980 Highways Act <http://www.legislation.gov.uk/ukpga/1980/66>)

³¹ HMSO (1991) Water Industry Act <http://www.legislation.gov.uk/ukpga/1991/56/contents>

³² HMSO (1991) Water Resources Act <http://www.legislation.gov.uk/ukpga/1991/57/contents>

³³ HMSO (2004) Civil Contingencies Act <http://www.legislation.gov.uk/ukpga/2004/36/contents>

Figure 2-1: Islington Duties and Discretionary Powers as LLFA



2.2.2 Role as Highway Authority

The highway drainage system is integral in the management and behaviour of surface water during heavy rainfall events. As a Highway Authority, Islington is required by the Highways Act 1980 to ensure that all local highways are drained of surface water and where necessary maintain highway drainage systems (excluding red routes managed by TfL).

2.2.3 Role as Emergency responder

Islington is a Category 1 Responder under the Civil Contingencies Act 2004 and therefore has a responsibility, along with other organisations, for developing emergency plans, contingency plans and business continuity plans to help reduce, control or ease the effects of an emergency in Islington.

2.2.4 Role as Local Planning Authority

As a Local Planning Authority (LPA) Islington has a responsibility to consider flood risk in their strategic land use planning and the development of their Local Plan, as set out under the NPPF and supporting guidance. Islington is the 'decision maker' on flood risk for planning applications for development, taking into consideration technical advice from other risk management authorities as consultees (statutory). When considering applications for development, the Council requires site-specific flood risk assessments to be undertaken in line with the NPPF

2.2.5 As the Regulator of Ordinary Watercourses

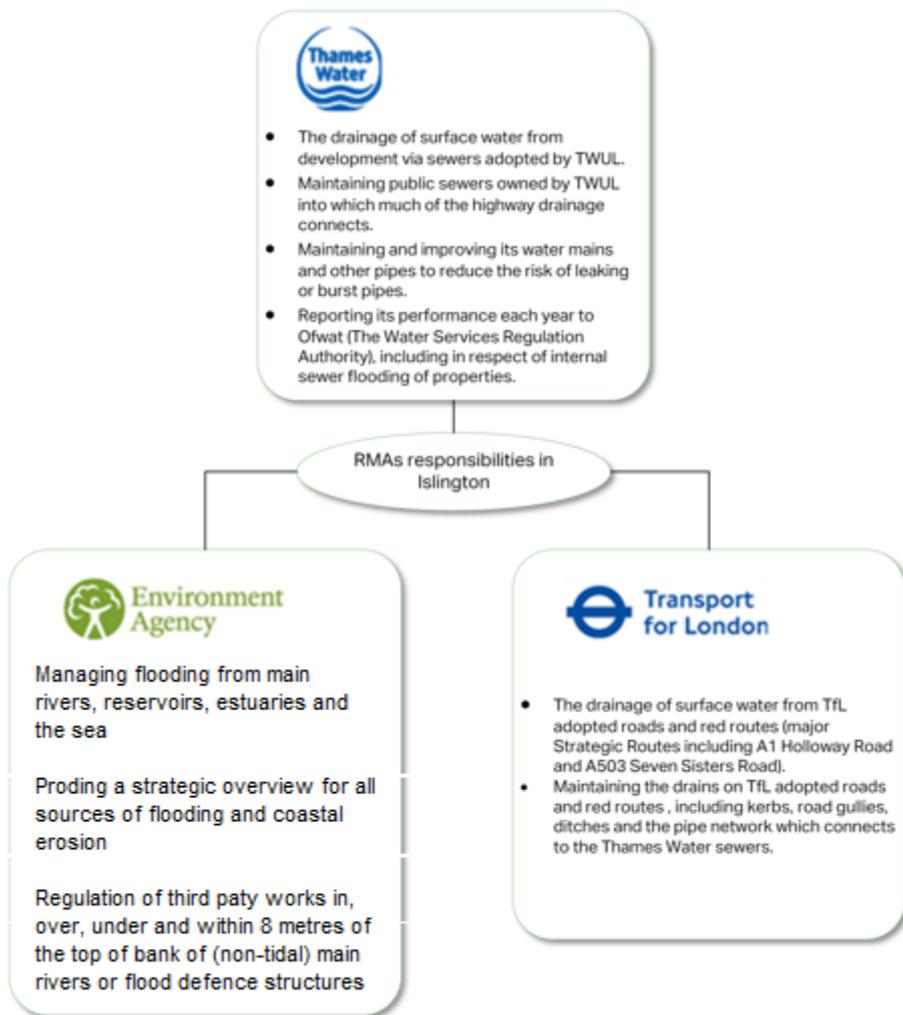
Under the Land Drainage Act 1991 as amended by the 'the Act', one of the Council's roles is the regulation of ordinary watercourse consent. Any works (either temporary or permanent), that may alter or impact the flow or storage of water within an ordinary watercourse will require consent from the Council prior to any work being carried out.

2.2.6 Role as a land owner and asset owner

Islington is responsible for the maintenance of Council owned assets which have a role in flood risk management. These include community open spaces.

2.3 Other RMAs in Islington

Figure 2-1 Responsibilities of other RMAs in Islington



2.4 Responsibilities of Other Organisations / Individuals

Islington recognises the vital role individuals, communities and businesses have in managing flood risk and the requirement for more information to be available to support these initiatives. This Strategy aims to promote and encourage personal responsibility by raising awareness of flood risk and how this can be reduced and by supporting community-based actions.

2.4.1 Property Owners and Residents

It is the responsibility of householders and businesses to look after their property, including protecting it from flooding. It is important that householders, whose homes are at risk of flooding, take steps to ensure that their home is protected.

Practical guidance can be found in the publication 'Prepare your property for

Home and Business owners are responsible for:

- Protecting their property (through property level resilience and resistance measures).
- Maintaining a proper flow of water in any watercourse running through their land.

Individuals can:

- Reduce flood risk by taking action such as disposing of leaf litter rather than letting it block drains
- Co-operating with neighbours and other RMAs, getting involved in local flood risk management activities.

flooding' available on the Environment Agency website³⁴.

2.4.2 Riparian Owners

Riparian owners have the responsibility to manage their own flood risk. If you own land which is adjacent to a watercourse or land which has a watercourse running through it, you are a riparian owner and you have certain legal responsibilities to maintain the watercourse unobstructed. Where a watercourse marks the boundary between adjoining properties, it is normally presumed the riparian owner owns the land up to the centre line of the watercourse.

In general, riparian owners also have the responsibility of piped watercourses and culverts, from where they enter to the point they leave that person's land. The duties, responsibilities and rights exist for piped watercourses and culverts as for

2.4.3 Insurance Companies

Insurers do not have any statutory duties or responsibilities under the Act. However, the Flood Reinsurance Scheme under the Water Act 2014³⁵, known as 'Flood Re', is a not-for-profit scheme proposed by the Association of British Insurers to safeguard the availability and affordability of flood insurance for properties at high risk. The scheme will cap the flood aspect of buildings insurance according to council tax band, and will be funded by an annual levy on all household premiums. Properties in Tax band H and properties built since 2009 are not covered by the scheme.

2.4.4 Other local stakeholders

There are a number of other local stakeholders with an interest in flood risk management in Islington, with whom Islington already working with to manage flood risk where necessary. These are:

- Network Rail;
- London Underground;
- Canal and Rivers Trust;
- Neighbouring Councils, including City of London and the London Boroughs of Haringey, Hackney, and Camden.

These organisations will be involved as required to support flood studies and schemes, or to provide information, support and input on a project-by-project basis. We will continue to work with neighbouring authorities through the Central London North Flood Risk Partnership group, in order to address any issues and learn from any incidents.

³⁴ Environment Agency website - 'Prepare your property for flooding' <https://www.gov.uk/prepare-for-a-flood>

³⁵ HMSO (2014) The Water Act 2014 <http://www.legislation.gov.uk/ukpga/2014/21/contents/enacted>

3. Overview of Flood Risk in Islington

3.1 Flood Risk

Flood risk is not just the likelihood of flooding occurring, but also the potential damage a flood could cause. Assessing risk in quantifiable, financial terms can help prioritise where available funding should be directed, as well as support applications for additional external funding.

However, it should also be borne in mind that the consequences of flooding can be far reaching and not always easy to value, particularly the social impacts of displacement from property, loss of possessions and fear of repeat events.

What is Flood Risk?

Flood Risk is the likelihood of a particular flood happening (probability) e.g. 'there is a 1 in 100 chance of flood in any given year in this location', multiplied by the impact or consequence that will result if the flood occurs.



The evaluation of risk takes into account the severity of impacts from a flood event, which can be highly variable in terms of social, economic and environmental consequences. Consequences are often measured by number of properties flooded and level of economic damage. It will also be influenced by vulnerability (i.e. a basement flat or a key emergency service station is more vulnerable than a commercial warehouse).

There will only be a risk if there is a means (pathway) of connecting the source of the flood with the people, property and land that may be affected (receptors). Source, pathway and receptor must all be present for there to be a risk.



3.2 Local Sources

Flood Risk across Islington is associated with a number of sources including surface water runoff; sewer and highway networks; groundwater; artificial sources (Regent's Canal) and a combination of any of these sources.

Sewers and artificial sources are not considered to be 'local' sources of flooding. Consequently, they do not fall under the responsibility of Islington and the scope of this Strategy. However, these sources may be considered to be significant within Islington and

can combine with local sources to create a flood event. Therefore a brief summary of all flood sources is provided below along with the identification of the responsible RMA for each flooding source. Maps illustrating the flood risk from all sources are provided in 9.3Appendix A.

3.3 Surface Water from Rainfall (Pluvial)

Surface water flooding usually occurs during very intense rainfall which causes water to flow over the surface of the ground and create deep pools or puddles of water in low lying areas. This type of flooding is most common in urban areas where water is unable to enter the ground because of tarmac or other impermeable surfaces. It can be exacerbated when the ground is saturated and/or when watercourses or road drainage systems have insufficient capacity to cope with the additional surface water runoff or due to a lack of maintenance.

Islington's planning policies and decisions on planning applications in relation to major developments (those of 10 dwellings or more; or equivalent non-residential or mixed development) ensure that sustainable drainage systems for the management of run-off are put in place. https://www.islington.gov.uk/planning/planningpol/other-planning-guidance/sustainable/sus_building/suds_buildings

Islington has produced a good practice guide for sustainable urban drainage and which will be actively promoted.

https://www.islington.gov.uk/~/_media/sharepoint-lists/public-records/environmentalprotection/information/guidance/20112012/20120303sudsgoodpracticeguide.pdf

Islington will work closely with Thames Water to reduce the risk of run off from surface water surcharging the combined sewers. Where the risk of excessive run off has been identified Thames Water will be included in any design and implementation of mitigation measures.

3.3.1 Historic records

There are very few historic records of surface water flooding held by Islington. Surface water flooding incidents attributed to heavy rainfall were documented in neighbouring boroughs in 2002, August 2008 and December 2009, which may also have affected Islington, although this is unconfirmed. Islington now investigates and records any flooding events covered by this strategy.

During a stakeholder workshop held in 2016, small localised flooding issues were noted. However, these are largely attributed to Thames Water assets (discussed further under sewer flooding **Error! Reference source not found.**). It was noted that St John's Way in Upper Holloway tends to accumulate standing water during heavy rainfall.

3.3.2 Future flood risk

During the production of the SWMP, areas at greatest risk from surface water flooding were identified as Critical Drainage Areas (CDAs) or Local Flood Risk Zones (LFRZs) which are mapped in Figure A4 in 9.3Appendix A and discussed further in section 0. More recently, The Environment Agency has undertaken national modelling of the risk of flooding from

surface water and published the mapping outcomes on their website in December 2013. The Risk of Flooding from Surface Water Map³⁶ identifies the risk of surface water flooding at a strategic scale, utilising up to date datasets and refined modelling techniques to provide a useful means whereby surface water flood risk extents can be identified.

3.3.3 Surface Water flood risk is banded based on the following:

- **High Risk:** at risk of flooding for a rainfall event with a 3.3% AEP (1 in 30 year chance of flooding in any one year);
- **Medium Risk:** at risk of flooding for a rainfall event with a 1% AEP (1 in 100 year chance of flooding in any one year); and,
- **Low Risk:** at risk of flooding for a rainfall event with a 0.1% AEP (1 in 1000 year chance of flooding in any one year).

3.3.4 A high level assessment of the risk to properties, critical infrastructure, transport, heritage and the environment has been undertaken for this Strategy using the Environment Agency’s National Receptor Database and the Risk of Flooding from Surface Water mapping to provide an indication of the level of risk facing Islington. This is presented in

Table 2-1 and mapped in Figure A5.

Table 2-1: Number of properties at Risk of Flooding in Islington (based on Environment Agency Risk of Flooding from Surface Water mapping (RoFSW))

Type of Property		Risk		
		High	Medium	Low
Residential		780	2840	10493
Non-residential	Commercial & Industrial	86	307	1174
	Public Services (Education, Health Centre, Residential Home, Community Centre, Library, Fire/Ambulance, Police Station, Hospital, Museum, Church)	23	56	270
	Electricity Sub Station or Building	9	40	111
	Other ³⁷	206	583	2221
	Total (excl. other)	118	403	1555
Residential and Non-Residential Total		898	3243	12048

3.3.5 Figure A2 in Appendix A shows the modelled surface water flood risk across Islington. The PFRA and SWMP identify parts of Islington to be susceptible to surface water flooding, including:

- Caledonian Road (bottom of canal museum),
- Clerkenwell Road,
- Jackson Road,

³⁶ Flood Risk from Surface Water maps, previously known as the updated Flood Map for Surface Water (uFMfSW) dataset, is owned by Islington (for their respective administrative area). Available to view here: <https://flood-warning-information.service.gov.uk/long-term-flood-risk/map?map=Reservoirs>

³⁷ Majority of ‘Other’ contains unclassified buildings where the building type has not been verified, due to it being recently built. ‘Other’ also includes sport/leisure centres, hotels, hostels, library, museums, cinemas and public toilets.

- Finsbury Park Station – Severn Sisters Road (entrance near the bridge), and,
- Upper Holloway area.

Although the modelling evidence base has been updated since the production of the SWMP, the RoFSW dataset confirms these locations to still be at risk, Other localised areas may be more susceptible to risk of flooding to roads, ground floors or basements.

Responsible RMA: Islington, as the LLFA, is responsible for managing the risk of surface water flooding.

3.4 Groundwater

Groundwater flooding occurs as a result of a rising water table from the underlying aquifer or from water flowing from springs. This tends to occur after long periods of sustained heavy rainfall and can be unpredictable in both location and time of flooding, often lasting longer than a river or surface water flood. High groundwater levels may not always lead to widespread groundwater flooding; but has the potential to exacerbate the risk of;

- surface water flooding by saturating the soil and reducing the amount of rainfall the ground can accept,
- river flooding by increasing the base flow in rivers, and
- sewer flooding through the interaction between groundwater and underground sewer networks.

3.4.1 Historic records

Islington do not hold any historic records of groundwater flooding. The Islington SWMP mapped several records of groundwater flooding across the borough based on records provided by the Environment Agency.

Islington is underlain by gravel deposits (Boyn Hill formation and Hackney Gravel formation) to the south and east, which overlay an impermeable clay layer beneath. This may contribute to localised flooding events after periods of prolonged rain due to water being released from the gravels, because of the impermeable layer of clay preventing the rainfall percolating through.

During the preparation of the strategy, anecdotal evidence was provided relating to basement flooding in the north of the borough in Ashley Road and that properties in Heathville Road have also reported water running through their gardens³⁸. This is in close proximity to a recorded groundwater flood incident from the Environment Agency data.

3.4.2 Future flood risk

Groundwater flooding can be particularly difficult to predict due to the 'hidden' nature of the source of flooding and relatively longer period as the water table rises and emerges, often several days or weeks after heavy rainfall has fallen and river levels have dropped. Basements and other below-ground level installations are particularly vulnerable to groundwater flooding, although property and land above ground level can be at risk.

Existing efforts to predict groundwater flooding events are based on monitoring water levels in boreholes in areas known to be at risk. These systems can give days or weeks warning

³⁸ based on discussions with Council Officers, Environment Agency and Thames Water during Islington Strategy Stakeholder Meeting on 02/03/16

notice before flooding might occur. Groundwater models can also be used to provide early warning systems to alert authorities to possible groundwater flooding in advance allowing authorities to plan their response and possibly even to implement mitigating measures. However, the monitoring of boreholes and development of groundwater flood models can be costly, and are only normally undertaken in those areas of greatest risk.

For the Islington SWMP, an 'Increased Potential for Elevated Groundwater' (IPEG) dataset was derived from British Geological Survey, Environment Agency and Defra groundwater flooding datasets. The dataset identifies areas where ground conditions may be prone to rising groundwater levels, and which may rise to within 2 m of ground surface following periods of higher than average rainfall and is intended as a high-level risk assessment. The IPEG map (see Figure A3) indicates that the area with greatest potential for elevated groundwater is around the eastern boundary with Hackney from Leconfield Road to the junction of City Road and Tabernacle Street in the south with some other small pockets of risk in the southern half of the Borough.

Recorded historic flood incidents do not appear to closely correspond with areas in the IPEG being quite widely dispersed across the borough as discussed above, and therefore groundwater flooding incidents may potentially occur outside these areas.

3.4.3 Responsible RMA: Islington, as the LLFA, is responsible for managing the risk of groundwater flooding. The Council also works with other organisations, including the Environment Agency, to manage this risk.

3.5 Ordinary Watercourse

Ordinary watercourses include every river, stream, ditch, drain, cut, dyke, sluice, sewer (other than a public sewer) and passage through which water flows, above ground or culverted, which is not designated as a main river.

As stated in the SFRA and SWMP, and supported by figure A1 in Appendix A; there are no identified ordinary watercourses within Islington. The mapped above ground watercourses are the New River (a Thames Water, water supply asset) and the Regents Canal (an artificial waterbody managed by the Canals and Rivers Trust). These are considered under 'other sources of flooding. It is therefore considered that there is no risk of flooding from ordinary watercourses within the Borough.

3.5.1 Responsible RMA: Islington, as the LLFA, is responsible for managing the risk of ordinary watercourse flooding

3.6 Other Sources of flooding

3.6.1 During heavy rainfall flooding from the sewer system may occur if the amount of rainfall exceeds the capacity of the sewer system / drainage system; the system becomes blocked by debris or sediment; and/or high water levels in receiving watercourses cause water to back up in the sewer system and overflow. Sewer flooding generally results in localised short term flooding.

Sewers are designed to cope with the vast majority of storms but occasionally rainfall can be so heavy that it overwhelms the system. When this happens, sewage can overflow from manholes and gullies and flood homes and gardens. It is difficult to disassociate sewer flooding from surface water runoff (for which Islington is responsible for as LLFA).

Islington is served by a combined sewer network, with a deep series of east-west interceptor sewers transporting flows to Becton Sewage Treatment Works.

3.6.2 Historic records

TWUL records sewer flooding incidents reported to them.

3.6.3 Future Flood Risk

Climate change is anticipated to increase the potential risk from sewer flooding as summer storms become more intense and winter storms more prolonged. This combination is likely to increase the pressure on the existing efficiency of sewer systems, thereby reducing their design standard and leading to more frequent localised flooding incidents. Sewer flooding could be exacerbated by the increase in surface water runoff caused by heavy rainfall.

TWUL prioritise flooding on a risk basis and assess, implement and manage the risk on a cost benefit basis.

3.6.4 Responsible RMA: Thames Water Utilities Limited, as the sewerage undertaker in Islington

3.7 Water Mains

Flood risks from the water supply network are predominantly from burst mains and in general smaller in nature compared to other sources of flood risk. They are also virtually impossible to predict. Flooding from burst water mains is not covered under the Act. Further information on management and response to this type of flooding should be requested from TWUL.

3.7.1 Historic records

The SFRA notes incidents of flooding from burst water mains, which were attended by Islington officers in Wallace Road in November 2003 and Upper Street in February 2006, although details of these incidents are not included. A more recent incident in December 2016 has once again flooded Upper Street as a result of a burst water main affecting numerous homes and businesses, particularly basements. Final numbers of properties affected are unconfirmed at the time of writing although around 50 properties have been reportedly evacuated by emergency services.

3.7.2 Future Flood Risk

Whilst it is extremely difficult to predict where a burst water main may occur, the increasing age of assets may make these types of incidents more likely. The risk can be managed where TWUL continue to improve understanding of the condition of their network and schedule proactive maintenance work.

3.8 Artificial Sources

Artificial sources include any water bodies not covered under other categories and typically include canals, lakes and reservoirs. Within Islington these include;

- The Regents Canal
- The Claremont Square Reservoir
- The New River

3.9 Reservoirs

In the unlikely event that a reservoir dam failed, a large volume of water would escape at once and flooding could happen with little or no warning. The Environment Agency's Risk of Flooding from Reservoirs map³⁹ shows the area and depths of flooding and flow velocities that could occur if a large reservoir were to fail and release the water it holds. A large reservoir is one that holds over 25,000 cubic metres of water, equivalent to approximately 10 Olympic sized swimming pools. Since this is a worst case scenario, it's unlikely that any actual flood would be this large.

The Claremont Square Reservoir is a covered water supply reservoir managed by Thames Water in the south of the borough and is not included in the risk of flooding from reservoirs mapping. Whilst there are no open reservoirs within Islington, some northern parts of the borough are mapped in the risk of flooding from reservoirs map in the event of failure of reservoirs outside of the borough.

3.9.1 Historic records

There are no records held of reservoir flooding in the borough.

3.10 The New River

Whilst not classified as a reservoir, the New River may also be considered in the same context as reservoir flooding as an artificially constructed water body. Sections of the New River are elevated above ground level and a failure of the embankment at these locations would result in a significant discharge of flow in a similar way to reservoir breach. The purpose of the New River is water supply and therefore Thames Water does not permit any new connections for drainage purposes.

3.10.1 Historic records

Anecdotal evidence provided to support the Strategy⁴⁰ has stated that properties near Willow Bridge Road have been flooded as a result of overflows from the New River at least once in the last ten years.

3.11 The Regents Canal

Generally canals have a very low risk of flooding compared to more naturally occurring rivers. As artificial waterbodies, the levels can be easily controlled to prevent overtopping. The Regents Canal (managed by the Canal and Rivers Trust) is therefore considered to pose a minimal likelihood of flooding. There are no records held of flood incidents.

3.11.1 Future flood risk

Reservoir flooding is extremely unlikely to happen. There has been no loss of life in the UK from reservoir flooding since 1925. All large reservoirs must be inspected and supervised by reservoir panel engineers on a yearly basis. As the enforcement authority for the Reservoirs Act 1975 in England, the Environment Agency are responsible for ensuring that reservoirs are inspected regularly and essential safety work is carried out.

The New River as an artificial water supply route should not pose a future flood risk. However, some issues have been noted regarding overtopping of the New River in

³⁹ Environment Agency website: <https://flood-warning-information.service.gov.uk/long-term-flood-risk/map?map=SurfaceWater>

⁴⁰ Based on discussions with council officers during stakeholder meeting on 02/03/16

Islington. Thames Water as the asset owner should ensure the causes are fully investigated and where possible rectified.

3.11.2 Responsible RMA: Thames Water as owner and operator of the Claremont Square reservoir and New River are responsible for ensuring they do not pose a flood risk. The Canal and Rivers Trust are not an RMA under FWMA. Therefore, in the unlikely event of a flood incident associated with the Regents Canal, Islington would be the Lead RMA and work with the Canal and Rivers Trust.

3.12 Future Flooding in Islington

Islington is faced by a number of pressures which could influence flood risk in the future, both adversely and beneficially, these include:

- Climate change leading to more intense periods of rainfall, increasing the frequency of large-scale flooding and the chances of flooding occurring where it has not been experienced before;
- Heightened sewer levels preventing surface water from draining;
- Population increase leading to increased demand for development and key services;
- Pressure for new development in areas at risk of flooding or changes in land use which increase risk elsewhere;
- Deterioration of structures or features that currently protect us from flooding and thus require maintenance or replacement;
- Lack of maintenance or replacement of said structure or features of the existing strategic drainage network;
- Public sector cuts leading to reduced maintenance activities and reduced central government funding for flood alleviation schemes; and
- More stringent building regulations and new developments which can contribute to reducing flood risk.

4. Impact of climate change

Current predictions of future rainfall indicate that increasing numbers of severe and extreme weather events are expected in the future. Intense storms are the main cause of surface water flooding, which would also increase in frequency. It is predicted that the frequency of heavy rainfall events could double by the 2080s according to the UK Climate Projections 2009⁴¹. By the 2080s, it is predicted that there could be around three times as many days in winter with heavy rainfall (defined as more than 25mm in a day) and that the amount of rain in extreme storms (with a 20% AEP or rarer) could increase locally by 40%. Consequently, the number of properties, business and critical infrastructure at risk will also increase.

⁴¹ United Kingdom Climate Projections 2009 <http://ukclimateprojections.defra.gov.uk/>

The effects of climate change by 2050 for London are presented in **Table 2-2 Effects of climate change under different UKCP09 emission scenarios**

Effects of climate change	Low emissions	Medium emissions	High emissions
% change in annual mean precipitation	0%	0%	0%
% change in winter mean precipitation	12%	14%	16%
% change in summer mean precipitation	-14%	-19%	-19%

4.1 Implications for flood risk

Climate change can affect local flood risk in several ways. Impacts will depend on local conditions and vulnerability. Wetter winters and more of this rain falling in wet spells may increase river flooding in both rural and heavily urbanised catchments.

In Islington, more intense rainfall is likely to result in an increase in localised surface water flooding. In turn, this may increase pressure on drains, sewers and water quality of connected waterbodies. Storm intensity in summer could increase even in drier summers. Rising river levels may increase local flood risk inland or away from major rivers because of interactions with drains, sewers and smaller watercourses.

Where appropriate, local assessments are needed to understand climate impacts in detail, including effects from other factors like land use.

4.2 Adapting to Change

Past emissions means some climate change is inevitable. It is essential to respond by planning ahead. Islington will prepare by understanding the current and future vulnerability to flooding, developing plans for increased resilience and building the capacity to adapt. Regular review and adherence to these plans is key to achieving long-term, sustainable benefits.

Although the broad climate change picture is clear, the Council will have to make local decisions against deeper uncertainty. Islington will therefore consider a range of measures and retain flexibility to adapt. This approach, embodied within flood risk appraisal guidance, will help to ensure that the vulnerability of communities and businesses to flooding does not increase.

A number of regional and local policies are in place to reduce the impact of and adapt to climate change, including Policy 5.13 Sustainable Drainage (London Plan) and Policy CS10 Sustainable design (Islington Core Strategy).

4.3 Including allowances for Climate Change in Flood Risk Management

The NPPF and supporting guidance set out the allowances required for climate change to be used in Flood Risk Assessments. The Environment Agency has produced guidance on Climate Change Allowances for Planners⁴² to support the NPPF to outline requirements for preparing FRAs for Local Plans and planning applications. This includes recommended

⁴² <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>

national precautionary sensitivity ranges for peak rainfall intensity and peak river flow suitable for use in the planning system (Table 2-3).

Table 2-3 Recommended national precautionary sensitivity ranges for peak rainfall intensity and peak river flow

Parameter	Category allowance	Total potential change anticipated for the '2020s' (2015 to 2039)	Total potential change anticipated for the '2050s' (2040 to 2069)	Total potential change anticipated for the '2080s' (2070 to 2115)
Peak rainfall intensity	Upper end	10%	20%	40%
	Central	5%	10%	20%
Peak river flow	Upper End	25%	35%	70%
	Higher central	15%	25%	35%
	Central	10%	15%	25%

All new development should be planned and designed to avoid or mitigate the impacts of climate change, with the sensitivity ranges for peak rainfall intensity and river flow (Table 2-3) accounted for during drainage design.

4.4 Critical Drainage Areas in Islington

The Islington SWMP outlines the preferred surface water management strategy across Islington. The SWMP has defined Critical Drainage Areas (CDAs) as “A discrete geographic area (usually a hydrological catchment) where multiple and interlinked sources of flood risk (surface water, groundwater, sewer, main river and/or tidal) cause flooding in one or more Local Flood Risk Zones during severe weather thereby affecting people, property or local infrastructure.”

Identified CDAs in Islington are listed in Figure 2-2 and shown in Figure A4 in Appendix A.

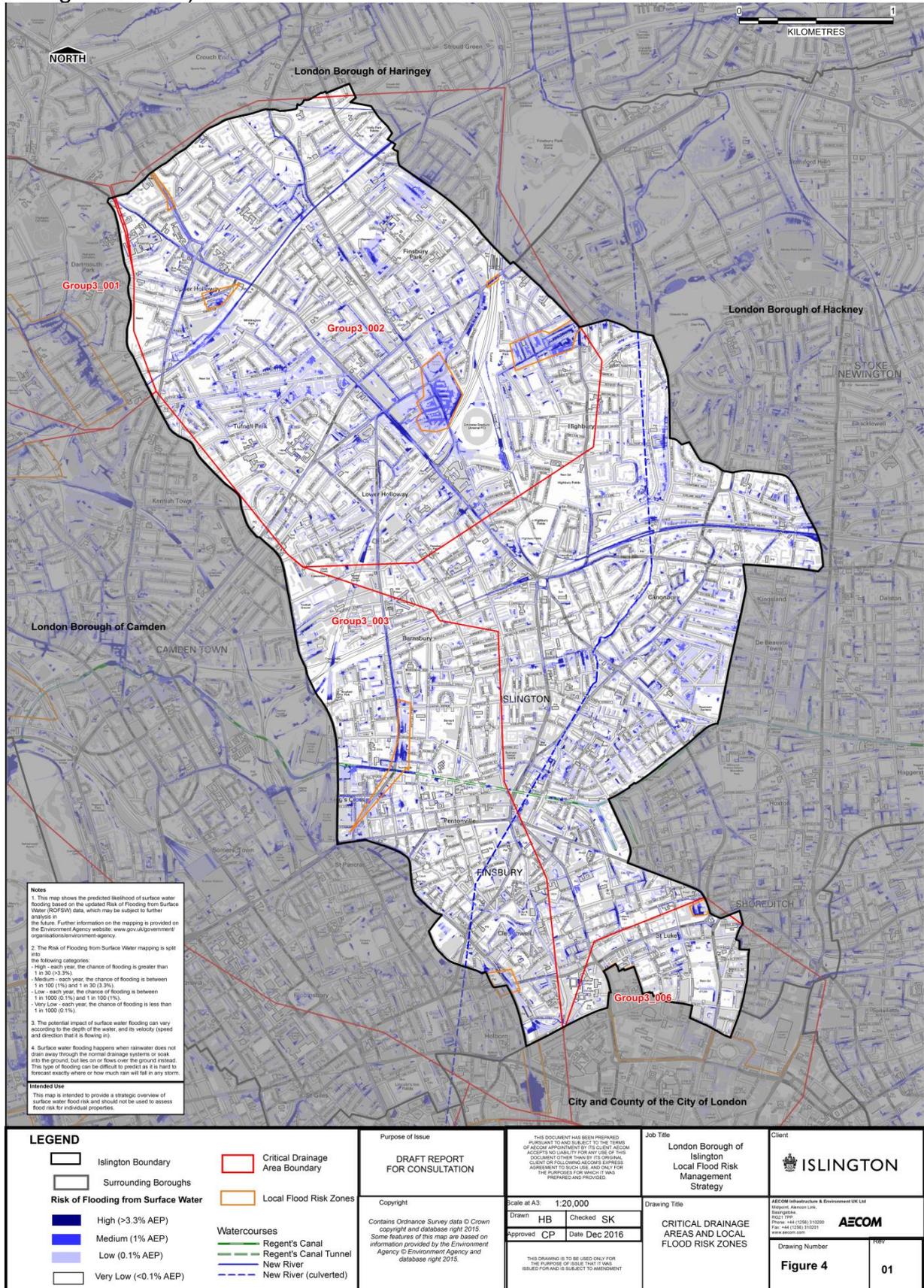
Table 2-4: Critical Drainage Areas (CDAs) in Islington (from the SWMP)

CDA ID	LFRZ ID	LFRZ Name
Group3_002	3006	Gillespie Road
	3008	Jackson Road – Emirates Football Stadium
	3009	Finsbury Park Station – Severn Sisters Road
	3010	Archway Road, adjacent to College
	3011	St John’s Grove
Group3_003	3004	Caledonian Road
	3005	Clerkenwell Road
	3013	Gospel Oak (LB Camden)
	3020	Farringdon Street/City Thameslink (City of London)
	3024	Primrose Hill (LB Camden)
Group3_006	3007	St Lukes
	3019	Barbican (City of London)
	3022	Liverpool Street Station (City of London)

Note: Grey cells relate to Local Flood Risk Zones (LFRZs)⁴³ outside of Islington that fall within the CDA

⁴³ Discrete areas of flooding that do not exceed the national criteria for a ‘Flood Risk Area’ but still affect houses, businesses or infrastructure. A LFRZ is defined as the actual spatial extent of predicted flooding in a single location

Figure 2-2 Critical Drainage Areas and Local Flood Risk Zones in Islington (as derived from the Islington SWMP)



5. Objectives for managing flood risk

5.1 Islington Local Flood Risk objectives

The following objectives for managing local flood risk in Islington have been developed and agreed with the RMAs:

Islington Local Objectives

- 1) Improve flood risk understanding for properties, communities and infrastructure at risk of flooding from surface water, groundwater or ordinary watercourses.
- 2) Support sustainable growth and development by understanding the needs of all parties and ensuring the best evidence feeds into decision-making.
- 3) Maximise use of resources through targeted flood management and partnership working.
- 4) Improve local community preparedness for flooding events, and co-ordinate stakeholders involved in community flood risk management to ensure efficient warning and recovery.

5.2 National Flood Risk Management objectives

Islington has developed the objectives of this Strategy in line with the Environment Agency's National Flood and Coastal Erosion Risk Management Strategy for England⁴⁴. This sets out the following national objectives for flood risk management;

- **Understand the risks** – understanding the risks of flooding and coastal erosion, working together to put in place long-term plans to manage these risks and making sure that other plans take account of them;
- **Prevent inappropriate development** – avoiding inappropriate development in areas of flood and coastal erosion risk and being careful to manage land elsewhere to avoid increasing risks;
- **Manage the likelihood of flooding** – building, maintaining and improving flood and coastal erosion management infrastructure and systems to reduce the likelihood of harm to people and damage to the economy, environment and society;
- **Help people to manage their own risk** – increasing public awareness of the risk that remains and engaging with people at risk to encourage them to take action to manage the risks that they face and to make their property more resilient; and,
- **Improve flood prediction, warning and post-flood recovery** – improving the detection, forecasting and issue of warnings of flooding, planning for and co-ordinating a rapid response to flood emergencies and promoting faster recovery from flooding.

5.3 Guiding Principles for Local Flood Risk Management

The National Strategy aims and objectives are supported by six high-level principles listed in Table 2-5, to guide decisions on risk management activities, and the process by which

⁴⁴ Environment Agency (2011) National flood and coastal erosion risk management strategic for England
<http://www.environment-agency.gov.uk/research/policy/130073.aspx>

they are taken, at both a national and local level. Islington has used these to guide the development of objectives and identification of measures to deliver local flood risk management within Islington.

Table 2-5 Guiding Principles for Local Flood Risk Management in Islington	
Proportionate and risk based approach	Flood risk management activities should be proportionate to the risk that is faced. It is not possible to prevent flooding altogether. To try and do so would be technically unfeasible, environmentally damaging and uneconomical. A risk based approach to managing flooding targets investment to areas where the risk is greatest by examining both the likelihood and consequences of a flood occurring.
A catchment based approach	To manage flood risk effectively, it is important to understand the interactions with the wider area over the entire catchment. This means ensuring that activities are coordinated and working closely with neighbouring authorities to ensure that activities do not adversely affect other areas.
Community focus and partnership working	Working closely with communities provides a clearer understanding of the issues and appreciation of the community perspective of flooding. Giving communities a greater say in what activities take place and helping them to manage their own risk will result in better decisions being made and allows greater flexibility in the activities that take place. It is also vital to work in partnership with other authorities to ensure that risk is managed in a coordinated way beyond the boundaries and responsibilities of individual authorities and organisations.
Beneficiaries encouraged to invest	If funding for flood risk management activities relies on central and local government alone, then those activities will be significantly limited by the funds available. They will also be constrained by national controls and reduce the scope for local influence. Those that benefit should therefore be encouraged to invest in order to maximise flood risk management activity and allow innovative solutions to take place.
Sustainability	More sustainable approaches to flood risk management should be sought to consider wider sustainability issues such as the environment, whole-life costs, and the impact of climate change. Wherever possible, solutions to flooding problems should work with natural processes and aim to enhance the environment.
Multiple benefits	Flood risk management solutions can often provide additional social, economic and environmental benefits. For example the use of sustainable drainage systems (SuDS) can reduce the pollution of watercourses by minimising urban storm water runoff. The potential to achieve multiple benefits should be considered in all flood risk management activities.

6 Measures to achieve delivery of flood management objectives

This section sets out how the local flood risk management objectives will be delivered over the next six years. A number of measures and actions have been identified to achieve this, and these are set out in more detail in the Action Plan that accompanies the Strategy, as provided in Appendix B. These will help to improve the understanding of flood risk across the Borough and inform the way flood risk is reduced and planned for, and to increase resilience against the impacts of climate change.

In delivering flood risk management, there is the opportunity to help deliver environmental objectives and requirements, as set out in European Legislation including the Water Framework Directive. A Strategic Environmental Assessment and a Habitats Regulations Assessment Screening exercise has been undertaken to inform the Strategy development; further details are provided in Section 8.

6.1 Delivery of Flood Risk Management

As the LLFA, Islington has been undertaking a number of activities to deliver duties under the Act and take a proactive approach to delivering local flood risk management in Islington. Some of the key activities undertaken to date are outlined in Box 5.1.

Box 5.1: Flood Risk Management Activities Delivered in Islington

- Production of a Surface Water Management Plan,
- Production of a Preliminary Flood Risk Assessment,
- Attending meetings with Drain London Strategic flood group comprising representatives from Camden, City of London, City of Westminster, Kensington and Chelsea and Hammersmith and Fulham,
- Production of SuDS Guidance,
- Implementation of SuDS schemes in the public realm; Ashby Grove & Spa Fields,
- Development of a basement policy, and,
- Securing funding from the Environment Agency to undertake investigations into flooding risk, mechanisms and potential mitigation schemes in the identified CDAs (3002, 3003, & 3006),

6.2 Measures to achieve flood management objectives

Table 6-1: Measures to achieve flood management objectives		
Objective	Measures proposed	Guiding principles
Improve flood risk understanding for properties, communities and infrastructure at risk of flooding from surface water, groundwater or ordinary watercourses.	<ul style="list-style-type: none"> • Improve understanding and identify areas at particular risk from surface water flooding and groundwater flooding. • Model flooding within areas identified at risk, identify actions to mitigate flood risk to human life, property and infrastructure. • Improve in house records of assets which influence water management by sharing information with partner authorities (e.g. Thames Water, TfL, Network Rail, London Underground). 	<ul style="list-style-type: none"> • Community focus and partnership working. • Beneficiaries encouraged to invest
Support sustainable growth and development by understanding the needs of all parties and ensuring the best evidence feeds into decision-making	<ul style="list-style-type: none"> • Provide planning guidance in relation to the potential risks associated with basement development including risk from flooding. • Inform planning decisions using the most up-to date flood risk information. • Ensure all new developments are prioritising the use of SuDS and water sensitive urban design, and that tools are available to support this. 	<ul style="list-style-type: none"> • Community focus and partnership working. • Sustainability
Maximise use of resources through targeted flood management and partnership working	<ul style="list-style-type: none"> • Ensure the most recent flood evidence base is feeding into flood management funding decisions. • Build on opportunities to work in partnership with other local stakeholders for multiple benefits. 	<ul style="list-style-type: none"> • Community focus and partnership working. • Beneficiaries encouraged to invest
Improve local community preparedness for flooding events, and co-ordinate stakeholders involved in community flood risk management to ensure efficient warning and recovery	<ul style="list-style-type: none"> • Support the public in providing and signposting information that increases resilience to flooding. • Encourage local residents to get involved in managing their own risk through small local schemes. • Improve communication between partner authorities and build on lessons learnt. 	<ul style="list-style-type: none"> • Community focus and partnership working. • Beneficiaries encouraged to invest • Proportionate and risk-based approach

6.3 Islington LFRMS Action Plan

Objective	Measure	Sub-actions	Delivery Lead	Start by	Complete by	Funding source	Priority/notes	
1	Improve flood risk understanding for properties, communities and infrastructure at risk of flooding from surface water, groundwater or ordinary watercourses.	Improve understanding and identify areas at particular risk from surface water flooding and groundwater flooding	Improve methods of data capture to build on in house flooding information.	LBI Highways	2017/18	2018/19	Defra Grant funding	Medium
			Develop online tools where the public or stakeholders can input or upload information.	LBI Highways	2017/18	2019/20	Internal TBC	Low
			Clarify how flood related contact gets recorded with 'contact Islington' and identify any improvements.	LBI Highways	2017/18	2018/19	Internal TBC	Medium
		Model flooding within areas identified at risk, identify actions to mitigate flood risk to human life, property and infrastructure.	Undertake refined modelling based on the North Islington Critical Drainage Area.	LBI Highways	2016/17	2017/18	FCRM GiA	High – funding already approved and work ongoing
			Undertake refined modelling based on the Central Islington Critical Drainage Area.	LBI Highways	2016/17	2017/18	FCRM GiA	
			Undertake refined modelling based on the South Islington Critical Drainage Area.	LBI Highways	2016/17	2017/18	FCRM GiA	
		Improve in house records of assets which influence water management by sharing information with partner authorities (eg. Thames Water, TfL, Network Rail, London Underground).	Share and agree asset information with local stakeholders.	LBI Highways, TfL, TWUL	2016/17	2020/21	Internal TBC	Medium
			Ensure asset information from different council teams is collated together.	LBI Highways, Emergency Planning, Parks	2017/18	2020/21	Internal TBC	Medium
			Develop and publish an asset register.	LBI Highways, TfL, TWUL	2016/17	2017/18	Defra Grant funding	High – legal requirement
			Develop an action plan to target deteriorating assets.	LBI Highways, TfL, TWUL	2017/18	2018/19	Defra Grant funding	Medium
2	Support sustainable growth and development by understanding the needs of all parties and ensuring the best evidence feeds into decision-making	Provide planning guidance in relation to the potential risks associated with basement development including risk from flooding.	Review basement guidance annually.	LBI Planning, Highways	2017/18	Ongoing	Internal TBC	Low
			Improve information to public about cumulative impacts of basements.	LBI Planning, Highways	2017/18	2018/19	Internal TBC	Medium
		Inform planning decisions using the most up-to date flood risk information.	Update the Strategic Flood Risk Assessment.	LBI Planning	2016/17	2017/18	Internal TBC	High
			Review how existing flood data currently feeds into planning decisions.	LBI Planning, Highways	2017/18	2018/19	Internal TBC	Medium
		Ensure all new developments are prioritising the use of SuDS and water sensitive urban design, and that the tools are available to support this.	Review Islington SuDS guidance.	LBI Highways, Planning	2018/19	2019/20	Internal TBC	Low
			Promote retrofitting and small scheme SuDS.	LBI Highways	2017/18	2019/20	Defra Grant funding	Medium
3	Maximise use of resources through targeted flood management	Ensure the most recent flood evidence base is feeding into flood management funding decisions.	Following completion of local studies, target management to identified areas of risk through developing an action plan.	LBI Highways	2017/18	2019/20	Internal TBC	Low
			Collate local knowledge and public reports to define local hotspots.	LBI Highways	2017/18	2018/19	Internal TBC	Medium

	and partnership working	Build on opportunities to work in partnership with other local stakeholders for multiple benefits.	Prepare a communication plan and public awareness plan including stakeholder mapping.	LBI Highways	2017/18	2020/21	Internal TBC	Low
			Identify opportunities to work in partnership with neighbouring boroughs on cross-boundary issues.	LBI Highways	2017/18	Ongoing	Internal / FCRM GiA	Medium
			Identify opportunities for joint project funding with other RMAs and local stakeholders.	LBI Highways, TWUL, EA	2017/18	2020/21	Internal TBC	Medium
4	Improve local community preparedness for flooding events, and co-ordinate stakeholders involved in community flood risk management to ensure efficient warning and recovery.	Support the public in providing and signposting information that increases resilience to flooding.	Develop a 'who to contact' pamphlet.	LBI Highways, emergency planning	2017/18	2019/20	Defra Grant funding	Medium
Identify communities most vulnerable to flood risk in Islington.			LBI Highways	2016/17	Ongoing	Defra Grant funding	High	
Engage with community groups about available information.			LBI Highways	2017/18	2019/20	Internal TBC	Low	
Review website and update with links to emerging advice.			LBI Highways	2017/18	2017/18	Defra Grant funding	Medium	
Encourage sign up to free warning alerts in identified risk areas.			LBI Highways, Emergency Planning, EA	2017/18	Ongoing	Internal TBC	Low	
		Encourage local residents to get involved in managing their own risk through small local schemes.	Develop links with communities in higher risk areas.	LBI Highways, Emergency Planning, EA	2017/18	2019/20	Internal TBC	Medium
			Support property or street levels schemes such as de-paving or pocket parks.	LBI Highways	2017/18	2020/21	Defra Grant funding	Medium
			Support formation of community groups.	LBI Highways	2017/18	Ongoing	Internal TBC	Low
		Improve communication between partner authorities and build on lessons learnt.	Raise awareness of the multi-agency flood plan with RMA teams and emergency responders.	LBI Emergency Planning	2016/17	Ongoing	Internal TBC	Medium
			Meet regularly with partner responders to share information and maintain communication channels.	LBI Emergency Planning, Highways	2016/17	Ongoing	Internal TBC	High

7. Prioritising actions and funding flood risk management

7.1 Flood risk measures

It is not possible to prevent all flooding, and with limited resources and funding, flood risk management work will need to be prioritised. Each measure in this Strategy has been split into a number of actions (as outlined in the Action Plan in Appendix B) and these have been prioritised as High, Medium or Low based on current understanding of local flood risk, resources and funding available to address.

As understanding of flood risk improves, Islington will develop specific mitigation schemes and activities to address flood risk in those areas at greatest risk, where required and appropriate. This will require a clear protocol in terms of identifying which actions or schemes should be taken forward given the limited local and national funding streams. In these cases the following will be important considerations:

- **Risk** - the risk of doing nothing in terms of economic, social and environmental impacts,
- **Consequence** - how many people or properties the measure or scheme could impact, e.g. an individual property, parish or Islington as a whole, and
- **Deliverability** - including costs and technical deliverability, e.g. providing information on flood resilience measures via the council website would be cheaper and technically easier to implement than designing and implementing a large flood alleviation scheme.

Moving forward, to ensure funding and resources are targeted to those areas and actions of highest importance, the Council will prioritise local flood risk management activities based on the following, where:

- There is a historic and ongoing flood risk from local flooding sources (surface water and groundwater),
- Funding is available,
- There is an identified benefit to properties, communities, businesses and / or infrastructure,
- Funding is made available by partners, where perhaps traditional funding sources are not available or cannot fully fund the cost of the measure,
- The measure delivers benefit and mitigation to areas identified as being at risk through Islington's Strategy, SFRA, SWMP or PFRA, and,
- Schemes deliver multiple benefits, including wider environmental benefits.

The prioritisation of schemes and actions will be reviewed annually based on available funding, resources and local priorities.

7.2 Funding flood risk management projects

In the main, flood risk management projects are funded by a combination of the following funding streams:

- **National funding** – Flood and Coastal Erosion Risk Management Grant in Aid (FCRM GiA);
- **Regional funding** – Local Levy; and,

– **Local / other funding contributions.**

The mechanism for attracting the national (FCRM GiA) and regional (Local Levy) funding gives priority to the protection of residential properties.

7.2.1 Flood and Coastal Erosion Management Grant in Aid

Flood and Coastal Risk Management Grant in Aid (FCRM GiA) is the capital budget set aside by central government for flood defence projects across England. Following consultation during 2011, the Department for the Environment, Food and Rural Affairs (Defra) introduced a new approach to the funding of flood risk management capital projects. This approach was termed the ‘Flood and Coastal Resilience Partnership Funding’ approach. The Partnership Funding Approach is governed by the Environment Agency and represents a key source of funding for flood alleviation measures proposed by LLFAs.

The key benefits of the new approach are:

- Communities, through their Regional Flood and Coastal Committees (RFCCs), can take decisions on which projects should progress, based on local willingness to contribute towards the benefits that would be delivered,
- The programme of capital works will be prioritised based on the damages being prevented by the project, and,
- A higher proportion of capital projects can be eligible for some government funding, subject to resources being available.

7.2.2 Other funding sources

In order to maximise the benefits of the new approach to funding of flood risk management capital projects, Islington will work closely with partnering organisations and other bodies to seek alternative sources of funding. It is important to note that the likelihood of securing FCRM GiA can significantly increase when other sources of funding are secured.

In taking forward flood risk management activities, the Council will need to consider securing funding from alternative sources, including Central Government, other RMAs and stakeholders and private beneficiaries. Looking at schemes with multiple benefits could open up more avenues of internal revenue than purely flood risk management, particularly where measures address existing core activities for the Council.

Whilst the process of attracting funding from private sources is still developing, Table 6-1 highlights possible sources of funding that could contribute to the delivery of flood risk management projects or schemes.

Table 6-1: Potential Sources of Funding

Potential Sources of Funding	Description	Administered By:
Local Levy	A levy on local authorities within the boundary of each Regional Flood and Coastal Committee (RFCC). The Local Levy is used to support, with the approval of the committee, flood risk management projects that are not considered to be national priorities and hence do not attract full national funding through the FCRM GiA.	Environment Agency through Thames RFCC
Private Contributions	Voluntary, but funding from beneficiaries of projects could make contributions from national funding viable. Contributions could be financial or "in kind" e.g. land, volunteer labour.	Islington
Water Company Investment	Investment is heavily regulated by Ofwat but opportunities for contributions to area-wide projects which benefit their customers, for example by addressing sewer under-capacity problems and locating and removing surface water draining to the foul sewer to reduce combined sewer outfall spills.	Thames Water Utilities Limited
Community Infrastructure Levy (CIL)	The Community Infrastructure Levy (CIL) allows Local Authorities to raise funds from developers undertaking new building projects within their area of governance. Such funds can be used to mitigate the effects of the development, including flood defences.	Islington
Section 106 Agreements	Section 106 agreements (Town and Country Planning Act 1990) are a mechanism designed to make a development proposal acceptable in planning terms, through the site specific mitigation of impacts from a development.	Islington
Local Residents / Businesses	Community engagement can be a very effective means of raising awareness of flood risks and management activities in local areas, and promoting a sense of 'helping communities to help themselves' can result in contributions from private sources, such as local residents and businesses.	Islington
Funding for Local Flood Risk Management Responsibilities	The Government has committed funding annually to support LLFAs in their flood management roles up to 2016/17. The funding is provided through 'Area Based Grants', which have been allocated Defra based on the individual flood risk each local authority faces. Beyond this period funding commitments are unclear.	Islington
Local Flood Risk Management Partners	Local Flood Risk Management Partners, or Risk Management Authorities, could also be engaged. For example Thames Water manage much of the drainage system and therefore could be a potential source of funding if a scheme offers mutual benefits.	Islington
Council Tax	A "ring-fenced" provision within the annual council tax for the specific purpose of addressing flood risk management.	Islington
Business Rates Supplements	Agreement from local businesses to raise rates for specified purposes.	Islington
Council Capital Funding	The Council's infrastructure programme, prioritising capital improvement projects. The Council programme may include funding for drainage capacity improvements for highway drainage systems, for example, but could include a flood scheme, if benefits can be identified.	Islington

Potential Sources of Funding	Description	Administered By:
Council Revenue Funding	The Council has a number of revenue streams to support technical and administrative processes and to maintain council infrastructure. Existing revenue budgets include Highway Drainage and Gully Maintenance, and Ordinary Watercourse Maintenance, discharging the Lead Local Flood Authority duty for the Council.	Islington
Thames Water schemes	Thames Water may often support schemes where there is a demonstrable reduction in risk from sewer flooding due to removal of surface water from the combined sewer system. IN 2015, they launched the 'twenty 4 twenty' scheme which aims to invest £20 million to reduce at least 20 hectares of impermeable areas currently draining to sewer by creating new SuDS schemes.	Thames Water

7.2.3 Maintenance Costs

In the current financial climate, there are significant pressures on the Council budget and funding for maintenance activities. Using the Strategy Action Plan, historic flood evidence and communication with residents, Islington will look to prioritise maintenance for those assets which have the greatest effect on local flood risk and in those areas most at risk to maximise effectiveness of limited funding. At the same time, the Council will seek to maximise income from external sources, including asset owners and riparian owners, for flood risk management.

8 Delivery of wider environmental objectives

8.1 Overview

This section outlines how this Strategy will contribute to the achievement of wider environmental objectives. A Strategic Environmental Assessment⁴⁵ (SEA) and Habitats Regulations Assessment (HRA) screening assessment of the Strategy has been undertaken alongside the development of the Strategy to inform sustainable decision making throughout.

8.1.1 Strategic Environmental Assessment Background

SEA is an iterative, systematic, publicly accountable framework with an overarching aim of integrating environmental considerations within policy development at the earliest opportunity whilst providing an 'audit trail' of option development and environmental mitigation.

Article 1 of the SEA Directive states that the preparation of an SEA will “provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development”. More simply an SEA is undertaken to identify the significant impacts that plans, programmes and strategies may have on the existing and future environment, and therefore heightens the consideration of environmental issues in decision making processes and planning.

SEA involves the identification and evaluation of potential environmental impacts resulting from the implementation of high-level decision-making (e.g. a plan, programme or strategy). By addressing strategic level issues, the SEA aids the selection of the preferred options, directs individual schemes towards the most environmentally appropriate solutions and locations and helps to ensure that resulting schemes comply with legislation and other environmental requirements. Impacts should not just be considered on a direct basis but should encompass temporary, permanent, positive, negative, secondary, cumulative and synergistic impacts over a range of timescales and probabilities.

The application of the SEA process to flood management plans and programmes is not legally required in every case, however adopting the SEA approach is strongly encouraged by Defra to enable a strategic approach to managing flood risk.

The SEA process ensures that environmental considerations inform the development of objectives and measures of the Strategy, whilst mitigating against adverse environmental impacts and highlighting areas of environmental and socioeconomic opportunity. Additionally, the SEA process identifies how the Strategy can contribute to the achievement of wider environmental objectives, including WFD objectives.

⁴⁵ AECOM (2016) Islington Strategic Environmental Assessment to support the Local Flood Risk Management Strategy

8.1.2 Strategic Environmental Assessment Approach

The Communities and Local Government's Guidance on the development of an SEA⁴⁶ identifies five key stages which are intended to be valid for all plans and programmes to which the Directive implies, irrespective of their geographical scope.

- Stage A *Scoping and Baseline* was conducted during the Strategy SEA Scoping stage
- Stage B *Developing and Refining Alternatives and Assessing Effects* is covered in the *Preparation of an SEA Environmental Report* (Stage C).
- Stage D relates to *Consultation* of both the Draft Strategy and Environmental Report.
- Stage E *Implementation and Monitoring* will occur over the lifetime of the Strategy in order to ensure continual improvement and the delivery of effective flood risk management alongside wider environmental objectives.

8.1.3 SEA Outcomes

The SEA found that the Strategy is likely to have a number of beneficial environmental impacts both in the short term and the long term (beyond the life of the Strategy). This is predominantly due to the proactive and holistic approach of the Strategy. The Strategy outcomes are predicted to fulfil the environmental objectives identified in the SEA framework and to have a beneficial outcome.

The majority of the objectives in the Strategy are expected to have a beneficial effect on the environment as they aim to enhance individual understanding and awareness of flood risk along with high-level flood risk management measures rather than individuals actions which would potentially have a larger effect 'on the ground'

The 'do nothing' alternative assessment demonstrates the advantages of implementing the strategy. The impact on the environment if the strategy was not implemented would have unfavorable consequences both in the short term as well as the long term as the risk of flooding would increase as a result of climate change.

Overall, the Strategy will have a favorable effect on the environment.

8.1.4 Habitats Regulations Assessment (HRA)

A Habitats Regulations Assessment (HRA) screening assessment is being undertaken as part of the Strategy development. This screening exercise assesses the impacts of implementing the Strategy objectives and measures on European Designated Sites (Special Areas of Conservation, Special Protection Areas and Ramsar sites) within 10km of Islington.

8.1.5 Water Framework Directive (WFD)

The Environment Agency is responsible for preparing management plans for river basin districts in England and Wales. The plans outline the characteristics of the river basin district, identify the pressures that the local water environment faces, and specify the actions that will be taken to address any problems before 2027. Islington does not contain any WFD designated waterbodies, although it is considered as part of the 'Land area part of London Management Catchment draining to the Tidal Thames'⁴⁷.

⁴⁶ CGL Guidance on SEA https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7657/practicalguidesea.pdf

⁴⁷ <http://environment.data.gov.uk/catchment-planning/OperationalCatchment/3245>

For the Thames River Basin District, the density of the population together with relatively low rainfall means that the water environment is assessed to be stressed, with less water per person than many Mediterranean regions. This leads to over-extraction, and the high risk of pollution. Many of the rivers within the Thames river basin have been heavily modified as a consequence of development, flood risk management and for navigation. As a result only 23% of the assessed water bodies covered by the Thames RBMP are regarded having an ecological status of at least “good”. There are no water bodies in the Thames river basin that were considered to exhibit “high” ecological status.

Flood risk management activities are expected to have a significant impact on the ability of the UK to comply with the requirements of the WFD, as flood protection can involve substantial alteration to the natural properties of a river. The Thames RBMP encourages the use of sustainable drainage systems as a means of reducing the physical impact of flood risk management works on the ecological status or potential of water bodies.

In assessing this Strategy for WFD compliance, the measures proposed are unlikely to have environmental effects and will not cause deterioration to water bodies. However, as projects and schemes are developed these may require site specific environmental assessment to identify any potential environmental effects (positive and negative).

9 Implementation, monitoring and review of the Strategy

9.1 How will the Strategy be implemented?

The Strategy is based on the latest information available at the time of its preparation. It will be updated, in consultation with other organisations and individuals in managing flood risk, and should be considered a 'live' document which will evolve over time as new information becomes available and flood events occur.

Islington works in partnership with stakeholders, including local communities and businesses, to deliver the objectives of this Strategy. Through continuing to work with partners to build relationships and deliver the actions identified, the Council will ensure that measures promoted achieve social, economic and environmental benefits for the community, and seek to meet future climate conditions.

The Strategy provides the framework for the Council's delivery of its flood risk management responsibilities and coordinate its duties with neighbouring authorities through the Central London North Flood Risk Partnership group

9.2 How will the Strategy be monitored?

Progress against the Strategy Action Plan will be monitored annually or following a significant flooding incident. This will involve assessing which actions have been delivered, and determining whether there has been any change to the prioritisation of actions, in line with current flood risk management priorities and funding availability.

9.3 How will the Strategy be reviewed?

The Strategy has been developed to deliver a short to medium (6-year) improvement plan to establish a sound evidence and knowledge base upon which to develop a longer-term investment plan for local flood risk management activities in Islington.

It is proposed that a full update of the Strategy should be scheduled for 2022, and thereafter every six years (as a minimum).

However, the Strategy and the supporting Action Plan will remain live documents over the Strategy period, and may require review more regularly to recognise potential events or specific changes, such as:

- Occurrence of a significant and widespread surface water flood event;
- Significant changes to datasets or information which may alter the understanding of risk within Islington (such as the locations of critical infrastructure);
- Significant amendments to the legal responsibilities and/or roles and functions of Risk Management Authorities and/or other organisations;
- Annual Monitoring identifies that the Strategy is not achieving its objectives;
- Changes to relevant national and European legislation; or,
- Change in funding availability which has a significant effect on the Strategy Action Plan.

Appendix A. Figures

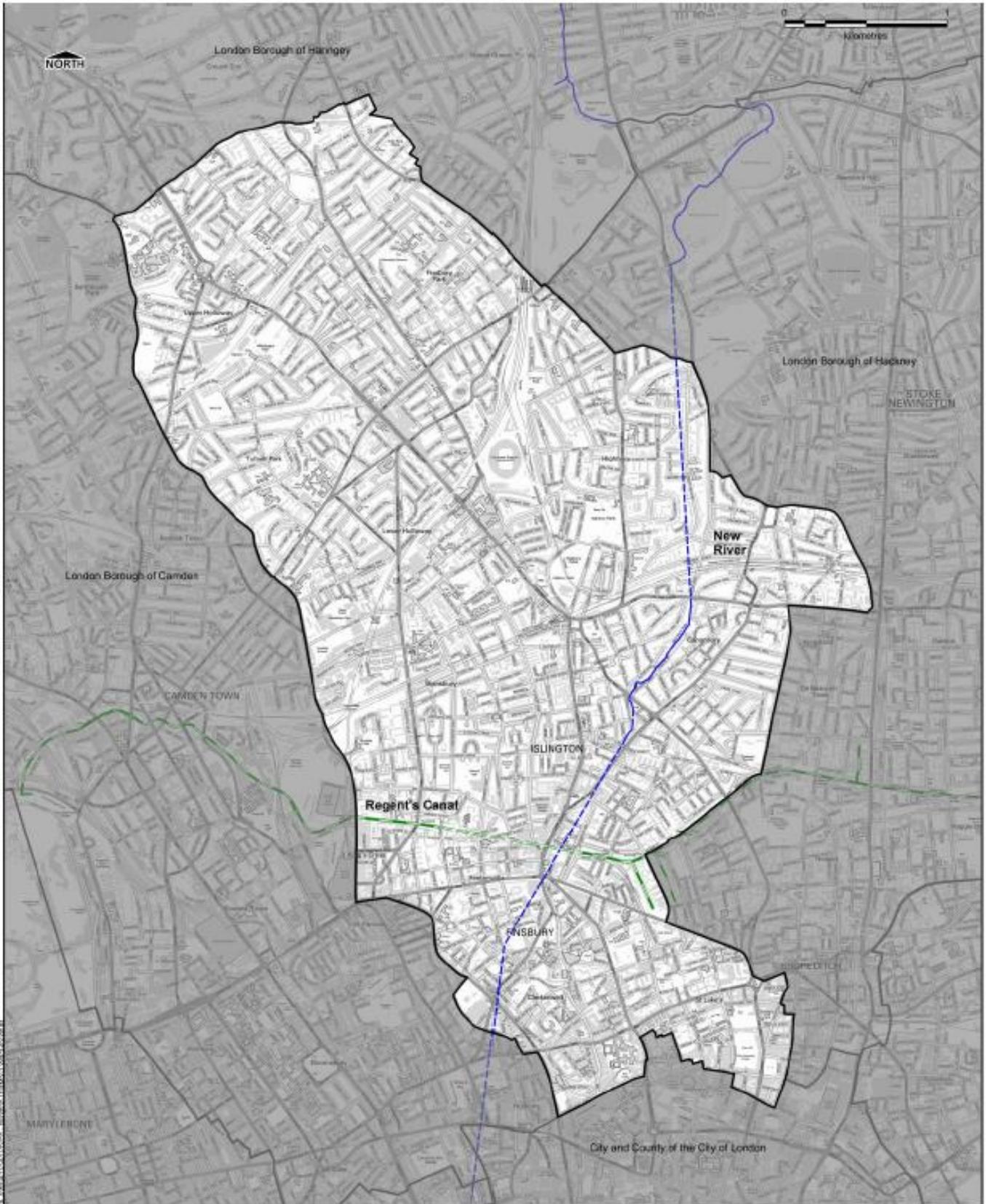
A.1 Waterbodies and Watercourses

A.2 Risk of Flooding from Surface Water

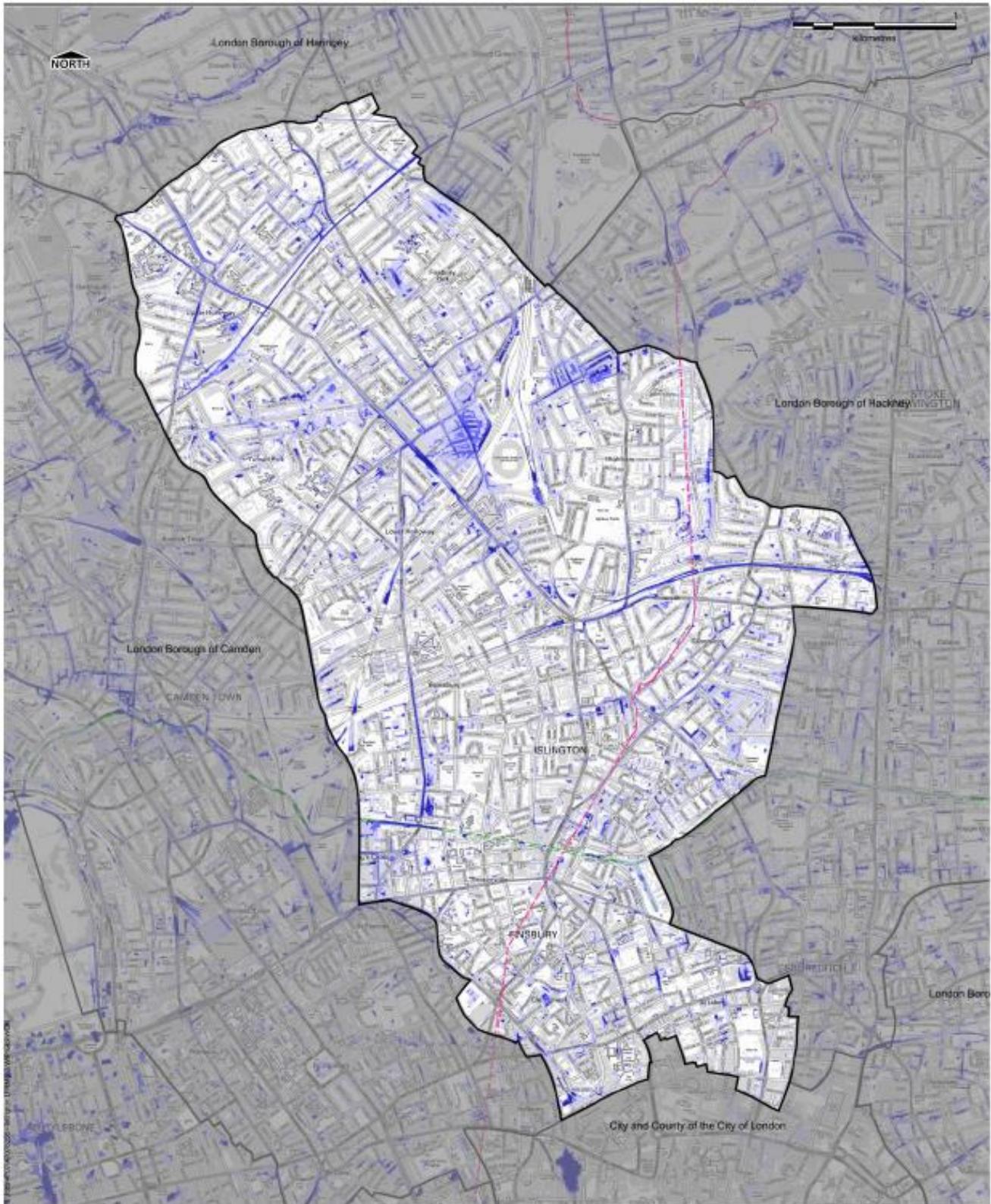
A.3 Increased Potential for Elevated Groundwater

A.4 Critical Drainage Areas and Local Flood Risk Management Zones

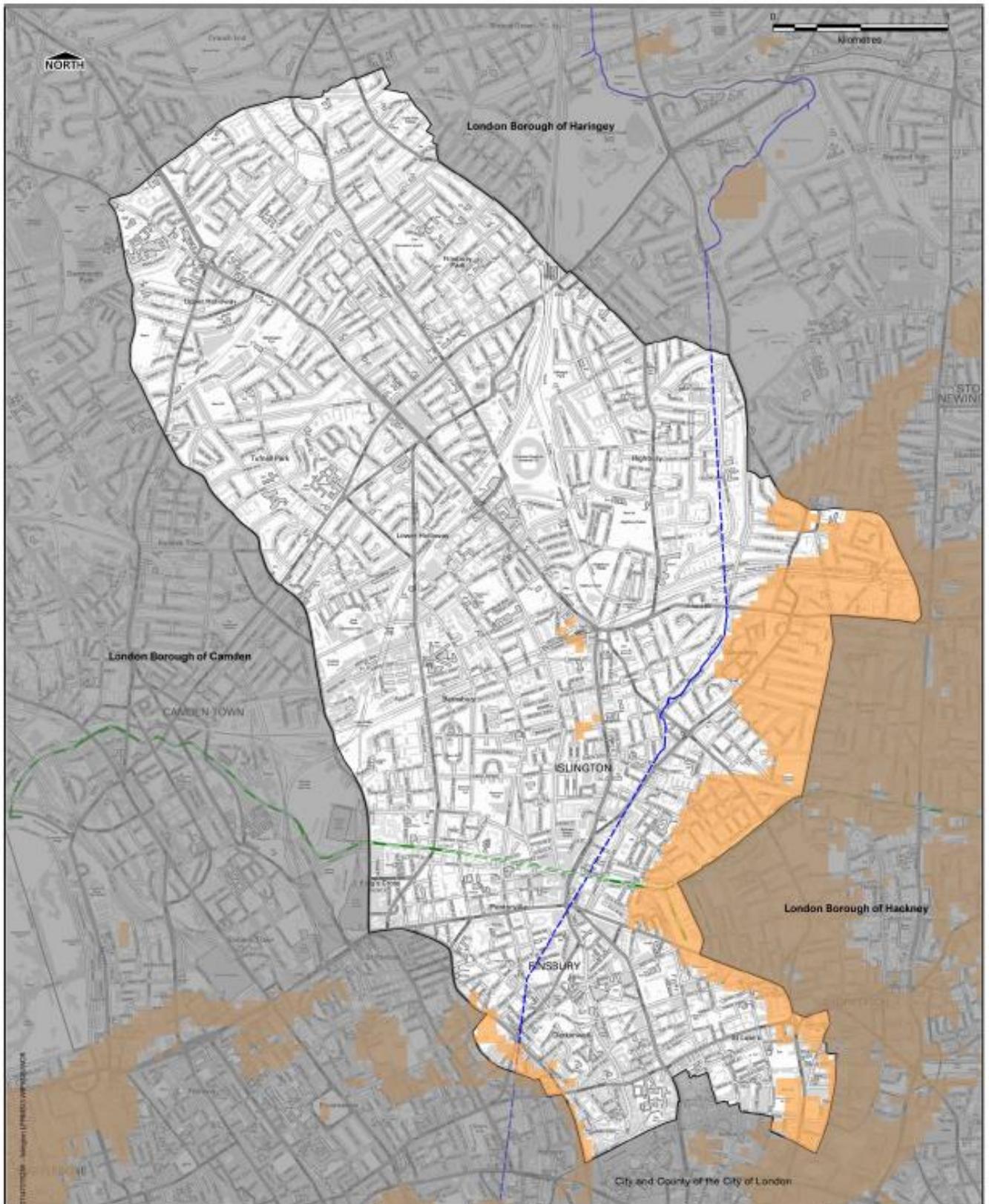
A.5 Critical Infrastructure and Surface Water



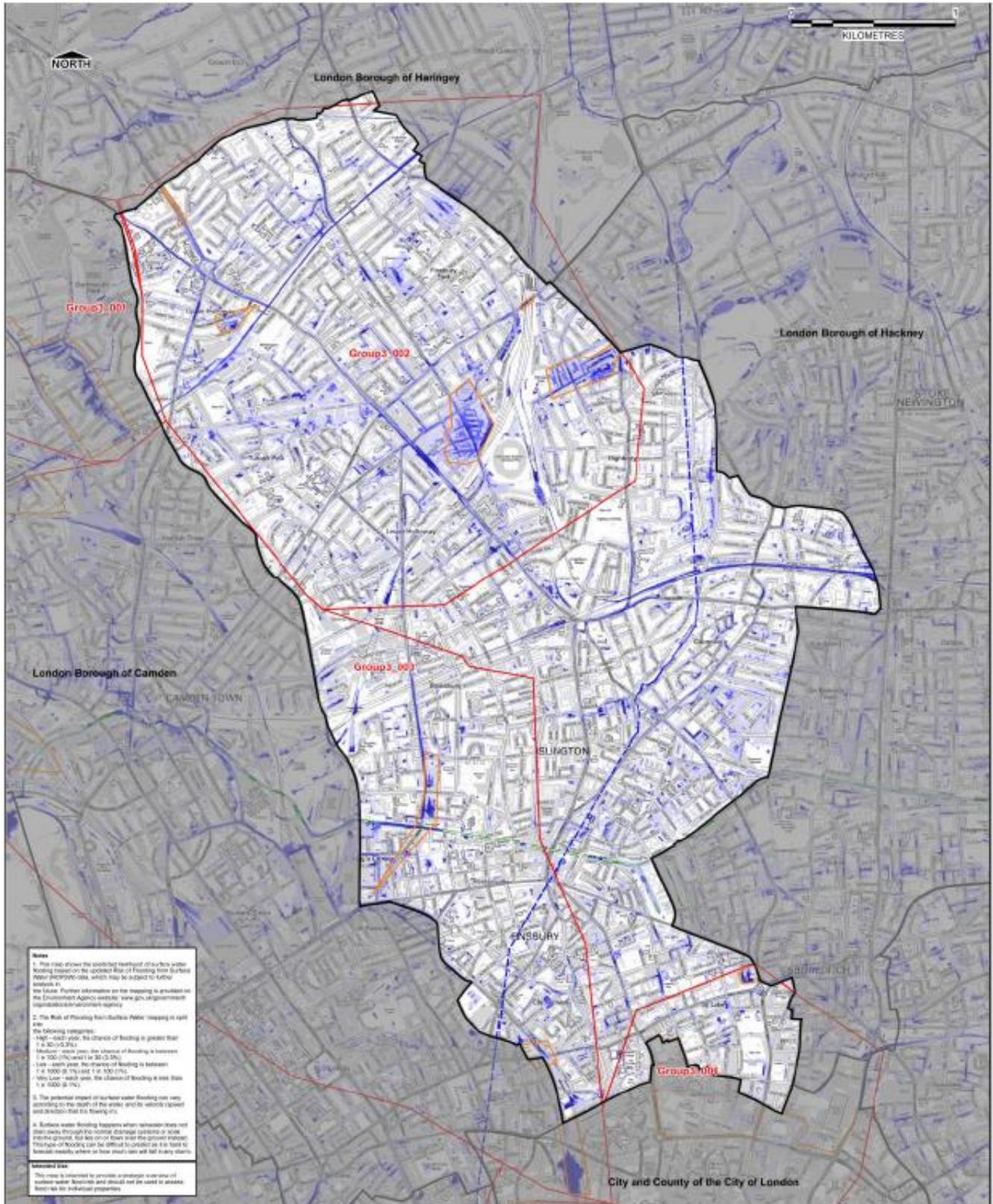
LEGEND Islington Boundary Surrounding Boroughs Watercourses Canal Canal Tunnel Culvert Secondary River	Purpose of Issue DRAFT REPORT FOR CONSULTATION Copyright Contains Ordnance Survey data © Crown copyright and database right 2015. Some features of this map are based on information provided by the Environment Agency © Environment Agency and database right 2015.	This document has been prepared exclusively for the purposes of the project described in the title block. It is not to be used for any other purpose without the prior written consent of the project manager. Scale of A3: 1:20,000 Drawn: HB Checked: SK Approved: CP Date: Dec 2016 <small>THIS DRAWING IS TO BE USED ONLY FOR THE PURPOSES OF THE PROJECT AND IS NOT TO BE REPRODUCED OR TRANSMITTED IN ANY FORM OR BY ANY MEANS, ELECTRONIC OR MECHANICAL, WITHOUT PERMISSION IN WRITING FROM THE PROJECT MANAGER.</small>	Job Title London Borough of Islington Local Flood Risk Management Strategy Drawing Title WATERCOURSES IN THE LONDON BOROUGH OF ISLINGTON	Client ISLINGTON AECOM Infrastructure & Environment UK Ltd 150 Tottenham Court Road London W1P 0LP Tel: +44 (0)20 7466 1000 Fax: +44 (0)20 7466 1001 www.aecom.com Drawing Number Figure 1 01
	AECOM Infrastructure & Environment UK Ltd 150 Tottenham Court Road London W1P 0LP Tel: +44 (0)20 7466 1000 Fax: +44 (0)20 7466 1001 www.aecom.com			



LEGEND Islington Boundary Surrounding Boroughs Watercourses Regent's Canal Regent's Canal Tunnel New River New River (subverted)	Risk of Flooding from Surface Water High (>33% AEP) Medium (1% AEP) Low (0.1% AEP) Very Low (<0.1% AEP)	Purpose of Issue DRAFT REPORT FOR CONSULTATION	Date of AD: 1:20,000 Checked: SK Date: Dec 2016	Drawing Title RISK OF FLOODING FROM SURFACE WATER	Client ISLINGTON
		Copyright Contains Ordnance Survey data © Crown copyright and database right 2016. Some features of this map are based on information provided by the Environment Agency © Environment Agency and database right 2016.	Scale of AD: 1:20,000 Checked: SK Date: Dec 2016	Drawing Number Figure 2	Sheet AECOM Drawing Number 01



LEGEND Islington Boundary Surrounding Boroughs Watercourses Regent's Canal Regent's Canal Tunnel New River New River (inverted)	Purpose of Issue DRAFT REPORT FOR CONSULTATION	<small>THIS DOCUMENT HAS BEEN PREPARED FOR THE SPECIFIC PROJECT AND SITE DESCRIBED HEREIN. IT IS NOT TO BE USED FOR ANY OTHER PROJECT OR SITE WITHOUT THE WRITTEN PERMISSION OF AECOM. THE INFORMATION CONTAINED HEREIN IS NOT TO BE USED FOR ANY OTHER PURPOSE WITHOUT THE WRITTEN PERMISSION OF AECOM.</small>	Job Title London Borough of Islington Local Flood Risk Management Strategy	Client ISLINGTON	
	Increased Potential for Elevated Groundwater Consolidated Aquifers Permissible Superficial Deposits	Copyright <small>Contains Ordnance Survey data © Crown copyright and database right 2016. Some features of this map are based on information provided by the Environment Agency © Environment Agency and database right 2016.</small>	Scale of AS 1:15,000 Drawn A/R Checked SK Approved CP Date Dec 2016 <small>This document is the property of AECOM. It is not to be distributed outside the project team without the written permission of AECOM.</small>	Drawing Title INCREASED POTENTIAL FOR ELEVATED GROUNDWATER FLOODING	<small>2016 Environmental & Sustainability 2016 London, Bristol, LA 2016 Phone: +44 (0)20 7080 1000 Fax: +44 (0)20 7080 1001 www.aecom.com</small> AECOM
				Drawing Number Figure 3	Rev 01



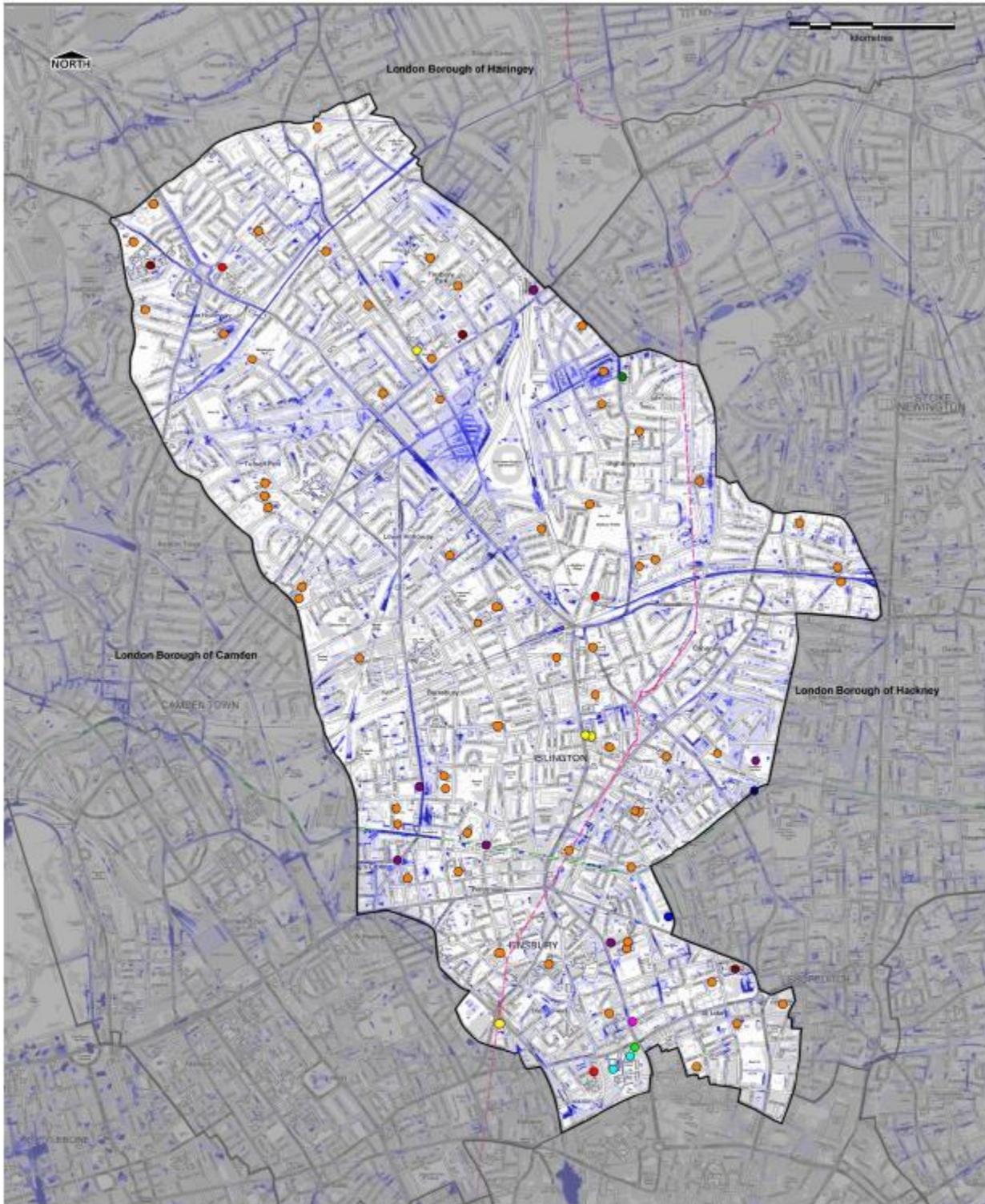
Notes

- This map shows the predicted likelihood of surface water flooding based on the current flow of flooding from the River North (Regent's Canal), which may be subject to future changes.
- Further information on the mapping is available on the Environment Agency website: www.gov.uk/government/uploads/system/uploads/attachment_data/file/302236
- The Risk of Flooding from Surface Water (mapping is split into the following categories):
 - High - each year, the chance of flooding is greater than 1 in 300 (0.33%)
 - Medium - each year, the chance of flooding is between 1 in 100 (1%) and 1 in 30 (3.3%)
 - Low - each year, the chance of flooding is between 1 in 1000 (0.1%) and 1 in 100 (1%)
 - Very Low - each year, the chance of flooding is less than 1 in 1000 (0.1%)
- The potential impact of surface water flooding can vary according to the depth of the water and the volume (speed and direction) that it flows in.
- Surface water flooding happens when rainwater does not drain away through the normal drainage system or soak into the ground, but has to sit on top of the ground surface. This type of flooding can be difficult to predict as it is hard to forecast exactly where or how much rain will fall every year.

Disclaimer

This map is intended to provide a general overview of surface water flooding and should not be used to assess flooding on individual properties.

LEGEND Islington Boundary Surrounding Boroughs Risk of Flooding from Surface Water High (>3.3% AEP) Medium (1% AEP) Low (0.1% AEP) Very Low (<0.1% AEP) Critical Drainage Area Boundary Critical Drainage Area Boundary Local Flood Risk Zones Local Flood Risk Zones Watercourses Regent's Canal Regent's Canal Tunnel New River New River (culverted)	Purpose of Issue DRAFT REPORT FOR CONSULTATION	Date at A3: 1:20,000 Drawn: HB, CHS, SK Approved: CP, Date Dec 2016 Not available for reuse without permission.	Job Title London Borough of Islington Local Flood Risk Management Strategy	Client ISLINGTON
	Copyright Contains Ordnance Survey data © Crown Copyright and database right 2015. Some features of this map are based on information provided by the Environment Agency © Environment Agency and database right 2015.	Drawing Title CRITICAL DRAINAGE AREAS AND LOCAL FLOOD RISK ZONES	AECOM Infrastructure & Environment UK Ltd 150 Tottenham Court Road London W1P 0LP Tel: +44 (0)20 7465 0000 www.aecom.com	Drawing Number Figure 4



LEGEND Islington Boundary Surrounding Boroughs Risk of Flooding from Surface Water High (>3.3% AEP) Medium (1% AEP) Low (0.1% AEP) Very Low (<0.1% AEP)	Critical Infrastructure Ambulance Station Education Electricity Production Facility Emergency / Rescue Service Fire Station Hospital Police / Transport Police / Station	Pump House / Pumping Station / Water Tower Utility	Purpose of Issue DRAFT REPORT FOR CONSULTATION	Scale of A2: 1:20,000 Design: HB Drawn: SK Approved: CP Date: Dec 2016	Job Title London Borough of Islington Local Flood Risk Management Strategy	Client ISLINGTON
			Copyright Ordnance Survey data © Crown copyright and database right 2018. Some features of this map are based on information provided by the Environment Agency © Environment Agency and database right 2018.	Drawing Title FLOOD RISK FROM SURFACE WATER AND CRITICAL INFRASTRUCTURE	AECOM Infrastructure & Environment Ltd 100 Brook Hill Drive Broomfield, Essex SS16 5LN Tel: +44 (0)20 7323 2300 www.aecom.com	
				Drawing Number Figure 5		Page 01



Report of: Executive Member for Finance, Performance and Community Safety

Meeting of:	Date	Ward(s)
Executive	23 March 2017	

FINANCIAL MONITORING 2016-17 MONTH 10

1. SYNOPSIS

- 1.1 This report presents the forecast outturn position for 2016-17 as at 31st January 2017. Overall, there is a forecast gross General Fund overspend of £2.9m.
- 1.2 The Housing Revenue Account (HRA) is forecast to break-even over the year.
- 1.3 It is forecast that £111.2m of capital expenditure will be delivered in 2016-17.

2. RECOMMENDATIONS

- 2.1. To note the forecast revenue outturn for the General Fund (**Table 1 and Appendix 1**) of a gross overspend of £2.9m, including corporate items. (**Paragraph 3.1**)
- 2.2. To note the actions to reduce the forecast gross General Fund overspend, and that any remaining overspend at year-end will be covered by drawing down from the £3m corporate contingency budget. (**Paragraphs 3.2 and 3.3**)
- 2.3. To note that the net HRA forecast is a break-even position. (**Section 5, Table 1 and Appendix 1**)
- 2.4. To note the latest capital position with forecast capital expenditure of £111.2m in 2016-17. (**Section 6, Table 2 and Appendix 2**)

3. REVENUE POSITION: SUMMARY

- 3.1. A summary position of the General Fund and Housing Revenue Account is shown in **Table 1** with a more detailed breakdown contained in **Appendix 1** (by service area).

Table 1: 2016-17 General Fund and HRA Month 10 Forecast

	Forecast Over/(Under) Spend (£000)
<u>GENERAL FUND</u>	
Finance and Resources	713
Chief Executive's Department	981
Core Children's Services (Excluding Schools)	3,850
Environment and Regeneration	3,328
Housing and Adult Social Services	(17)
Public Health	0
DEPARTMENTAL TOTAL	8,855
Corporate Items	(5,974)
GROSS OVER/(UNDER) SPEND	2,881
<u>HOUSING REVENUE ACCOUNT</u>	
NET (SURPLUS)/DEFICIT	0

- 3.2. To reduce the underlying, forecast General Fund overspend, the following actions are being undertaken to bring the 2016-17 budget into balance:
- 3.2.1. Corporate Directors are identifying further management actions to bring down their departmental overspends; and
- 3.2.2. There will be clawback, at a level to be agreed, on new carry-forwards at the end of this financial year.
- 3.3. Any remaining overspend at year-end will be covered by drawing down from the £3m corporate contingency budget.

4. GENERAL FUND

Finance and Resources Department (+£0.7m)

- 4.1. The Finance and Resources Department is forecasting an overspend of (+£0.7m). This is due to the following variances:
- 4.1.1. (+£1.2m) shortfall against the commercial property income target due to savings materialising over a longer time frame.

- 4.1.2. Re-phasing of the ICT shared service saving (+£0.5m) to allow the new service to get up and running.
- 4.1.3. Compensating in-year management actions of (-£0.65m) through the more efficient use of staff for processing Housing Benefit claims, and (-£0.35m) managed underspend in accommodation and facilities using the building repairs fund.

Chief Executive's Department (+£0.98m)

- 4.2. The Chief Executive's Department is currently projecting a (+£0.98m) overspend. This is as a result of the legacy overspend position in the Strategy and Community Partnerships division prior to the Chief Executive Department restructure that took effect on 1st October 2016. The legacy overspend relates to the following:
 - 4.2.1. New Homes Bonus (NHB) grant funding was received over the 2015-17 period and it was planned that this would replace council funding and other reducing funding streams within the Strategy and Community Partnerships division. However, this funding was committed against other expenditure in the division, meaning that the budgeted savings were no longer deliverable. Efforts are continuing to identify savings to reduce the overspend further.

Children's Services

General Fund (+£3.85m)

- 4.3. A (+£3.85m) provisional outturn overspend is forecast for the General Fund (non-schools) Children's Services budget as a number of pressures against demand led specialist services have continued from 2015-16 into 2016-17; especially in relation to increasing numbers of personal budget packages, care proceedings, care leavers, unaccompanied asylum seeking children and looked after children. Further overspends are occurring against secure accommodation costs and from the late notice of a further cut in grant funding from the Youth Justice Board. An overspend is also forecast against the universal free school meals budget as pupil numbers continue to increase and eligibility for statutory free school meals reduces. The key variances are as follows:
 - 4.3.1. Increased demand for high level personal budgets to deliver community based packages. (+£0.2m)
 - 4.3.2. Leaving Care costs for 18+ year olds - significant increase in the number of care leavers that we are obliged to offer a service to. Includes rising 18's (Southwark judgement). (+£0.9m)
 - 4.3.3. Unaccompanied Asylum Seeker Children (UASC) - the numbers of UASC have increased by 36 over the duration of the last financial year. The authority is allocated grant to cover the costs of an individual; however, this is not sufficient to meet the sums expended. The first 25 cases are not funded by the Home Office. (+£0.15m)
 - 4.3.4. Children Looked After (CLA) staffing including Independent Futures and the associated increase on client (non-placement) costs (e.g. travel, interpreters, and rents). (+£0.15m)

- 4.3.5. Increase in support packages for young people placed for Adoption because of severe disability and the need for 1 to 1 support to carers. (+£0.1m)
- 4.3.6. CLA Placements – increase in the number and complexity of cases for the under-18 cohort of CLA. These are mainly regulated residential placements. (+£0.70m)
- 4.3.7. Increase in support for 16-17 years olds living in supported accommodation. (+£0.80m)
- 4.3.8. Youth Justice – late notification of £40k reduction of Youth Justice Board grant for 2016-17. (+£0.04m)
- 4.3.9. Disabled Children’s Services – re-phasing of savings from the service review and rationalisation. (+£0.2m)
- 4.3.10. Universal Free School Meals - increased pupil numbers and reduced eligibility for statutory free school meals. The forecast will be updated after the October 2016 schools’ census. (+£0.5m)
- 4.3.11. Holloway Pool Subsidy – savings from the removal of subsidy will not be realised in full. (+£0.06m)
- 4.3.12. Special Educational Needs (SEN) Transport (+£0.65m) - Increasing numbers of pupils and complexity of need.
- 4.3.13. Children’s Centres - net overspend from bringing Westbourne Children’s Centre back in house (General Fund share). (+£0.03m)
- 4.3.14. Short Breaks - increased use of targeted short breaks services by families assessed as requiring a personal budget. (+£0.04m)
- 4.3.15. Cardfields - overspend against premises costs as business rates have not previously been levied against this facility. (+£0.015m)
- 4.3.16. Grant Aid - underspend due to a different profile in take up of subsidised childcare than budgeted for. (-£0.04m)
- 4.3.17. Central staffing underspend of (-£0.245m).
- 4.3.18. Universal Youth - forecast short-term underspend as previously decommissioned services are re-commissioned. (-£0.3m)
- 4.3.19. Youth Justice – reduction in remand activity. (-£0.1m)
- 4.4. Management action to reduce the overspend is currently underway which includes holding vacancies and reviewing high-cost social care packages, but demand in some areas is outstripping supply.

Schools (-£0.425m)

- 4.5. A Dedicated Schools Grant (DSG) underspend of (-£0.425m) is forecast. All of the provisional DSG underspend consists of balances from previous years’ underspends that are being managed to support specific areas of activity as previously agreed by Schools Forum.

Environment and Regeneration (+£3.328m)

- 4.6. The Environment and Regeneration Department is forecasting a (+£3.174m) overspend.
- 4.7. The main reasons for the overspend are set out below and are a combination of longstanding structural issues previously contained by managerial action across the department, shortfalls in income due to market conditions or decisions made by third parties impacting on earlier assumptions and delays in implementing earlier savings decisions.

Public Realm Division (+£2.338m)

- 4.8. The Public Realm division is forecast to be £2.338m overspent. This is as a result of:

Delays in realising savings around waste collection and recycling services and not implementing the Village Principle and consequential operational costs (+£3.44m)

- 4.8.1. A communally based Food and Garden Waste service was proposed as part of the 2014-15 budget setting process. A pilot was agreed to start in June 2015 for three months (+£0.03m). The establishment of the basic elements of the waste and recycling collection services provides the platform for the delivery of the Village Principle. A much longer period of time was taken than anticipated to assess the Food and Garden pilot; to consider alternative options and for the necessary consultative and decision making processes to be completed. This has led to the non-delivery of the savings as originally predicted (+£1.9m). It has also led to additional operational costs to support an ageing fleet as decisions on fleet replacement have also been delayed (+£0.71m). Further to this, extra staffing costs have been incurred to ensure vital frontline services are maintained as a result of vehicle breakdowns (+£0.625m) and additional door-to-door recycling containers are required for the new schedule launch in February 2017 (+£0.025m). Revised forecast income for the Co-Mingled Income Payment Scheme (CIPS) as a result of move to menu pricing (+£0.15m).

Shortfall in Trade Waste Income (+£0.372m)

- 4.8.2. The proposal was to progressively increase trade waste income by £1m over three years. Income is now gaining momentum as planned management actions take effect. The projection above is prudent and if the current rate of growth is maintained the overall shortfall could be as low as (+£0.25m).

Shortfall in Income from Advertising Concession contract (+£0.5m)

- 4.8.3. A survey of the whole borough had identified 60 premium advertising sites which could have generated income of around £9/10k each, totalling between £0.54m and £0.6m. These, however, were not granted planning permission by the Planning Committee. The current position is that planning permission has been granted for only 16 sites, the realisable market value of which are currently being established.

Use of Islington Trading Company (iCo) to deliver subsidy of (+£0.1m)

4.8.4. iCo is now trading in a number of areas – Trade Waste, Memorials, Schools Human Resources and Pest Control. It is likely that the level of activity will now deliver against the trading activity in these areas.

Parking Account (-£2.0m)

4.8.5. All income streams within the Parking Account are currently performing above the levels expected in the financial model and if this trend continues, will result in a significant underspend against budget which can be utilised against Highways and Transport related spend that would otherwise need to be funded from Council revenue and/or capital resources.

4.8.6. Improvements to the accuracy of Penalty Charge Notice (PCN) issues and debt recovery has increased the average value of a PCN, and parking bay suspension income remains high as a consequence of the high levels of economic activity in the borough. Pay and display levels are on target and permit sales have increased. Improvements to the monitoring of moving traffic offences are planned to be operational within the financial year that will also improve compliance levels in this area.

Other (-£0.074m)

4.8.7. Unachievable digital-led productivity gains saving. (+£0.1m)

4.8.8. There is an offsetting corporate allocation of (-£0.095m) relating to further legal costs on a settled claim against three privately owned mature London Plane trees that had been proven to cause subsidence. Due to strong public support, the Council argued for retaining the trees and won the appeal for the trees to be retained. The claimants then proceeded with a claim against the Council for repair costs.

4.8.9. Revised running costs forecast in the tree service. (-£0.057m)

4.8.10. Reduction in street lighting PFI service charges. (-£0.028m)

4.8.11. Small overspends throughout the rest of the division of (+£0.006m).

Public Protection Division (+£0.697m)

4.9. There are a number of longstanding structural budget issues within the Public Protection Division that have materialised over recent years and were subject to extensive reporting during the 2015-16 monitoring cycle. These pressures, as reported during 2015-16, are detailed below:

4.9.1. (+£0.18m) pressure within business support mainly around cost pressures relating to staff budgets and non-staffing budgets around IT / licensing costs.

4.9.2. (+£0.14m) pressure in Houses in Multiple Occupation (HMO licensing) income with licenses lasting 5 years and income budgets remaining unachievable.

4.9.3. (+£0.14m) pressure relating to staff costs that were part funded by 'Smoke-free' grant that is no longer received.

- 4.9.4. (+£0.09m) pressure within the library service mainly around deteriorating income streams on DVD / music rentals and hall lettings.
- 4.9.5. (+£0.05m) pressure relating to a saving relating to loss of Public Health grant.
- 4.10. For 2016-17, budgets have been subject to a re-basing exercise and consequently all areas are around the breakeven position, with the identified budget shortfall described above, of around (+£0.6m), now labelled as management action. The division and department will look for actions and opportunities to reduce this deficit over the financial year; however, a decision has been taken to remove this deficit through a permanent departmental budget adjustment in 2017-18.
- 4.11. There is a continued downturn in Local Land Charges income of (+£0.1m).
- 4.12. The remaining service areas within this division are underspent by (-£0.003m).

Planning and Development Division (+£0.293m)

- 4.13. Development Management has cost pressures around the use of agency staff (used for vacancy and temporary cover) which is offset by an underspend on salaries due to vacant posts and strong pre-application income performance. The latter could reduce this net overspend position if this continues over the financial year. (+£0.033m)
- 4.14. The Building Control service is holding vacancies (-£0.133m) offset by a projected shortfall in income (+£0.2m), unfunded agency costs (+£0.1m), an unallocated saving of (+£0.08m) and an unbudgeted invoice of (+£0.04m) relating to a prior year Scootability payment within the Spatial Planning and Transport (SPAT) service.
- 4.15. The remaining service areas within the division are showing a slight underspend. (-£0.027m).

Housing and Adult Social Services (Break-even Position)

Adult Social Care (Break-even Position)

- 4.16. Adult Social Care is forecasting a break-even position over the financial year.

Housing General Fund (Break-even Position)

- 4.17. The Housing General Fund is forecast to break-even over the financial year.

Public Health (Break-even Position)

- 4.18. Public Health is funded via a ring-fenced grant of £27.3m for 2016-17. There is a forecast net break-even position for the financial year.

Corporate Items (-£6m)

- 4.19. By integrating Strategic Community Infrastructure Levy (CIL) funding with the capital medium term financial strategy (MTFS), it is forecast that there will be £3.5m of previously unbudgeted Strategic CIL funding available for funding infrastructure in the 2016-17 capital programme. This will deliver a saving of (-£3.5m) of the annual corporate revenue contribution to the capital programme in 2016-17 and over the medium term.

- 4.20. The Council has continued to follow a successful Treasury Management Strategy of shorter-term borrowing at low interest rates. This is forecast to save the General Fund (-£2.2m) in interest charges this financial year. The Treasury Management Strategy is kept under constant review to ensure that available resources are optimised and the longer-term interest rate position reviewed within an effective risk management framework and in line with the approved strategy.
- 4.21. Additional net unbudgeted grant income (-£0.6m) has been received to compensate for the impact of Government policy on our retained business rates income in 2016-17 (e.g. the continued doubling of small business rates relief).
- 4.22. The corporate position reflects the allocation of (-£1.6m) of HRA resources to the General Fund towards the digital services infrastructure projects/improvements that were agreed in the month 4 monitoring report.
- 4.23. These savings are partially offset by:
- 4.23.1. Corporate savings of (+£1.0m) being applied to the Environment and Regeneration pressure on the cross-cutting Wi-Fi concession saving due to a lack of suitable General Fund sites (this is a net-nil impact overall as the Environment and Regeneration overspend is reduced, in respect of this applied funding, by the same amount).
- 4.23.2. (+£0.8m) uncontrollable pressure due to the Council's statutory duty to provide assistance to all destitute clients who are Non-European Union nationals and can demonstrate need under Section 21 of the National Assistance Act, 1948. This is commonly referred to as No Recourse to Public Funds (NRPF).
- 4.23.3. (+£0.095m) further legal costs within Environment and Regeneration relating to a settled claim against three privately owned mature London Plane trees that had been proven to cause subsidence. This corporate adjustment offsets the costs within Environment and Regeneration.

5. HOUSING REVENUE ACCOUNT

- 5.1. The forecast outturn for the HRA is a gross surplus of (-£2.6m) to be transferred into the HRA risk equalisation reserve, leaving a break-even position overall.
- 5.2. The key reasons for the forecast gross (-£2.6m) surplus are:
- 5.2.1. An increase in rental income of (-£2m) due to the post budget setting confirmation that PFI properties were to be excluded from the 1% rent reduction.
- 5.2.2. A review of annual leaseholder service charges leading to an underlying increase in charges of £1m, applied to both 2015-16 actuals and 2016-17 estimates, meaning a (-£2m) increase in income.
- 5.2.3. Other additional net income, mainly in relation to charges for other services and facilities. (-£0.2m)
- 5.2.4. Offsetting this is a charge in respect of new digital services projects/improvements to IT infrastructure of (+£1.6m).

6. **CAPITAL PROGRAMME**

- 6.1. It is forecast that £111.2m of capital investment will be delivered in 2016-17. This is set out by department in **Table 2** below and detailed at **Appendix 2**.

Table 2: 2016-17 Capital Programme Month 10 Forecast

Department	2016-17 Revised Budget	2016-17 Capital Forecast	Forecast Re-profiling (to)/from Future Years (£m)
	(£m)	(£m)	(£m)
Children's Services	18.9	17.1	(1.8)
Environment and Regeneration	23.3	22.7	(0.6)
Housing and Adult Social Services	61.2	71.4	10.2
Total	103.4	111.2	7.8

7. **IMPLICATIONS**

Financial Implications

- 7.1. These are included in the main body of the report.

Legal Implications

- 7.2. The law requires that the Council must plan to balance its spending plans against resources to avoid a deficit occurring in any year. Members need to be reasonably satisfied that expenditure is being contained within budget and that the savings for the financial year will be achieved, to ensure that income and expenditure balance.

Environmental Implications

- 7.3. This report does not have any direct environmental implications.

Resident Impact Assessment

- 7.4. A resident impact assessment (RIA) was carried out for the 2016-17 Budget Report approved by Full Council. This report notes the financial performance to date but does not have direct policy implications, so a separate RIA is not required for this report.

Background papers: None

Responsible Officer:

Mike Curtis
Corporate Director of Finance and Resources

Report Authors:

Martin Houston
Strategic Financial Advisor
Tony Watts
Head of Financial Planning

Signed by



14 March 2017

Executive Member for Finance, Performance
and Community Safety

Date

Appendix 1 - Revenue Monitoring 2016-17 Month 10 by Service Area

GENERAL FUND					
Department / Service Area	Original Budget	Current Budget	Forecast Outturn	Forecast Over/(Under) Spend Month 10	Forecast Over/(Under) Spend Month 9
	£'000	£'000	£'000	£'000	£'000
FINANCE AND RESOURCES					
Corporate Director of Finance and Resources	915	1,813	1,813	0	0
Digital Services and Transformation	1,345	7,097	7,597	500	500
Financial Management	(3,072)	(3,104)	(1,885)	1,219	1,219
Financial Operations	2,359	7,463	6,457	(1,006)	(1,006)
Internal Audit	551	567	567	0	0
Human Resources	0	20	20	0	0
Legal and Governance	0	(169)	(169)	0	0
Total Finance and Resources	2,098	13,687	14,400	713	713
CHIEF EXECUTIVE'S DEPARTMENT					
Chief Executive (including legacy of old department)	2,584	(821)	144	965	955
Communications and Change	651	(512)	(512)	0	0
Strategy and Change	175	860	876	16	0
Total Chief Executive's Department	3,410	(473)	508	981	955
CHILDREN'S SERVICES					
Learning and Schools	21,927	27,664	28,479	815	1,140
Partnerships and Support Services	15,273	11,072	10,542	(530)	(450)
Targeted and Specialist Children and Families	38,482	40,877	44,017	3,140	2,790
Employment, Adult Learning and Culture	0	6,968	6,968	0	0
Youth and Communities	0	1,611	1,611	0	0
Less Projected Ring-Fenced Schools Related Underspend	0	0	425	425	100
Total Children's Services	75,682	88,192	92,042	3,850	3,580
ENVIRONMENT AND REGENERATION					
Directorate	(2,458)	(1,213)	(1,213)	0	0
Planning and Development	1,796	2,193	2,486	293	302
Public Protection	10,609	5,442	6,139	697	690
Public Realm	24,694	23,302	25,640	2,338	2,088
Total Environment and Regeneration	34,641	29,724	33,052	3,328	3,080
HOUSING AND ADULT SOCIAL SERVICES (HASS)					
Temporary Accommodation (Homelessness Direct)	2,176	2,569	2,571	2	2
Housing Needs (Homelessness Indirect)	1,819	1,501	1,605	104	104
Housing Benefit	880	880	880	0	0
Housing Strategy and Development	217	174	143	(31)	(31)
Housing Administration	1,850	2,404	2,331	(73)	(73)
Voluntary and Community Services (VCS)	0	3,501	3,501	0	0
Total Housing General Fund	6,942	11,029	11,031	2	2
Adult Social Care	31,030	31,688	31,678	(10)	(10)
Integrated Community Services	15,772	16,122	15,941	(181)	(181)
Strategy and Commissioning	31,774	31,373	31,545	172	172
Total Adult Social Services	78,576	79,183	79,164	(19)	(19)
Total Housing and Adult Social Services	85,518	90,212	90,195	(17)	(17)
PUBLIC HEALTH					
Children 0-5 Public Health	2,132	4,094	3,825	(269)	(269)
Children and Young People	1,906	1,726	1,648	(78)	(72)
NHS Health Checks	342	364	426	62	53
Obesity and Physical Activity	731	731	731	0	0
Other Public Health	(21,496)	(22,944)	(23,166)	(222)	(222)
Sexual Health	8,268	7,984	8,046	62	73
Smoking and Tobacco	673	601	518	(83)	(80)
Substance Misuse	7,444	7,444	7,422	(22)	(32)
Less Projected Ring-Fenced Public Health Grant Underspend	0	0	550	550	549
Total Public Health	0	0	0	0	0
DEPARTMENTAL TOTAL	201,349	221,342	230,197	8,855	8,311
CORPORATE ITEMS					
Corporate and Democratic Core / Non Distributed Costs	15,129	14,545	14,545	0	0
Other Corporate Items	291	(1,207)	(5,742)	(4,535)	(4,535)
Corporate Financing Account	(22,475)	(22,474)	(24,721)	(2,247)	(2,247)
Levies	22,005	22,005	22,005	0	0
Transfer to/(from) Reserves	12,555	(5,492)	(5,492)	0	0
Specific Grants	(17,960)	(17,960)	(17,960)	0	0
Core Government Funding / Council Tax	(211,162)	(211,162)	(211,162)	0	0
No Recourse to Public Funds	268	403	1,211	808	808
Total Corporate Items	(201,349)	(221,342)	(227,316)	(5,974)	(5,974)
GROSS TOTAL	0	0	2,881	2,881	2,337

Appendix 1 - Revenue Monitoring 2016-17 Month 10

HOUSING REVENUE ACCOUNT(HRA)					
Department / Service Area	Original Budget	Current Budget	Forecast Outturn	Forecast Over/(Under) Spend Month 10	Forecast Over/(Under) Spend Month 9
	£'000	£'000	£'000	£'000	£'000
Dwelling Rents	(160,331)	(160,331)	(162,331)	(2,000)	(2,000)
Non Dwelling Rents	(1,750)	(1,350)	(1,350)	0	0
Heating Charges	(2,000)	(2,000)	(2,000)	0	0
Leaseholders Charges	(9,748)	(9,748)	(11,798)	(2,050)	(2,050)
Other Charges for Services and Facilities	(4,377)	(4,377)	(4,677)	(300)	(300)
PFI Credits	(22,854)	(22,854)	(22,854)	0	0
Interest Receivable	(500)	(500)	(500)	0	0
Contribution from General Fund	(816)	(816)	(816)	0	0
Gross Income	(202,376)	(201,976)	(206,326)	(4,350)	(4,350)
Repairs and Maintenance	31,930	31,930	31,930	0	0
General Management	49,155	48,955	50,620	1,665	1,665
PFI Payments	39,714	39,614	40,114	500	500
Special Services	16,817	16,817	16,817	0	0
Rents, Rates, Taxes and Other Charges	739	539	539	0	0
Capital Financing Costs	46,387	46,387	46,387	0	0
Bad Debt Provisions	750	750	750	0	0
HRA Contingency	2,500	2,500	2,050	(450)	(450)
Transfer to HRA Reserves	14,384	14,484	17,119	2,635	2,635
Gross Expenditure	202,376	201,976	206,326	4,350	4,350
Net (Surplus)/Deficit	0	0	0	0	0

Appendix 2: Capital Monitoring 2016-17 Month 10

	2016-17 Budget Monitoring						
	Original Budget	Budget Changes During the Year	Revised Budget	Forecast Outturn	Forecast Re-profiling (to)/from Future Years	Expenditure to Date	% Budget Spent to Date
	£m	£m	£m	£m	£m	£m	£m
CHILDREN'S SERVICES							
Moreland Primary School	8.4	0.0	8.4	8.1	(0.3)	7.6	90%
Dowery Street Pupil Referral Unit	4.3	(1.9)	2.4	6.1	3.7	4.7	196%
The Bridge Free School	4.7	0.0	4.7	0.0	(4.7)	0.0	0%
Primary School Expansions	6.4	(6.4)	0.0	0.0	0.0	0.0	0%
Primary Capital Scheme	0.3	0.1	0.4	0.4	0.0	0.1	25%
Windows Scheme	0.4	0.0	0.4	0.4	0.0	0.4	100%
Primary Bulge Classes	0.1	0.1	0.2	0.2	0.0	0.2	95%
Primary Electrical Schemes	0.9	0.0	0.9	0.7	(0.3)	0.6	63%
Mechanical Schemes	0.4	0.3	0.7	0.6	(0.1)	0.5	73%
Early Years Two Year Old Places	0.9	(0.7)	0.2	0.1	(0.1)	0.1	40%
Other	3.0	(2.4)	0.6	0.6	0.0	0.1	15%
Total Children's Services	29.8	(10.9)	18.9	17.1	(1.8)	14.2	75%
ENVIRONMENT AND REGENERATION							
Other Environment and Regeneration	0.0	0.7	0.7	0.7	0.0	0.0	0%
Planning and Development	2.0	(1.8)	0.2	0.2	0.0	0.1	32%
Cemetaries	0.5	(0.5)	0.0	0.0	(0.0)	0.0	0%
Disabled Facilities	0.7	0.2	0.9	0.9	0.0	0.6	63%
Libraries	0.0	0.1	0.1	0.1	0.0	0.0	0%
Private Sector Housing	1.6	(1.2)	0.4	0.4	(0.0)	0.1	14%
Combined Heat and Power	4.0	(0.2)	3.8	3.8	(0.0)	2.4	65%
Energy Saving Council Buildings	0.2	0.4	0.6	0.5	(0.2)	0.2	36%
Vehicles	3.7	(2.6)	1.1	1.1	0.0	0.9	82%
Greenspace	0.4	1.0	1.4	1.4	0.0	0.8	53%
Highways	4.4	(0.1)	4.3	4.3	0.0	3.4	79%
Ironmonger Row Bath	0.0	0.0	0.0	0.2	0.2	0.1	0%
Leisure	4.5	0.5	5.0	5.0	0.0	2.4	47%
Other Energy Efficiency	0.7	(0.6)	0.0	0.1	0.0	0.0	0%
Recycling Improvements	0.9	(0.1)	0.8	0.8	(0.0)	0.1	14%
Special Projects	0.0	0.7	0.7	0.3	(0.4)	0.3	45%
Traffic and Engineering	3.3	0.0	3.3	3.1	(0.3)	1.6	49%
Total Environment and Regeneration	26.9	(3.5)	23.3	22.7	(0.6)	12.9	55%
HOUSING AND ADULT SOCIAL SERVICES							
HOUSING							
Major Works and Improvements	31.1	0.0	31.1	31.1	0.0	22.7	73%
New Build	29.4	0.0	29.4	39.6	10.2	27.0	92%
Total Housing	60.5	0.0	60.5	70.7	10.2	49.7	82%
ADULT SOCIAL SERVICES							
Care Services	0.0	0.7	0.7	0.7	(0.0)	0.0	2%
Total Adult Social Services	0.0	0.7	0.7	0.7	(0.0)	0.0	2%
Total Housing and Adult Social Services	60.5	0.7	61.2	71.4	10.2	49.7	81%
TOTAL CAPITAL PROGRAMME	118.7	(15.2)	103.4	111.2	7.8	76.8	74%

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**Report of: Executive Member for Environment and Transport
Executive Member for Finance, Performance and Community Safety**

Meeting of	Date	Ward(s)
Executive	23 March 2017	All

Delete as appropriate	Exempt	Non-exempt
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Smart Cities scrutiny – Executive response

1 SYNOPSIS

- 1.1 This report responds to the recommendations of the Smart Cities scrutiny undertaken by the Islington Environment and Regeneration Scrutiny Committee. The commitments made in this paper relate to Islington.
- 1.2 It also provides an introduction to, and overview of, some Smart City initiatives and future opportunities that could be leveraged to:
 - work more closely with our citizens (meaning both residents and visitors) and businesses and empower and enable them to improve their own outcomes, and those of our communities
 - ensure we continue to provide efficient and value for money services.
- 1.3 By working in partnership with citizens and local businesses, and by bringing together colleagues from across the Council, we will broaden our approach, and empower and enable our communities to share learning and drive the best solutions for their needs.

- 1.4 Our new Shared Digital service, with Camden and Haringey, will allow us to scale up digital work and will place us well to provide the right infrastructure and digital connections to support, consider and embrace Smart City opportunities more inclusively and systematically. We expect many initiatives to be led by the communities that we serve, with our role being an enabling and supporting one.
- 1.5 There are interesting developments as the definition of ‘Smart Cities’ evolves, for example exploratory work around ‘self-repairing’ cities (learn about the Leeds case study in the podcast you can download here: <https://overcast.fm/+GqWK7mds8>). We imagine a world where routine maintenance is increasingly proactive and ‘seamless’.

2 RESPONSES TO RECOMMENDATIONS

- 2.1 **Committee recommendation: That a senior officer be made responsible for promoting, coordinating and leading the Smart Cities work within the Council, ensuring the Smart Cities agenda is communicated and embedded in all areas of the Council and its staff.**

Executive response: Agreed. The Chief Digital and Information Officer (CDIO) for Shared Digital will be responsible for coordinating and leading Smart Cities working within the Council. As part of a wider review of priorities across the Council, and of the projects being delivered currently, the CDIO will ensure that the Smart Cities agenda is communicated, and that Smart City initiatives are actively promoted and shared encouraging wider ‘smart thinking’ across the Council.

- 2.2 **Committee recommendation: That consideration be given to whether the Clean Islington app could be expanded to other areas of the Council.**

Executive response: Agreed. Ahead of expansion, work is underway to assess integration of the Clean Islington app with the specialist systems that support front-facing service delivery to our citizens and communities. This is being worked on collaboratively with officers from Shared Digital and Environment and Regeneration (E&R).

Strategically, integrating ‘apps’ with our systems is crucial to optimise digital working. Once this is proven – and subject to an agreed business case – we will be able to consider extending digital apps more widely. For some services the Clean Islington app will be the right solution; for others it may be appropriate or necessary to consider other apps (including possibly development of bespoke apps for Islington citizens and service needs).

- 2.3 **Committee recommendation: That the Smart City Framework for Islington be developed to include assigning leadership for the Digital Collaboration Strategy, engagement with communities, partners, private sector experts and technology providers, to review the strategic objectives and delivery principles as well as the opportunities and to create a Smart City action/delivery plan.**

Executive response: Agreed. The Council will provide leadership and bring together a panel comprising citizens, key partners, private sector experts and technology providers to review the strategic objectives, opportunities and delivery principles of the Council's Digital Collaboration Strategy and support an externally driven Smart City action and delivery plan. As part of the leadership approach, the Executive Member for Environment and Transport and the Executive Member for Finance, Performance and Community Safety will be members of the panel and/or chair it as appropriate.

To support the work of the panel, the Council will bring together internally officers from digital and front-facing services to advance the Smart Cities agenda.

As part of the development of the Shared Digital service, which is a collaboration between Islington, Haringey and Camden, the Council will be introducing formal and informal panels as a way of working that brings together stakeholders from across the community, specialist stakeholder groups (such as industry and supplier experts), and the Council to help identify opportunities (co-design), create business cases for them, and a development and delivery plan to take them forward (co-produce).

This will include working with groups such as Good for Nothing (<http://www.goodfornothing.com/>) who will help to bring together and establish partnerships with communities and draw-on local talent (eg Tech City). We will also be inviting thought-leaders to informal sessions with the Shared Digital Joint Committee and Management Board to strengthen our digital leadership.

2.4 Committee recommendation: The Council should undertake a 'Smart Audit' to ascertain what services could already be described as smart, and to look at what services could be delivered.

Executive response: Agreed. It is intended that this will be aligned with prioritisation of the Council's digital activities and 'Smart City' developments. Our initial review has highlighted a number of Smart City initiatives across different parts of the Council, for example:

- Delivering services more efficiently and improving the environment through monitoring and reducing emissions
 - Big Belly bins, which report when they are full and also compact the rubbish
 - bin sensors in large communal container bins, which report when the bin is full
 - using smart benches with built-in sensors that monitor air quality in the borough
- Collecting and sharing better information, and enabling better access to information
 - introducing the first smart benches (<http://timeout.com/>) in London; they are solar powered and people can charge their phones and access free wifi at the benches
 - working to provide free wifi elsewhere in the borough (including Libraries and Council offices) and in some of our parks, partnering with Arquiva

- Using data to inform more proactive resource deployment, maintain a cleaner environment and better focus enforcement activity
 - visualising Clean Islington reports using ‘information dashboards’ that show where reports are being made and helping us to identifying the hot spots for (eg) dog fouling
 - working with Google to carry-out spatial visualisation of data

Other work is planned in areas such as:

- providing better information to service users (residents, visitors and local businesses) in order to enable them to make better choices, eg:
 - developments in parking including parking bay sensors that report ‘free’ parking bays so that it’s easier to find a parking spot
 - air quality information to enable (eg) citizens to plan their route to avoid the worst air quality
- making better use of information to support the development of our service staff and service development planning, including involving the right stakeholders from across the community
- enabling citizens to make choices around ‘sharing’ with one another, eg the casserole club (<https://www.casseroleclub.com>) or other similar initiatives, eg around transport

2.5 Committee recommendation: That the Council should consider internal challenges and where Smart Cities work could be undertaken, how it could link up with other external initiatives and funding opportunities and how it could encourage local communities to participate toward making Islington digital.

Executive response: Agreed. Smart City initiatives will be cross-cutting and require a ‘collaborative’ approach and mind-set, focused on the needs of the community and citizen, rather than the needs of the service area or Council. This way of working with citizens and local businesses will need to be embedded across the Council which will take time. The transition to working more collaboratively – and co-producing – with our communities, citizens, experts and other stakeholders will be an evolution to our approach.

As part of this we will need to consider who we should be working with. Examples of prospective partners include

- local businesses (the Islington Business Board and Business for Islington Giving could be starting points for wider engagement)
- universities and schools
- Transport for London (especially around the promotion of safer cycling etc.)
- local technology organisations and colleges as well as global technology leaders through their corporate social responsibility programmes
- town centre boards
- the NHS, eg the North Central London engagement around the strategic transformation plan

We will also need to consider how wide-ranging digital developments can be funded, and how this can be built into ‘what we do’. For example, through effective use of CIL and S106 we could ensure strategic investment in Smart City developments.

Officers will continue to look for opportunities to improve the way Council services are made available, and delivered, to citizens (see paragraph 2.3). The focus for this activity will be with 'work with', co-designing and co-producing digital solutions.

Early thinking around the Shared Digital pop-up team model is represented in this video https://youtu.be/TolyrZ1y_MM.

2.6 Committee recommendation: That Smart Cities be considered when procuring services, including piloting new procurement processes.

Executive response: Agreed. Work is underway to refine the processes and approach to digital procurement across Islington, Haringey and Camden in light of Shared Digital. For example, when procuring the supply of new street bins or anything else that affects the urban environment we will consider whether Smart City thinking can be built into the procurement tender.

It is crucial that we encourage a wider view in our approach (see the comments above in paragraph 2.5 around making better use of CIL and S106 etc.) and that we adopt common standards (open standards wherever possible) to ensure that the systems and services that we buy will be interoperable and support 'Internet of Things' developments.

An ambition for the shared service is to work more closely with a wider range of smaller, and more innovative, suppliers.

2.7 Committee recommendation: That the Internet of Things (the enabling technology of Smart Cities) should be considered when undertaking Smart Cities work to ensure that systems were Internet of Things ready so once technology improved, outcomes could be maximised.

Executive response: Agreed, see points under 2.6 above.

The opportunities presented by the Internet of Things are significant, and are seen as a key enabler to more proactive service delivery, less intrusive care, and new data-driven insights.

By bringing together our Smart City initiatives, under the leadership of the Executive Member for Environment and Transport and the Executive Member for Finance, Performance and Community Safety we will ensure that Council-led initiatives take account of connectivity and the Internet of Things. Through the panel (see paragraph 2.3) that we will be setting up, we will provide support and encourage other initiatives to also take account of the opportunities presented by the Internet of Things.

2.8 Committee recommendation: That the Environment and Regeneration Scrutiny Committee receive an annual report on Smart Cities.

Executive response: Agreed. It is proposed that this will be done in the last quarter of the calendar year, moving forward.

2.9 Committee recommendation: The Council should package our existing Smart Cities work better, actively promote this work and look to maximise the opportunities that exist in terms of funding and grants available.

Executive response: Agreed. In bringing together the Smart City work across Islington we are starting to be able to set this out, both to enable us to promote the work, and to encourage thinking around wider applicability. As we work to bring together the stakeholder panel (see paragraph 2.3) we will share some of our smart work and also look to collate stories of initiatives from across the borough (ie not led by the Council).

We have recently submitted a proposal for Local Government Association (LGA) funding for work in this area. We are working on a further submission currently, and will be liaising more widely with colleagues in Health and the University sectors (etc) to consider opportunities for a wider approach focused around the citizen/ community need, rather than the service provider.

Also, as set out in paragraphs 2.5 and 2.6 we will need to look to more effective use of CIL and S106 (etc.) to embed Smart City and digital thinking in the fabric of Islington's development.

2.10 Committee recommendation: That in preparation for the Internet of Things, the Council should have an assessment of the current and potential value of data, and look to retain the ownership of data wherever possible.

Executive response: Agreed. Our view is even more robust, we believe that in all cases the Council should retain ownership of data collated through Internet of Things and Smart City initiatives. For these initiatives to be successful it is essential that citizens and communities be able to trust our handling of the data that is generated. Only by retaining ownership will we be able to ensure that the necessary safe-guards and controls are in place.

3 SMART CITIES OVERVIEW

3.1 The context

3.2 Across Islington a range of organisations, including schools and universities, voluntary sector organisations, public services, utility companies and the Council are all involved in developing and contributing to sustainable outcomes for residents, communities and local businesses.

3.3 Each of those organisations relies on and uses a range of connected digital solutions and information to deliver services. Using the information that we hold and generate to inform better decisions is one step towards us working more smartly and to improving outcomes for citizens and communities. Sharing information effectively presents more fundamental opportunities to focus on citizens and communities and the outcomes that they need, rather than operating within organisation silos.

- 3.4 The ability to share and exchange information across the 'eco-system' will both contribute to better citizen services and create revenue and efficiency improvement opportunities.
- 3.5 The concept of a Smart City goes beyond the digital transactional relationships that we have with local residents and businesses. It focuses on enabling and encouraging residents and business to become more active and participative members of their communities. For example, providing feedback on the quality of services or the state of roads and the built environment, adopting a more sustainable and healthy lifestyle, volunteering for social activities, finding work and enabling and supporting vulnerable relatives to live independently and safely in their own homes.
- 3.6 The Smart City concept is not new to Islington. It is embraced within the Council's Digital Strategy where it is seen to have particular importance in the Digital Place and Collaboration sections. A key focus for the Council is to make Islington a better place for people to live and where the environment can be enjoyed more interactively.
- 3.7 Learning from others**
- 3.8 The term 'Smart Cities' means many different things. Our working definition of Smart Cities is that they are places where we use modern technology to improve urban environments, interacting with citizens to increase quality of life. They rely upon both internet access and data to improve outcomes for citizens and communities, and redesign the way that services are delivered. Smart Cities are where the management of urban environments is assisted by information technology, enabling cities to become more liveable, engaging and resilient. A Smart City should try to enable all of its citizens to effortlessly engage, whilst providing an attractive environment.
- 3.9 Connecting systems and sharing information provides ways to improve outcomes seamlessly and proactively, often at lower cost. In the same way that 'catch-up' is changing the way we watch television; the Internet of Things is changing everything. Rather than focusing on any specific definition we should look to understand wider developments and consider how they may be applied in our world.
- 3.10 Some interesting examples of smart initiatives:
- **Khan academy** (<https://www.khanacademy.org>) has the potential to drive deep change in the way that we learn and educate. An online resource that allows 'any time' study
 - **Run That Town** (<http://runthattown.abs.gov.au>) an app made by the Australian Bureau of Statistics, Run That Town asks "Have you ever thought your local area could be run better? Well, why don't we put you in charge? Run That Town is a strategy game with a twist – it lets you take control of any neighbourhood in Australia."

- **Street Bump** (<http://www.streetbump.org>) a crowd-sourcing project with an app produced by the Mayor’s Office of New Urban Mechanics in Boston. The app “helps residents improve their neighbourhood streets. Volunteers use the Street Bump mobile app to collect road condition data while they drive. The data provides governments with real-time information to fix problems and plan long term investments.”

3.11 These initiatives are often temporary, a specific solution to a specific problem, or even an experiment to test a theory or approach to service delivery. Some endure and become ‘the way we do things’.

3.12 Going digital

3.13 As we progress on our journey to digital we need to consider how we must change our approaches and attitudes, as well as understanding the technology and infrastructure needed to support a more digitally connected and enabled Islington.

3.14 Partnership working, across Council departments, with other service delivery organisations (in the public, private and voluntary sectors) and with citizens and communities is crucial. As part of the new Shared Digital team we will be working in a new way, bringing together those stakeholders to deliver new ways of working and better solutions. Working together we’ll be looking at how we can deliver the services and outcomes that our citizens and communities need, across our departments and other service delivery organisations.

3.15 In a recent Gartner survey, 64% of public sector respondents agreed with:
“My business and its IT organisation are being engulfed by a torrent of digital opportunities. We cannot respond in a timely fashion, and this threatens the success of the business and the credibility of the IT organisation.”

... and 55% of public sector respondents disagreed with:
“The IT organisation has the right skills and capabilities in place to meet upcoming challenges.”

In other words, as a sector we aren’t ready for digital and we haven’t got the skills in our Digital/ ICT teams either.

3.16 To address this, we’ll look to include digital ‘non-executives’ from the community at all levels to support our thinking, and especially in pop-up groups (see paragraph 2.3).

3.17 Joined-up working isn’t new, but it has been piecemeal. Recommendations 4 and 5 (paragraphs 2.4 and 2.5) are particularly helpful in this regard and we are now establishing a Smart Cities Working Group, with a view that it will:

- re-energise our thinking in this area, focusing on the art of the possible and what our citizens and communities really want and need
- identify and progress opportunities to secure external funding and partnerships to prototype and develop innovative solutions
- oversee an action plan, underpinned by a series of ‘task and finish’ pop-up groups focused on delivering to the plan

- 3.18 The Shared Digital Joint Committee will continue to hold informal sessions as part of the Joint Committee meeting cycle; and more frequently with a Gartner session on Digital Leadership planned for the next meeting in April.

4 IMPLICATIONS

4.1 Financial implications

Financial implications will be met within existing budgets at this stage. The approach set out in this report will promote 'smart thinking' in all relevant initiatives across the Council with a view that these will deliver better outcomes for citizens and communities.

4.2 Legal Implications

None identified at this stage.

4.3 Environmental Implications

None identified at this stage.

4.4 Resident Impact Assessment

The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.

In implementing the undertakings of this document, the equalities impact will be fully considered. The Islington Smart Cities approach will enable all citizens to be involved, and will include all citizens leaving none behind (especially those with protected characteristics). Citizens and communities will be included in panels and so directly contribute to the thinking, design and development of digital, Smart City and Internet of Things initiatives for the Council.

5 APPENDICES

- 5.1 None.

6 BACKGROUND PAPERS

6.1 None

FINAL REPORT CLEARANCE

Signed by

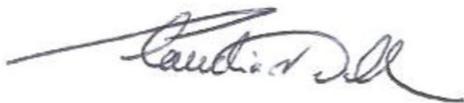


Councillor Andy Hull

15 March 2017

Date

Signed by



Councillor Claudia Webbe

15 March 2017

Date

Report authors: Sally Millett | sally.millet@islington.gov.uk | 078 2509 8098
Ed Garcez | ed.garcez@islington.gov.uk | 020 7974 4583



Report of: **Executive Member for Children, Young People and Families**

Meeting of:	Date	Ward(s)
Executive	23 March 2017	

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SUBJECT: The Bridge Satellite School

1. Synopsis

- 1.1 This report outlines innovative proposals to create additional specialist education provision for children with Autistic Spectrum Condition in response to increased local need.
- 1.2 The proposals involve remodelling of existing spaces that are under-utilised during the school day. All capital costs would be funded by central government through the Education Funding Agency, representing a cost effective way forward for the Council, that will also bring wider benefits to Islington through improvements to facilities on the sites involved.

2. Recommendations

- 2.1 To agree the proposal for the new Bridge Free School to establish satellite classes for pupils with moderate autistic spectrum condition in Robert Blair and Vittoria primary school, the Cape Adventure Play Building, Crouch Hill and the Rose Bowl, St Paul's Park.
- 2.2 To delegate to the Corporate Director of Finance and Resources, in consultation with the Executive Member for Children, Young People and Families, the Corporate Director of Children's Services and the Director of Law and Governance, authority to negotiate and agree terms with the Bridge Satellite School for the grant of leases of part of the Robert Blair Primary School and Vittoria Primary School and licences for use of parts of the Cape Youth Building, Crouch Hill and the Rose Bowl, St Paul's Park.
- 2.3 To authorise the Director of Law and Governance to apply to the Secretary of State for consent to the grant of leases of part of the Robert Blair Primary School Site and the

3. Background

- 3.1 As well as becoming an Academy in April 2017, the Bridge Special School (providing for children with Autistic Spectrum Condition [ASC]) have applied to the Department for Education to open a Free School in September 2017. The new school will provide for children at the more moderate end of the Autistic spectrum.
- 3.2 Our Joint Strategic Needs Assessment has accurately projected growth in this area of need, and the need for additional provision, as reported to both the High Needs sub-group of the School's Forum and the Disability Board. The application for the new school was therefore supported by the Council as the local education authority, recognising that it will provide much needed additional local capacity.
- 3.3 Going forward, The Bridge London Multi-Academy Trust will therefore include:
- The Bridge School (co-located primary (with Hungerford School) and secondary (with Holloway School) sites - catering for 193 children with complex ASC who need specialist provision and a specially adapted environment);
 - The Bridge Integrated Learning Space (ILS) - a Free School, currently located at Elthorne Road, but moving into a new build school in Dowrey Street [shared with New River College Primary] in May 2017. The ILS caters for children and young people with ASC with the most severe and complex needs and extreme presentations - the new ILS building will provide some residential capacity for pupils;
 - The new Free School - The Bridge Satellite School (see below);
 - The Bridge continues to hold Teaching School status and runs a regional Training Centre from the Hungerford site;
 - The Bridge are also commissioned by our schools to provide a much valued Outreach Service to support mainstream schools in meeting the needs of children with ASC; the Service is led by a Specialist Leader of Education;
 - The Headteacher (Dr Penny Barratt) is a National Leader of Education, regularly advising the DfE on SEND policy matters; most recently she has been involved in the production of a DfE sponsored SEND self-evaluation tool for mainstream schools, badged through London Leadership Strategy and NASEN, which we are currently piloting through one of our primary schools.
- 3.4 Health and Social Care partners support children and families well across the above continuum of provision, meaning that we have a robust local offer for children ASC, with potential for expansion in line with future projected national trends / local population growth.
- 3.5 Public Health/CCG recently commissioned the National Autistic Society to undertake a comprehensive review of our local ASC diagnostic pathways. The Review has confirmed that our local rate of identification is in line with national trends, which are rising. Currently we have a diagnostic rate of 1% and might expect this to level off at 1.1%, in the context of a rising overall child population

4. The Bridge Satellite School

- 4.1 The Bridge Satellite School will provide for children and young people who might struggle with aspects of mainstream school, but for whom a full time special school placement might also be unsuitable.

- 4.2 The concept is that the Free School will operate through a number of 'satellite' classes, adjacent or close to mainstream schools, to give us maximum flexibility both now and in the future. The proposals involve making use of existing space in schools, and in local play and youth facilities to provide bases during week-day daytime hours, accessed through licence, and making good use of existing resources during 'down time'. This arrangement currently works well at The Cape, adjacent to Ashmount School - where a group of seven primary-age children with ASC currently follow personalised plans that involve time spent in both mainstream and special class.
- 4.3 The model means that the child's provision is planned and supported by specialists recruited and managed through The Bridge, the children will be on the roll of The Bridge Satellite School (so that the mainstream school's results are not affected) and inclusion is paced at a rate and level that everyone is confident in. It is also cost effective, making best use of existing facilities.
- 4.4 Through consultation, this model was strongly supported by parents as their preferred option for increasing capacity. The Education Funding Agency (EFA) also have considerable interest in the model, which could be replicated to provide a solution in other urban areas with increased need. The DfE are also in agreement with the proposal.
- 4.5 The model also has cost benefits to Islington. All capital works will be funded by the EFA. Also, under current arrangements, revenue costs will also be funded partly by the EFA, and partly by the Local Authority (LA) commissioning places from the Free School. All places for pupils with Education Health and Care plans / statements of SEN in a special free school attract per-place funding paid at a per-place rate of £10,000 in 2016/17. The school will also receive top-up funding for each pupil placed in the free school from the commissioning LA, based on the pupil's assessed needs and the cost of meeting those needs in the school. The average top-up rate for children attending this Free School is likely to be £8K per pupil. A number of the children who will benefit from this provision already receive top-up funding in early years provision or schools, so that funding will simply transfer. For newly identified and assessed children with high need, without the additional capacity of the Free School it would be necessary to commission places from independent or out-borough special schools at an average cost of £24-£30K per place. As well as meeting needs more locally, we will also save on individual transport costs.

5. Sites targeted

- 5.1 Current preferred site options for the first Satellite classes (to provide 50 places) are as follows:
- Robert Blair – remodelling of the 'annexe' area currently part occupied by the school kitchen and a specialist language unit which The Bridge have been commissioned by the school run on their behalf for the last year. The Governing Body are in agreement; the EFA would fund extensive remodelling works, including a new entrance to the school and some adaptations to the main school to support inclusion. The EFA would prefer a 125yr lease as the standard arrangement for Free Schools. The estimated 'claw back' (i.e. break-even in terms of outlay) point for this project is 25 years. It is therefore recommended that we seek to negotiate a 25 year lease, with a 10 year mutual break option with 1 year notice to allow for any unforeseen future demand / change in policy.
 - Vittoria School - on-site designated area, which will shortly be vacated, and the school would like to use the facility to offer opportunities for further inclusion of children with SEND. As above, the Governing Body are in agreement; the EFA would fund extensive remodelling works. It is recommended that we also seek a 25 year

lease and 10 year mutual break clause for this project.

- The above two sites would provide fixed bases for the school, with the Robert Blair site as the main site, also housing the administrative centre for the The Bridge Satellite School.

- 5.2 It is proposed that other sites targeted for further capacity would be suitable existing play and youth facilities that could be accessed under license on a more flexible basis (i.e. as and where needed). Islington currently has 16 such sites. As the EFA would be making capital investment to improve the sites, they would require a license for longer period than the current three year leases held by Awesome CIC / Isledon. It is therefore proposed that The Council offer an initial licence, supported by a consent letter from each of the current occupants, underwritten by an undertaking from the LA that any subsequent leases of the preferred sites would be subject to the license conditions. The Council would also guarantee to provide a suitable alternative sites, if plans / arrangements for to the present locations change longer term – this would be for a fixed period of 25 yrs.
- 5.3 The Contract with the Free School will therefore require the Council to grant them two licences for designated areas at the Cape and the Rose Bowl. Key terms of the licences should include the term (25 years), Licence fee – as per a service level contract, property i.e. part of the site/building only and non-exclusive use, right to break – by the licensee at any time for any reason by giving a written notice to the Council, or by the Council in certain events e.g. redevelopment, and subject to clawback (of capital costs spent) and any relocation costs to an alternative site; or the Council finding an alternative property suitable to the free school (as determined by the school acting reasonably) on the terms no less commercially advantageous to the free school.
- 5.4 The Cape would continue to be a preferred site. The Bridge currently have a class base there and are working co-operatively with Ashmount School, also located in Crouch Hill Park, to the benefit of both schools. The Rose Bowl would also be desirable in terms of location and design, but would require EFA-funded remodelling work (so significant capital investment). Developments to this site would be beneficial for all site users.
- 5.5 In summary, the arrangement will be that the free school will enter into an agreement with the Council (“the Contract”). The Contract will deal with all four sites. The Contract would require the Council to grant the free school two leases to the specified areas of the two existing LA schools sites, and two licenses for designated areas at the Cape and Rose Bowl. The EFAs starting and preferred position was for a 125 yr lease on all four sites; they have moved a considerable way, therefore, to accommodate this project.
- 5.6 Letters of support from the Primary Schools involved in these proposals are attached as Appendix A. The current leasees of Cape (Awesome CIC) and Rose Bowl (Isledon Arts CIC) are also supportive of the proposals.

6. Implications

6.1 Financial implications:

The EFA will fund capital works but will require a lease in return, the terms of which are under negotiation. In terms of revenue funding, under current arrangements, once the school is open, it will be funded partly through the Dedicated Schools Grant by the Education Funding Agency (EFA), and partly by the LA commissioning places from the free school.

The school is being established in response to local demand. All places pupils with EHC plans/statements of SEN in a special free school attract per-place funding. The fixed per-place funding will be paid by the EFA at a per-place rate (currently £10,000). The school

will also receive top-up funding for each pupil placed in the free school, based on the pupil's assessed needs and the cost of meeting those needs in the school – the average top-up rate for children attending the Free School is likely to be £8K per pupil. That top-up funding comes from the local authority that commissions the place.

Top-up funding will be paid in or close to the real-time movement of the pupil, and will flow directly between the local authority and the special free school. A number of the children who will benefit from the provision already receive top-up funding in early years or schools, so that this funding will simply transfer. Without the additional capacity of the Free School, it would be necessary to commission places for newly assessed children with high need from independent or out-borough special schools at an average cost of £24-£30K per place, so this model has cost benefits, as well as meeting needs more locally, which will also save on transport costs.

Current regulations may be subject to change in subsequent years. The detailed funding methodology may also vary over time as changes are made to the school and high-needs funding systems as a National Funding Formula for Schools and High Needs is implemented by the DfE.

6.2 Legal Implications:

The council has a duty to provide and maintain sufficient schools for the provision of education in its area and may assist any school that is not maintained by them (Sections 14 and 16 of the Education Act 1996). The support of the Bridge Satellite School project will enable the Council to secure places for children with a moderate autistic spectrum condition. Accordingly the council has power to provide accommodation for the Bridge Free School.

Four sites for the Bridge Free School have been identified namely part of Robert Blair and Vittoria primary school, Cape Building, Crouch Hill and the Rose Bowl, St Paul's Park. The Council's titles to the four sites are currently being investigated to confirm that there are no restrictions preventing their use by the Bridge Satellite School.

Robert Blair and Vittoria Primary schools

The grant of leases of part of the Robert Blair and Vittoria primary school buildings will require the consent of the Secretary of State under paragraph 4 of Schedule 1 to the Academies Act 2010. Section 123(2) of the Local Government Act 1972 requires the Council to obtain the Secretary of State's consent to the grant of a lease of more than 7 years. However that provision is disapplied in the case of a lease to a person for the purposes of an academy / free school.

However, any decision by the Council to dispose of an interest in land must be taken:

- (i) Reasonably;
- (ii) In the light of the market value of the land/building and the amount of the proposed undervalue;
- (iii) With due regard to the Council's fiduciary duty.

Accordingly in deciding whether or not to agree to the grant leases of parts of the two primary school buildings to the Bridge Satellite School at a peppercorn rent the Council must:

- (i) Be satisfied that the proposed demised areas are surplus to the Council's own requirements;
- (ii) The benefits of doing so as set out in this report and weigh up and balance those benefits against the foregoing of a monetary capital receipt, albeit that the Council will benefit from the works proposed to be carried out by and at the expense of the Education Funding Agency.

Cape Building

The Council has entered into a contract with Awesome CIC for the management and operation of six of its adventure playgrounds including the Cape Adventure Play site. The contract term is 3 years ending on 30 September 2019.

Awesome CIC have a lease of the Cape Building and site which is co-terminus with service contract and are permitted to licence part(s) of the building by way of sessional hires. Currently the Bridge School hires rooms at the Cape Building from Awesome CIC. Under the proposed arrangements, hire for The Bridge Satellite Free School will be through a 25 year license with the Council, with the consent of the leaseholder.

Rose Bowl

The Council has entered into a contract with Isledon Arts CIC for the management and operation of the Rose Bowl. Similarly, under the proposed arrangements, hire for The Bridge Satellite Free School will be through a 25 year license with the Council, with the consent of the leaseholder.

6.3 Environmental Implications:

One of the key principles of our current Special Educational Needs and Disability Strategy is 'Keeping it local: Services developed with children and young people with SEND and their families and delivered local to their homes'. This proposal not only accords with the wishes of parents, but will enable us to reduce the need for transport expenditure and energy use, by making better use of existing spaces.

All building works associated with this project will comply with Council policy in terms of sustainable design, energy efficiency, drainage and water infrastructure, effects of development on transport capacity. Local character and safety and security.

6.4 Resident Impact Assessment:

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding."

A Resident Impact Assessment was completed on 3 February 2016 and is appended as Appendix B. It identifies that there will be positive impacts and no identifiable negative impacts.

7. Conclusion and reasons for recommendations

- 7.1 This is an innovative project that will meet the needs of children with Autistic Spectrum Condition, is in line with the wishes of parents for their preferred delivery model, represents the most efficient use of Council resources as well as sustainable capacity for the future.

Appendices:

Appendix A: Letters of support from schools involved

Appendix B: Resident Impact Assessment

Background papers: None

Final report clearance:

Signed by:



15 March 2017

Executive Member for Children, Young
People and Families

Date

Report Author: Candy Holder, Head of Pupil Services
Tel: 020 7527 5639
Email: candy.holder@islington.gov.uk

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27 January 2017

To whom ever it may concern

Robert Blair School and Childrens Centre is well known in our community as an inclusive school. Continuing to become a beacon of an inclusion can at times feel like a long and challenging journey. Our school is committed to this journey because we know that ultimately it will strengthen our school, our community and benefit ALL children.

Our process to date has been about incorporating a fundamental change in the way our school community supports and addresses the individual needs of each child. An effective model of inclusive education will not only benefit students but also create an environment in which every student has the opportunity to flourish.

At the start of this academic year the school began to develop a close working relationship with The Bridge School. This collaboration has supported us to develop our inclusive educational practice and build upon the school's capacity to ensure we continue on our journey.' Staff in both schools have been enabled to work together and develop their skills and abilities in a seamless environment. The Bridge expertise has enabled the staff of Robert Blair School to further develop their skills and abilities, the impact of which can be seen in the significant progress of many of our SEND pupils.

The development of a Bridge Satellite School on our site, with its direct links to the main school, will enable us to continue to work together collaboratively and cohesively, further building capacity and ensuring individual pupils potential can be realised.

Working inclusively in this way will ensure the most effective use of each school's resources. Through this cohesive working environment staff are supported to ensure

- appropriate academic support helps each student to access the full curriculum
- differentiated instruction increases student engagement
- behavioural support helps maintain a positive learning environment for everyone

The school wide support helps to establish high expectations throughout the school community as a whole. The satellite and school together will model 'a beacon of inclusion' and embed for our school community, and beyond, a respect for diversity which will create a welcoming environment for all.

Best wishes

Michelle Bahn

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**Crouch Hill Park
83 Crouch Hill
LONDON
N8 9EG**

Tel: 0207 272 7145

Fax: 0207 263 5798

Email: office@ashmount.islington.sch.uk

Monday 30th January 2017

The Bridge Satellite School at the Cape

Dear Sir/Madam,

We have been working with the Bridge in a more cohesive way for over a year now and this has worked in a very powerful pedagogic way with Ashmount.

The Bridge has always been recognised as a school with an outstanding skill set with reference to supporting children with Autism and Attention deficit disorders and supported schools throughout Islington. We ourselves used the excellent advisory services.

Obviously, any Outstanding provider becomes at times oversubscribed and especially as more children have been diagnosed over the last few years with such conditions this has been the case with the Bridge. As the Bridge looked to resolve its own site issues, we were asked if we could support with lunches for a satellite school that would be based at the Cape building on our Crouch Hill Park setting. As Islington is a community of schools we obviously obliged and as they moved onto the park site that we share, we began to discuss ways that we could cooperate further.

Their staff working with our own in a more detailed way and sharing expertise, our staff observing their children and developing strategies to support our own children. This has now further developed to some of our child groups joining children at the satellite school to share learning but similarly some children from the Bridge satellite school joining our mainstream class learning sessions.

This has been a hugely beneficial relationship for both ourselves and the Bridge but also I feel offers a model for offering children who are not currently ready for a mainstream setting a route to potentially develop skills to allow them to long term , if appropriate, achieve that goal.

I have no hesitation in recommending such provision and would be more than happy to discuss this further should the need arise.

Yours faithfully,

Anthony Carmel (Headteacher)



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Vittoria Primary School
Half Moon Crescent
Islington
N1 OTJ



Head teacher: Sue Hamer
Deputy head: Denise McCarney
Site Manager: Francis Robinson

Tel: 020 7837 6063
email: admin@vittoria.islington.sch.uk
Website: www.vittoria.islington.sch.uk

27th January, 2017

Dr Penny Barratt
Executive Headteacher
The Bridge,
London

Dear Penny,

We would very much like to work with you at the Bridge as a way of enhancing and enriching the provision we have on offer in our locality in the Barnsbury area.

At Vittoria we are proud of the strong links we already have with other organisations and settings. Staff here have a well-embedded understanding and desire to learn with and from other professionals and disciplines. There are areas of staff expertise from which both schools can benefit.

Over the last few years we have benefitted from the outreach support offered by your school. Mutual professional development would be something I would be very keen to develop. Our close proximity would add to the opportunities for sharing INSET, training and work moderations.

Where it would be appropriate to work together to support individual children (in either school) I would hope that we could find creative solutions and strategies to support that goal. Our lunch hall and outside areas would be available to all your pupils. Our art room, instrument lessons, singing sessions etc could be available to those of your pupils for whom it would be relevant. Our school community would benefit from demonstrating an inclusive ethos whilst delivering high expectations.

We have also mentioned the possibility of some of our pupils attending some sessions at your school where it would be appropriate to support their learning.

I think this is a really exciting opportunity for our school and I hope you feel the same. If there are considerations or difficulties we come across on the way to establishing this I'm sure we will be able to work creatively and constructively together to overcome them.

Yours sincerely,

Sue Hamer
Headteacher
Vittoria Primary School



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Resident Impact Assessment

The Bridge Satellite School leases

Service Area: Children's Services

1. What are the intended outcomes of this policy, function etc?

Summary

The agreement to lease Council buildings for an agreed period will allow The Bridge Special Needs School to expand and ensure there is sufficient education provision in the local area for children and young people with Autistic Spectrum Condition (ASC). The diagnosis of ASC is increasing both nationally and locally and we have a statutory duty to provide for the educational needs of these pupils. The new school provision will provide for children at the more moderate end of the Autistic spectrum in an inclusive way.

Background

The Bridge Special School (providing for children with Autistic Spectrum Condition) have received approval to open a Free School in September 2017. The new school will provide for children at the more moderate end of the Autistic spectrum. Agreement is sought on the lease arrangements for the new school.

The Bridge Satellite School will provide for children and young people who might struggle with aspects of mainstream school, but for whom a full time special school placement might also be unsuitable. •The concept is that the Free School will operate through a number of 'satellite' classes, adjacent or close to mainstream schools, to give us maximum flexibility both now and the future. The original idea was to make use of existing play and youth facilities to provide a base, accessed through licence, making good use of existing resources during 'down time'.

This arrangement currently works well at The Cape, adjacent to Ashmount School - where a group of 12 primary-age children with ASC follow personalised plans that involve time spent in both mainstream and special class. • The model means that the child's provision is planned and supported by specialist recruited and managed through The Bridge, the children are on the roll of The Bridge (so that the mainstream school's results are not affected) and inclusion is paced at a rate and level that everyone is confident in. It is also cost effective, making best use of existing facilities. • Through consultation, this model was strongly supported by parents as their preferred option for increasing capacity.

Having now approved this application, the DfE / EFA are obliged to deliver this project on time, as part of a ministerial imperative to meet a target for new free schools opened by 2020. Current preferred site options for the first Satellite classes (to provide 40 places) are as follows:
Robert Blair – remodelling of the 'annexe' area currently part occupied by a specialist language unit which The Bridge have been commissioned to run on behalf of the school for the last year.
Vittoria School – school keeper's house. The Head teacher at Vittoria is very committed to the model. The above two sites would provide fixed bases for the school, with the Robert Blair site as the HQ. Other sites targeted for further capacity would be accessed under license on a more flexible basis (i.e. as and where needed). The 2 sites identified at present are The Cape and a play

and youth facility called Rosebowl.

2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants? Please complete data for your service users. If your data does not fit into the categories in this table, please copy and paste your own table in the space below. Please refer to **section 3.3** of the guidance for more information.

		Borough profile	Service User profile
		Total: 206,285	Total:
Gender	Female	51%	40%
	Male	49%	60%
Age	Under 16	32,825	70
	16-24	29,418	
	25-44	87,177	
	45-64	38,669	
	65+	18,036	
Disability	Disabled	16%	100%
	Non-disabled	84%	
Sexual orientation	LGBT	No data	
	Heterosexual/straight	No data	
Race	BME	52%	52%
	White	48%	48%
Religion or belief	Christian	40%	No data
	Muslim	10%	No data
	Other	4.5%	No data
	No religion	30%	No data
	Religion not stated	17%	No data

Service users and residents impacted by this change include pupils with ASC and their families. The profile of children with ASC is approx. 60% male. Over half of children diagnosed are from a Black and Minority Ethnic (BAME) background. Children and young adults with Autistic Spectrum Disorders are more likely to have a number of conditions and disorders, including epilepsy, type 1 diabetes, and sleep disorders.

The others potentially affected are pupils at Robert Blair and Vittoria primary schools and young people using the Rosebowl play and youth facility and Cape adventure playground. These children and young people are likely to be reflective of the demographics in the local ward areas Barnsbury (Vittoria), Caledonian (Robert Blair), Cannonbury (Rosebowl) Hillrise (The Cape) as most children attend their local primary school and access play opportunities in their neighbourhood

3. Equality impacts

With reference to the [guidance](#), please describe what are the equality and socio-economic impacts for residents and what are the opportunities to challenge prejudice or promote understanding?

- Is the change likely to be discriminatory in any way for people with any of the protected characteristics? **No**
- Is the proposal likely to have a negative impact on equality of opportunity for people with protected characteristics? **No**
- Are there any opportunities for advancing equality of opportunity for people with protected characteristics?

The Bridge School is rated Outstanding by Ofsted and the expansion of their provision is expected to contribute towards better educational attainment and wider outcomes for disabled children and young people.

- Is the proposal likely to have a negative impact on good relations between communities with protected characteristics and the rest of the population in Islington? **No**

The buildings are currently not being used during the school day and so would not reduce provision for other children or staff. No resources will be reduced.

- Are there any opportunities for fostering good relations?

Creating additional special school provision can marginalise and isolate disabled children from non-disabled peers and undermine social inclusion if not planned carefully.

However, the education provision being proposed is located within or close to mainstream education provision. This will enable pupils with moderate ASC to participate wherever appropriate in mainstream education and aide their social inclusion. .

- Is the proposal a strategic decision where inequalities associated with socio-economic disadvantage can be reduced.

The greatest increase in autism diagnosis in the last four years is in children living within the two most socially deprived groups. Families with a child with a SEN or disability are more likely to live in poor housing and poverty, lack employment, face social isolation and discrimination; these are associated with poorer health and educational outcomes.

4. Safeguarding and Human Rights impacts

a) Safeguarding risks and Human Rights breaches

Please describe any safeguarding risks for children or vulnerable adults AND any potential human rights breaches that may occur as a result of the proposal? Please refer to **section 4.8** of the [guidance](#) for more information.

None.

Vittoria and Robert Blair schools already have pupils that have ASC and are inclusive of other children with SEND. Staff will be on hand to ensure the safety and safeguarding of pupils when pupils from different schools mix.

If potential safeguarding and human rights risks are identified then **please contact equalities@islington.gov.uk to discuss further:**

5. Action

How will you respond to the impacts that you have identified in sections 3 and 4, or address any gaps in data or information?

For more information on identifying actions that will limit the negative impact of the policy for protected groups see the [guidance](#).

Action	Responsible person or team	Deadline
None		

Please send the completed RIA to equalities@islington.gov.uk and also make it publicly available online along with the relevant policy or service change.

This Resident Impact Assessment has been completed in accordance with the guidance and using appropriate evidence.

Staff member completing this form:

Signed: Richard Wells

Date: 03/02/2017

Head of Service or higher:

Signed: Candy Holder

Date: 03/02/2017



Public Health Department
3rd Floor, Turbine Wing
222 Upper Street
London N1 1XR

Report of: **Executive Member for Health and Wellbeing**

Meeting of:	Date	Ward(s):
Executive	23 March 2017	All

Delete as appropriate	Exempt	Non-exempt
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THE APPENDIX TO THIS REPORT IS NOT FOR PUBLICATION

**SUBJECT: PROCUREMENT STRATEGY FOR THE TRANSFORMATION OF ISLINGTON
SUBSTANCE MISUSE TREATMENT SERVICES**

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy for Islington's Substance Misuse Treatment Services in accordance with Rule 2.5 of the Council's Procurement Rules. These services play a key role in promoting recovery and reducing the harm caused by alcohol and drug misuse, which are a significant cause of poor health and wellbeing outcomes and health inequalities in Islington.
- 1.2 There has been a major programme of substance misuse service transformation and redesign underway since 2014. Savings of £2,300,000 have been delivered since 2014/15 through the re-procurement of the complex needs service and the residential rehabilitation framework, as well as through direct negotiations with current providers, to support service redesign. As part of the substance misuse transformation programme, and as part of Islington Council's medium term financial strategy, public health commissioners are committed to finding a further £1,300,000 million of savings. Rather than continuing to seek savings from individual providers and services, which would create challenges in maintaining quality of care, the next stage of transformation will be best achieved by remodelling the treatment system as a whole.
- 1.3 The treatment services which are within scope of this transformation (and that will become part of the proposed integrated service) have an annual contract value of £6,411,500.
- 1.4 Treatment services, in scope of this major service redesign, are currently delivered through 9 contracts. This procurement strategy proposes bringing these services together under one contract, in order to

create a significantly different approach to treatment which offers a more integrated, seamless pathway, ensuring consistent care and providing the right kind of expert support at the right time across the pathway. It also proposes re-investing £200,000 into young people's drug and alcohol services to strengthen the service by: increasing its capacity to support the needs of families affected by substance misuse; improving the transition of young people to adult services; and increasing the focus on prevention amongst young people in the community.

- 1.5 The proposed annual contract value for the new integrated adult substance misuse treatment service is £4,900,000. This annual contract value, alongside the investment of £200,000 in young people's services, will deliver an overall saving of £1,311,500.
- 1.6 The proposal is to award a contract for 5 years with an option to extend by 2 years plus 2 years subject to performance, up to a maximum length of 9 years. Extensions to the contract will be based on performance related quality measures and delivery of key outcomes.
- 1.7 This is considered the option which will lead to the Council obtaining best value for money and will provide a stable and supportive environment for service users for the duration of the contract term. The five year contract will give the successful provider more financial stability to transform and embed a new service model. This will require a radical change in the local model, with a greater focus on service user strengths, improved engagement across a number of partners to ensure a service that effectively integrates with the wide range of other services that are also accessed and support many of those engaged in drug and alcohol treatment services. The new service provider will need to test new approaches to delivery in order to improve outcomes and effectiveness for service users which will include greater involvement of local voluntary and community sector provision and aim to ensure that services are delivered in ways which meet the needs of people with multiple needs, in accordance with the principles of the council's multiple disadvantage workstream. This is a complex redesign, which will require time to fully mobilise and embed.
- 1.8 This proposed approach to the pathway will also strengthen the local service offer and support to young people using drugs and alcohol as well as ensuring a much stronger emphasis on addressing the needs and impacts on families of someone's drug or alcohol misuse. Additional resources for an increased emphasis on prevention and early intervention with young people is supported by evidence which clearly shows that acting early can prevent escalation of harms and result in improved outcomes. The redesigned service will offer an increased emphasis on prevention measures to build resilience among young people and to promote drug-free environments. In addition the transition planning between young people and adults services will be strengthened.

2. Recommendations

- 2.1 To approve the procurement strategy for substance misuse services as outlined in this report.
- 2.2 To approve that all substance misuse services procured will follow this procurement strategy and will demonstrate how they will impact on the most vulnerable residents.

3. Date the decision is to be taken

- 3.1 To be presented at the Executive Board of 23 March 2017.

4. Background

4.1 Nature of the service

Islington Council became responsible for commissioning substance misuse treatment services when responsibilities for Public Health functions were transferred to the Council in April 2013.

Substance misuse (alcohol and drugs) is a cause of considerable harm to the health and well-being of Islington residents. It has a significant impact on health services, crime and community safety and is an important contributor to adult and children's social care needs, as well as economic and employment impacts. For example, parental drug use is thought to be a risk factor in 29% of all serious case reviews.

Drug treatment services are a key component of responding to and preventing these health and wider societal harms. Nationally, Public Health England estimates that drug treatment prevents an estimated 4.9 million crimes every year.

Around one in three residents are estimated to drink alcohol at increased or high risk levels – all of whom could benefit from some level of intervention. Islington has one of the highest levels of incapacity benefit claimants due to alcohol dependence in London. Islington has the largest number of people accessing alcohol misuse treatment in London reflecting these high levels of population need. The Borough has the fourth highest rate of opiate and crack use in England and the number of non-opiate users attending treatment is increasing as patterns of drug misuse change, for example, the growing use of novel psychoactive substances and use of ecstasy.

The impacts of substance misuse are felt across the population, and the evidence base shows investment in drug and alcohol service results in a strong and substantial return on investment. For example:

- The National Audit Office estimates that the public sector saves £2.50 for every £1 invested in drug treatment and analysis from the United Kingdom Alcohol Treatment Trial suggests that for every £1 spent on alcohol treatment, the public sector will save £5
- It is estimated that if all drug users who started their recovery in 2010-11 sustain it, the estimated long-term benefit to society would be £2.6 billion
- For every £100 invested in drug treatment services, a crime (this includes burglaries and robberies, bag snatches, and violence against other persons) is prevented, making drug treatment an effective intervention in crime reduction and community safety, as well as health improvement
- Almost half of all violent assaults are thought to be alcohol-related
- Nationally the annual cost of looking after drug using parents' children who have been taken into care is estimated to be £42.5 million.

Islington currently invests in a range of open access and specialist services that enable people to access treatment and work towards recovery. Public Health England estimates that drug users in Islington services are among the most complex in the country in terms of overall needs.

Outcomes for drug and alcohol treatment have been improving over the last few years but the Borough can and must do better in supporting local residents. Public Health England implemented a new outcome measure from 2014/15 to identify the proportion of successful completions. Success, in the context of this measure, is defined as leaving treatment free of opiate and crack use or in the case of alcohol treatment, alcohol free. Islington's successful completions are set-out in the table below.

Successful completions as a percentage of all in treatment	Opiate users	Non-opiate users	Alcohol users
2014/2015	7%	36%	35%
2015/2016	7%	44%	38%
Local outcome comparators	6%	39%	
National Average			39%

When discussing recovery with service users, there is a consistent view that service users make substantial progress throughout their treatment journey and see recovery as a process rather than a single event with key achievements including stable accommodation, reconnecting with family; engaging with services to manage physical / mental health needs. The new service specification will include performance measures co-designed with service users which will better describe the journey and not only the final result.

The services in scope of this procurement strategy form the major components of the treatment pathway and the service redesign involved within this procurement requires a major transformation in the terms of the current pathway and will take time to embed and deliver the services needed to meet the changing needs of this complex group.

Islington's priorities for the drug and alcohol treatment system are to continue to improve recovery outcomes, increase uptake of the most appropriate treatment for those who need it and ensure the treatment pathway meets the changing needs of the population of drug and alcohol users. This includes:

- Supporting clients with different patterns of drug and alcohol use (e.g. increasing use of novel psychoactive substances along with problematic use of alcohol and other poly-drug use)
- Increasing uptake of, and engagement in, treatment for residents (increasing numbers entering drug and alcohol treatment services).
- Supporting families affected by drug and / or alcohol use to ensure that children are able to develop and flourish, with the aim of breaking familial patterns of substance use
- Better identification and support for victims and perpetrators of domestic abuse
- Ensuring an equitable focus on supporting users of alcohol
- Supporting the treatment system to better promote recovery across all user groups
- Supporting non substance misuse providers across the borough to identify emerging substance use needs and intervene earlier
- Ensuring those accessing treatment services receive support that promotes and sustains their treatment, builds resilience and helps people recover and rebuild families eg. housing, employment, positive social networks
- Developing more flexible and personalised services, with a greater emphasis on community based programmes
- Intervening early to support young people and thereby prevent their drug and alcohol use escalating, with effective prevention measures to build resilience among young people and to promote drug-free environments.

The specification for the new service model will be co-produced with a wide range of stakeholders and, most importantly, users. This work is currently underway, however, the key elements of the new pathway include:

- A single point of contact
- A focus on service users outcomes
- Think Family embedded within all aspects of the service
- Ensuring the right kind of specialist support is tailored to meet the particular needs of users
- Expert advice to partners across the system in identifying and managing people's substance misuse needs
- A strong emphasis on recovery and social resilience built in from the start of treatment and across all parts of the service.

Services in Islington are currently delivered through nine contracts that offer the full range of evidenced based interventions that address the harms caused by substance misuse to around 1,200 drug users and 900 high risk and dependent alcohol users each year. A number of the current contracts were let prior to 2013 when services were commissioned via a range of different funding streams. As a result, parts of the drug and alcohol treatment service pathway have been designed and commissioned separately. As a result, some areas of the treatment pathway are delivered by multiple providers.

Pathways and referral routes into services are complex and can be confusing for service users and their families and carers, referring agencies and existing service providers. Although considerable work has occurred to align service provision over the past 2-3 years, there continues to be duplication within the system and a need for improved coordination of care and early intervention.

The new commissioned service will comprise/bring together services currently separately commissioned. The contracts set out in appendix 1 all have end dates which are co-terminus with the start date for the new contract or have break clauses / notice periods allowing us to terminate early and thereby include with the new contract. Commissioners anticipate there could be interest from providers who wish to provide this contract alone or through arrangements which bring several providers together in

partnership or through sub-contracting. So as not to limit either the market or innovative approaches to delivery, meet the buyer events will include the opportunity for partnership working in this area.

In addition to the services described in appendix 1, Islington have a budget of £795,000 allocated in 2016/17 to support the costs of tier 4 residential detoxification and rehabilitation. This type of treatment is delivered via a framework which was procured jointly with Camden and commenced in April 2016 with a saving of £172,000. There is no intention to re-procure the framework. However in order to ensure that the pathway takes a whole system approach, supporting the aim of better coordinating treatment from tier 2 to tier 4 and as a result delivering the best outcomes for service users, it is proposed that the management of referrals and the associated spend will be overseen by the new provider. Consequently, the current budget for tier 4 treatment is included within the proposed annual contract value of the new integrated service.

The following substance misuse services in primary care will remain outside of scope for this procurement:

- GP contracts for opiate prescribing (shared care working with the above services)
- Pharmacist contracts for (a) supervised consumption of methadone and buprenorphine and (b) needle exchange. These services provide important support to the delivery of the wider treatment pathway but the specific interventions are supportive as opposed to direct service delivery.

The above contracts have only recently been redesigned and will be considered alongside work being undertaken across Islington CCG and Public Health to consider future options for commissioning services from GPs and pharmacists. These services provide access to substance misuse treatment, and management within primary care settings, outside of the specialist services.

- Employment service
- Family and friends support service

These contracts are excluded as they are currently being managed within the prevention commissioning team and future planning for these services will be considered within this portfolio to maximise available resources across the council. These services are important in the effective support of those in substance misuse services, however they are delivered as a wider offer to support those living with a range of multiple complexities, i.e. not only substance misuse. This approach reduces the risk of silo working and duplication of services, whilst increasing cost effectiveness and managing the holistic needs of residents.

- Young people's drug and alcohol service

The service is an in-house provided service, this re-procurement offers a good opportunity for improving the integration and collaboration between young people's and adult services. However, the needs of these service users are different and as such it is not intended to integrate the young people's services into this procurement. Other work is ongoing to ensure we strengthen the linkage between young people's drug treatment and other services and support available for young people, families and carers in Islington. The wider adult pathway redesign will enable £200,000 of resource to be released and this will be used to enhance young people's services in order to strengthen their approach to prevention and early intervention, and transition into adult services.

The contract for the re-procured adult substance misuse service will start on 1st April 2018.

Recommissioning the services described in this procurement strategy under one contract will bring the treatment pathway together, ensuring consistent care, an improved focus on integrated, holistic care and provide expert support across the treatment pathway. There will be strengthened links to other key settings and services ensuring a package of support (voluntary and community sector services, treatment, housing, employment, positive social networks) to help people recover. It will ensure that specialist expertise is available throughout the drug and alcohol treatment pathway which takes a strengths based approach to working with service users and can be used flexibly to meet changing or emerging needs, including support into primary care and acute settings.

A single contract will also ensure that provider management and overhead costs are reduced. A single record keeping and data reporting system will enable records and assessments to be shared more

easily, and as a result a reduction in referrals to other treatment providers, and support efficiencies in data reporting and outcomes monitoring.

The new service will be an integrated service offering service users and their families a consistent point of contact throughout their recovery journey. It will incorporate brief interventions, structured treatment and recovery services for residents of Islington with substance misuse needs. It will require the new provider to take a more active role in supporting service users and their families in ways that are outside of their core treatment task. This will include: physical health and exercise, nutrition, self esteem, education and training. There will be a significant requirement for the provider to link in with the other services that the individual and/or family are engaged with to ensure a holistic approach to treatment and recovery is achieved. A Think Family approach will be core to the way services are delivered so that those working with drug and alcohol misusers who are parents maximise the opportunities for families to get the right support. Treatment for substance misuse provides a platform for drug and alcohol dependent parents, or those living with children, to stabilise their lives – which can have a positive impact on their families and it is essential that substance misuse treatment providers, through close collaboration with other services, maximise these opportunities.

The new service will also have a clear mandate to take preventative measures where it can. They will be required to offer training to residents and partners within the borough to recognise emerging substance use needs, with the aim of intervening earlier and reducing the need for specialist services at a later date.

The development of this new service will ensure that work undertaken with parents in adult treatment services integrates fully with the services and support provided by children's services to their children. There will be renewed focus on how the adult treatment service systematically considers and discusses children with their service users to ensure that they are considering all aspects of a child's life and experience (for example school attendance, carer responsibilities of the child) when planning care for the parent and ensuring this information is also used to best support affected others (children, carers and other family members).

Similarly there will be a strong focus on identifying and supporting the victims and perpetrators of domestic abuse which is aligned with wider work in the borough.

4.2 Estimated value

Funding will be met from the Public Health budget. Current spending on these services is £6,411,500 per annum.

Substantial savings have already been delivered from this service area. There has been a reduction of £1.8 million (21%) from 2014/15 to date.

Commissioners are seeking to make further savings as part of the Public Health Transformation Programme before the start of a new contract. It is anticipated that by the start of the new contract in 2018/19 the cost of the services in scope of this programme will be £4,900,000 per annum. This will represent a £1,511,500 (23%) reduction on current 2016/17 contract values for the adult services in scope.

Of this £1,511,500 reduction, £1,300,000 is to contribute to the Public Health Transformation Programme and £200,000 will be used to further invest in the supporting young people in need of drug and / or alcohol support. The total current budget for the young people's service is £195,000 per annum, which allows the service to support those with higher need but provides limited opportunity for these services to take more preventative measures with Islington's young people, such as providing education and advice to those who may be considering using or have just started to use substances. The additional investment will also provide the resource for young people's services to work more closely with adult services to deliver better coordinated care for families who may be in contact with both services as well as supporting the transitional needs of anyone moving between young people and adult services.

Overall, the annual budget will be £4,900,000. The budget for the initial 5 year contract starting in 2018/19 will be £24,500,000 with scope for 2 plus 2 year extensions. Based on successful performance, the maximum budget over the 9 year period will be £44,100,000.

There will be no inflationary uplifts over the life of the contract and bidders will need to provide details of their financial modelling to take account of inflation, pay awards and pay increments (where appropriate).

4.3 Timetable

Key dates include:

- Strategy approval by the Executive March 2017
- Contract notice published April/May 2017
- Evaluation July – September 2017
- Contract award – October/November 2017
- Mobilisation November 2017 – February 2018
- Contract start date April 2018

Work on implementing this procurement strategy would commence immediately after approval by Executive. The aim would be to complete the procurement exercise by October 2017 allowing four months to plan the implementation of the new contract, which would start 1 April 2018.

4.4 Options appraisal

A significant market engagement exercise is taking place between December 2016 and February 2017. This is using a range of formats: large stakeholder events; focus groups in targeted areas such as young carers and residents; individual service meetings; service user specific events; interviews with key colleagues across health, social care, childrens' services. Service users are invited to attend any session which would suit them to ensure maximum levels of engagement from our local experts by experience.

The feedback from this engagement will be used to inform the content of the new service specification and there are further sessions planned to keep interested parties advised on the areas of priority identified through our engagement exercises.

Collaboration with other boroughs has been considered as well as potential integration with Camden and have concluded that we will continue to collaborate where this is the most appropriate approach, for instance, through the joint procurement of a framework for residential rehabilitation and detoxification. For this procurement, both Camden and Islington commissioners are of the view that collaboration would not be beneficial for the following reasons:

- There are currently differences in the service pathways in both boroughs which reflect the different needs of service users in Islington and Camden. Both boroughs have distinct treatment populations – Islington service users are more likely to be opiate users (although the proportion of non-opiate users accessing treatment is increasing) and are markedly more complex than service users in Camden (based on Public Health England analysis), meaning the approach to delivery of services differs.
- For effective delivery of these specialist services and in order to maximise sustained successful outcomes among service users, integration with other local health and social care providers within Islington is essential.

4.5 Key considerations

The contract for this service will include clauses allowing for the early termination of this service should this become necessary.

Social value will be included as an award criterion within the tender. In order to derive the maximum social benefit from the contract, the bidders will be asked to set out what they can offer and to build into their submission proposals on how they will drive value from throughout the lifetime of the contract, including any extension.

London Living Wage will be a condition of the contract being entered into, as far as is legally permitted.

There are considerable TUPE implications to this contract; there are currently staff from 9 services who will be involved in the TUPE process. To manage this risk, bidders will be given between 42 and 50 days to submit their bid, this is over and above the time required by the Regulation; this extra time is to allow for bidders to carefully consider TUPE implications, plan and submit their bids. Four months has been allowed for mobilisation to allow for TUPE implications.

There is a risk of a failed procurement through lack of market interest in applying for this contract. Market Testing and Meet the Buyer have been included in the procurement process to address this and extra time has been allowed for bidders to plan their bids before submitting.

Similarly, the Market Testing and Meet the Buyer events that will be scheduled prior to advert have been included in the procurement process to address the risk that the prices offered within the procurement will exceed the amount that is allowed in the budget.; this will allow the market to be informed prior to the advert of the set up of the proposed service.

4.6 Evaluation

This procurement is being conducted in accordance with the Public Contracts Regulations 2015. The procurement is subject to the light-touch regime under Section 7 Social and Other Specific Services. Under Regulation 76 the Council is free to establish a procedure, provided that procedure is sufficient to ensure compliance with the principles of transparency and equal treatment of economic operators (service providers). It is anticipated the approach will use a one stage tender, potentially using negotiation as appropriate. This means that any interested economic operator (service provider) may submit a tender in response to the advertisement.

The Council will reserve the right to award the contract on the basis of initial tenders without negotiation where this offers value for money. We reserve the right to not award the contract if it does not offer value for money.

Bids will be assessed on the basis of 70% quality and 30% cost. The services will work with people who are vulnerable with complex needs around substance misuse, mental and physical mental health so quality, partnership working and safety are key considerations.

Quality will be assessed on the basis of the following criteria:

- Proposed clinical governance and quality – 30%
- Proposed service model and outcomes – 30%
- Proposed partnership working (including the use of peers) – 30%
- Proposals on social value – 10%

4.7 Business risks

This is a large and complex project and there a number of potential risks. These include:

Risk	Mitigation
Providers may not find the new opportunity financial attractive	Market testing is in place to develop these proposals. Further Meet the Buyer events will support this
Poor communication or not involving local people in the decision making at the appropriate times - getting the message wrong	There is a communication strategy to support this work
Poor internal clinical governance arrangements within the council	Request to CCG to provide clinical input in the procurement process submitted in December 2016
The contract is complex and the mobilisation process may exceed four months	Delays have been kept to a minimum where possible. The current timetable allows for significant time for each area of the procurement

NHS staff currently being employed in services will have high TUPE costs if the new provider is not a NHS service	Potential providers are to be given between 42-50 days to complete their bid to allow full consideration of, and planning for, the complexity of the contract and TUPE implications
There are currently 9 services with staff who may need to be TUPEd to new service which potentially has significant financial and logistical impacts on incumbent providers	A process has been agreed with the incumbent providers which will ensure that they seek approval from commissioners before proceeding with new recruitment. TUPE information will be requested in January 2017 from all current providers. A 5 year initial contract term has been proposed in order to encourage potential providers to manage the cost of any TUPE commitments over the life of the contract.
There is a saving of £1.3 million from this procurement. TUPE cost may affect the available budget	Meet the Buyer events and extended time for potential providers to complete their bid and to examine TUPE implications will be put in place

The project has a risk register and issues log in place and governance of this will be managed via Public Health's Commissioning Group.

In order to mitigate any risk associated with the contract term the contract for the new service will have a termination clause which allows them to end if they become unaffordable. This will extend to any sub-contracts that the successful bidder may put in place to deliver the service.

4.8 The Employment Relations Act 1999 (Blacklist) Regulations 2010 explicitly prohibit the compilation, use, sale or supply of blacklists containing details of trade union members and their activities. Following a motion to full Council on 26 March 2013, all tenderers will be required to sign the Council's anti-blacklisting declaration. Where an organisation is unable to declare that they have never blacklisted, they will be required to evidence that they have 'self-cleansed'. The Council will not award a contract to organisations found guilty of blacklisting unless they have demonstrated 'self-cleansing' and taken adequate measures to remedy past actions and prevent re-occurrences. The adequacy of these measures will initially be assessed by officers and the outcome of that assessment will be reviewed by the Council's Procurement Board.

4.9 The following relevant information is required to be specifically approved by the Executive in accordance with rule 2.6 of the Procurement Rules:

Relevant information	Information/section in report
1 Nature of the service	Adult substance misuse treatment services See paragraph 4.1
2 Estimated value	The estimated value per year is £4.9 million. The agreement is proposed to run for a period of 5 years with an optional extension of 2 x 2 years. See paragraph 4.2
3 Timetable	The procurement strategy would commence immediately after approval by Executive with the aim of completing the procurement exercise by October 2017 allowing four months to plan the implementation of the new contract, which would start 1 April 2018. See paragraph 4.3

4 Options appraisal for tender procedure including consideration of collaboration opportunities	A significant market engagement exercise is taking place between December 2016 and February 2017 to inform the co-production of the new service specification. See paragraph 4.4
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	Social value will be included as an award criterion within the tendered and LLW will be a condition to the contract. There are considerable TUPE implications to this contract; to manage this risk, bidders will be given between 42 and 50 days to submit their bid, this is over and above the time required by the Regulation. See paragraph 4.5
6 Evaluation criteria	Bids will be assessed on the basis of 70% quality and 30% cost. Quality will be assessed on the basis of the following criteria: <ul style="list-style-type: none"> • Proposed clinical governance and quality • Proposed service model and outcomes • Proposed partnership working (including the use of peers) • Proposals on social value See paragraph 4.6
7 Any business risks associated with entering the contract	Governance of risk managed via the Public Health Commissioning Group. The financial risk associated with the contract term is mitigated by adding a termination clause which allows them to end if they become unaffordable. This will extend to any sub-contracts that the successful bidder may put in place to deliver the service. See paragraph 4.7
8 Any other relevant financial, legal or other considerations.	See paragraph 5

5. Implications

5.1 Financial implications

Islington Council receives a ring-fenced Public Health grant from the Department of Health to fund the cost of its Public Health service.

The current 2016/17 budgets earmarked for the services identified as in scope for this procurement total £6,411,500 per annum. The proposed contract values for 2017/18 will remain at similar levels in order to minimise disruption to service users and providers.

Following the proposed procurement approach it is envisaged that there is a minimum of £1,300,000 savings realised.

The Council's Public Health expenditure must be contained entirely within the grant funded cash limit indicated above. If any additional pressures are incurred management actions will need to be identified to cover this.

To avoid a potential future financial pressure for the Council, any future contracts will have a termination clause which allows them to end if they become unaffordable. This will extend to any sub-contracts that the successful bidder may put in place to deliver the service.

5.2 Legal implications

The council has a duty to improve public health under the Health and Social Care Act 2012, section 12. The council must take such steps as it considers appropriate for improving the health of the people in its area including providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way) as well as providing services or facilities for the prevention, diagnosis or treatment of illness (National Health Service Act 2006, section 2B, as amended by Health and Social Care Act 2012, section 12 and Regulation 2013/351 made under the National Health Service Act 2006, section 6C). Therefore the council may provide specialist substance misuse services as proposed in this report. The council may enter into contracts with providers of such services under section 1 of the Local Government (Contracts) Act 1997.

The services that have been procured are subject to the light touch regime set out in Regulations 74 to 77 of the Public Contracts Regulations 2015 (the Regulations). The threshold for application of this light touch regime is currently £589,148.00. The value of this contract is above this threshold. The council's Procurement Rules require contracts over the value of £164,176.00 to be subject to competitive tender.

In compliance with the requirements of the light touch regime in the Regulations and the council's Procurement Rules the proposal outlined in the report is to advertise a call for competition in the Official Journal of the European Union (OJEU) and procure the service using a competitive tender process.

On completion of the procurement process the contract may be awarded to the highest scoring tenderer subject to the tender providing value for money for the council.

5.3 Environmental implications

The service should have only a minimal environmental impact being primarily conducted within office locations and there will be an expectation that the new provider have fewer of their own premises and operate peripatetically in existing community settings.

Staff will be encouraged to use public transport to travel for work purposes. Fuel usage for lighting, heating and operating equipment within the building will be considered and where possible gas and/or electricity will not be wasted.

It is possible that the service will be required to dispose of hazardous materials related to drugs testing and harm reduction activities (i.e. needle exchange or disposal). The specification will require that these are safely disposed of in accordance with current waste regulation including Duty of Care regulation.

The service would have some minor impacts associated with the use of buildings (energy/water/waste) and possibly around marketing materials (leaflets/posters).

5.4 Resident impact assessment

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment was completed December 2016 and the summary of the equality impacts is included below:

- The service will be expected to provide additional support to people who would otherwise find it difficult to access services due to, for example, stigma within their community, language barriers, cultural or religious beliefs, learning disability or mental health concerns.

- There are no anticipated negative impacts on discrimination, harassment and victimisation. There will be no negative impacts for individuals in the nine protected characteristic categories.
- In order to identify and manage any adverse impacts, the provider will be closely monitored by the Commissioning Team at LBI.
- Provision for clients with disabilities has been included in the procurement process to ensure that there is availability for all clients.
- Examining the data on race of individuals in drug and alcohol treatment in the borough it can be seen that there are higher levels of white clients in treatment compared to the borough average. Historically this has been evidenced in drug and alcohol treatment across the country. Descriptions of priority groups will be set out in the spec with the requirement for the new service to think creatively about engaging with people from these communities.

Throughout the process there will be continued consultation and engagement with service users, former service users and their families.

6. Reasons for the decision

- 6.1 Islington requires a pathway of substance misuse services able to meet the needs of residents in a flexible way, both in a specialist treatment setting and in primary care, to support the council's ambition to improve recovery outcomes. Alcohol and drug misuse causes significant harm to the health and wellbeing of individuals, families and communities. Levels of mortality and illness among people who are problem drug users are high.
- 6.2 This service will play a key role in improving the recovery outcomes of adults resident in Islington with a range of complex needs, including substance misuse, as well as supporting local GPs to treat people in primary care, increasing access for young people, children and families and wider social and public services.
- 6.3 The integrated service will enable substance misuse services to better coordinate with key partners across the borough to ensure that service users and their dependents receive a more consistent and unified approach to their care and support, both within substance misuse services but by the system more generally. It will also ensure an enhanced approach to earlier intervention and prevention, especially through the increased focus on young people and embedding a strong and systematic Think Family approach in adult substance misuse services.

Appendices:

Appendix 1 – Financial information (exempt from publication)

Background papers:

None

Final report approval:

Janet Burgess

Signed by:

Executive Member for Health and Wellbeing

Date: 2nd March 2017

Report Author: Emma Stubbs – Senior Commissioning Manager
 Tel: 020 7527 8198
 Email: emma.stubbs@islington.gov.uk

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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