



AGENDA FOR THE EXECUTIVE

Members of the Executive are summoned to attend a meeting to be held in Council Chamber, Town Hall, Upper Street, N1 2UD on **22 July 2021 at 7.00 pm.**

Enquiries to : Jonathan Moore
Tel : Tel: 020 7527 3308
E-mail : democracy@islington.gov.uk
Despatched : 14 July 2021

Membership

Councillor Kaya Comer-Schwartz
Councillor Rowena Champion
Councillor Satnam Gill OBE
Councillor Sue Lukes
Councillor Michelline Safi Ngongo
Councillor Una O'Halloran
Councillor Asima Shaikh
Councillor Nurullah Turan
Councillor Diarmaid Ward

Portfolio

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

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.

A.	Formal Matters	Page
1.	Apologies for absence	
2.	Declarations of Interest	
3.	Minutes of Previous Meeting	1 - 4
B.	Budget, Performance and Monitoring matters	
4.	Budget Monitoring - Month 12 2020/21	5 - 18

C.	Decent and genuinely affordable homes for all	Page
5.	Housing Strategy 2021-2026	19 - 56
D.	Making Islington the best place for all young people to grow up	
6.	Procurement strategy for Camden and Islington's Young People's Sexual Health Services	57 - 74
7.	Recommendations of the Children's Services Scrutiny Committee - Review of the strategy underpinning the transition from Covid-19	75 - 112
E.	Making Islington a welcoming and attractive borough and creating a healthier environment for all	
8.	Waste reduction and recycling plan update	113 - 148
F.	Ensuring our residents can lead healthy and independent lives	
9.	Recommendations of the Health and Care Scrutiny Committee - Review of Adult Paid Carers	149 - 184
10.	Procurement Strategy for Islington Carers Hub	185 - 208
G.	Other Matters	
H.	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.	
I.	Exclusion of the 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.	
J.	Confidential / exempt items for decision	
K.	Confidential / exempt items for information	
11.	Procurement Strategy for Islington Carers Hub - Exempt Appendix	209 - 210

L. **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 2 September 2021

WEBCASTING NOTICE

This meeting will be filmed by the Council for live and/or subsequent broadcast on the Council's website. The whole of the meeting will be filmed, except where there are confidential or exempt items, and the footage will be on the website for 12 months. A copy of it will also be retained in accordance with the Council's data retention policy.

If you participate in the meeting you will be deemed by the Council to have consented to being filmed. By entering the Council Chamber you are also consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. If you do not wish to have your image captured you should sit in the public gallery area, overlooking the Chamber.

In addition, the Council is obliged by law to allow members of the public to take photographs, film, audio-record, and report on the proceedings at public meetings. The Council will only seek to prevent this should it be undertaken in a disruptive or otherwise inappropriate manner.

If you have any queries regarding webcasting or the recording of meetings by the public, please contact Democratic Services on democracy@islington.gov.uk

London Borough of Islington

Executive - 27 May 2021

Minutes of the meeting of the Executive held at Council Chamber, Town Hall, Upper Street, N1 2UD on 27 May 2021 at 7.00 pm.

Present: **Councillors:** Comer-Schwartz, Champion, O'Halloran, Shaikh, Turan and Ward

Councillor Kaya Comer-Schwartz in the Chair

803 APOLOGIES FOR ABSENCE

No apologies for absence were received, however it was noted that Councillors Gill, Lukes and Ngongo were not required to attend in accordance with the COVID safety measures implemented for the meeting.

804 DECLARATIONS OF INTEREST

None.

805 MINUTES OF PREVIOUS MEETING

RESOLVED:

That the minutes of the previous meeting held on 29 April 2021 be agreed as a correct record and the Chair be authorised to sign them.

806 APPOINTMENTS TO BE MADE BY THE EXECUTIVE

RESOLVED:

(a) That Councillor Kaya Comer-Schwartz (Chair), Councillor Una O'Halloran, Councillor Michelline Safi Ngongo and Councillor Diarmaid Ward be appointed as members of the Voluntary and Community Sector Committee and Councillors Champion, Gill, Lukes, Shaikh and Turan be appointed as substitutes, for the municipal year 2021/2022, or until successors are appointed.

(b) That Councillor Anjna Khurana, Councillor Jason Jackson and Councillor Janet Burgess be appointed as observers of the Voluntary and Community Sector Committee, for the municipal year 2021/2022, or until successors are appointed.

(c) That Councillor Una O'Halloran be appointed to the Associated Joint Committee – London Councils' Grants Committee and Councillors Gill, Lukes and Shaikh be appointed as deputies, for the municipal year 2021/22, or until successors are appointed.

(d) That Councillor Paul Convery be appointed as the Council's representative at shareholder meetings of the London Collective Investment Vehicle (London LGPS CIV Limited), for the municipal year 2021/22, or until a successor is appointed.

Reasons for decision – the Executive is responsible for making these appointments to enable the council's representatives to participate in meetings
Other options considered – none
Conflicts of interest / dispensations granted – none

807 CALLY COMMUNITY PLAN

RESOLVED:

- (a) That the We are Cally Community Plan be approved;
- (b) That the proposed governance arrangements be approved, as detailed in the report;
- (c) That the intention to identify other areas in the borough where a similar approach could deliver value be noted.

Reasons for decision – to provide a coherent collective vision and action plan for the area around Caledonian Road
Other options considered – none
Conflicts of interest / dispensations granted – none

808 CONTAMINATED WASTE AND WASTE CONTAINER CHARGES

RESOLVED:

- (a) That the introduction of a charge to landlords for the cost of collection of contaminated recycling from communal properties, to be implemented as soon as practicable, be agreed;
- (b) That the introduction of a new repairs and maintenance scheme to waste container owners based on the £50 per annum model, to be implemented as soon as practicable, be agreed.

Reasons for decision – to support the delivery of savings detailed in the Medium Term Financial Strategy
Other options considered – as specified in the report, different pricing structures have been modelled
Conflicts of interest / dispensations granted – none

809 **ALLOTMENTS POLICY - RENEWAL OF TENANCIES**

RESOLVED:

(a) That Policy 3 be removed from the Allotment Policy, be agreed. Policy 3 stated, "New allotment holders will be told that their annual agreements will not be extended past ten years."

(b) That the removed policy will be replaced by a new policy that that will state, "Allotment holders may continue to renew the tenancy on an annual basis subject to the Tenant's observance and performance of the covenants and the other provisions contained in the annual agreement", be agreed.

Reasons for decision – to act on the response to the policy consultation

Other options considered – as detailed in the report

Conflicts of interest / dispensations granted – none

810 **PROCUREMENT STRATEGY FOR CAMDEN AND ISLINGTON'S YOUNG PEOPLE'S SEXUAL HEALTH**

This item was deferred to a future meeting.

MEETING CLOSED AT 7.13 pm

This page is intentionally left blank

Report of: Executive Member for Finance and Performance

Meeting of	Date	Ward(s)
Executive	22 July 2021	All
Delete as appropriate	Exempt	Non-exempt

2020/21 PROVISIONAL FINANCIAL OUTTURN

1. SYNOPSIS

- 1.1 This report presents the provisional financial outturn for 2020/21. Overall, there is a balanced General Fund (GF) position, unchanged from the previous reported Month 10 position. Within this, there was a COVID-19 budget overspend of (+£36.5m) across GF council services after the application of service specific grant funding. This was fully balanced by general (non-ring-fenced) COVID-19 government grant received in 2020/21, the estimated full year claim under the government's partial compensation scheme for sales, fees and charges losses and the delivery of underspends elsewhere in the base budget.
- 1.2 Within this overall unchanged balanced GF position, there were some significant favourable movements from Month 10. This was due to a combination of additional government grant funding confirmed late in the financial year (e.g. additional allocations from the Contain Outbreak Management Fund), the significant uncertainty that still existed when the Month 10 forecasts were prepared (not long after the start of a further national lockdown) and additional efficiencies that were not confirmed until the year-end accounts were closed.
- 1.3 Rather than a one-off event that the council's budget is recovering from, COVID-19 will continue to have a significant, ongoing impact on the council's budget for the foreseeable future. There is a need to significantly increase resilience in the council's balance sheet and reserves to reflect hardening budget risks over the medium term (including in respect of council tax and business rates income) and the time-limited (non-recurring) nature of COVID-19 government funding.
- 1.4 There was an in-year deficit of £13.5m on the ring-fenced Housing Revenue Account (HRA) compared to original budget assumptions, funded from a lower than planned contribution to HRA reserves.
- 1.5 Capital expenditure of £111.637m (£6m more than forecast at Month 10) has been delivered against the revised 2020/21 budget of £127.943m, representing 87% spend against budget.

The variance from budget was predominantly due to COVID-19 related delays across the programme, which were already reflected in prior month forecasts.

2. RECOMMENDATIONS

- 2.1. To note the breakdown of the forecast GF outturn by individual variance at **Appendix 1** and by service area at **Appendix 2. (Section 3 and Table 1)**
- 2.2. To note the overall GF net break-even position (before unallocated contingency budget), unchanged from the previous reported position. **(Section 3 and Table 1)**
- 2.3. To note, subject to decision at the next Executive meeting on 2 September 2021, the further proposed allocation of Carbon Offset Funding of £3.037m over the next three years to support delivery of the council's Net Zero Carbon programme. **(Paragraph 4.6 and Table 2)**
- 2.4. To approve the new GF fees and charges relating to filming rights in the borough. **(Paragraph 4.7 and Table 3)**
- 2.5. To note the allocation of Contain Outbreak Management Fund/Test and Trace Support grant funding totalling £8.284m across eligible COVID-19 related expenditure in line with the terms of the grant. **(Paragraph 4.25 and Table 4)**
- 2.6. To approve the outturn transfers to reserves, the movements between reserves and the provisional GF and HRA reserves balances, and to delegate authority to the Section 151 Officer to agree any further movements to/from reserves related to finalising the 2020/21 Statement of Accounts. **(Paragraphs 4.28, 4.30 and 5.5, and Tables 5-6)**
- 2.7. To note the HRA in-year deficit of (+£13.456m), fully funded from a lower contribution to HRA reserves than planned in the original budget. **(Section 5 and Appendix 2)**
- 2.8. To note the 2020/21 capital outturn, financing of the 2020/21 capital programme and the movement in the 2020/21 capital budget since the last reported capital programme at Month 10. **(Section 6, Tables 7-9 and Appendix 3)**
- 2.9. To approve the re-profiling of the 2020/21 capital outturn budget variances (-£16.306m) into the 2021/22 capital programme, with the exception of variances that are underspends rather than re-profiling in nature, and to delegate authority to the Section 151 Officer to agree any further capital financing adjustments related to finalising the 2020/21 Statement of Accounts. **(Section 6, Table 7 and Appendix 3)**
- 2.10. To note, subject to approval by the Borough Investment Panel on 29 July 2021 and decision at the next Executive meeting on 2 September 2021, the proposed allocation of £1.740m Community Infrastructure Levy funding (strategic element) to the People Friendly Streets programme. **(Paragraph 6.7)**

3. REVENUE SUMMARY

- 3.1. A summary position of the GF and HRA is shown in **Table 1**, a breakdown by individual GF variance in **Appendix 1** and a breakdown by GF and HRA service area in **Appendix 2**. In addition, the 2020/21 contingency budget (£5.455m) was not called upon and will be transferred to GF reserves in line with the medium-term financial strategy (MTFS).

Table 1 – 2020/21 GF and HRA Forecast Over/(Under)Spend

	CV-19 Related £m	Non CV-19 Related £m	Month 12 Total £m	Month 10 Total £m	Monthly Movement £m
<u>GENERAL FUND</u>					
Chief Executive's	0.328	0.037	0.365	0.340	0.025
Environment and Regeneration	24.277	(6.104)	18.173	20.745	(2.572)
Housing	0.017	(0.017)	0.000	0.000	0.000
People	7.686	(2.127)	5.559	8.882	(3.323)
Public Health	0.399	(0.399)	0.000	(1.323)	1.323
Resources Directorate	5.271	(3.951)	1.320	3.884	(2.564)
DIRECTORATE	37.978	(12.561)	25.417	32.528	(7.111)
Corporate Items	(1.487)	11.430	9.943	12.205	(2.262)
TOTAL GENERAL FUND	36.491	(1.131)	35.360	44.733	(9.373)
COVID-19 Grant Tranches 2-4			(18.359)		
SFC Compensation (Estimate)			(17.001)		
NET GENERAL FUND			(0.000)		
<u>HOUSING REVENUE ACCOUNT</u>					
In-year (Surplus)/Deficit	2.112	11.344	13.456	2.822	10.634

4. GENERAL FUND

Chief Executive's Directorate (+£0.365m)

- 4.1. The Chief Executives directorate outturn position is a (+£0.365m) overspend, consisting of a (+£0.328m) overspend attributable to COVID-19 and a small (£0.037m) overspend on the base budget.

Environment and Regeneration (+£18.173m)

- 4.2. The Environment and Regeneration outturn position is a (+£18.173m) overspend, consisting of a (+£24.277m) overspend attributable to COVID-19 and a (-£6.104m) underspend in the base budget.

- 4.3. COVID-19 related net overspends totalling (+£24.277m) were as follows:

- Parking related income – a decline in income (+£13.731m) relating to a substantial decrease in Pay and Display, Penalty Charge Notices and, Permits and Vouchers;
- Leisure related income – income loss and additional support to GLL leisure provider (+£5.204m);
- Other areas such as Commercial Waste, Planning, Licensing, Energy Services, Highways, Street Markets, Local Land Charges and Pest Control services experienced reduced levels

of service, with income lost across these areas totalling (+£3.926m). This was offset by a reduction in the non-household levy (-£0.744m); and

- (+£2.344m) additional costs for agency cover relating to sickness and isolation, overtime and contract costs for additional COVID-19 social distancing regulations, mortuary costs and personal protective equipment costs. This was offset by service specific COVID-19 grant of (-£0.184m).

4.4. There was a base budget net underspend of (-£6.104m) relating to:

- Additional parking income (-£1.693m) relating to suspensions and road closures, and savings through expenditure controls;
- Underspends in Greenspace and Leisure (-£1.015m) from vacant posts, additional public health income and S106 funding;
- Underspends in Street Environmental Services (-£2.437m) from agency spend controls, additional waste income and fleet savings; and
- Other, minor variances totalling (-£0.892m) across the directorate.

Funding for Net Zero Carbon Programme

4.5. The Environment and Regeneration outturn position is after a (+£2.548m) transfer to earmarked reserves in relation to unbudgeted income from the Low Traffic Neighbourhoods programme to support the delivery of the council's Net Zero Carbon programme in future financial years.

4.6. In addition, the Net Zero Carbon Executive Board and the Borough Investment Panel have recently recommended the further allocation of Carbon Offset Funding of £3.037m over the next three years (in addition to £1.023m previously allocated). The recommended allocations are summarised in **Table 2** for decision at the next Executive meeting on 2 September 2021.

Table 2 – Proposed Allocation of Carbon Offset Funding for Approval

Description	21/22 £m	22/23 £m	23/24 £m	Existing Allocation £m	Proposed New Allocation £m
Housing Low Carbon Delivery Manager	0.063	0.063	0.063	0.000	0.189
Installation of intelligent hot water circulation units	0.000	0.050	0.000	0.000	0.050
Islington Community Energy Fund	0.025	0.025	0.025	0.000	0.075
Energising small businesses grants	0.050	0.050	0.050	0.000	0.150
Energy team staff costs	0.575	0.575	0.575	(0.575)	1.150
Warmth on Prescription Scheme – Energy efficiency measures with tenants that are vulnerable to the effects of the cold/living in fuel poverty	0.448	0.448	0.448	(0.448)	0.896
Feasibility studies	0.100	0.100	0.025	0.000	0.225
Green electricity - Corporate Estate	0.061	0.070	0.070	0.000	0.201
Supplementary Planning Document Officer	0.038	0.050	0.013	0.000	0.101
Total	1.360	1.431	1.269	(1.023)	3.037

- 4.7. Since the 2021/22 budget was agreed, including the full schedule of sales, fees and charges, new charges relating to filming rights (**Table 3**) have been proposed for approval in this report.

Table 3 – New Proposed Fees and Charges for Approval

Category	Charge Type	Charge Detail	2021/22 Price
Environmental Services - Highways	Legal Notices & Works Road Traffic Regulations Act 1984	Temporary Traffic Restriction Orders/Notices (Less than 24 hours) for filming activities under section 16a/2	£1,000.00
Environmental Services - Highways	Highways License	Temporary Structure Agreement (TSA) for Filming Activities	£65.00

Housing General Fund (Break-even position)

- 4.8. The Housing General Fund outturn is a break-even position, after service specific government grant funding and a (+£1.769m) transfer to earmarked reserves. The transfer to earmarked reserves is in relation to inflation and demographic growth in the 2020/21 base budget that was replaced by government grant funding confirmed after the finalisation of the budget.
- 4.9. The break-even position includes the council's statutory, yet unfunded by central government, duty to provide a safety net to vulnerable migrants with no recourse to public funds (NRPF).

People (+£5.559m)

- 4.10. The People directorate (comprising Children's, Employment and Skills and Adult Social Services) overspent by (+£5.559m) on GF services, consisting of a (+£7.686m) overspend attributable to COVID-19 and an underspend of (-£2.127m) in the base budget.

Children's, Employment and Skills: GF (+£3.604m), Schools (-£4.646m)

- 4.11. Children's, Employment and Skills overspent by (+£3.604m), consisting of a (+£4.732m) overspend attributable to COVID-19 and an underspend of (-£1.128m) in the base budget.
- 4.12. The COVID-19 attributable net adverse variance of (+£4.732m) related to:
- (+£1.514m) net loss of parental fee income in Children's Centres;
 - (+£2.476m) net overspend on the children looked after placements budget;
 - (+£0.547m) loss of income in relation to Cardfields, the Laycock Centre, the Arts Service, the Education Library Service and curriculum income in the SEN transport service;
 - (+£0.325m) agreed package of support to Isledon to ensure the continued provision of universal youth services across the borough following significant income pressures due to COVID-19; and
 - (-£0.130m) other net favourable variances.
- 4.13. There was an offsetting (-£1.128m) net favourable variance in the base budget, comprising:
- (-£0.908m) underspend on the council's universal free school meals programme, due to the number of children being educated at home in the summer term;
 - (-£0.175m) underspend against the remand budget as the numbers of young people remanded in custody remained low during the financial year; and

- (-£0.045m) other net favourable variances.

4.14. The Dedicated Schools Grant (DSG) underspent by (-£4.646m). This underspend related to:

- (-£1.931m) contingency balance in early years;
- (-£0.589m) unallocated growth funding for high needs;
- (-£0.463m) prior-year balance in relation to funding for the statutory entitlement for 2-year-old provision;
- (-£0.447m) underspend against high needs, due to a slower rollout of the new area-based inclusion fund to strengthen our SEN support offer than planned due to COVID-19;
- (-£0.254m) underspend against alternative provision and managed moves due to fewer pupil exclusions and a reduced requirement for managed moves;
- (-£0.252m) further underspend in relation to high needs;
- (-£0.163m) underspend against the budget for falling rolls and growth; and
- (-£0.547m) other net favourable variances.

Adult Social Services (+£1.955m)

4.15. Adult Social Services had a net (+£1.955m) overspend, consisting of a (+£2.954m) overspend attributable to COVID-19 and an underspend of (-£0.999m) in the base budget.

4.16. The full year COVID-19 overspend in the department (+£2.954m) related to:

- An overspend of (+£0.176m) in supporting the adult social care market and additional demand (including increased demand due to the COVID-19 Hospital Discharge Service);
- (+£1.444m) personal protective equipment costs;
- (+£0.396m) workforce pressures;
- (+£0.938m) loss of client contributions.

4.17. Adult Social Services underspent by (-£0.999m) on the base budget, comprising additional public health income to fund eligible expenditure (-£0.602m), use of the Workforce Capacity Grant (-£0.208m) and other underspends (-£0.189m).

Public Health (Break-even)

4.18. The Public Health directorate outturn is a break-even position, including a (-£0.770m) drawdown from the earmarked Public Health reserve. Public Health expenditure was funded via a ring-fenced grant of £26.563m in 2020/21.

Resources (+£1.320m)

4.19. The Resources directorate outturn is a (+£1.320m) overspend, consisting of a (+£5.271m) overspend attributable to COVID-19 and an underspend of (-£3.951m) in the base budget.

4.20. The COVID-19 attributable overspend (+£5.271m) related to:

- (+£2.009m) ICT infrastructure costs to support working from home arrangements;
- (+£1.718m) loss of income from events, functions and registrar services;
- (+£0.691m) loss of income due to court activity suspension;
- (+£0.291m) shielding support scheme;
- (+£0.260m) crisis payments and discretionary support;

- (+£0.132m) working from home support scheme for employees;
 - (+£0.128m) costs associated with the fast tracking of the legal case management system; and
 - (+£0.042m) loss of legal income due to a reduction in demand for legal services in relation to planning and property matters.
- 4.21. There were underspends/efficiencies on the base budget totalling (-£3.951m), including (-£2.6m) across financial operations and housing benefit subsidy claim budgets and (-£1.2m) core ICT budget savings.

Corporate (+£9.943m)

- 4.22. The provisional corporate items outturn is an overspend of (+£9.943m), consisting of a (-£1.487m) net underspend attributable to COVID-19 and variance of (+£11.430m) within the base budget. The financial position is detailed by key variance in **Appendix 1** and summarised by division in **Appendix 2**. In addition, there is an underspend of (-£5.455m) on the corporate contingency budget.
- 4.23. The COVID-19 attributable net underspend (-£1.487m) on the corporate budget related to:
- (+£2.175m) COVID-19 related reprofiling of previously agreed savings;
 - (+£2.551m) increase in sundry debtors provision for collection losses due to the impact that COVID-19 is having on debt recovery;
 - (+0.734m) costs in relation to mortality management costs allocated across London councils;
 - (+£0.558m) transfer to earmarked reserves in relation to the future year budget impact of the 25% of current year council tax losses (+£0.098m) and business rates losses (+£0.460m) not covered by the government's 75% Tax Income Guarantee scheme;
 - (+£0.323m) net additional costs of running the wider 'We are Islington' support service that are not reflected in directorate forecasts;
 - (+£0.317m) community testing costs;
 - (+£0.139m) overspend on the coroners budget; and
 - (-£8.284m) Contain Outbreak Management Fund/Test and Trace Support grant funding that has been administered centrally and fully allocated across eligible 2020/21 expenditure in line with the terms of the grant.
- 4.24. The non COVID-19 variance on the base budget (+£11.430m) related to:
- (+£2.780m) non COVID-19 reprofiling of savings and (+£0.968m) undeliverable savings following review at the start of the financial year;
 - (+0.221m) net unbudgeted corporate costs, including the increased local government pay award (2.75% compared to 2.00% budgeted) and in-year vacancy management savings;
 - (+£8.395m) net transfers to earmarked reserves in relation to non COVID-19 underspends in order to provide increased resilience for budget risks over the medium term; and
 - (-£0.934m) underspend on the corporate financing budget, in part due to COVID-19 related slippage in the capital programme.

- 4.25. The council received Contain Outbreak Management Fund/Test and Trace Support grant funding totalling £8.284m in 2020/21. This funding has been retrospectively allocated across eligible COVID-19 related expenditure in line with the terms of the grant. This is summarised in **Table 4** based on the relevant MHCLG categories of activity.

Table 4 – Allocation of Contain Outbreak Management/Test and Trace Support Grant

MHCLG Categories	£m
Testing	0.317
Tracing	0.000
Vaccine deployment	0.000
Support for those in self-isolation (non-financial support)	0.014
Support for vulnerable groups and targeted community interventions	4.480
Other: Prevention, management of local outbreaks and data intelligence, surveillance and communications	2.295
Compliance and Enforcement: Environmental Health Officers (inc overtime)	0.000
Compliance and Enforcement: COVID-19 Secure Marshals or equivalents (inc overtime)	0.000
Compliance and Enforcement: other activities and staff	0.502
Clinically Extremely Vulnerable	0.000
Other	0.675
Total	8.284

General Fund Reserves

- 4.26. Prior to the COVID-19 crisis, the 2020/21 budget report highlighted the need for the council to strengthen its financial resilience for deteriorating budget risks over the medium term. The 2021/22 budget report reiterated the need to strengthen financial resilience as COVID-19 has highlighted the underlying, significant level of risk in the council's budget.
- 4.27. Similarly, the findings of the External Auditor on the 2019/20 Statement of Accounts noted that the council's non-schools GF reserves are below the average level for London Boroughs and that:
- "It is critical that management continue to look beyond the current crisis and maintain sufficient reserves relative to likely future pressures as systemic change and transformation become embedded and begin to realise substantive recurrent savings, to mitigate risks posed by external factors outside of member and officer control."*
- 4.28. For approval in this report, **Table 5** sets out the movement in GF earmarked and general reserves in 2020/21 and the closing balances as at the end of the financial year. This includes the creation of the following new earmarked reserves based on an assessment of the current risk outlook:
- Business Continuity – to mitigate the risk of disruption to key council services and systems, including cyber security risks;
 - Care Experience – to provide for the potential direct and indirect costs of the non-recent child abuse support payment scheme, which is currently subject to consultation/final approval; and
 - Net Zero Carbon – to support the delivery of the council's Net Zero Carbon programme.
 - Social Care – to mitigate significant uncertainty in social care demographic growth estimates.

Table 5 – GF Earmarked and General Reserves

	Opening Balance 1 April 2020 £m	2020/21 Movements £m	Closing Balance 31 March 2021 £m
GF Earmarked Reserves			
BSF PFI Smoothing	4.979	0.783	5.762
Budget Risk and Insurance	17.396	8.037	25.425
Budget Strategy	21.111	0.000	21.111
Business Continuity	0.000	10.000	10.000
Care Experience	0.000	16.000	16.000
Community Infrastructure Levy	9.428	(0.994)	8.434
Core Funding (formerly NNDR Smoothing)	7.723	33.742	41.465
COVID-19	7.684	(7.684)	0.000
Housing Benefit	7.921	(7.921)	0.000
Joint Cemeteries Trading Account	1.634	0.473	2.107
Net Zero Carbon	0.000	2.548	2.548
Public Health	2.123	(0.770)	1.353
Social Care	0.000	5.985	5.985
Street Markets	0.260	0.000	0.260
Total GF Earmarked Reserves	80.259	60.199	140.450
Non-Earmarked GF Reserves			
General Fund (Non Schools)	16.664	0.000	16.664
Schools Balances	11.208	(1.100)	10.108
Total Non-Earmarked GF Reserves	27.872	(1.100)	26.772

- 4.29. Over the last financial year, councils have seen significant financial turmoil from many different aspects of their local roles, both from the delivery of services and as a conduit for central government to support local businesses. The government has provided significant financial support both directly to councils, but also through councils to support local business with rates relief and support grants. The year-end increase on reserves reflects the early advancement of this government support which will be deployed in 2021/22 to support services and businesses.
- 4.30. The Executive is asked to delegate authority to the Section 151 Officer to agree any further movements to/from reserves related to finalising the 2020/21 Statement of Accounts.

5. HOUSING REVENUE ACCOUNT (HRA)

- 5.1. The provisional outturn for the HRA is an in-year deficit of (+£13.456m) compared to original budget assumptions, comprising (+£2.112m) budget pressures attributable to COVID-19 and other net budget pressures of (+£11.344m). As a consequence of this in-year deficit, the contribution to HRA Risk Equalisation reserve will be £13.456m less than planned in the original budget. This is summarised in **Appendix 2**.
- 5.2. The most significant COVID-19 impact on the HRA has been the increasing rent/service charge arrears. The assessment as to irrecoverable arrears is reflected in the HRA in the form of a bad debt provision increase (+£1.100m).
- 5.3. Other COVID-19 budget pressures were as follows:

- Personal protective equipment costs (+£0.120m) – primarily for caretaking, concierge and repairs staff;
- Use of voids for Temporary Accommodation (+£0.175m) – refurbishment costs and furnishings/white goods;
- Loss of parking income (+£0.095m);
- Caretaking cover (+£0.560m); and
- Other variances (+£0.062m).

5.4. The two most significant non-COVID overspends were as follows:

- General Management - A legally assessed provision of (+£10.324m) in respect of Thames Water commissions and voids allowance, received by the council over the previous 6 years for the collection of water charges on behalf of Thames Water;
- Revenue Contributions to Capital – Increased revenue funding (totalling +£8.424m) of the of the housing new build and property acquisition capital programmes, which ultimately will lead to a saving on costs of borrowing; and
- Other non-COVID variances bringing the net non-COVID overspend to (+£11.344m).

5.5. **Table 6** sets out the movement in HRA reserves during 2020/21. The most significant HRA reserve is the 'Risk Equalisation' reserve, which is set aside to address the financial impact of new housing legislation and other significant financial risks over the 30-year HRA business planning period.

Table 6 – HRA Reserves

	Opening Balance 1 April 2020 £m	2020/21 Movement £m	Closing Balance 31 March 2021 £m
HRA Earmarked Reserves			
Housing PFI 1	5.510	0.000	5.510
Tenants Heating	1.487	0.200	1.687
HRA Risk Equalisation	83.892	0.420	84.312
Total HRA Earmarked Reserves	90.889	0.620	91.509
HRA Working Balance	17.521	0.000	17.521
Major Repairs Reserve	21.909	(16.476)	5.433
Total HRA Reserves	130.319	(15.856)	114.463

6. CAPITAL PROGRAMME

6.1. Capital expenditure of £111.475m (£6m more than forecast at Month 10) has been delivered against the revised 2020/21 budget of £127.943m, representing 87% spend against budget. The variance from budget is predominantly due to COVID-19 related delays across the programme, which were already reflected in prior month forecasts. This is set out by directorate in **Table 7** and detailed in **Appendix 3**.

Table 7 – Capital Outturn 2020/21

Directorate	2020/21 Budget £m	2020/21 Expenditure £m	Capital Variance (Under)/Over £m
Environment and Regeneration	22.344	15.098	(7.246)
Housing	97.550	90.779	(6.771)
People	5.934	3.620	(2.314)
Resources	2.115	2.140	0.025
Total	127.943	111.637	(16.306)

6.2. The Environment and Regeneration capital variance (-£7.246m) relates predominantly to the following projects:

- Bunhill Energy Centre Phase 2 – reprofiling of (-£2.073m) due to additional works required to connect plant rooms;
- S106/CIL Funded Schemes – gross budget underspend (-£1.796m) with all 2020/21 projects agreed and funded, and future year schemes funded in 2021/22 onwards capital programme;
- Economic Development – reprofiling (-£0.726m) due to delays as a result of COVID-19; and
- Vehicle Replacement – reprofiling (-£0.708m) due to contractor delays as a result of COVID-19.

6.3. The Housing capital variance (-£6.771m) relates predominantly to the following projects:

- New Build Programme reprofiling (-£13.646m) due to programme delays caused by COVID-19; and
- Acceleration of Major Works and Improvement programme (+£7.240m) following award of key contracts.

6.4. The People capital variance (-£2.314m) comprises the following key variances:

- Primary Schools Condition Schemes/Schools Modernisation (-£1.369m) due to delays as a result of COVID-19; and
- Tufnell Park School Expansion (-£0.489m) underspend following agreement of final project account.

6.5. The Resources capital variance (+£0.025m) relates to:

- Hungerford Road Cladding Replacement project reprofiling from 2021/22 (+£0.258m) as the project accelerated in Q4 beyond initial expectations; and
- Laycock Street (-£0.233m) reprofiling due to COVID-19 delays with works to begin on site in June 2021.

6.6. The financing of the 2020/21 capital programme is summarised in **Table 8**.

Table 8 – Financing of Capital Programme 2020/21

	£m
Capital Grants and Third Party Contributions	18.502
Capital Receipts	27.641
HRA – Major Repairs Reserve	46.112
HRA – Revenue Account	8.424

GF Revenue Account	2.882
GF Borrowing	8.076
Total	111.637

- 6.7. Subject to approval by the Borough Investment Panel on 29 July 2021 and decision at the next Executive meeting on 2 September 2021, the financing of the 2020/21 capital programme includes the allocation of £1.740m Community Infrastructure Levy funding (Strategic element) to the People Friendly Streets programme.
- 6.8. The capital budget changes since the previous reported position are summarised in **Table 9** for noting by the Executive.

Table 9 – 2020/21 Capital Budget Changes Since Previous Reported Position

	Month 10 Budget £m	Increase/ (Decrease) £m	Month 12 Budget £m	Explanation of Key Movements
Environment and Regeneration	20.038	2.306	22.344	<ul style="list-style-type: none"> Budget increase to reflect spend on Highbury Pool works following fire (£3.565m) – covered through insurance contribution. Partly offset by budget transfers for Greenspaces works identified as revenue expenditure (-£0.660m) – funded from CIL/S106 contributions. Additional changes relating to confirmation of S106/CIL allocations for Highways works (-£0.269m) with spend lower than anticipated.
Housing	97.550	-	97.550	N/A
People	5.971	(0.037)	5.934	Central Library - delay in tenant occupying premises due to COVID-19 has reduced the contribution by £0.037m.
Resources	2.115	-	2.115	N/A
TOTAL	125.674	2.269	127.943	

- 6.9. Beyond 2020/21, the council has approved a capital programme totalling £539.200m over the three years 2021/22 to 2023/24. The approved capital programme will be reviewed and re-profiled as part of budget monitoring in 2021/22, including for the impact of the reprofiling from 2020/21.

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 (Section 28 Local Government Act 2003; the council's Financial Regulations 3.7 to 3.10 (Revenue Monitoring and Control)).

Environmental Implications

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

Resident Impact Assessment

- 7.4. 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.
- 7.5. A resident impact assessment (RIA) was carried out for the 2020/21 Budget Report agreed 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.

Appendices:

Appendix 1 – General Fund Revenue Monitoring by Key Variance

Appendix 2 – Revenue Monitoring by Service Area

Appendix 3 – Capital Programme 2020/21 to 2022/23

Background papers: None

Signed by:



13 July 2021

Executive Member for Finance and Performance

Date

Report Author: Martin Houston, Strategic Financial Advisor

Legal Implications Author: Peter Fehler, Acting Director of Law and Governance

This page is intentionally left blank

Report of: Deputy Leader and Executive Member for Housing and Development

Meeting of:	Date:	Ward(s):
Executive	22 July 2021	All

Delete as appropriate:	Exempt	Non-exempt
-------------------------------	--------	------------

SUBJECT: Housing Strategy 2021-2026

1. Synopsis

1.1 The council’s housing strategy has been updated – Housing Strategy 2021-2026: A Home for All. It is set out in five priorities:

- 1: Building new council homes – increasing the supply of genuinely affordable homes;
- 2: Maintaining council homes well,
- 3: Support residents to live well in their homes and communities;
- 4 Preventing homelessness and support rough sleepers off of the streets;
- 5: Standing up for private renters.

2. Recommendations

2.1 To approve and adopt the Housing Strategy and Action Plan attached as Appendices 1 and 2.

3. Background

3.1 The strategy was developed by the Homes and Neighbourhoods Directorate in collaboration with the Environment Directorate. It is aligned with the council’s corporate principles and values including Challenging Inequality and with the Mayor’s London Housing Strategy. It reaches Executive after a 6 week consultation which concluded on 21st April 2021.

3.2 **Our housing priorities** - The strategy is structured around five priorities:

Priority 1 - Build new council homes - increase the supply of genuinely affordable homes in Islington: Sets out the council's new build ambitions and goals, reflects our local lettings policy and the work we do to tackle overcrowding to free up larger homes for families.

Priority 2 - Maintain council homes well - providing safe, comfortable homes and estates: How the council carries out responsive repairs and major works to buildings we own and manage to ensure that they are safe. It includes commitments to support net zero carbon and also sets out how residents are supported to feel safe in their homes and estates through the services provide and the interventions we make to tackle crime and violence.

Priority 3 - Support residents to live well in their homes and communities: Sets out how the provision of housing management services to our tenants and leaseholders, shaping healthy places, working to prevent both mental and physical ill health, supporting residents into work and tackling child poverty. It includes the council's commitment to fairness and our work with partners to champion diversity.

Priority 4 - Prevent homelessness and support rough sleepers: Includes our overall approach to housing in the borough but this area of work is covered specifically and in detail by our separate Homelessness and Rough Sleeping Strategy.

Priority 5 - Stand up for private renters: Outlines the work we do to improve conditions in the private rented sector including our HMO licensing scheme, partnership work with landlords and enforcement.

4. Implications

4.1 Financial implications:

4.1.1 The Housing Strategy sets out the Council's key housing priorities and ambitions underpinned by the Action Plan, which sets out more detailed goals designed to ensure the delivery of the Strategy.

4.1.2 The current 30 year HRA Business Plan and the HRA and Housing general fund's three year medium term strategies reflect the Action Plan. However, it should be noted that longer term strategic ambitions such as delivering on net zero carbon will require much further consideration in terms of establishing cost and funding options in the context of the HRA Business Plan.

4.2 Legal Implications:

4.2.1 The Deregulation Act 2015 abolished the statutory requirement for English authorities to produce a housing strategy as previously required by section 87 of the Local Government Act 2003.

4.2.2 However, where a London authority prepares a local housing strategy, section 333D of the Greater London Authority Act 1999 requires that the strategy must be "in general conformity" with the Mayor of London's Housing Strategy.

4.2.3 In deciding whether to approve the Housing Strategy the Executive should have due and proper regard to the consultation responses.

4.3 **Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:**

4.3.1 The Housing Strategy sets out the overarching approach to tackling the range of issues that affect our residents across housing tenures in Islington. It is aligned with our Asset Management Strategy which sets out how we use our available funds on different types of major building works and how we prioritise these works in alignment with the NZC programme and the work that the Environment and Regeneration carry out in the private rented housing sector.

4.3.2 There will be significant environmental impacts from many of the actions in the strategy, including construction of new homes, redevelopment of estates and ongoing repairs and maintenance that will result in energy and material use and generate waste and emissions during the works, with new homes having an ongoing carbon footprint. Some new developments may also lead to the loss of greenspace. These impacts will be assessed and mitigation measures proposed as projects or new contracts come forward for approval.

4.3.3 However, the strategy also contains actions that will mitigate the environmental impacts of these actions and the existing and future housing stock. Emissions from our new developments will be reduced by installing renewable energy sources, meeting high insulation standards and installing efficient heating, hot water and lighting systems, as well as considering green roofs. Estate improvement and refurbishment works will include installing solar panels, better recycling facilities, cycle storage and the installation of electric vehicle charging points to support the switch to sustainable transport, while there are also plans to develop and improve greenspaces, potentially improving biodiversity. An increased use of digital technology will have an environmental benefit through the reduced need for paper forms, and enforcing energy efficiency requirements in the private rented sector will lead to energy efficiency improvements in non-council housing stock.

4.3.4 More generally, our property services directorate has inbuilt commitments to support the council's Net Zero Carbon programme through improving energy efficiency in our housing stock, which will be delivered during the period covered by the strategy.

4.4 **Equalities 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. An Equalities Impact Assessment was completed on 28 May 2021 and has been appended to this report – Appendix 3.

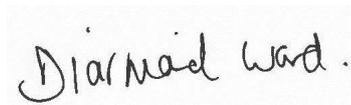
5. **Reason for recommendations**

- 5.1 It is recommended that Executive approve this strategy setting out the council's housing priorities for the next 5 years. Homes and Neighbourhoods are committed to more detailed resident engagement and consultation within twelve months on a review of the strategy action plan.

Appendices

- Appendix 1: Housing Strategy 2021-2026: A home for all
- Appendix 2: Housing Strategy 2021-2026 - Action plan
- Appendix 3: EQIA

Final report clearance:



Signed by: Councillor Diarmaid Ward

Date: 9.07.2021

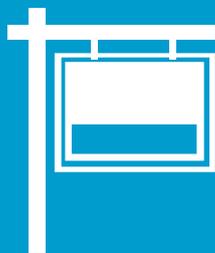
Report Author: Ruth Peacocke
Tel: 020 7527 8632
Email: Ruth.peacocke@islington.gov.uk

Financial Implications Author: Marina Lipscomb
Tel: 0207 527 3314
Email: Marina.lipscomb@islington.gov.uk

Legal Implications Author: Lydia Hajimichael
Tel: 0207 527 5160
Email: Lydia.hajimichael@islington.gov.uk

Housing Strategy 2021 - 2026 A home for all





Foreword

by Councillor Diarmaid Ward, Deputy Leader and Executive Member for Housing and Development



Our ambition to make Islington a fairer and more equal place starts with everyone in our community having a decent, genuinely affordable and safe place to call home.

Islington is a wonderful, diverse and vibrant place to live, but we are in the midst of a severe housing crisis. With a growing population and the price of housing continuing to far outstrip wages in London, the shortage of affordable housing continues to see people struggle to make ends meet. Too many residents falling victim to rogue landlords and far too many young people being brought up in the borough are facing the reality of being unable to afford to continue to live in the communities into which they were born.

The Covid-19 pandemic has exacerbated the challenges of the housing crisis – families living in overcrowded accommodation, with no space for children to learn remotely; a stark rise in poverty meaning more people are facing homelessness; and the real danger of more people falling into poverty or even homelessness. The need for council homes and well-run housing services has never been greater.

We have already delivered over 800 new genuinely affordable homes for local people in the last few years and have built the largest number of council homes in Islington for 30 years, but we know that a radical shift is needed to really effect change and create strong communities where people feel safe and a sense of belonging. We also know that accessing housing is not the end point, but that we must also ensure that once housed, people are supported in good quality housing, in neighbourhoods where people look out for each other and can all participate to make decisions about things that affect them.

Despite ongoing central government cuts to Islington Council's budget we remain committed to tackling the housing crisis and ensuring everyone in our borough has a decent place to call home.

Diarmaid Ward.

Councillor Diarmaid Ward,
Deputy Leader and Executive Member for Housing and Development

Introduction

Islington Council is committed to make Islington fairer, creating a place where everyone, whatever their background, has the same opportunity to reach their potential and enjoy a good quality of life. We are doing this through our four council-wide priorities: homes, safety, jobs and opportunity and environment.

Despite the challenges which the COVID-19 pandemic and continuing government cuts have brought to our community, our vision remains the same: to make Islington fairer.

Good quality, safe and affordable housing is a vital component to live well and we will continue to strive for decent secure and genuinely affordable homes for all.

We have delivered over 800 new genuinely affordable homes for local people and built the largest number of council homes in Islington for 30 years but we know that the shortage of genuinely affordable housing continues to be a real concern for Islington residents and we share those concerns.

- We will continue our ambitious building programme, ensure that new council homes and other new affordable homes are prioritised for local people
- We will continue to be an excellent landlord and freeholder to over 36,000 homes and provide a top class service to our council tenants and leaseholders
- We will continue to invest in our buildings to keep our residents safe, ensuring we comply with the regulatory framework for building safety and make our homes fit for a low carbon future
- We will work with landlords to improve housing conditions in the private sector.

The strategy context

We are delivering our services within a national context of major cuts to public spending, including housing investment, welfare and housing reform which present significant challenges to delivering our local priorities.

Spring 2020 brought about an unprecedented time for all Councils across England and Wales when faced with the Covid 19 global pandemic and, like other boroughs, the focus for Islington moved rapidly to crisis response mode. In housing, we focussed our efforts on Everybody In and adapted our housing services where possible.

Since the publication of our last Housing Strategy, there have been further changes to the national and local policy landscape, including the introduction of Universal Credit and the Homelessness Reduction Act. England and in particular London is facing a housing crisis with the lack of genuinely affordable housing and the price of renting and buying

increasing at a rate that outpaces the cost of living and real household incomes.

Welfare reform, particularly the implementation of Universal Credit, has made it more difficult for our tenants to sustain their tenancies. We know that residents are finding it harder to pay their rent and manage their finances since the changes and while responding to the emerging needs of our residents during the pandemic, we have recognised that vulnerable and disadvantaged groups were most heavily impacted and disproportionately affected by the imposed lockdown restrictions.

Brexit coming into force in January 2021 brings additional uncertainty to the operating landscape through disruption to business supply chains and potentially affecting the financial prosperity of our communities.

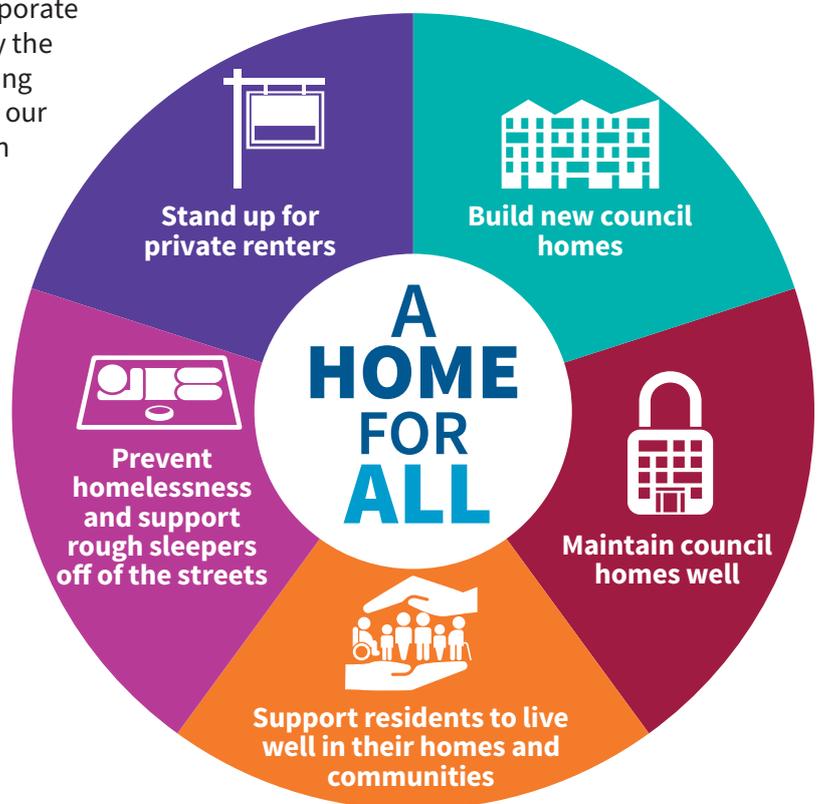
The Grenfell Tower Inquiry is still underway. We are committed to work with our residents to implement the recommendations resulting from the vital lessons learnt from the fire and continue to ensure we comply with the regulatory framework for building safety.

The council is a landlord to over 40% of Islington’s population who live in social housing, the third highest percentage in London and comprising more than 36,000 properties. Our **Allocation Scheme** (which can be viewed at: www.islington.gov.uk/housing/finding-a-home/council-housing/how-we-allocate-housing) outlines how our social housing is allocated ensures that those who are in most housing need, for example who are severely overcrowded or whose home is unsuitable for health reasons or who are homeless are housed as quickly as possible. We remain committed to securing lifetime tenancies, as this provides settled homes and sustainability for communities.

This strategy is underpinned by our key corporate strategic programmes to transform the way the council works with the community, rebuilding a strong local economy, building homes for our residents and striving for a greener future in which systemic racism is rooted out.

Our Housing Strategy is supported by an Action Plan which we will use to deliver our housing goals. It is aligned with other plans related to housing in Islington including our Homelessness and Rough Sleeping Strategy which sets out in detail how we tackle homelessness in the borough, the Housing Asset Management Strategy which sets out how we use our available funds on different types of major building works and how we prioritise these works and with our Housing Business Plan. Islington’s Core Strategy sets out the strategic vision for the delivery of affordable housing, employment spaces, community facilities, the improvement of the built environment and climate change. Our ambition and priorities align with the Mayor’s London Housing Strategy that wants for every Londoner to have access to a good quality home that meets their needs and at a price they can afford.

Our five housing priorities support the council's commitment to fairness for local people

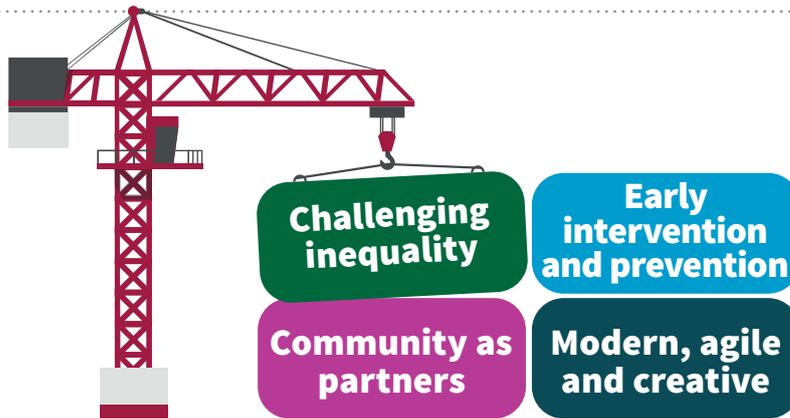


Housing is committed to the ‘Make a Stand’ pledge

‘Make a Stand’ is a public commitment to take action to support victims of domestic abuse. The safety of survivors and their children are dealt with quickly, sensitively and effectively and are signposted to appropriate specialist agencies. It is embedded in our housing policies and supported by senior managers across the Homes and Neighbourhoods directorate.

Building Team Islington

The council's four principles provide the framework for the way we are working to achieve our housing priorities: Challenging inequality, community as partners, early intervention and prevention, modern, agile and creative.



Challenging inequality

- Challenge inequality, racism and injustice through Housing's position as an employer, strategic leader and service provider / commissioner as set out in the council's corporate Challenging Inequality Programme.
- Empower residents to look after their own homes and be active in their community by providing access to advice and interventions relating to housing, jobs and money and health and wellbeing.
- Improve how we use our housing data so we can match our services to housing need.

Community as partners

- Work with the London Fire Brigade to ensure all homes in Islington are safe.
- Consult with residents and stakeholders, such as tenant organisations throughout the new build process.
- Engage with residents and Experts by Experience to inform and improve our services and priorities.

Early intervention and prevention

- Build and promote resilience in our communities through prevention and early intervention and working with statutory and voluntary partners in the community.
- Work with the London Fire Brigade and jointly with housing providers to ensure all homes in Islington are safe.

- Work closely with the police, community groups, and youth services to implement improvements that ensure all our residents feel safe in their communities.
- Enable residents to remain in their homes by maximising use of Disabled Facilities Grants in the private sector.

Modern, agile and creative

- Effectively invest in and manage our council housing to provide safe and secure homes, offering our residents value for money and quality by bringing our services in-house.
- Underpin the council's NZC programme through retrofitting our existing stock and developing a programme of net zero carbon new homes.
- Adapt to the needs of our residents through our ways of working and by streamlining our internal processes, using technology to deliver an excellent service to our residents and tailored services for those who need additional support.
- Enable our customers to self-serve as much as possible and support digital connectivity on our estate through the connection of our estate homes to high speed broadband.
- Ensure that we support the council's wealth building priority by having an active input into Islington's economy through our housing apprenticeship scheme and the use of local suppliers.



Priority 1: Build new council homes - increase the supply of genuinely affordable, low carbon homes in Islington

Our ambitions

To turbocharge the building of new genuinely affordable, low carbon homes in the borough, including 550 council homes for rent providing new homes for our residents and making improvements to our estates that benefit everyone in the locality.

To seek opportunities to acquire new homes, including running a successful programme of homes for use as accommodation for homeless households and work closely with public sector partners to provide key services with additional new genuinely affordable homes.

To work with residents and give local people first dibs on new homes through our local lettings policy.

To use our existing housing stock efficiently by helping our tenants downsize to more suitable properties.

Why this matters

Islington is a small, densely populated borough and land is scarce and expensive so we maximise our opportunities to build and fund new social homes by using our housing estate land.

As demand for social housing is high and increasing it is important for us to make the best use of the homes that we already have. There is extreme pressure on genuinely affordable housing resulting from the unaffordability of the private housing market. This leads to a considerable number of households living in unsuitable or temporary housing and unmet demand for social housing as characterised by a council waiting list of over 14,500 households.

Overcoming the challenges

Building new homes and supporting our under-occupying tenants to downsize to more suitable properties helps free up and increase the numbers of family sized homes to help alleviate the nearly 3,000 households, we know are in overcrowded housing.

Building is disruptive for residents, so we consult throughout the new build process, use innovative construction methods to minimise disturbance and make sure that schemes improvements benefit all estate residents. We know that a secure and decent place to call home plays a huge part in both wellbeing and long-term life chances. Many households waiting for council housing will not be made an offer of accommodation because of the lack of supply.

Achieving our aims

We have built or supported the delivery of over 800 new genuinely affordable homes for local people and now we are building or supporting others to deliver over 1,900 genuinely affordable homes: 550 will be new council homes for rent by 2022 - the biggest new build programme in Islington for a generation. New homes are being built across the borough - we are building around 40 each year now and plan to grow to around 150 each year through our ambitious programme.

We build homes to a high standard with an emphasis on design, including homes for resident with particular housing needs and we have won design awards for our developments. Our local lettings policy gives local residents priority for the new homes we build, particularly those living in homes that does not meet their current needs.

We work creatively to improve the locality by designing out anti-social behaviour, always replanting more than we remove from the greenspace and making improvements to community spaces that benefit everyone, for example, adding cycle parking, providing play spaces, improving lighting, improving recycling facilities and bin storage and installing solar panels.



We are underpinning the council's Net Zero Carbon Programme by reducing emissions in our new developments and developing a new programme of net zero carbon homes – including renewable energy sources, meeting high insulation standards and installing efficient heating and hot water systems.

We have acquired over 180 homes for use as temporary accommodation, supporting homeless households to live in good quality accommodation and remain in the borough.

Our under-occupation scheme has helped over 700 council tenants to move into smaller, more manageable homes releasing family-sized properties for overcrowded households.

Over the past 5 years, we have recovered 584 properties through investigating tenancy fraud and illegal occupation to ensure that social housing is used fairly and reallocated the recovered properties to families in housing need.

Building a Fairer Islington: The Redbrick Estate – award winning homes

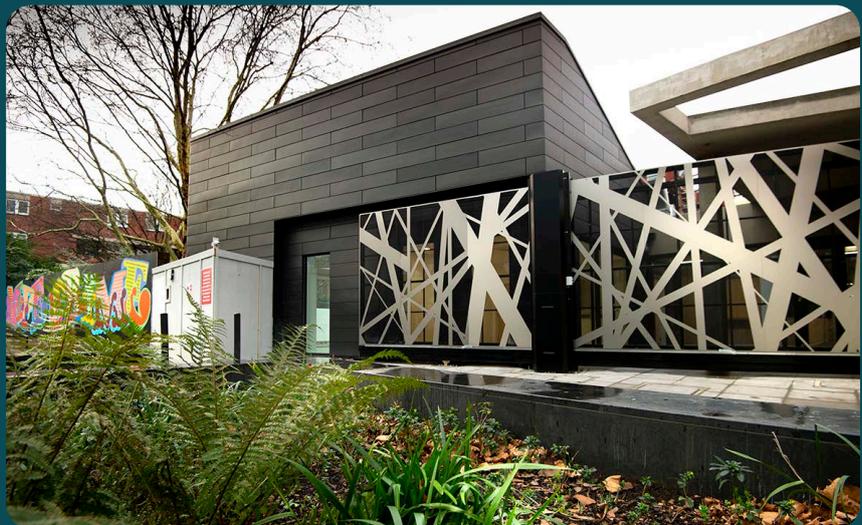


Award:

2019 The Planning Awards
Planning for Affordable
Housing.

We work with architects to create high quality homes and communities for our residents. On the Redbrick Estate we are building 55 new homes for 191 local people all for social rent including 6 fully accessible homes.

The development also provided a new community centre, improved safety and lighting across the estate, more trees, a youth centre, a new dental surgery, and connected the estate to a cheaper, greener local heat network.



We have placed **18** Islington residents onto new build apprenticeships. **1** apprentice will be employed for every **10** new homes we build. Our apprentices are Islington residents and receive training during their paid 12 months apprenticeship.



Priority 2: Maintain council homes well - providing safe, energy efficient and comfortable homes and estates

Our ambitions

To invest in our estates and buildings providing safe, energy efficient and comfortable homes for our current and future residents.

To provide a high quality, in-house responsive repairs service to our tenants and good value home ownership services to our leaseholders.

Why this matters

We are a landlord to over 36,000 Islington households and are committed to providing our tenants and leaseholders with good quality, affordable services. We manage over 25,200 tenanted and 10,700 leasehold properties with estimates that 40% of these are sublet. The council's PFI partner, Partners for Improvement in Islington manage over 6,200 tenanted and leasehold properties and a further 2,900 properties are managed by Tenant Management Organisations.

We know that the standard of the repairs and maintenance service has the biggest effect on tenants' quality of life. Residents are also concerned about the safety of their homes and anti-social behaviour in their communities.

Only 13% of the borough's land is green space, the second lowest proportion of any local authority in the country.

Overcoming the challenges

Government policy over the last decade has inflicted significant cuts to our budgets and we have to prioritise how we use our limited resources in the most effective and efficient way. We are committed to keeping our residents safe, adhering to regulations regarding fire safety, gas servicing, electrical and water systems testing programmes alongside investing in and improving our council housing stock for current and future residents. Meeting enhanced safety standards will increase the challenge of providing services on a tight budget.

The council has committed to taking a lead in tackling the climate emergency through the achievement of net zero carbon in Islington and the homes we own are a key component of this commitment which should benefit our residents both now and in the future.

We deliver our own repairs service to ensure we can deliver high quality, responsive services and value to our residents and we are in the process of bringing 4,000 street properties under direct council management by 2022.

Achieving our aims

We work with the London Fire Brigade to continue our programme of fire safety improvements and to comply with all of the recommendations from the public inquiry into the Grenfell Tower fire.

We communicate with our residents to help them stay safe in their homes and carry out estate inspections of communal areas to keep our homes and estates hazard free, where necessary by enforcing tenancy conditions and by regularly visiting our vulnerable residents to ensure they are safe.

Our strategic programmes set out to tackle damp problems and improve the energy efficiency of our buildings through a programme of retrofit measures.

We work to improve our community green spaces for the benefit of all our residents.

We reduce fear of crime through the operation of CCTV and concierge services and aim to reduce levels of crime and anti-social behaviour on our estates through intervention and partnership with the police and local community. Our community safety teams work to tackle knife crime and take stronger action on perpetrators of gang violence and domestic violence and abuse (DVA). We will support survivors of DVA, harassment and gang violence and are seeking to demonstrate this by attaining the best-practice housing DAHA accreditation across our services, our commitment to tackling this underreported crime.



Priority 3: Support residents to live well in their homes and communities

Our ambitions

To build strong, meaningful and person-centred relationships with our residents, enabling staff to intervene early, appropriately and effectively and to provide specialist interventions for those with multiple and complex needs.

To work with colleagues across specialisms and alongside our voluntary community partners to create sustainable, resilient, and safe communities, where people have a sense of belonging and feel that they want to participate in their local community.

Why this matters

We have an important role in shaping healthy places for our residents on our housing estates by working to prevent both mental and physical ill health, curb anti-social behaviour, support people into work and tackle child poverty. As a large landlord, we have an opportunity to act to provide intervention and support to our tenants in the life challenges they face and we work within four themed areas to support and deliver our housing management services to council tenants and leaseholders: Intervention; belonging; health and wellbeing; jobs and money.

Our commitment to fairness includes providing a safe place for all and we work closely with our partners to achieve this: we work jointly with the police and youth support services to prevent violence and tackle anti-social behaviour on our estates and in public spaces, and champion diversity through the council's Challenging Inequality programme.

Overcoming the challenges

Household incomes, particularly those of lower income families, have failed to keep up with increases in the cost of living over recent years. Additionally, welfare reform, in particular the implementation of Universal Credit and benefit freeze, has made it more difficult for our residents to pay their rent and manage their finances. Tenants and residents most at risk of financial exclusion, homelessness or loss of employment are supported to maximise their income, move in to work or towards work, sustain their tenancies and access their legal rights through high quality independent and impartial advice.

Our staff recognise where we can intervene to help our residents remain independent and maintain a good quality of life by preventing accidents in the home, increasing mobility, avoiding the costs of residential care, preventing falls and reducing repeat spend on hospital admissions.

Achieving our aims

We are working in partnership across the council, NHS and voluntary sector services in local neighbourhoods to address more complex issues experienced by residents.

We have redesigned our Homes and Community service to meet the varying needs of our residents with our intensive tier by offering a higher level of support for those in crisis or with more complex issues to resolve, whilst our targeted team deliver everyday functions quickly and efficiently for residents. We will use these daily contacts that we have with our residents to Make Every Contact Count and are embedding this in our way of working, so we can recognise and act when loneliness or social isolation are impacting on people's lives. This approach enables us to both safeguard and support our most vulnerable tenants whilst providing efficient transactional services.

Our Community Safety team are supporting and delivering a series of engagement activities on experiences of safety, including Women's Walks and a borough-wide engagement reaching over 90,000 residents. We know that personal factors such as

ethnicity, age and gender can influence safety experiences: we will work closely with the police, community groups, and youth services to implement improvements (including targeted support) that ensure all our residents feel safe in their communities.

We are helping tenants across housing tenures to understand the impact of welfare changes. We help our residents maximise their incomes and provide access to help and advice. We are supporting the council's commitment to jobs and opportunity for all by supporting local residents to move into work through the iWorks programme and creating apprenticeships and training opportunities for young people with our housing contractors and supporting care leavers on their journey to independence.

We are building strong links with health agencies to help reduce accidents in the home and improve housing conditions for older people. This will include using the disabled adaptations programme to encourage independent living and expanding our Trusted Assessor Scheme with occupational health and the repairs service.

We fund the VCS Advice Alliance and other voluntary groups to ensure we have a sustainable model of VCS delivery.

We are revitalising community centres across Islington, ensuring that they are attractive, well-managed spaces, valued by the local community. Working with voluntary and community sector organisations, we will ensure these community centres host high quality services, activities and events that reflect the needs and interests of Islington's diverse community. This provision will enable residents to come together with a common purpose, improve wellbeing, learn new skills, get help and support, promote social connection, and help people to resolve difficulties.

We are supporting digital inclusion by connecting our housing estates to 5G and fast broadband.



Delivering our fire safety responsibilities

We take our responsibility for our residents' safety very seriously and follow all the guidance issued by the Government and London Fire Brigade to ensure that properties in Islington are compliant with all of the recommendations from the Grenfell Tower public inquiry and any changes to building regulations.

Taking action – resolved significant fire safety issues including removal of ACM, consideration of potential risks, costs and issues of likely changes to regulations so that we are prepared for any changes in legislation, piloting new safety approaches.

Investing in our buildings - £74m to improve the fire safety of our buildings by installing interlinked fire alarms, emergency lighting works, front entrance and communal doors, bin storage areas and an annual electrical testing programme.

Communicating with residents – we publish our Fire Risk Assessments on the council's website and use a variety of communication methods

to get information to our residents including targeted work with vulnerable residents.

Working in partnership – work with Partners for Improvement in Islington who manage street properties and housing associations to encourage good practice. Monitor compliance of the landlords of other tall buildings across the social and private sector to ensure they are taking action to remediate safety issues where required.

Providing solutions - support residents and visitors to keep communal areas clear and safe by providing 82 estate cycle storage facilities and converting 9 garages into 27 storage sheds.



Priority 4: Prevent homelessness and support rough sleepers

Islington had seen a reduction in homeless acceptances over the five years since the last strategy (168 in 2018/19) until 2019/20, where there was an increase to 302. The acceptances are coupled with successful homelessness preventions of 341 in 2018/19 and 511 in 2019/20, indicating an increased level of demand for our services.

Prior to the **Everybody In** programme over the pandemic, we maintained a relatively low level of rough sleepers in comparison to our neighbouring boroughs through positive partnership working.

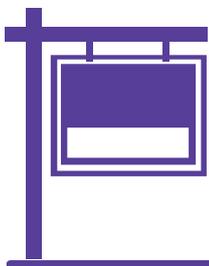
We take a preventative approach to dealing with homelessness and work jointly across council departments, across the sub region and with partners to provide tailored support and advice for people who are homeless and help them to find secure accommodation; prevent homelessness and work towards eliminating rough sleeping.

Our teams in Housing Needs work with homeless households with a clear objective to ensure households spend no more time in temporary accommodation than necessary and we work to break the cycle of rough sleeping with people who often have complex needs through our Housing First project.

We have a separate [Homelessness and Rough Sleeping Strategy](#) which builds on collective experience and achievements to date and sets out how we intend to maintain our solid foundations, to support the further development of our capacity to meet the challenges we face, within available resources.

Our support for homeless people

Over the last 2 years, our award-winning early intervention service has prevented **529** households in North London from becoming homeless, by taking referrals from concerned GPs, social workers and others in the community and supporting residents to get their tenancies back on track.



Priority 5: Standing up for private renters

Our ambitions

We want to see a private sector that operates good standards of management and provides good quality affordable accommodation to meet current and future housing needs. Our vision is of a private housing sector that people choose to live in rather than a sector that people become forced to live in.

Why this matters

The private sector makes up a third of Islington's housing and must contribute to the availability of high quality, safe, warm and well-maintained homes. Demand for housing across London is at an all-time high. Many landlords are good but poor property conditions and poor services from landlords and unfair renting practices continue to be a significant problem to private renters in Islington

The health and wellbeing of people, particularly vulnerable people can be improved through ensuring housing in the private sector is in good condition and safe.

Overcoming the challenges

We can take action against landlords where there are issues around the condition or safety of the property; over 500 complaints are received each year and our actions result in the improvement of over 300 private rented homes each year. We build relationships with private landlords who work with the council to improve housing conditions, to let homes at affordable rent levels and work with the private owners, including houses of multiple occupancy (HMOs), as well as other social landlords of residential buildings to ensure that the buildings meet fire safety requirements using our enforcement powers where necessary. For example over the 4 year period from September 2014 to August 2018, a total of 698 enforcement notices were served in relation to private rented sector properties.

We will tackle rogue landlords, using our powers and publicising successful enforcement action to communicate to landlords and reassure tenants that poor standards and unacceptable behaviour will be addressed.

Achieving our aims

We have introduced a borough-wide HMO property licensing scheme and single ward selective licensing scheme for all privately rented properties. Going forward our intention is to build upon the success of these schemes by extending selective licensing to other areas of the borough where evidence dictates this is the most appropriate course of action.

Our property licensing schemes will create a clear and level playing field for the private rented sector across Islington and contribute to a clearer regulatory framework across London where market conditions attract rogue landlords to operate, directly supporting the Mayor of London's Housing Strategy.

We will continue to promote high standards of professionalism amongst landlords and managing agents through our Landlords Forum, Islington Lettings and Islington Residential our lettings agencies and accreditation schemes and stand up for private renters through a **#BetterRenting** campaign.

We will monitor standards and take action against rogue landlords and letting agents and any poorly performing housing associations using available enforcement tools and legislation. Where appropriate we will work with the police to address criminal behaviour by landlords and publicise successful enforcement action.

We will publicise the support available to private renters. We will assist them to take action to recover rent through the first tier property tribunal when their landlord or managing agent doesn't comply with the applicable law. We will work with resident organisations to help them identify private tenants who may require support and we will provide outreach services to tenants helping to ensure that those tenants living in poor conditions that aren't able to come forward themselves are found and supported.

We will provide move on options for people in supported housing and provide access to floating support services to help tenants sustain their tenancies. We will continue to reduce the number of people in temporary accommodation and increase supported choice to help people move into a permanent home.

We will support landlords and tenants through our grants programme to make an impactful difference on properties in the borough and bring empty properties back into use.

We will monitor standards and take action against rogue landlords and letting agents and any poorly performing housing associations using available enforcement tools and legislation. Where appropriate we will work with the police to address criminal behaviour by landlords and publicise successful enforcement action.

Tracking our progress and involving our residents

The success of our strategy depends on delivering the accompanying action plan which we will continually track and amend if we need to respond to the council's priorities related to housing and our residents' housing needs.

This strategy was developed just before the Covid 19 lockdown and we have not been able to consult with our residents as we would have hoped. To ensure that our residents' views are taken on board in the work that we do, we are now taking a rolling approach to our consultation by developing more proactive and specific engagement with residents and resident groups using more non-traditional and innovative mechanisms. The results from this rolling consultation will feed into our ongoing action plan review and may also lead to updates to this Housing Strategy document.

We are also developing our focus on performance and resident satisfaction to align with regulation of the Consumer Standard as set out within the Social Housing White Paper.



Do you need this information in another language or reading format such as Braille, large print, audio or Easy Read? Please contact 020 7527 2000.

To find out more information please contact:

Anna Vincini

 Service Improvement Manager, Islington Council, 222 Upper Street, London N1 1RX

 020 7527 4138

 anna.vincini@islington.gov.uk

 www.islington.gov.uk/housing

Housing Strategy 2021 - 2026 Action Plan



Priority
1

Build new council homes - increase the supply of genuinely affordable, low carbon homes in Islington

Goal

1. Deliver 1,900 genuinely affordable homes by 2022, including 550 new council homes, prioritised for local people

Actions

- Ensure at least 50% of new homes on all eligible sites in the borough are genuinely affordable homes, including the Holloway Prison site
- Maximise the delivery of genuinely affordable housing through the Local Plan
- Deliver a policy for intermediate housing
- Support local Housing Associations to develop homes for social rent

Lead council service area(s)

- New Build Team
- Planning and Development

Key external partners

- Housing Associations
 - GLA
 - Council contractors
-

Goal

2. Maximise our opportunities to build and fund new homes by maximising access to available funding

Actions

- Continue to lobby Government to remove hurdles to develop new council homes

Lead council service area(s)

- New Build Team
- Planning and Development

Key external partners

- Housing Associations
- GLA
- Council contractors

Goal

3. Build council homes that meet the needs of our residents now and in the future

Actions

- Build homes that can adapt to changing needs e.g. Lifetime Home Standard, HAPPI homes and understand the needs of particular groups on the housing register through an annual audit of lettings.
- Increase renewable technologies in our schemes and underpin the council's green agenda by reducing carbon emissions in the new build developments through installing renewable energy sources such as solar panels at each site, using well-insulated materials in the new homes, fitting LED lights and installing efficient communal heating and hot water systems

Lead council service area(s)

- New Build Team
- Planning and Development

Key external partners

- Housing Associations
 - GLA
 - Council contractors
-

Goal

4. Improve our estates through redevelopment and provide extra benefits for all residents and the wider community

Actions

- Use landscaping to design out anti-social behaviour and improve green spaces and playgrounds for all residents
- Provide apprenticeship opportunities for local people on new build schemes
- Increase provision for electric charging points and cycle storage to encourage residents to choose greener modes of transport

Lead council service area(s)

- New Build Team
 - iWork
-

Goal

5. Communicate our ambitions to build new homes clearly to our residents

Actions

- Develop ways to consult people on the housing waiting list to redress the balance between those who do and do not have adequate housing
- Consult and communicate with local people, including young people and resident groups

Lead council service area(s)

- New Build Team
- Communications Team
- Housing Needs and Strategy(Resident Involvement)

Priority
2

Provide safe, comfortable homes and estates

Goal

1. Invest in our housing to deliver safe, energy efficient and comfortable homes for our current and future residents

Actions

- Deliver our maintenance programme to ensure our homes are kept in good condition, that we are making the best use of our resources and that our residents understand our approach
- Work with the London Fire Brigade to continue our programme of fire safety and ensure we comply with all the recommendations from the national public inquiry into the Grenfell Tower fire
- Identify opportunities to increase the energy efficiency of individual and communal heating systems to help tackle fuel poverty and minimise emissions
- Carry out annual gas safety checks and other regular safety checks to tenants homes and in communal areas

Lead council service area(s)

- Housing Property Services
- Homes and Communities Neighbourhood Services

Key external partners

- London Fire Brigade
- Council contractors
- PFI contractor
- Tenant Management Organisations

Goal

2. Deliver a high quality and responsive repairs service focused on the needs of residents

Actions

- Provide services that are convenient for residents and which minimise the need to return for follow up visits
- Directly deliver repairs services where possible to ensure quality and efficiency
- Maintain resident satisfaction with our repairs service
- Maximise opportunities to deliver employment and training opportunities for residents to our direct workforce and contract arrangements

Lead council service area(s)

- Housing Property Services
- iWork

Key external partners

- Council contractors

Goal

3. Develop a proactive approach to address damp and condensation

Actions

- Identify and address factors within our buildings that contribute towards damp conditions in council homes
- Work with SHINE and other services to offer advice to residents on ways they can reduce and avoid damp and condensation in their homes

Lead council service area(s)

- Housing Property Services (lead)
- Homes and Communities (Tenancy Services)

Key external partners

- SHINE
-

Goal

4. Make people feel safer in their homes

Actions

- Inspect council-owned assets and access our homes more frequently to assess health and safety risks including fire hazards, making contact with hard-to-reach residents
- Communicate fire safety advice and evacuation plans effectively and support our vulnerable residents during emergency incidents
- Work with the Domestic Abuse Housing Alliance (DAHA) to improve our support for those experiencing domestic violence
- Take stronger action to exclude perpetrators from their victims' homes
- Support and deliver engagement activities including Women's Walks to ensure that all our residents feel safe in their communities.

Lead council service area(s)

- Homes and Communities (Neighbourhood Services, Tenancy Services)
- Property Services
- Community Safety Team

Key external partners

- London Fire Brigade
- DAHA
- Solace

Goal

5. Reduce levels of crime and anti-social behaviour

Actions

- Support victims and communities to report anti-social behaviour on our estates
- Reduce the level of crime and anti-social behaviour by working in partnership with the police and the local community through targeted response and enforcement powers
- Work with our community partners to tackle hate crime
- Support vulnerable perpetrators of anti-social behaviour through intensive support

Lead council service area(s)

- Homes and Communities (Tenancy Services)
- Community Safety

Key external partners

- Age Concern
 - Community and Resident groups
 - Ward Partnerships
-

Goal

6. Maintain and improve where appropriate the visual appearance of the communal area of our estates

Actions

- Maintain caretaking standards across all our council estates and ensure our communal areas are clear and safe through an inspection regime and by providing additional storage solutions and using tenancy enforcement action when necessary
- Work across housing and with our community partners and residents to make our estates clean, attractive spaces where our residents feel safe, using lighting, CCTV and environmental improvements to do this
- Develop and improve greenspace to benefit all residents.

Lead council service area(s)

- Homes and Communities (Neighbourhood Services)
- Property Services

Key external partners

- TMOs
- Ward Partnerships

Priority
3

Support residents to live well in their homes and communities

Goal

1. Provide targeted support to our tenants most at risk of financial exclusion to help them maintain their tenancies

Actions

- Provide welfare, benefit, housing and debt advice to tenants at risk of falling into arrears or losing their tenancies
- Identify and tackle economic abuse across tenant services

Lead council service area(s)

- Homes and Communities (Tenancy Services)
- IMAX

Key external partners

- VCS Partners
-

Goal

2. Improve and expand our online services making it easier for residents to interact with us in ways that best suit them, whilst addressing digital exclusion

Actions

- Encourage residents to report repairs issues online and use a self-service model of accessing tenancy services where possible
- Encourage residents to learn IT skills

Lead council service area(s)

- Homes and Communities (Tenancy Services and Communities Teams)

Key external partners

- Community Centres

Goal

3. Co-design our services with residents, with an emphasis on resilience in interactions and increased use of digital technology

Actions

- Develop our Expert by Experience co-design model and seek qualitative face-to-face feedback from our residents on our services
- Encourage and support council tenants and residents in housing association properties to set up residents' groups and to have more say over how their estates are run
- Deliver our Landlord Plus offer
- Homes and Communities
- Housing Needs and Strategy(Resident Involvement)

Lead council service area(s)

Key external partners

- Housing Associations

Goal

4. Work with residents and stakeholders to encourage a sense of belonging and participation in our local community

Actions

- Build strong, meaningful and person-centred relationships with residents, enabling staff to intervene early, appropriately and effectively
- Work effectively in partnership with the voluntary and community sector and statutory services to enable residents to navigate, access, engage with and benefit from the full range of services and support that enables residents to thrive, connect and give
- Provide feedback on the outcomes from consultations and improve our services in response to residents' feedback including targeted, qualitative interviews
- Increase access to cultural institutions using Arts on Estates programme
- Require all relevant council-provided and commissioned services to reduce loneliness

Lead council service area(s)

Key external partners

- Homes and Communities (Communities Team)
- VCS Partners - Arts on Estates

Goal

5. Establish strong links with health agencies to help reduce accidents in the home, improve housing conditions for older and vulnerable residents

Actions

- Develop Older Persons and Complex Cases Specialist roles within Tenancy Services
- Expand MECC programme and use disabled adaptations programme to encourage independent living
- Develop and implement protocols between housing, public health and social care to provide better support for our residents
- Work with SHP to enable a smooth transition from hospital to home
- Improve seasonal health through the SHINE network

Lead council service area(s)

- Homes and Communities (Tenancy Services)
- Energy Team

Key external partners

- SHP
- SHINE

Goal

6. Make best use of green spaces, to increase the likelihood of physical activity and improved mental health and wellbeing for all

Actions

- Develop Older Persons and Complex Cases Specialist roles within Tenancy Services
- Expand MECC programme and use disabled adaptations programme to encourage independent living
- Develop and implement protocols between housing, public health and social care to provide better support for our residents
- Work with SHP to enable a smooth transition from hospital to home
- Improve seasonal health through the SHINE network
- Develop communal and play areas, make best use of community resources, including community centres, improve greenspace to benefit all residents.
- Encourage positive activities for young people on our estates and using the shared external environment and communal facilities to support health, play, physical activity and access to activities

Lead council service area(s)

- Homes and Communities (estate services)
- VCS partners
- Health and social care partners
- Property Services

Priority
4

Prevent homelessness and support rough sleepers off the streets

The goals and actions for this priority are set out in the [Homelessness and Rough Sleeping Strategy](#).

Priority
5

Improve conditions in the private sector

Goal

1. Improve housing conditions for private tenants

Actions

- Improve standards in the private rented sector through property licencing schemes. Such schemes will help to provide a level playing field for all landlords through prescribed property standards and will help identify rogue landlords.
- Embed the borough wide HMO licencing scheme and the ‘all privately rented property’ selective licencing scheme in the Finsbury Park ward.
- Use data to consider the case for extending selective licencing to other parts of the borough and to develop and consult on proposals accordingly
- Use the full range of enforcement powers including the use of civil penalties, and Housing and Planning Act powers against rogue landlords, and publish penalties issued.
- Monitor standards in the private rented sector (including housing associations) and take action against rogue landlords and lettings agents and any poorly performing housing associations
- Promote awareness of the rights and responsibilities of private sector tenants
- Continue to promote high standards of professionalism amongst landlords and managing agents through our Landlords Forum, and accreditation schemes.
- Work with private sector landlords and housing associations to improve conditions including those relating to energy efficiency, taking enforcement action if appropriate

Lead council service area(s)

- Public Protection (Environmental Health)
- Communications

Key external partners

- Private landlords
- Housing Associations
- Private tenants

Goal

2. Help residents live independently

Actions

- Enable occupants to remain in their homes by maximising use of Disabled Facilities Grants in the private sector
 - Continue with our grants programme to help improve housing standards through programmes such as our 'safe and warm' programme
-

Goal

3. Ensure older people have choices about their housing options including to remain in their own home

Actions

- Develop strategies to explore options for older people across all housing tenures and how these will be delivered in Islington

Do you need this information in another language or reading format such as Braille, large print, audio or Easy Read? Please contact 020 7527 2000.

To find out more information please contact:

Anna Vincini

 Service Improvement Manager, Islington Council, 222 Upper Street, London N1 1RX

 020 7527 4138

 anna.vincini@islington.gov.uk

 www.islington.gov.uk/housing

Equalities Impact Assessment

Housing Strategy

Housing Needs and Strategy, Homes and Neighbourhoods Directorate

The Housing Strategy is a corporately-adopted strategy which will be delivered primarily by the Homes and Neighbourhoods and the Environment Directorate alongside partners including Partners for Improvement in Islington, Tenant Management Organisations and Housing Associations, voluntary sector organisations and other council departments.

It is aligned with related strategies, policies and plans for which separate EQIAs have been carried out, including the Homelessness and Rough Sleeping Strategy and our Housing Allocation Scheme.

The Council's vision is to make Islington a fairer place and we want to challenge inequality in every capacity available to us, taking advantage of our position as an employer, strategic leader and as a service provider or commissioner.

The pandemic has had a disproportionate impact on many disadvantaged groups and residents in many ways including affecting employment, health and education. Islington has a relatively high proportion of social housing and those in social housing are more likely to be on a low income, though increasingly households in the private rented sector are struggling, as wages have not kept up with the cost of living. Both social and private sector tenants who have moved to Universal Credit have seen increased levels of debt, which may put their tenancies at risk. Council research supports findings nationally that certain groups are more likely to have disproportionately impacted by COVID-19 such as Black, Asian and Minority Ethnic, the elderly including those shielding, young people particularly those living in large households, and those with mental health conditions. We have worked hard to support those affected, ensuring they receive the support they need and the adoption of this strategy will not reduce the support provided to those impacted by COVID-19.

This impact assessment provides a general picture of the equality issues that are relevant to the strategy. Homes and Neighbourhoods continue to engage with residents and service users and seek their views to inform the action plan that supports this strategy and ensure that equality considerations remain at the forefront of our work to deliver our five housing priorities.

2. Resident Profile

The Strategy covers all housing tenures across Islington.

- Council tenants and leaseholders living on estates and in street properties including overcrowded families, people with disabilities and their carers, care leavers and elderly people.
- Private renters
- Homeless households and rough sleepers (set out in a separate Homelessness and Rough Sleeping Strategy and Action Plan)
- Housing association tenants and leaseholders.

We have used data from our housing management system to inform this EQIA and where data is not available, we have assumed that our resident profile broadly matches the borough profile. The Environment Directorate have also assumed that the profile of private renters matches the borough profile. The borough data has been taken from the State of Equalities in Islington Annual Report 2021 and Challenging Inequality reports which have used nationally available and London-wide data to update 2011 census data.

3. Equality impacts

A fairer Islington means that everyone has a decent, secure and genuinely affordable place to call home. No negative impacts on any equality characteristics are anticipated through the adoption of this strategy.

As a public authority we must comply with the Public Sector Equality Duty which requires us to have due regard to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity between people who share a characteristic and those who do not
- Foster good relations between people who share a characteristic and those who do not

While carrying out these legal requirements, the council is committed to going above and beyond our public sector equality duty through the Challenging Inequality programme which also focuses on socio-economic disadvantage.

Characteristic	Impact of the strategy
<p>Age (older people)</p> <ul style="list-style-type: none"> • People aged over 65 and over living in Islington make up 9% of the resident population and over the next ten years in Islington, the highest rate of population growth will be amongst the older population. • 13% of council tenants and 12% of council leaseholders are over 65. 	<p>Positive impact</p> <ul style="list-style-type: none"> • We build homes that can adapt to changing needs e.g. Lifetime Home Standard, HAPPI Homes. • Older Persons and Complex Cases Specialist role supports this tenant group, sponsoring dementia awareness. • Work with Single Homeless Project to enable a smooth transition from hospital to home. • Improve seasonal health through the SHINE network. • Provide Disabled Facilities Grants to help people live independently. • Identify and tackle economic abuse across tenant population.
<p>Age (younger people)</p> <ul style="list-style-type: none"> • 28% of children under 16 live in low income households – ranking 10th highest in the country. • Young people have been disproportionately affected by the pandemic. 	<p>Positive impact</p> <ul style="list-style-type: none"> • Through our new build development, we improve green spaces and playgrounds for all residents. • Our mediation service works to reduce homelessness caused by family and friend exclusions, and private sector tenancy

	<p>terminations.</p> <ul style="list-style-type: none"> • We provide employment opportunities, through the council's iWork and partner organisations and through the new build and property services apprenticeship schemes. • Provide welfare, benefit, housing and debt advice to tenants at risk of falling into arrears or losing their tenancies. • Our overcrowding scheme helps people to downsize in order to release existing social housing which can be let to overcrowded families. • Investment in the House Project as a permanent service in Islington supporting care leavers to live independently in their own home, with a network of peer support.
<p>Disability</p> <ul style="list-style-type: none"> • The estimated number of Islington residents with a disability in 2021 is 36,656 or 15% of the population. • There are 21,447 adults in Islington living with GP diagnosed depression. There are 3,886 people in Islington living with a serious mental illness, the second highest prevalence of serious mental illness in London. 	<p>Positive impact</p> <ul style="list-style-type: none"> • Communicate fire safety advice and evacuation plans effectively to our vulnerable residents. • We continue to explore available data on the connection between health, including mental health, and homelessness and rough sleeping.
<p>Gender</p> <ul style="list-style-type: none"> • The borough has an almost even split by gender which is reflected. There is a limited amount of local and national data in relation to trans people. • There has been a long and sustained increase in domestic violence, which affects all genders: 73% of female victims were aged between 18 – 44 years, with nearly a third of all victims aged between 25 – 34 years residential female population. • Men are also the victims of domestic violence and abuse and just over a fifth (22%) of domestic offences in Islington in 2016 involved a female perpetrator. • There is an over representation of victims from Black Asian and other Ethnic Groups compared to the residential population. 	<p>Positive impact</p> <ul style="list-style-type: none"> • Work across Homes and Neighbourhoods Directorate with the Domestic Abuse Housing Alliance (DAHA) to improve our support offer. • Work to support vulnerable perpetrators of anti-social behaviour through intensive support. • As a council we recognise and respect the diversity of trans experience and will proactively work to advance equality of opportunity and experience for trans residents and trans staff.
<p>BAME</p>	<p>Positive impact</p>

<ul style="list-style-type: none"> • Less than half (44%) of Islington residents are estimated to be “White British” in 2021, compared to 38% in Greater London, 32% of residents were in Black Asian and other Ethnic Groups. • The proportion of black housing applicants is disproportionate to the general population in the borough, 33% compared to 13% respectively. In 2019/20, more than half of the statutorily homeless population in Islington was of Black Asian and other Ethnic Groups (62%), compared to 38% of a White ethnicity. • NRPF worked with 149 households in 2021 up from 61 in 2019 when the team worked with 61 households. • Islington, 61% of young people cautioned or sentenced by Youth Offending Teams in the year ending March 2018 were of BAME ethnicity. In comparison, 38% of offenders were of white ethnicity. 	<ul style="list-style-type: none"> • Direct, targeted engagement with communities, such as those from Black, Asian and Minority Ethnic backgrounds e.g. through the Homelessness and Rough Sleeping Forum. • Continued support and case resolution for families who have NRPF. • The Housing Ambassador Programme is undertaking live work to understand and address inequality across the housing service, identifying improvements to promote equality.
<p>Sexual orientation</p> <ul style="list-style-type: none"> • In 2017 the Office for National Statistics estimated that 3.3% of the total population of Islington identified themselves as lesbian, gay or bisexual. • LGBT groups are over represented among homeless households. • Young LGBT under 26 are more likely to attempt suicide and to self-harm than the rest of the population. Research indicates that this is closely correlated with experiences of bullying by peers, in family settings and in school as well as negative experiences of coming out. 	<p>Positive impact</p> <ul style="list-style-type: none"> • Priority 4 of this strategy is set out in detail in our related Homelessness and Rough Sleeping Strategy which makes a commitment to enhance our existing mediation service to reduce homelessness caused by family and friend exclusion, which will prove beneficial to young people who identify as LGBT+ who, as evidence suggests, are likely to face familiar rejection, abuse or violence. • Our specialist services support victims of domestic abuse from the LGBT community.
<p>Religion or belief</p> <ul style="list-style-type: none"> • 51% of Islington’s population reported a religious affiliation in 2018, compared to 63% in 2013 	<p>Neutral / positive:</p> <ul style="list-style-type: none"> • As the strategy will not be targeted as being exclusively for people of any particular religion, belief or faith, it is expected to have a neutral impact. • Our range of partners include various religious and faith groups who make a positive contribution, through their work with us, to mitigate the impacts of homelessness and housing need and to work to with the diverse community on our estates and neighbourhoods.

	<ul style="list-style-type: none"> We work to tackle hate crime on our estates.
<p>Socio-economic disadvantage</p> <ul style="list-style-type: none"> Islington is now the 6th deprived local authority in London (it was 5th in 2015). 	<p>Positive impact</p> <ul style="list-style-type: none"> We provide employment opportunities, through the council's iWork and partner organisations and through the new build and property services apprenticeship schemes. Provide welfare, benefit, housing and debt advice to tenants at risk of falling into arrears or losing their tenancies. We invest in our estate landscape through programmes and improvements such as gardening schemes, investment in our community centres and green and open spaces.

- We do not anticipate a disproportionate impact on the characteristics of marriage and civil partnership or pregnancy.

4. Safeguarding and Human Rights impacts

There are no safeguarding risks for children or vulnerable adults or potential human right breaches that may occur as a result of adoption of this Housing Strategy.

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
Continued participation in We Are Islington (WAI), a service bringing together a range of organisations under a single umbrella of support.	We Are Islington	Ongoing
Develop our resident engagement and consultation approaches to gain feedback into our services including with people on the housing waiting list and with local people including young people and resident groups.	Housing Strategic Business Planning and Investment / all housing departments	Ongoing / in accordance with new regulations
Establish an evidence base of approaches and failed preventions to better understand the issues, such as ethnicity and gender.	Housing Needs	Ongoing

Improve collection of the vulnerability codes (disability data) for council tenants and create data dashboard with public health to better understand the tenant population and meet their needs.	Homes and Neighbourhoods	Ongoing
Conduct annual Equality Impact Assessments relating to lettings, the Housing Register and our homelessness work.	Housing Needs	Annual
Explore options and business models for older people in Islington including extra-care and residential care.	Housing Strategy	Ongoing
Embed the Housing Service Ambassadors programme to introduce opportunity for this staff group to take a deep dive into equality and diversity issues and make recommendations for improvement to our Senior Management Team.	All housing departments	Ongoing
The upcoming legal requirements to categorise victims of domestic abuse as vulnerable will be reflected in our allocation policy.	Housing Needs	As legislation is implemented
Adopt the Property Licensing Scheme to improve conditions for all tenants renting private accommodation including flats, houses and shared houses across the borough.	Environment Directorate	Autumn 2021

Please send the completed RIA to equalites@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: Ruth Peacocke

Date: 26/05/2021

Head of Service or higher:

Signed: Hannah Bowman

Date: 28/5/21

Executive Member for Health and Social Care

Meeting of:	Date:	Ward(s):
Executive	22 July 2021	All

Delete as appropriate		Non-exempt
-----------------------	--	------------

Procurement Strategy for the provision of sexual health services for young people

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy in respect of Young People Sexual Health Services in accordance with Rule 2.7 of the Council's Procurement Rules.
- 1.2 This contract will deliver sexual health services, both building based and outreach, to young people aged 25 and under in the London boroughs of Camden and Islington.

2. Recommendations

- 2.1 To approve the procurement strategy for sexual health services for young people aged 25 and under including vulnerable groups, with services structured so that young people receive the most appropriate level of service related to their needs, as set out in section 3 of this report, noting the commitment to further consultation and development regarding the wider 25 and under offer.
- 2.2 To delegate authority to award the contract to the Director - Public Health in consultation with the Executive Member for Health and Social Care.

3. Background

3.1 Nature of the service

Camden and Islington Public Health seeks to procure community sexual health services for young people in Islington and to do this in partnership with the London Borough of Camden. Sexual Health services include building based sexual health screenings, pregnancy tests and access to contraception, relationship and sex education in schools and other events, targeted support to groups of young people or individuals and sexual health outreach clinics into youth settings and other locations.

The contracts for these services come to an end on 31 March 2022 and there are no further options to extend. Insourcing is not a viable option (see options appraisal below) for these services due to the open access, clinical nature of the service that requires specific knowledge and expertise. Re-procurement of an external provider is recommended. The Public Health department has a mandatory duty to provide sexual health services. Best practice and NICE guidelines recommend that young people's services are provided separately to adults.

We are currently in the process of engaging with young people to gauge their feedback on the current service and have recently completed a round of "mystery shopping" with Islington's Children's Active Involvement Service. The Public Health Knowledge and Intelligence team is currently collating five (5) years of young people sexual health data to complete a needs assessment, and feedback will form part of decision-making and the new specification.

3.2 Estimated Value

These contracts will be funded through the ring-fenced Public Health Grant through Central Government.

The value of these contracts are £1,540,150 per year. Based on a contract length of nine (9) years, we estimate the values of the contract to be £13,861,355 with Islington contribution being in the region of £6,875,230.

The initial contract period will be for five (5) years with two (2) further extensions of up to two (2) years. This contract length will attract more bidders as well as allowing us a long period for further collaboration work with North Centre London Boroughs.

Providers have already received in-contract budget reductions to support corporate and departmental savings targets. Further reductions will impact on their ability to run a safe and efficient service for young people, whilst meeting increased demand. Further budget reductions for this contract could lead to an increase in costs in other parts of the system which the Sexual Health Commissioning Team also manage the budget for. These additional services are activity based and using a tariff based payment system which will be more expensive than a block contract. A budget reduction of 1% would equal to £15k and would be the equivalent of losing a nurse on a 15 hour per week contract. This would reduce the capacity for running clinics which are already overstretched.

Benchmarking has taken place with surrounding North and East London boroughs which mirror Islington's population mix. The City of London and Hackney jointly commission a young people's sexual health service with a value of £515,000 per year, whilst Haringey's dedicated young people's contract has a value of £1m, but both have less activity than this contract.

We will engage with our North Central London (NCL) colleagues during the contract period to pursue joint commissioning of sexual health services as services develop.

We are considering different models of delivery such as a network or lead provider model option which may provide us with cost savings associated with pooled resources and centralised costs. Providers have indicated in response to a recent Prior Information Notice, that their preference is for a Network or Lead Provider Model. These models have been broken down in Appendix 1- Commissioning Models Table.

Prior to the COVID-19 pandemic, demand on young people's sexual health services had been exceeding capacity. Feedback from 14 young people (1 x under 18 and 13 x 18+) in the annual clinic survey showed that they would benefit from later opening times or longer opening times at the weekend, particularly if they were working. The Joint Targeted Area Inspection (JTAI) in 2018 noted queues for the clinic (due to the opening hours being organised around the standard hours of educational establishments) and clinics not prioritising those under 18. As a result, providers adapted the way in which they prioritised under 18s across the network. Since changes have been made to prioritisation, there have been no 'turnaways' of under 18s and all have been offered an appointment with one of the clinics when needed. With this in mind, savings would directly impact on an already stretched service.

The service offer will be available for all young people up to the age of 25. There has been a continuing pressure in terms of those aged 22 to 25 accessing the service. Part of future delivery and service design will be around how this can be effectively addressed across the wider sexual health pathway. Vulnerable young adults aged 22 to 25 will continue to be a priority group for accessing this service. However, we will consider the whole sexual health system in terms of provision for others in this age group and how we diversify the wider offer to support young adults to access services that best meet their needs. Young adults who wish to start accessing SH treatment and support in YP services will be able to do so and services will plan with each user a transition plan which takes account of their vulnerabilities, needs and preferences for things such as locations and timescales. This includes the role of this re-specified service as part of that offer, but will take into account significant changes since the current young people's service was developed and procured, in the provision of other sexual health services including: integration of contraception and sexually transmitted infections (STIs) services; online testing for HIV and STIs; increasing contraceptive advice and provision delivered through telehealth consultation; and, most recently, implementation of routinely commissioned anti-HIV Pre-Exposure Prophylaxis (PrEP). We have held a number of engagement events and will continue with these in order to work alongside service users and providers to refine the specification for the service.

Islington supports access to anti-HIV Pre-Exposure Prophylaxis (PrEP) for all that need it. The specification will include outreach, education, testing and assessment for PrEP eligibility. At the time of writing, NHS provision of PrEP is for Level 3 services. In anticipation of change, this service will be expected to be prepared and able to implement PrEP. Islington will continue to work with other authorities in London to support expansion of the PrEP offer, whether through changes in NHS routine provision or through pilots.

Out of borough activity will continue to challenge us both due to capacity and financially as services are open access and young people, particularly from neighbouring and NCL boroughs, frequent Islington clinics. During 2017/18, Camden and Islington Young People's Sexual Health Network (CAMISH) saw 1,367 young people from NCL boroughs, in 2018/19

saw 1,078 young people and in 2019/20, 1,341. We will continue to work with NCL colleagues to develop future service delivery models and to encourage other boroughs to effectively publicise local provision with the aim of encouraging young people to attend their 'home' service.

We have requested a potential extension to the current contract of up to 12 months in the eventuality that COVID-19 has an impact on the capacity for smaller providers to bid. We will mitigate these risks by engaging with the incumbent providers now and requesting flexibility with their contract arrangements. Homerton University Hospital Foundation Trust have already confirmed their intention to support an extension if this were needed. During any potential extension period, we will continue business as usual and providers will be expected to continue with all activity as per their contract.

3.3 Timetable

7 July 2021	Strategy approved by Camden
22 July 2021	Strategy approved by Islington
Early August 2021	Contract opportunity advertised
October 2021	Evaluation/negotiation
February 2022	Contract award
1 July 2022	Start date for new contract

All contracts expire on 31 March 2022. There are no statutory deadlines associated with this contract.

A market engagement questionnaire has been issued via the London Tenders Portal. Additional market engagement will take place to help shape the procurement.

Consultation with young people has already begun and internally we have spoken to Public Health colleagues from both councils. Service users will be consulted on this procurement and will be part of the evaluation process. Further stakeholder consultation, and co-designing the specification with service users is built into the timetable.

3.4 Options appraisal

Commissioning options	
Outsourcing	<p>This option would require a full tender process to begin in Spring/Summer 2021. As there is a full market of sexual health providers, we are currently testing the market to see who would bid and for what models.</p> <p>A market testing exercise showed good interest from the market with providers indicating their preferred commissioning model being a Network or Lead Provider model.</p> <p>We will therefore procure the service by competitive tender with the option for negotiation with potential providers in order to improve the quality of the bids.</p>
Insourcing	<p>This option would only be beneficial for the Network Co-ordinator role as Sexual Health is not a suitable service to</p>

	<p>insource. The Council would not have the infrastructure in place to deliver this service. The Council does not currently deliver health services for residents and there is no identifiable directorate that a service like this would sit under. As a clinical service it requires clinical oversight and governance of practice and registration, training and development.</p> <p>Delivering a clinical and psychological service internally would require a longer time to mobilise.</p> <p>The majority of the staff team delivering this contract have NHS terms and conditions including agenda for change and TUPE rights.</p> <p>If we were to continue with a network model and the Network Co-ordinator role were insourced, the member of staff would be eligible for TUPE and the Council would be responsible for any related costs and potentially the transfer of NHS terms and conditions.</p>
Do Nothing	<p>This option would entail letting the current contracts run out, and therefore we would be left without any services from 1 April 2022.</p> <p>The impact of the service ceasing to exist would be approximately 7,000 young people not receiving a services including, STI testing and treatment, contraception, counselling, education and safeguarding opportunities</p> <p>We have a mandatory duty to provide sexual health service and NICE guidelines and best practice state that young people should have separate services to adults. All young people would need to be diverted to other services including GPs and adults services which are paid on tariff and therefore we would not be receiving best value for money.</p>

Our preferred route is to procure an external provider for this service via a competitive tender with the option for negotiation.

Camden and Islington currently collaborate on commissioning this service due to the open access nature of sexual health services and the transitory nature of our young people across boundaries. A benefit of the current collaboration is that the service is able to offer clinics across both boroughs for those that live and study or work between the two. The providers work together for the benefit of the network and offer for young people, bringing their expertise and specialism to the network. A network model is delivered by a group of providers who work towards individual and shared key performance indicators. The Network Co-ordinator brings these services together and helps to identify gaps in service provision and address these.

Ensuring an equitable offer across the boroughs also ensures consistency of access, and staff are able to flag concerns across the boroughs and clinics in regard to safeguarding, or any other issue affecting the services or young people. Collaborating across the boroughs and across services providers also enables us to provide a wider network of

services and specialities than we would if we were using one a single provider in one borough.

The benefits of having services shared across Islington and Camden through the COVID-19 pandemic have been the flexing of services across clinics, when one clinic has had reduced capacity due to sickness or self-isolation. Drawbacks of working in collaboration for this service are few, and focus around duplication in terms of governance and decision making across boroughs, and having different IT systems.

3.5 Key Considerations

Social value

The Council is committed to shaping and promoting a local economy that is underpinned by the principles of equality, fairness, and economic, environmental and social justice. We will be requesting that providers seek to fill roles by advertising through the Council's iWork Team before going out to the wider market and will do the equivalent of this in Camden. We will be asking nursing and other clinical staff to attend careers days/talks at local schools and colleges to give advice on becoming a nurse/specialist nurse or other clinician and options for both public sector and private job opportunities. This will support both councils' core strategies around employment. Islington has high rates of economic inactivity and unemployment yet job density is the seventh highest in the country at 2.19 jobs per working age resident.

Whilst apprenticeships have been considered for these services, it has previously been agreed inappropriate considering the sensitivity of local apprentices delivering sexual health services to their peers. Therefore we will continue to ask providers to support young people in gaining valuable experience through co-production.

Providers will upskill back office staff to deliver an element of healthcare support including but not limited to pregnancy tests and sample collection in addition to providing sexual health and wellbeing advice. Staff will benefit from additional in-house training and upskilling which will enable them to progress in their career within the organisation or externally.

These social value opportunities will be included within KPIs and we will consider holding back a percentage of the contract value until KPIs are delivered. Will be looking to further develop social benefit through the procurement process.

A framework developed by both boroughs will be used to assess the social value award criteria as part of the partnership approach to this procurement, reflecting the priorities of both boroughs.

London Living Wage

London Living Wage will be a condition of these contracts where legally permissible.

Economic, social and environmental considerations

Economic, social and environmental sustainability will be considered as part of the evaluation and will contribute to the social value weighting. Examples could be low energy equipment, waste disposal, choices made within the supply chain, paper free working practices, use of local businesses.

Staff assigned to work on the existing contracts are likely to transfer to any potential new supplier pursuant to the TUPE Regulations.

3.6 Evaluation

This procurement will be conducted in accordance with the Public Contracts Regulations 2015, under Chapter 3 Section 7 Social and Other Specific Services (known as the "light touch" regime). Under Regulation 76 the council is free to establish a procedure, provided the procedure is sufficient to ensure compliance with the principles of transparency, equal treatment of economic operators (service providers). The procedure will be based on the competitive procedure with negotiation, allowing for negotiation if deemed appropriate.

The council will reserve the right to award the contract on the basis of initial tenders without negotiation where this offers value for money. The council reserves the right to not award the contract if the received tenders do not offer value for money.

Our proposed award criteria will be based on, 30% cost, 70% quality. Islington Council have a commitment to social value and 20% of the quality award criteria has been allocated for this. Under-funding/staffing a service could lead to an unacceptable quality of service and therefore a higher percentage has been allocated to quality than to cost.

- Cost 30%
- Social value 20%
- Service outcomes and outputs 15%
- Partnership working 10%
- Quality of care and continuous improvement (best value)10%
- Safeguarding and relationship with risk 10%
- Co-production 5%

3.7 Business Risks

Business risks include providers being suitably skilled, experienced, insured and registered where appropriate to provide the services. There is a risk to the Council if these services are either not re-procured or no providers bid for them, that there would be no specific young people's sexual health services and/or other sexual health services may not be able to cope with demand, this is a statutory service There may also be pressure on budgets.

The main business opportunity is to promote and further develop partnership working across our providers and maximise potential and expertise from within each provider. Working within a collaborative model allows for smaller organisations to be a key provider whilst benefiting from the support of working with NHS Trusts and national organisations with access to larger business resources.

One challenge is ensuring we have secured appropriate clinic space particularly for our Islington service currently on Holloway Road. This property will not be available for the new contract. We are currently in the process of sourcing a new building to provide this service from 1 April 2022.

- 3.8 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 complete an 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.

3.9 The following relevant information is required to be specifically approved by the Executive in accordance with rule 2.8 of the Procurement Rules:

Relevant information	Information/section in report
1 Nature of the service	This service provides sexual health and wellbeing support, care, prevention and interventions to young people age 25 and under.
2 Estimated value	The estimated value per year is £1,540,150 million. The agreement is proposed to run for a period of five (5) years with an optional two (2) extensions of 'up to' two (2) years. The total lifetime of the contract will be nine (9) years and a total contract value of £13,861,355 with Islington Council's contribution being in the region of £6,875,230.
3 Timetable	As further described in this report.
4 Options appraisal for tender procedure including consideration of collaboration opportunities	We will continue to outsource this service with further collaboration during the course of the contract.
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	London Living Wage will be a condition of this contract. Best value has been considered and will be included in this procurement. The staff included in this contract will be eligible for TUPE.
6 Award criteria	We have allocated: 70% Quality (including 20% social value) 30% Cost
7 Any business risks associated with entering the contract	As further described in this report.
8 Any other relevant financial, legal or other considerations.	The current estate being used for the Islington clinic is owned by Whittington Health NHS Trust who have stated to the current incumbent provider that they want to sell the building, or renegotiate the terms of the lease. Renegotiation would include the incumbent becoming

	<p>responsible for all the maintenance and repairs. The property is currently in disrepair which has resulted in the provider using the property without a signed lease. The property and estates teams are working with commissioners to negotiate a new lease and/or purchase and a site survey has been conducted. We are currently awaiting Whittington Health's response to this survey and confirmation as to whether any other NHS service has an interest in the property (other NHS providers are prioritised when NHS buildings become available). Alternatively the team are in communication with local leasing agents for an alternative building. Providers will also be asked about securing their own local estate as part of the tendering exercise, although this will not be a prerequisite to success.</p>
--	--

4. Implications

4.1 Financial implications:

The Sexual Health Service is part of the Public Health (PH) Budget. The current PH budget for 2020/21 is £26.563m of which the current annual budget for the Young People Sexual Health Network Service is £1.540m. PH is funded through the Public Health Grant provided by PH England.

This report proposes:

- A new sexual health commissioned service costing £13.81m over a period of 9 years (£1.540m per annum)
- Islington will be liable for 49.6% of the costs due to the relative population demands on the service compared to Camden.
- The total contribution over the life of the contract would be £6.85m from Islington and the remaining £6.93m will be funded by LB Camden.
- The contract value is inclusive of a yearly 5% retention, released on a yearly basis if the providers meet their KPI targets.

If the PH Grant changes substantially over the lifetime of the contract, clauses will exist to end the contract after the initial first two year period with one year's notice and without financial penalty. The remaining financial obligations of the contract being managed from efficiencies elsewhere in PH.

Islington will act as the lead borough for this contract, but will have clauses with Camden to ensure any move to withdraw from funding responsibilities will not impact on Islington adversely.

Incorporated into the contract will be the financial responsibility on the provider to pay for property costs. PH will seek to source the clinic space and may hold some financial responsibility for costs in excess of the providers' financial responsibility. Any additional cost will be managed within existing PH resources.

The proposed extension of the current contracts for another 12 months, will be at the same cost as the newly proposed contracts; therefore, it will not result in any additional financial pressure.

If demand for the service exceeds capacity it will be the service provider's responsibility to contain these pressures.

In the event of providers withdrawing or being unable to fulfil their duties under the contract, PH will seek to rely on other providers in the contract consortium or on the open market. This will not incur additional costs.

The MTFS savings required for Sexual Health are not related to these recommendations and have no impact.

No additional resources are being requested or required in this report. All proposals are being met from existing resources.

4.2 **Legal Implications:**

The Council has a general duty to improve public health and 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) The council has a specific duty to provide, or make arrangements to secure the provision of, open access sexual health services in its area , or preventing the spread of sexually transmitted infections; for treating, testing and caring for young people with such infections and (iii)for notifying sexual partners of people with such infections (regulation 6 Local Authorities (public Health Functions and Entrance to Premises by Local Healthwatch Representatives) Regulations 2013).

Therefore, the council may provide services in relation to sexual health services as proposed in this report and enter into contracts with providers of such services under section 1 of the Local Government (Contracts) Act 1997.

The proposed contract is a public services contract subject to the light touch regime set out in Regulations 74 to 77 of the Public Contracts Regulations 2015 (the Regulations) and Schedule 3 (which identifies health, social and related services including nursing-related services). The threshold for application of the light touch regime is currently £663,540. The estimated value of the contracts is above this threshold. It will therefore need to be advertised in the Contracts Finder (via the UK e-notification service). There are no prescribed procurement processes under the light touch regime. The Council may therefore use its discretion as to how it conducts the procurement process provided that it: discharges its duty to comply with the principles of procurement namely equal treatment, non-discrimination and fair competition; conducts the procurement in conformance with the information that it provides in the advert; and ensures that the time limits that it imposes on service providers, such as responding to the advertisement are reasonable and proportionate. Following the procurement, a contract award notice is required to be published.

The Council's Procurement Rules for Light Touch Services require contracts over the value of £500,000 to be subject to competitive tendering.

The proposed procurement strategy, to advertise a call for competition and procure the service using a competitive tender process (open procedure), is in compliance with the requirements of the Regulations and the council's Procurement Rules.

The Executive may delegate authority to the Corporate Director Public Health to award the Contracts (Paragraph 8.9 Part 3 Constitution)

4.3 **Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:**

The main environmental impact from this procurement will be the use of buildings by the service provider. These will include energy and water use, consumption of materials, and the generation of waste, including clinical waste, all of which have potential carbon emissions. There will also be transport-related impacts from staff travelling to work and from visits as part of the outreach service. Journeys made by cars or taxis may result in emissions and contribute to congestion.

The council does not own the buildings the service will operate from, but the winning bidder will be asked to support the council's zero emissions goal, including discussing procuring renewable electricity for their site(s) and being encouraged to recycle as much as possible.

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. A resident impact assessment is appended.

5. **Reason for recommendations**

- 5.1 Public Health have a mandatory duty to provide open access sexual health services. Guidelines recommend that young people should have their sexual health needs met separately from the wider adult population as much as possible. These are well used services by our young people but also by our local young people providers such as schools, colleges, youth services and Looked After Children teams. These contracts will cease in March 2022 Camden and Islington has a young transitory population with high sexual health needs. These services have been intrinsic to supporting reductions in the underage conception and teenage pregnancy rates over several years. These services work with high number of vulnerable young people and have an important role to play in safe guarding our most vulnerable groups.

Appendices

- Appendix 1 Table of Commissioning Models
- Appendix 2 Resident Impact Assessment

Background papers:

- None

Final report clearance:

Signed by:



9 July 2021

Executive Member for Health and Social Care Date

Report Author: Natalie Blenman
Tel: 020 7527 4058
Email: natalie.blenman@islington.gov.uk

Financial Implications Author: Thomas Cooksey
Tel: 020 7527 1867
Email: Thomas.Cooksey@islington.gov.uk

Legal Implications Author: David Daniels
Tel: 020 7527 3277
Email: David.daniels@islington.gov.uk

Appendix 1

Commissioning Models Table

Model	Benefits	Issues / Concerns
<p>Network Model - this is the current model of delivery which will be reviewed</p>	<ul style="list-style-type: none"> • One member of staff to pull together work across all providers with clear structures and processes • Gives an element of independence from the network and can see the bigger picture • Providers feed into a central point but still make day to day decisions on their own services 	<ul style="list-style-type: none"> • There can be confusion over what is the co-ordinators responsibility and what is a service managers • The co-ordinator is not a manager, nor do they oversee the network and therefore decision making sits with the individual organisation leads • Whilst knowledge is shared, staffing and other skills are not shared amongst the network • There are multiple clinical governance but no lead
<p>Consortium</p>	<ul style="list-style-type: none"> • Providers will share the same objectives • Providers will pool resources • It can offer new opportunities for staff • The CAMISH 'brand' will reduce confusion amongst young people 	<ul style="list-style-type: none"> • If one provider is not performing well, all members of the consortium are responsible, this is particularly relevant for any finances that are not part of a block payment • Decision making may be slower due to the number of parties involved, this may include decisions not being made due to no consensus • Will need structure and a solid framework
<p>Lead Provider</p>	<ul style="list-style-type: none"> • Quicker decision making process • Lead provider carries the risk rather than risk being shared across several providers 	<ul style="list-style-type: none"> • Commissioning have less control if something goes wrong with a subcontracted service. The lead provider will be responsible for any action as a result of under-performance • We may limit the number of providers bidding and lose the successful collaboration we have made so far • This would support the option of streamlined governance, IT and policies and processes as highlighted in the JTAI. • Lead provider carries the risk rather than risk being shared across several providers

This page is intentionally left blank

Resident Impact Assessment

Young People's Sexual Health Services

Public Health

Camden and Islington Public Health are procuring a sexual health service for young people. The current contracts are due to come to an end on 31 March 2022 and we are now reviewing its performance with the support of Camden and Islington residents in order to design a new service specification.

These services will provide clinical and outreach sexual health services for young people under 25 however this age is under review and will be consulted on as part of the procurement process.

Services included in this contract are;

- Sexual health clinics
- Sexual health clinical outreach
- Workforce development
- Targeted and one-to-one support
- Relationship and sex education
- Delivery of C-card (condom distribution)

The provision of C-card is also under review and will be consulted on as part of the procurement process.

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: 9987
Gender	Female	51%	84%
	Male	49%	16%
Age	Under 16	32,825	3.7%
	16-24	29,418	96%
	25-44	87,177	0.5%
	45-64	38,669	N/a
	65+	18,036	N/a
Disability	Disabled	16%	0.7%

	Non-disabled	84%	83%
Sexual orientation	LGBT	No data	6.4%
	Heterosexual/straight	No data	73.5%
Race	BME	52%	30%
	White	48%	46%
Religion or belief	Christian	40%	Not collected
	Muslim	10%	Not collected
	Other	4.5%	Not collected
	No religion	30%	Not collected
	Religion not stated	17%	Not collected

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?

The potential lowering of the age limit for young people from under 25, to 21 and under will have an impact on 22-24 year olds accessing the service. We are considering lowering the age due to the high demand for the service. Covid has highlighted stress points on the service which have previously been managed however are not ideal for prioritisation for under 18s, those needing emergency hormonal contraception or those who have been exposed to HIV. This may also indirectly affect young people with a disability, pregnant young people, young people who are lesbian, gay, bi-sexual, transgender, non-binary and gender fluid. Lowering the age limit will be done only in consultation with service users and alternative arrangements are already available for their sexual health needs through our commissioned adults service with Central and North West London NHS Trust.

Is the proposal likely to have a negative impact on equality of opportunity for people with protected characteristics? Are there any opportunities for advancing equality of opportunity for people with protected characteristics?

Potential negative impacts have been highlighted above however whilst this is being considered, we are also using the procurement as an opportunity to support more under-represented young people in clinics. We are currently doing this through an 'Inclusivity Outreach Project' and dependant on the outcome, we will consider this role or similar within the new specification. Regardless of whether this role continues, there will be a responsibility for all providers to ensure they are working in partnership with agencies who are working with under-represented groups and supporting them into clinics. There is also a role for providers to be more inclusive in terms of their language and terminology on their forms.

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? Are there any opportunities for fostering good relations?

This proposal will not have negative impact on good relations between communities with a protected characteristic. Presently and thinking to the future, providers will build stronger partnerships with services who support young people who are disabled, LGBT, male and BAME.

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

Yes, we can reduce health inequalities for looked after children and care experienced young people with the work we are doing with the Children's Active Involvement Service, Foster Care, LAC, Leaving Care and supported accommodation leads.

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.

There are no risks identified.

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
Consultation with service users in regards to lowering the age limit and its impact.	Natalie Blenman	April 2021
Consultation with service users in regards to changes in how the C-card scheme operates	Natalie Blenman	April 2021

Please send the completed RIA to equalites@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: Natalie Blenman

Date: 20/01/2021

Head of Service or higher:

Signed: Emma Stubbs

Date: 22/01/2021

Report of: Chair of Children’s Services Scrutiny Committee

Meeting of	Date	Ward(s)
Executive	22 July 2021	All
Delete as appropriate	Exempt	Non-exempt

**Subject: Strategy Underpinning the Transition from COVID-19
– Findings of the Children’s Services Scrutiny Committee****1. Synopsis**

- 1.1 This report requests that the Executive receive the report of the Children’s Services Scrutiny Committee following the completion of its review of the Strategy Underpinning the Transition from COVID-19. A response to the recommendations set out in the report will be considered at a future meeting of the Executive.

2. Recommendations

- 2.1 That the report of the Children’s Services Scrutiny Committee be received.
- 2.2 That the Executive Member’s response be reported to a future meeting of the Executive, including having due regard to any relevant implications of the Children’s Services Scrutiny Committee’s recommendations.

3. Background

- 3.1 The review took place between September 2020 and March 2021. The overall aim was to assess both the long and short-term impacts of COVID-19, the measures implemented as a result of COVID-19, including innovative forms of learning, and the lessons that have been learned in order to make recommendations to:

- Reverse the effects of COVID-19 on attainment, safeguarding, equalities, youth safety and justice.
 - Prepare for future spikes/waves of Covid-19 and also develop plans for a COVID-free landscape.
- 3.2 The Committee also agreed to the following objectives:
- To examine the impact of COVID-19 on children and young people.
 - To explore the development of different types of learning, support offered to parents/carers and their experiences.
 - To analyse the ways in which COVID-19 impacted upon the work of Children’s Services and how services were adapted during lockdown.
 - To evaluate the work already undertaken to mitigate the effects of COVID-19 and identify how this could be developed further.
 - To use national research and literature to identify best practice in the response to COVID-19.
 - To produce workable recommendations for the council and schools to deliver improvements in educational outcomes across schools after lockdown and support those who have suffered abuse and/or neglect during lockdown.
- 3.3 In undertaking the review, the Committee met with young people, parents of early years children, headteachers, council officers, community leaders and others to gain a balanced view. The Committee also considered local and national data and a variety of documentary evidence. This final report has an emphasis on learning due to the immediate impacts that were experienced. It is anticipated that as we move into a post-Covid world, further impacts will be more visible.

4. Implications

4.1 Financial Implications

The proposals in the report need to be costed before a response is made by the Executive.

4.2 Legal Implications

Relevant legal implications will be considered as part of the response to the review.

4.3 Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:

There are no environmental implications or contributions to achieving a net zero carbon Islington by 2030 at this stage. Any environmental implications and contributions to achieving a net zero carbon Islington by 2030 will be identified as part of the Executive Member response.

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.

The Committee has had regard to any equalities implications and resident impacts identified by witnesses during the course of the review. Details of any such implications are set out in the appended report. A Resident Impact Assessment has not been completed as the Executive is only asked to receive the report at this stage. The impact on residents will need to be fully considered as part of the Executive response to the review, at which point a Resident Impact Assessment will be completed if required.

5. Conclusion and reasons for recommendations

Fifteen recommendations have been made in response to the evidence received. These are related to mental health and wellbeing, learning and pedagogy, funding, communications and developments post-COVID. The Committee would like to thank all the witnesses that gave evidence in relation to the review. The Executive is asked to endorse the Committee's recommendations.

Appendices:

- Strategy Underpinning the Transition from COVID-19 Scrutiny Review – Report of the Children's Services Scrutiny Committee

Background papers:

- None.

Final report clearance:

Signed by:

Chair of the Children's Services Scrutiny Committee

Date

Report author: Zoe Lewis, Senior Democratic Services Officer

Tel: 020 7527 3486

E-mail: zoe.lewis@islington.gov.uk

This page is intentionally left blank



ISLINGTON

Strategy Underpinning the Transition from COVID-19

FINAL REPORT OF THE CHILDREN'S SERVICES SCRUTINY COMMITTEE

**London Borough of Islington
May 2021**

Foreword:

What had looked in the summer of 2020 to be an ambitious but relatively straightforward aim for this year's review - to interrogate a wide range of witnesses about the impact of COVID-19, make recommendations to reverse the effects 'on attainment, safeguarding, equalities, youth safety and justice' and prepare for future outbreaks – became ever more constrained by periods of lockdown, illness and self-isolation.

Nonetheless, members of the Committee were each able to attend at least one Zoom interview session with groups of secondary and post-16 students; members of the BAME Community Group (comprising community organisation and supplementary school leaders and some parents); parents of children attending an early years children's centre; a member of the Children's Active Involvement Service (a group for care experienced and looked after young people) and a group of head teachers from all phases.

A number of common threads in the evidence started to emerge and were echoed in officer reports and in research by academics and Ofsted. Over the three months of interviewing witnesses, two elements came to the fore - the corrosive impact of the virus on the disadvantaged and the near-universal experience of anxiety.

The legacy of austerity and the failure of this Government to predict the extent of the pandemic or to adequately fund councils and schools for the additional expenditure generated by it are a savage indictment of its so-called levelling up policies.

Our recommendations cover five aspects of work for the council and its schools. These comprise mental health and well-being; learning and pedagogy; funding; communications and developments post-COVID. They are grounded in Islington Council's commitment to challenge inequality and to make the borough a fairer place for all.

This review has been conducted under unique conditions and the Committee would like to convey its sincere thanks to the institutions, officers and witnesses that have helped to make it possible.

Cllr Vivien Cutler
Chair of the Children's Services Scrutiny Committee

EXECUTIVE SUMMARY

Strategy Underpinning the Transition from COVID-19

Aim:

To assess both the long and short term impacts of COVID-19, the measures implemented as a result of COVID-19 including innovative forms of learning and the lessons that have been learned in order to make recommendations to:

- Reverse the effects of COVID-19 on attainment, safeguarding, equalities, youth safety and justice.
- Prepare for future spikes/waves of COVID-19 and also develop plans for a COVID-free landscape.

Evidence:

The Committee commenced the review in September 2020. Evidence was received from a variety of sources:

- Y10 students at a secondary school, plus a senior member of staff
- parents whose children attended an early years children's centre
- Y12 and 13 students and some staff from the Upward Bound project (an education project aimed at raising attainment for young people attending Islington schools and organised by Islington Council in partnership with London Metropolitan University)
- members of the BAME Community Group (comprising community organisation and supplementary schools' leaders and some parents)
- Bright Start 0-5s Parent Champions
- a member of the Children's Active Involvement Service (CAIS) group (a group for care experienced and looked after young people) plus an officer.

Evidence from Headteachers

Anthony Carmel – Headteacher, Ashmount Primary School

Nalar Cosar – Head of the Factory Children's Centre

Jenny Lewis – Headteacher, Thornhill Primary School

Cassie Moss – Head, Yerbury Primary School

Cerys Normanton – Headteacher, Samuel Rhodes School

Becky Powell – Deputy Head and SENCO, North Islington Nursery School

Helen Ryan – Headteacher, Duncombe Primary School

Susan Service – Headteacher, Arts and Media School, Islington

Ana Servilla – Executive Head New River Green and Packington

Tina Southall – Assistant Head, Elizabeth Garrett Anderson School

Evidence from council officers:

Curtis Ashton, Acting Director of Youth and Community

Jill Britton, Assistant Director, Joint Commissioning

Helen Cameron, Health and Wellbeing Manager

Jeff Cole, Head of School Improvement – Secondary

Alison Cramer, Head of Partnerships and Service Support

Anthony Doudle, Head of School Improvement – Primary

Laura Eden, Director of Safeguarding
Candy Holder, Head of Pupil Services
Penny Kenway, Head of Early Years and Childcare
Jane-Amanda Stephenson-Glynn, Children's Health Joint Commissioning
Manager(SEMH/CAMHS)
Tracy Smith – Early Years Service Lead
Andrea Stark, Director of Employment, Skills and Culture
Tania Townsend, Head of Strategic Programmes and Strategy

Documentary evidence:

- Islington Council's Work in Support of School (WiSS) document
- Islington Council's Catch Up To Keep up documents
- Islington Council's Year 6 Tutoring Programme 2020-21
- A Critical Juncture for Public Services – Lessons from COVID-19 – House of Lords Committee Report
- Schools:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/933490/COVID-19_series_briefing_on_schools_October_2020.pdf
- Early Years: <https://www.gov.uk/government/publications/covid-19-series-briefing-on-early-years-october-2020>
- Children's social care: <https://www.gov.uk/government/publications/covid-19-series-briefing-on-childrens-social-care-october-2020>
- SEND: <https://www.gov.uk/government/publications/covid-19-series-briefing-on-local-areas-send-provision-october-2020>

Recommendations:

Mental Health and Well-being

1. For children, young people and young adults for whom it continues to have responsibility, Islington Social, Emotional and Mental Health (SEMH) service, building on existing good practice, should audit and extend provision where possible or use existing provision creatively to meet burgeoning need as identified both during and after the pandemic.
2. Schools and early years providers should use council information and other resources to ensure that parents/carers with mental health or well-being issues are signposted to appropriate help from adult and community services.
3. Islington Council should develop the Young Islington proposals, in partnership with the Clinical Commissioning Group (CCG), Public Health and appropriate providers, to offer a counselling service for children and young people during all holiday periods for the foreseeable future.
4. The council should also enhance its specialist youth, youth employment, careers and progression services to support those who are Not in Education, Employment or Training (NEET) or starting employment in such uncertain times. In addition to the current developments, including the partnership working with local employers, further education colleges and universities, it should continue to engage with partners such as London Councils and Central London Forward to ensure the local offer can respond to the changing skills needs and employment opportunities generated by growth sectors in the post-COVID economy.

It should further look to helping vulnerable young adults beyond the age of 25 years old through continued close collaboration across youth and adult services and with the Islington Working Employment support partnership.

5. Building on the experience of developing and implementing the Recovery Curriculum, Islington Community of Schools should continue to build and promote a bank of resources to support the mental health and well-being of all children and young people returning to school, whether post-lockdown or following extensive individual absence.
6. The council should highlight its support services through the Employment Assistance Programme for teaching and support staff who may be suffering PTSD because of bereavement for colleagues and/or family.
7. A range of witnesses identified the importance of parks and playgrounds in maintaining well-being during lockdown periods. The council should identify capital funding opportunities to invest in any children's play areas that still need upgrading. The Parks team should develop a comprehensive map of all parks and playgrounds, listing their distinctive features and facilities to raise awareness by schools and parents/carers in order to widen usage.

Learning and pedagogy

8. In tandem with schools and supplementary schools, Islington Council should continue to source additional devices, dongles, SIM cards etc. from a range of donors and charitable organisations to safeguard provision across the board and ensure that every child and young person is prepared for further interruptions to learning. It should

develop a culture whereby they recognise learning as easily accessible and not restricted to an educational setting.

9. The council should support schools to gain further understanding of effective teaching and learning pedagogy through additional research and securing best practice models via the Islington Digital Leaders programme. As best practice and further safeguarding guidance (including GDPR issues) is released, officers should support schools to implement these changes in an effective and timely manner.
10. In order to encourage more primary age children to engage positively with remote learning, Islington Council should continue to provide professional development opportunities for education staff (including supplementary school and non-teaching staff) on how to deliver interactive lessons. This should include clear guidance on the purpose and benefits of live or recorded learning and how it may support learners and their parents/carers.
11. The council should provide support for parents/carers who are finding it difficult to help their children with online learning, especially those who have English as a Second Language or have literacy barriers. This support should cover both IT training and basic English and maths skills.
12. Where there continues to be a lack of devices for each individual pupil, or for vulnerable or SEND children and young people who find remote learning especially challenging, paper packs should continue to be provided by schools. Consideration should also be given to those early years children unable to access provision during lockdown.

Funding

13. The Leader and council should continue to campaign vigorously for significantly more funding from the Government to:
 - Support schools and settings in providing COVID-related safe environments and targeted learning help to narrow the widening attainment gaps.
 - With our partners in North Central London Clinical Commissioning Group, extend council services for mental health and well-being both for parents/carers and children and young people.
 - Underpin sustainability for Early Years education services where working from home during lockdown and increased loss of employment threaten the viability of many settings and services.
 - Target financial and in-kind support for vulnerable and disadvantaged communities and families including Black, Asian and Minority Ethnic and White British ones.

Communications

14. The number of U-turns by the Government in relation to lockdown, examinations and provision of digital devices has undermined trust. The council, schools and school governors should endeavour to anticipate developments e.g. reduced capacity during holiday periods to support children and young people and their families and communicate these changes to their audiences as early and clearly as is possible in order to reduce anxiety.

Developments post-COVID

15. The experience of life in a pandemic over the past year has highlighted the urgent need for a fundamental re-appraisal of the current education system. Islington Council and its schools should collaborate with academic institutions, local authorities and national organisations such as trades unions to develop alternative models for the future of our communities.

CHILDREN'S SERVICES SCRUTINY COMMITTEE

MEMBERSHIP – 2020/21

Councillors:

Councillor Vivien Cutler (Chair) (to April 2021)
Councillor Gulcin Ozdemir (Vice-Chair)
Councillor Santiago Bell-Bradford
Councillor Janet Burgess (from February 2021)
Councillor Joe Caluori
Councillor Phil Graham
Councillor Michelline Safi Ngongo (to February 2021)
Councillor Flora Williamson
Councillor John Woolf

Co-opted Members:

Claire Ballak, Parent Governor Representative (Primary)
Mary Clement – Roman Catholic Diocese Representative
Zaleera Wallace, Parent Governor Representative (Secondary)

Acknowledgements:

The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

*Tania Townsend – Head of Strategic Programmes and Strategy
Zoe Lewis – Senior Democratic Services Officer*

1. Introduction

- 1.1 The review took place between September 2020 and March 2021. The overall aim was to assess both the long and short-term impacts of COVID-19, the measures implemented as a result of COVID-19, including innovative forms of learning, and the lessons that have been learned in order to make recommendations to:
- Reverse the effects of COVID-19 on attainment, safeguarding, equalities, youth safety and justice.
 - Prepare for future spikes/waves of Covid-19 and also develop plans for a COVID-free landscape.
- 1.2 The Committee also agreed to the following objectives:
- To examine the impact of COVID-19 on children and young people.
 - To explore the development of different types of learning, support offered to parents/carers and their experiences.
 - To analyse the ways in which COVID-19 impacted upon the work of Children's Services and how services were adapted during lockdown.
 - To evaluate the work already undertaken to mitigate the effects of COVID-19 and identify how this could be developed further.
 - To use national research and literature to identify best practice in the response to COVID-19.
 - To produce workable recommendations for the council and schools to deliver improvements in educational outcomes across schools after lockdown and support those who have suffered abuse and/or neglect during lockdown.
- 1.3 In undertaking the review, the Committee met with young people, parents of early years children, headteachers, council officers, community leaders and others to gain a balanced view. The Committee also considered local and national data and a variety of documentary evidence. This final report has an emphasis on learning due to the immediate impacts that were experienced. It is anticipated that as we move into a post-Covid world, further impacts will be more visible.

2. Summary of Main Findings

Local and National Context

- 2.1 COVID has heightened the challenges many children and families already face. All communities and every aspect of children's services have been affected by COVID-19 both nationally and at a local level. The experiences of children, young people and their families have varied and for some the first wave would have been difficult. A number were vulnerable, suffered from digital exclusion or had poor physical and mental health. Others may have found that relationships improved with quality time spent with families. There was resilience in some families and across communities: many engaged in home learning and found that there were further study or work opportunities.

- 2.2 The Committee heard evidence that a loss of routine may have made re-engagement difficult, there would be more NEETs (those not in Education, Employment or Training), exam results could disrupt plans and there could be impacts on mental health and emotional wellbeing. Further impacts included some families suffering from worsening finances, grief-related trauma, restricted access to community health, limited access to food and outdoor play space and, during lockdown, young carers missing out on respite breaks. The social and emotional impact of COVID-19 could affect childhoods for many months and even years to come. The pandemic had exposed disparities between groups of children, young people and their families.
- 2.3 The Committee heard that within the council, partner organisations and schools, professional relationships had been disrupted at the start of the first lockdown. However, the change to using electronic communication had happened quickly and new working practices had been introduced. Although there had been increased risk to the workforce of trauma, burnout and fatigue with staff operating under extraordinary circumstances for a lengthy period, staff had shown flexibility, creativity and determination.
- 2.4 Potential impacts of the wider system supporting children and young people included:
- Some parts of the system having been paused or slowed down e.g. family and magistrates courts.
 - A reduction in funding and income across the children's sector.
 - New ways of working with communities and across public services.
 - A refocus on health and social inequalities, prevention and early intervention.
- 2.5 The Committee considered that it was essential that children and young people were at the front and centre in recovery, restoring and resetting the support to ensure they were safe, cared for and would succeed in learning and thrive. The 'levelling up' of inequalities that affected childhoods and life chances would be important.

Evidence gathering meetings

- 2.6 The evidence gathering meetings were undertaken in November and December 2020 and, unlike in previous years, it was not possible to have face-to-face discussion or see the children and young people in their schools or settings. All discussions took place virtually and there were some minor technical problems. Limitations to the evidence gathered included:
- 1) In three of out of the five meetings, the number of participants was in single figures;
 - 2) As the meetings took place in November and December 2020, the impact of the January - March lockdown was not captured;
 - 3) As a result of COVID-19 and the increased pressures on schools, it had proved impossible to arrange any meetings with primary schools pupils or their parents/carers other than incidentally in the Black and Minority Ethnic (BAME) Community Group discussion. It would have been useful to speak to primary school pupils or their parents/carers and, as a result of not being able to, the evidence was slightly imbalanced.

- 2.7 The meetings that took place were as follows:
- Year 10 students at a secondary school and a senior member of staff
 - parents whose children attended an early years children's centre
 - Year 12 and 13 students and some staff from the Upward Bound project (an education project aimed at raising attainment for young people attending Islington schools and organised by Islington Council in partnership with London Metropolitan University)
 - members of the BAME Community Group (comprising community organisation and supplementary school leaders and some parents)
 - a member of the Children's Active Involvement Service (CAIS) group and an officer. CAIS is a group for care experienced and looked after young people.
- 2.8 Members heard that both groups of students had found lockdown difficult. Reasons for this included a lack of routine, no interactive or face-to-face lessons, little feedback from teachers and anxiety about the virus. Some young people reported they had barely left home since the start of lockdown. The extent of Year 10 students' learning was often dependent on parental encouragement. The Year 10 group was worried about not sitting GCSEs; Year 12 and 13s raised concerns about missing exams and a lack of confidence in teacher assessment. Only one student had no access to a Chromebook or laptop but used his iPhone.
- 2.9 The Upward Bound group had received their grades and most felt that they had been marked down. One student was concerned about being marked up as this meant now being expected to be working at a higher base level. The group found the pastoral support they were offered helpful.
- 2.10 Parents from the BAME Community Group identified additional challenges such as a lack of resources and space to study, concerns about spreading the virus in intergenerational households and the difficulties of coping with children who had special and additional needs.
- 2.11 Community leaders stated they lacked sufficient space, funding for teachers and IT devices to offer a broad curriculum and they were worried about sustainability.
- 2.12 The Chair of CAIS had raised the concerns of members. Some were isolated in university halls of residence, some were trying to get into training or employment and there was a lot of uncertainty. There was a request for more clarity around support for post-16s to access the jobs market.
- 2.13 For some young people, the unavailability of adult and/or emotional support was a challenge. There was a need for better and timely communications to prepare them for a different kind of support in a pandemic.
- 2.14 The parents of children in early years settings were very happy with Bright Start online newsletters and activities for children and parents/carers. They requested more information on and reminders of events online. They also commented on how lockdown had meant they could not use the parks which had impacted on socialisation.

Evidence from Headteachers

- 2.15 Members of the Committee held with Headteachers from a number of schools in the borough to discuss their experiences of dealing with COVID-19.
- 2.16 When asked which demographics had been most affected by lockdown, the Headteachers advised that everyone had been impacted. In general, there had been the greatest impact on;
- working families
 - single parents
 - families with more than three children
 - those with SEND children
 - those who had 'fallen through the cracks' and had low income
 - those who were on zero hours contracts
 - those who had little money for resources
 - those with No Recourse to Public Funds
 - those with no quiet space for children to learn
 - those with no access to IT devices or with connectivity issues
- 2.17 Concern was raised, too, about those who were hard to reach and parents wanting to home educate them. The Headteachers advised that remote learning had hit the youngest and SEND children the hardest. Vulnerable children had also struggled.
- 2.18 Headteachers were of the view that schools should be given more discretion to interpret 'vulnerable' in relation to children that could attend during lockdown. A Headteacher stated that it should not be assumed that every child with an Education Health and Care Plan (EHCP) was vulnerable; many received support and with this support they should no longer be classed as vulnerable. This Headteacher had also raised concern that the DfE had not considered special schools sufficiently when issuing updates in relation to the COVID pandemic.
- 2.19 The digital divide in the first lockdown was discussed and Headteachers advised members that schools and the council had had to buy many devices, SIM cards, dongles etc. There was a lack of devices in many homes and some parents lacked an understanding of IT. Where there was more than one child, the older child was often prioritised over younger ones to use the device.
- 2.20 Some parents were concerned about the amount of screen time remote learning required and had asked schools for paper packs. Some schools let parents collect packs twice a week. Many schools had managed to obtain 95% pupil attendance in remote learning.
- 2.21 The Headteachers stated that teachers had become much more skilled at delivering remote learning and there had been a positive impact on pedagogy.
- 2.22 When considering the impact of lockdown on SEND children, it was important to remember that each child was unique. Often school was a challenge to them. Those at home frequently preferred to work on paper. They could also struggle with a lack

of routine. Those with Education, Health and Care Plans (EHCPs) attending school in lockdown liked the smaller classes, less noise and more personal attention. A Headteacher commented that there was a need to ensure that all SEND children were thriving not just surviving.

- 2.23 The Headteacher of a special school stated that, although there had been some loss of learning for children, many had developed new life skills with their parents and carers during lockdown and had developed holistically.
- 2.24 Mental health was discussed. Early years leaders raised concern about anxiety. There was more separation anxiety in babies and parents and staff were affected by this, too. A Headteacher advised that lockdown had impacted upon the learning and mental health of children in Early Years and Key Stage 1. Younger children required social relationships and parent surveys revealed high levels of adverse mental health in them as well as their children. Some Year 11s lacked resilience and were unmotivated. Bereavement was very hard for everyone; children were often concerned about catching COVID and spreading it to family members or the community.
- 2.25 When most children and young people returned to school in September 2020, they were glad to be back at school. A few children had become 'lost to the system' with parents choosing to home educate them. However, these children had now re-entered the system.
- 2.26 The Headteachers were of the view that it was important to minimise pressure on children on their return to school and build on their learning rather than referring to 'catching up'. Priorities for re-opening and beyond included:
- rethinking teachers styles
 - supporting staff
 - optimising resources to support the most vulnerable
 - developing further digital capacity and skills to enhance all learning
 - appealing to the Government for more support in particular for SEND students
 - encouraging socialisation, flexibility, resilience
 - creating fun activities and developing 'qualities for happiness'.
- 2.27 On the whole, there were positive responses about support from the council. The council had taken a holistic view across the 0-18 age range, providing support for devices for the disadvantaged, 11 x 11 materials and 100 hours of World of Work programmes. Headteachers commended Children's Social Care, Safeguarding and Public Health. However, they also stated that sometimes external agencies were less effective in fulfilling their obligations and would not assess/talk to children in schools.
- 2.28 It was acknowledged that arrangements around school closures were difficult for Headteachers and messaging was not always timely. Consultation and clear direction were required during this time. However, council officers had to wait for government guidance and government changes often had to be presented to Headteachers at short notice.

- 2.29 Headteachers stated that there could be more awareness of the needs of leadership teams and new senior staff and that more practical support could be offered. The secondary Headteachers who attended the session stated that they would welcome more networking opportunities with other secondary school Headteachers. The Headteacher of a special school said that in terms of support from the council to special schools, when compared to other boroughs, Islington performed well.

Evidence from council services

- 2.30 The Committee received a range of evidence on work taking place with schools and other settings to help the recovery from COVID-19.

Supporting Families with Children in their Early Years

- 2.31 The Committee heard that COVID-19 had resulted in the dramatic shut-down of most Bright Start face-to-face services for families. Work had taken place with partners to put alternatives in place and there had been a quick move to online services. Families had been reached through virtual platforms including home learning via their nursery.
- 2.32 The Bright Start vision over the last 4-5 years was about building resilience and reducing stressors such as physical ill-health, mental ill-health, drugs and alcohol misuse, harmful relationships and domestic abuse, poverty and housing. Building resilience included engagement with high quality early childhood services, supportive relationships and social networks, good parenting, knowledge, skills and behaviours, positive parent-child attachment and relationship and self-belief.
- 2.33 The main impacts of COVID-19 on children under 5 and their families were poverty and inequalities being highlighted, growing poverty and food insecurity, domestic abuse, lack of usual support networks for new parents, the exclusion of fathers from ante-natal appointments and early labour, cramped housing, no access to play and stimulation, low nursery uptake by the most vulnerable and digital poverty i.e. no access to digital device or data poor. There was a particular impact of COVID-19 on BAME families.
- 2.34 The Committee was advised that services continued to operate during lockdown. These included health appointments and vitamin distribution. Courses and sessions were delivered by the service and partners and most sessions were targeted with particular families invited. The bilingual songs and rhyme sessions had been popular.
- 2.35 Since May, there had been 6,982 virtual contacts with children and families through universal Bright Start early childhood services. Between April and September 2020, there had been 3,697 Bright Start face-to-face health visiting meetings in clinics and 17,532 non face to face health visiting appointments. There had been 16,942 parent champion contacts since April 2020 by 28 parent champions who together spoke 16 languages.
- 2.36 There were 3,583 subscribers to the Bright Start Bright Ideas e-newsletter. This was sent out twice weekly with ideas on how to support early health and development along with links to activities, research and other resources. It was also translated into Turkish, Bengali and Somali.

- 2.37 The figures of those attending nursery were 73 in March, 361 in May, 2,057 in July and 3,552 in October. The number of vulnerable children attending nursery since the start of lockdown was 8 in March, 75 in May, 167 in July and 249 in October. Work was taking place with parents who were reluctant to send their children back to nursery.
- 2.38 Activities had been run for children with special educational needs, play and learn activity packs had been distributed as had healthy start vouchers and food parcels. 190 families had been supported through the crisis by Bright Start family support practitioners. In addition, 1,249 families with 2,720 children with additional vulnerabilities (aged 0-19) known to social care and early help were provided with food hampers.
- 2.39 There had been 281 face-to-face family support contacts with adults and children since September. There had been 678 contacts with children and their parents via face-to-face Bright Start sessions since July.
- 2.40 The Committee was pleased to hear that there had been much positive feedback from parents.
- 2.41 The Committee was advised that there was a need to:
- Build more resilience;
 - Make more use of virtual platforms and social media;
 - Extend partnership working (Fairer Together);
 - Raise awareness of Bright Start with BAME communities, increase visibility of Bright Start in the community and adapt the Bright Start offer to address cultural barriers to participation;
 - Target dads with an online offer;
 - Address the impact of food poverty on young children;
 - Use the right platform for the right activity;
 - Make more use of parks and open spaces;
 - Assess and address the impact of digital exclusion.
- 2.42 The Committee learned that before COVID-19, five year olds from disadvantaged backgrounds were already 4.5 months behind their better off peers. In Islington, there was a long-standing commitment to closing this gap and making the borough a fairer place for all. Through Bright Start there was an effective model of integrated support for children and families in this critical phase but there was still more work to be done. It was important to keep a focus on the impact of COVID-19 on the youngest children to ensure they were not left behind.
- 2.43 A member queried the mitigation measures that were in place for new mothers who were not able to meet up in person. The officer advised that the Government had recognised the need for new parents to meet up and it was permitted to have support groups of up to 15 people. These would be run in a COVID-secure way.

Safeguarding, Early Help and Supporting Vulnerable Children

- 2.44 The Committee heard that the impacts of COVID-19 included gaps in, and disruption to;
- Early childhood outcomes and relationships;
 - Loss of families' engagement due to suspension of services/changes to virtual service delivery;
 - Disruption to the development of social and emotional capabilities connected to issues such as employability, youth crime and preparation for adulthood; disruption to education; loss and bereavement; continued stress and anxiety for families;
 - Higher risks in the BAME populations and the impact that this had had on children seeing higher mortality in their families;
 - Hidden harm, parental mental health, child mental health, abuse and neglect; not finding the best placement that meets children's needs and reduces risk.
- 2.45 Some children were entering care as a result of emergency situations e.g. parents with COVID-19, domestic violence abuse (DVA) and parental mental health breakdown. There were increased numbers of children staying in care and not having permanent plans made for them by the courts and there were changing care plans for children.
- 2.46 COVID-19 presented difficulties in monitoring and safeguarding children at risk of/living in situations of domestic abuse, an increase in the level and severity of abuse and decreased opportunities to identify, report and respond to domestic abuse.
- 2.47 There were more children entering care in crisis which often meant the cases were more complex. There had also been an increase in police referrals. The numbers of children in care had partly increased as court proceedings had slowed down so children were remaining in care for longer.
- 2.48 The Committee heard that new operating procedures involved prioritising cases including face-to-face visits from Early Help to children in need, to children in need of protection, to Children Looked After and care leavers. Thresholds of intervention and service delivery remained the same. Weekly monitoring and tracking of visits to children were undertaken.
- 2.49 A campaign had been launched with partners and the community to increase referrals to social care and early help. There had been increased creativity in terms of ways to reach out to each other and families. Daily communications had been sent out to all staff to keep them updated about new procedures. There were increased resources for children in care, care leavers, foster carers and placement finding.
- 2.50 The Committee was advised that joint support between safeguarding services, school improvement and schools taking vulnerable children had been put in place quickly and the attendance of vulnerable children had been tracked. Changing to a more virtual way of working had increased proficiency with IT systems, accessibility of training and development opportunities and greater opportunities to engage family and friends from outside of Islington in supporting children.

- 2.51 There was now an enhanced joint understanding of safeguarding and increased contact with vulnerable children and families using virtual platforms. Partnership and collaborative working had been strengthened and video conferencing was more accessible to a wider range of professionals than physical meetings.
- 2.52 Laptops had been distributed to children and families in need to enable increased contact with professionals and schools. A wrap-around service was provided to adolescents who were no longer going missing or being exploited. Regular newsletters were sent to families and carers suggesting activities that could be undertaken with children and where they could get support. Parents had reported preferring virtual Child Protection Conferences and Children Looked After Reviews.
- 2.53 All referrals by social care were responded to swiftly and early help was maintained in line with legislation. Social workers and practitioners had responded well to challenges and these were communicated to all staff to learn from. Creative ways of responding to the needs of children had been developed. As a result of the service's response to COVID-19, referrals quickly increased to just below what they were the previous year, children were supported to move to their permanent families wherever possible, all children were now seen face-to-face where this was permitted and all children were seen virtually. The response to delayed disclosures of abuse was swift and high quality to combat longer-term harm. Staff reported feeling supported and safe in undertaking their daily work. The staff infection rate was low and services had been operating at over 90% staffing capacity since March 2020.
- 2.54 The Committee heard that Care Leavers had stayed at university and were able to complete courses. Care Leavers had been surveyed and 80% had responded that they felt supported.
- 2.55 Placement stability had been maintained during lockdown and placements which met all of children's needs and risks had been located for most children. Data on individual children and the attendance rate by status of children was monitored and tracked weekly. Prospective foster carers, family members and prospective adopters were still being assessed.

Youth Safety and Crime

- 2.56 The Committee heard that there had been a sustained reduction over three years of knife injury crimes. In October 2017, there were 79 victims and in August 2020 there were 35 victims. This had been attributed to a number of initiatives including the prevention work carried out by Targeted Youth Support.
- 2.57 The Integrated Gangs Team managed intelligence and risk, the partnership approach to youth offending, the out of court disposal scrutiny panel and the joined up police and partnership tasking. This was further supported by the No Knife Shop scheme and the introduction of knife bins. A Knife Crime Prevention film featuring bereaved parents would soon be launched.
- 2.58 Recovery planning took place early on during lockdown so that support could be provided to high risk and vulnerable young people soon after. Many of the most

vulnerable young people were already identified which made it easier to engage with them and their families during lockdown.

- 2.59 The Committee was pleased to hear that there had been good performance in relation to national indicators – First Time Entrants and Custody. The Youth Offending Service and Targeted Youth Support duty systems were maintained which meant the service could be responsive to need and carry out statutory functions such as court duty at Highbury Magistrates Court.
- 2.60 At the start of lockdown, virtual and telephone contact was established immediately with a RAG rating system introduced to determine need. Higher risk and more vulnerable children were seen face-to-face in a safe way through most of lockdown. Partnership working had been effective e.g. ensuring no casework duplication with Social Care and receiving assistance from the police to visit the highest risk young people and adults. There had been a focus on emotional well-being. Detached youth work had been delivered early on in lockdown.
- 2.61 Community engagement events had taken place with young people due to the Black Lives Matter initiative. Planning for young people’s post-16 academic year had continued. The purchase of a video conferencing facility for children who were in Young Offender Institutions or in Secure Training Centre detention had been fast tracked. There was robust contingency planning in order to ensure that universal play and youth provision could provide children and young people with adequate support as part of the ‘earliest help’ offer. Online youth hub forums were designed and implemented to engage with young people.
- 2.62 Domestic abuse had increased nationally and locally during lockdown. There was accessible integrated and effective support for survivors of violence against women and girls and domestic abuse via commissioned and new internal resources.
- 2.63 There was a need to monitor more closely the interactions and behaviours of organised criminal groups online. It was important to maximise intelligence to keep track of the more sophisticated techniques and methods of organised groups and their networks, particularly in relation to county lines mechanisms.
- 2.64 Sadly, there had been an increase in murders in July when lockdown measures were eased. Two young men had been murdered – one in July and one in September. Five men had been charged in relation to one of the murders. In the other case, no one had yet been charged.
- 2.65 There was a continued disproportionality of stop and search during the pandemic and post lockdown. Issues with disproportionality may have been exacerbated by the pandemic. Child poverty and deprivation was also likely to increase following the pandemic and the emotional and mental health of young people and families would be compromised.
- 2.66 Much work was taking place in the COVID-19 recovery. Work would take place to build on the cross border and pan-London response due to the transiency of young people. Young people within the secure estate would be supported so that they did

not feel forgotten. Young people and their families were being prepared for the economic down turn and job losses. Young people had said that they were worried, but that they wanted the service to be optimistic in its outlook. The new youth safety strategy would be launched in the near future and would reference COVID-19 and the likely after-effects.

- 2.67 It was important to continually engage communities who felt marginalised and disaffected e.g. the Somalian community, to continuously promote Modern Day Slavery awareness and referral pathways and to ensure that there was a continued focus on the needs of young women and girls from a youth safety perspective. There should be a whole-family approach and support to parents, especially in communities who felt left behind.
- 2.68 In response to a member's question about engaging communities who were marginalised and disaffected and whether youth violence figures related to young people over school age, the officer advised that the service wanted to engage all communities. There were not many Algerian, Egyptian or North African young people involved with the service but the service was seeing more people from the Somali community. The Mother Tongue Supplementary School was helping to engage with this community. The serious youth violence statistic included youths up to 24 years of age.

The Mental Health and Wellbeing of Children and Young People

- 2.69 The Committee was advised that the Children and Young People SEMH integration had taken place over a year ago. There was an integration central point of access with the Children's Services Contact Team/Whittington Health CAMHS and Barnardos.
- 2.70 Daily triaging and allocations of referrals took place, there were weekly SEMH intake meetings with SEMH therapeutic and emotional wellbeing providers and there was an expanded community therapeutic and emotional wellbeing offer. Partners included CAMHS, Barnardos, Targeted Youth Support (TYS) Counselling, Brandon Centre, Isledon Emotional Well-being Service, Early Help, Mental Health in Schools Teams and Kooth.
- 2.71 Some children and young people and their families had coped well with the COVID-19 restrictions whereas others had struggled. Impacts included stress and anxiety caused by disruption to schooling; lack of personal/private space had been challenging for some; virtual/telephone interventions; some had limited access to virtual equipment and data; low moods, sleep disruption, some with social anxiety using lockdown to 'hide'; deterioration in progress made pre-lockdown; reluctance to and/or restrictions on travel.
- 2.72 During the pandemic there had been ongoing SEMH virtual provision with face-to-face contact for priority groups. There was a policy of no closure of cases until the child or young person had been seen face-to-face. Assistance with virtual access had been provided and phone calls had been made to children and young people and families who were shielding.

- 2.73 Collaborative partnership working between all SEMH therapeutic and emotional well-being services and Public Health, Early Help, Bright Start, School Nursing and the School Improvement Service Health and Wellbeing Team took place to support return to school including resources for young people and families.
- 2.74 Access to SEMH was being encouraged through We Are Islington. The children and families section on the council's coronavirus website pages included information on emotional wellbeing and coping at home.
- 2.75 Service user feedback on the impact of COVID-19 would inform required changes/additional support. Monthly SEMH meetings would address gaps and identify solutions by sharing best practice. Since the first lockdown, face-to-face therapeutic/counselling support had been resumed for priority groups. Following lockdown, referrals had increased to a similar level to those at the beginning of the year.
- 2.76 The Islington Schools Wellbeing Service was delivering evidence based interventions to children and young people and families. This was supporting schools to develop their whole school approach to mental health and emotional well-being, increasing access to other SEMH services and sharing updates and good practice e.g. through the Children and Young People Emotional Wellbeing Network (Young Minds).
- 2.77 SEMH leaflets for children and young people and families were being distributed to community nursing services and schools. All SEMH services were monitored for equality of access to different ethnic groups.
- 2.78 There would be a fully inclusive and equitable offer to all young people who required additional support as they moved into adulthood. Where appropriate, young people would be supported to access early intervention and prevention services with the voluntary and community offer, ensuring they got the right support at the right time. There would be a strong focus on supporting young people to find and keep jobs and a focus on vulnerable groups. A new formal assessment would be trialled, which would be more flexible and proportional to peoples' needs. Personal Health Budgets for Children Looked After, Care leavers and SEMH cases would be merged.
- 2.79 The SEMH pathway offer had been extended from 18 to 25 years which enabled young people to continue to receive appropriate support whilst moving on from school/college and settling into adulthood. Partners from Children and Young People and adults health, social care, cultural, employment, and the third sector had formed a task and finish group to identify gaps and improve holistic provision for 16-25 year olds. There would be a local deep dive on Autism Spectrum Disorder cases.
- 2.80 The two North Central London (NCL) crisis hubs were the Northern Health Centre and Edgware Community Hospital. There was a 24/7 crisis line for professionals working with young people in crisis and the NCL CAMHS Board had established two task and finish groups – crisis and community.

2.81 A solution-focused approach was currently underway, both locally and across NCL, to address the rise in children and young people presenting in crisis, the increase in referrals, stays and social care cases.

Early Years: Children's Learning and Development

2.82 The Committee was advised that in January 2020, 67% of two year olds and 83% of three year olds were in government-funded places. These places brought money into the borough and supported the whole early years system. The take up of early education entitlements had remained stable over the last three years.

2.83 Since the easing of lockdown, the take up of places for two year olds had increased with 70% take up for Autumn 2020. Numbers always increased between Autumn and Spring but there were 177 fewer three and four year olds in provision this Autumn compared to last year.

2.84 There had been a steady increase in the number of children returning since 1 June and vulnerable children and those with SEND had also returned in good numbers. There were now approximately 3,500 children aged 0-5 in early years settings. This figure did not account for those children in bubbles that had been sent home to isolate. If they had been included, the figure would have been approximately 4,000. This was lower than the expected 5,000.

2.85 An Ofsted briefing in November 2020 stated that providers were concerned that the pandemic had significantly impacted the learning and development of children and there was particular concern about vulnerable children.

2.86 Attending high quality early education positively impacted upon children's outcomes to GCSE and beyond and many disadvantaged young children had missed several months of their early education. Further equalities analysis was being undertaken to determine which groups were most affected. There was no government funding available for an equivalent catch up programme in the early years as there was for school-aged children.

2.87 The vacancy rate across all setting types had increased from 12% in January 2019 to 20% in November 2020. Voluntary sector nurseries and school-based provision had the highest vacancy rates. The childcare sector was experiencing significant flux due to the impact of COVID; changing working patterns, furlough, redundancy and unemployment rates. It was too early to know how long this would last or what the longer-term impact would be but childcare and employment were closely linked.

2.88 Increasing numbers of providers were reporting sustainability issues and concerns about viability. The council was awaiting a DfE decision on Spring term funding methods and whether existing protection for providers would continue. Without protection, funding losses were likely and this would impact upon the whole system including supporting arrangements for securing high quality places for two year olds, supporting children with SEND and priority places for vulnerable children.

2.89 If providers closed due to what could be a short-term lack of demand, there could be a longer-term lack of supply that would impact on families' ability to take up and

sustain work. Providers most at risk of temporary or permanent closure were voluntary sector nurseries (many of which offered affordable childcare through LBI subsidy) and school nursery classes. This would disproportionately affect lower income working families and Free School Meals-eligible children who were more likely to attend this provision.

- 2.90 In response to a member's question about whether fewer children taking up places meant SEND and speech and language difficulties were not being picked up, the officer advised that there was a high level of need among those not taking up provision. Work took place with Bright Start to encourage uptake. In response to a question from a member about the equalities impact assessment, the officer stated that work was taking place to look at the groups disproportionately not attending provision in order to help target work in communities.
- 2.91 There had been a worrying reduction in the number of childminders. Some were unwilling to have children in their homes where their families lived due to the risk. The council was looking to promote childminding as a career.

The Catch Up To Keep Up Strategy

- 2.92 Members were advised that a free home learning webpage had been created for carers and parents. There were bespoke lessons for every year group as well as enrichment activities. Hard copies were also provided for those who required them. Outdoor learning units of work were also included for the six weeks of the summer holidays.
- 2.93 In the Autumn term, pupils returned to full time education and a recovery curriculum was followed. A range of assessments were undertaken to gain baseline data. Emerging issues with Key Stage 1 pupils related to reading, oracy and maths. Emerging issues with Key Stage 2 pupils related to remembering all the facts that underpinned confident mathematical ability and increasing reading mileage/reading stamina. Emerging issues with Key Stage 3 and Key Stage 4 related to literacy/numeracy skills and a lack of clarity of assessment arrangements.
- 2.94 There was a National Catch-Up Programme (£650 million national funding). There was no formal ring fencing for how this funding must be spent. It was intended to support all pupils who had fallen behind in their learning during the period of school closure. However, it was also explicitly stated by the DfE that "The Government expects this to be spent on small group tuition for whoever needs it".
- 2.95 There was a National Tutoring Programme (£350 million national funding). Schools would be able to access heavily subsidised tutoring from an approved list of tuition partners. These organisations would all be subject to quality assurance, safeguarding and evaluation standards and would be given support and funding to reach as many disadvantaged pupils as possible. In addition, trained graduates would be employed by schools in the most disadvantaged areas to provide intensive catch-up support to their pupils, allowing teachers in these schools to focus on whole class groups.

- 2.96 Challenges presented by the National Catch-Up Programme and Tutoring Programme included capacity to deliver the offer – some schools had been told interventions might not commence until Spring 2021. There was anxiety regarding national assessments; schools struggling to implement interventions whilst maintaining COVID-secure bubbles and the impact of positive cases on the closure of bubbles and interruptions to face to face teaching and learning.
- 2.97 The Islington Framework had 3 strands:
1) Teaching and whole-school strategies which involved supporting teaching, pupil assessment and feedback and transition;
2) Targeted support from tuition partners and academic mentors which would include 1:1 and small group tuition, intervention programmes and before and after school interventions;
3) Wider strategies including supporting parents and carers, access to technology and holiday support – learning in school holidays.
- 2.98 In response to a question from a member of the public about mentoring provision, the officer advised that 60 recent graduates would be registered with Teach First and then schools could be provided with an academic mentor.

Supporting Vulnerable Students and Attendance

- 2.99 The Committee heard that work followed three stages: 1) preparation; 2) engagement and encouragement and 3) enforcement.
- 2.100 Work had been undertaken to address welfare e.g. digital access; food poverty and mental health - to support those entitled to attend school during lockdown and encourage school attendance. Support was given to prepare all children, families and schools for a return to school in September with a particular focus on those at risk of underachievement or otherwise vulnerable. Work was also undertaken on other crucial work streams e.g. digital access, catch-up and travel and transport.
- 2.101 Enforcement work was undertaken from November, where engaging and encouraging had not resulted in a return to school and where there were no valid reasons for failure to attend. Work was still taking place with a small number of families where health concerns for family members remained a source of great anxiety and a barrier to a full return to school.
- 2.102 Programmes of work had been developed and were being delivered across secondary schools to ensure that underachieving groups (specifically White British disadvantaged and Black Caribbean pupils) were being implemented as part of a wider Equalities in Education action plan.
- 2.103 Monitoring of the attendance of potentially vulnerable/at risk groups took place e.g. looked after children, children with SEND/long term health conditions and minority groups/children from families where English was not the first language. A risk assessment was carried out for the 1,400 children with an Education Health and Care Plan (EHCP). There was daily follow up of 450+ children with an allocated social worker to ensure school attendance and welfare calls were made to 300 families of shielding children.

- 2.104 Co-ordinated work across services ensured that children could access the support and intervention they required e.g. 12 transition projects, early help, outreach support for SEND, introduction of a Virtual Team Around The School model.
- 2.105 The 'Progression to Adulthood' strategy for young people with SEND was being delivered. There was support for school leaders to set a framework for the 'Belonging' initiative and prepare for compassionate leadership in the new era. The mental health and wellbeing of children was being supported through a range of programmes.
- 2.106 Since September, there had been support to schools and families for Test and Trace arrangements; support for home to school transport and alternative travel; support for schools to develop targeted 'Catch Up' programmes and support for Headteacher and school staff wellbeing.
- 2.107 Attendance of vulnerable groups at Islington schools built over the lockdown period and was consistently higher than the national average and statistical neighbours. During the first week of full school attendance, the rate was 93.7% across all schools, compared to a national average of 88%. By week six it had reached 94.8%. The attendance of those in groups/institutions who required targeted support, e.g. those with an allocated social worker, those known to the youth offending service and those attending the pupil referral unit, had improved as a result of interventions.
- 2.108 Virtual briefings and workshops for attendance, SEND support and safeguarding leads had been fully attended and well received. Successful virtual meetings with community groups to support the 'back to school' key messages had improved relationships.
- 2.109 Islington Headteachers had taken part in a published, collaborative, research inquiry tracking their leadership experience during lockdown, exploring aspects of their leadership approach and reflecting on implications for the future of school leadership for the benefit of colleagues.
- 2.110 The successful return of so many children to school in September was a result of careful planning and intervention from the start of lockdown. There had been positive feedback from parents and families about the support they received from services across the council. There had been a significant increase in the number of children electively home educating their children (120). Approximately half of these had stated their child would return to school once they considered it as safe.
- 2.111 Schools were assessing the long-term impacts on the learning, mental health and wellbeing of children. However, their resilience and ability to bounce back into school routine had been noticed. The next phase of work would involve working with schools to assess the impact of lockdown and support the recovery through targeted programmes such as 'Catch Up' and the full implementation of the Equalities in Education plan. This would include a review of the SEND local offer as there had been a significant increase in the number of children and young people presenting with diagnosed complex needs over the last 12 months.

Supporting Children's Wellbeing in Schools

- 2.112 The Committee were advised that services involved in social, emotional and mental health in school included Child and Adolescent Mental Health Service (CAMHS); the Educational Psychology Service (EPS); the Schools Wellbeing Service; voluntary and community sector; public health; schools outreach services and school nursing.
- 2.113 The Schools Wellbeing Service comprised two teams to support children with mild to moderate mental health issues. They worked across all secondary schools and some primary schools in Islington.
- 2.114 The Committee were pleased to hear that during lockdown, services started working better together. In March 2020, a survey was undertaken to establish schools' needs. Following this, a recovery curriculum was drawn up, resources allocated and staff received training.
- 2.115 The vast majority of schools were maintaining regular, individual contact with children and families during lockdown. This was tailored to the needs of individuals. Schools were confident in their processes but it was challenging to identify vulnerability through limited contact. Schools requested information about: 1) available practical help for families e.g. food, finance, internet; 2) emotional support for families in terms of general advice on maintaining good mental health and in relation to bereavement and 3) support for staff.
- 2.116 Information provided to families as part of 'We are Islington' included information on 'doing your bit', coping at home, emotional wellbeing, physical health, school and home learning.
- 2.117 The SEMH services included issuing reminders about a central point of access and providing a summary of the services available including Kooth, an online service for children aged 11+. Guidance to school staff included how best to conduct phone conversations, guidance for working with children and young people with anxiety, a CAMHS 'returning to school' video and EPS/CAMHS support. Bereavement support was offered to children who wanted it. Schools had received guidance and there was an educational psychologist available to them.
- 2.118 On the return to school, there was a trauma informed curriculum, resources to support staff in the classroom and online training. Recovery included reflective practice, with support from EPS and CAMHS, a trauma network, service provision in and with schools and a school focused needs assessment for pupils and staff.

Digital Inclusion and Blended Learning

- 2.119 The Committee heard that, prior to summer 2020, remote learning was a new experience for some teachers. By the end of the summer term, there was innovative practice in many settings. Good practice was regularly shared across schools by the council through leadership and practitioner networks.

- 2.120 A home learning page was established by the council with curriculum materials and helpful links for schools and parents to use. Hard copies of primary learning materials were produced, printed and distributed to schools by the council.
- 2.121 Rates of access to schools' provision by pupils was often good but engagement was hard to judge and the basics of teaching and learning were not always applied consistently. This was a focus of the council's work. In the best examples, schools provided interactive learning opportunities and monitored and acted on attendance and non-engagement.
- 2.122 Access to devices was a huge issue that required a major and immediate strategic response. Chromebooks were rolled out during the summer to support access to remote learning for disadvantaged pupils in years 6 and 10, children with a social worker, care leavers and other prioritised groups.
- 2.123 Schools were mainly using Google Classroom as the platform for remote learning. Chromebooks were a cost effective and secure way of providing digital access and access to Google Classroom.
- 2.124 Chromebooks had been distributed and it was understood that all Year 10 and Year 11 students from last year had all the resources they needed. In total, over 3,000 devices had been distributed and almost every secondary pupil had a device and every family with primary school children had at least one device. There had been supply chain issues in the government laptop scheme. While waiting for these, those provided by charities had been distributed as well as those purchased directly by the local authority.
- 2.125 Work was ongoing to ensure all pupils had devices and internet access. Over 1,000 further devices had been procured and distributed in the autumn term to current Year 6 and 10 pupils with grants from Islington Giving, Cripplegate and the Richard Reeve's Foundation.
- 2.126 A bid had been put into the Dame Alice Owen Foundation for more devices. It was hoped that if a bid for more devices was successful, gaps in device provision could be filled and there could be staggered provision for Year 5, 4, 3 and 2 children so that they could each have her/his own device. Families having access to a device meant they were able to join a library and access online books.
- 2.127 Schools completed a survey on digital inclusion to support the development of the Digital Inclusion Strategy from which it was estimated that between 15% and 20% of pupils did not have access to a device and between 5% and 10% of pupils did not have access to the internet. Schools were providing hard copies of learning materials where necessary. Vodafone was providing some SIM cards with free access to the internet.
- 2.128 The council had increased support for the Mother Tongue Supplementary Schools and provided curriculum materials, some devices, guidance on remote learning, safeguarding and risk assessment and additional funding to operate over the summer. There were concerns that, those pupils already suffering from the impact

of inequalities in society, would suffer more during this time. A hundred new books would be distributed to each of the 12 supplementary schools. These included picture books, short stories and longer ones.

- 2.129 Efforts over the summer were focused on identifying needs, sharing guidance, addressing digital poverty, ensuring that schools understood their responsibilities and that their objective was access for the most vulnerable.
- 2.130 Since September, schools had been fully open and there had been close communication with them to ensure pupils not attending due to COVID-19 should have access to high quality remote education. Schools were also required to submit remote learning plans to the council for quality assurance and to share good practice across schools. Expectation was that provision would follow as far as possible the normal curriculum of the school with teachers and pupils logging in at normal times, including some live teaching, audio slideshows, worksheets and video resources.
- 2.131 There was now a focus on schools being prepared to operate a rota system if necessary and prepare a curriculum that was planned, sequential and reactive to the learning, welfare and equalities needs of pupils. Schools would also focus on identifying pupils unable to engage effectively in remote education as vulnerable, and having plans in place to enable them to attend school and to continue working on filling access gaps where they existed.
- 2.132 The council was working individually with schools to ensure contingency planning was robust and any underdeveloped plans were rapidly improved. The council was holding ongoing practice sharing sessions and a wider conference was being planned. The council was also focused on ensuring schools targeted those most in need and on addressing unconscious bias in teacher assessments.
- 2.133 There was a sense across the community of remote/digital learning moving beyond a response to crisis and becoming part of strategic plans for teaching and learning and digital development within schools.

Supporting Education, Employment and Training (EET) Outcomes

- 2.134 The Committee was advised that due to the pandemic, work to support EET outcomes was undertaken earlier than usual. Close relationships with schools and colleges ensured issues could be resolved quickly. The Progress Team worked intensively throughout the summer to ensure young people had offers of learning for September. Three hundred and sixty-five people were supported over the summer period, helped by a successful communications campaign. The provisional figures showed a lower number of those who were Not in Education, Employment or Training (NEET) than in the last two years.
- 2.135 Prior to the pandemic, a deep dive was done into youth unemployment but, since COVID, youth unemployment had more than doubled. The Youth Employability and Skills (YES) programme offered bespoke support for young people aged 18-25 comprising: one to one advice and coaching; world of work experiences, with bursaries paid to young people; English, maths, employability and digital skills tuition from dedicated tutors; enrichment opportunities and access to therapeutic support.

The programme followed an outreach led model which worked closely with community partners and targeted services to prioritise care leavers, young people with experience of the youth justice system and those identified by community partners as vulnerable and needing enhanced support. The team had been recruited and work with young people and employers was underway. This programme was part of a successful DfE funding bid.

- 2.136 The 100 hours World of Work programme had quickly adapted to a remote and virtual offer e.g. virtual help, a video library and virtual work placements which would turn into physical work placements when they could. The website had been newly refreshed with access to careers videos and resources to support a blended learning offer.
- 2.137 There was increased take up from schools of virtual offers. The Enterprise Adviser Network had noted that Islington schools were performing higher than average in meeting the Gatsby benchmarks for quality careers education. All Islington schools surveyed scored 100% for encounters with employers and referenced 100 hours World of Work as a key contributing factor to this.
- 2.138 The Committee was advised that the Government would now be paying a modest subsidy for traineeships. The council was creating 20 x 6 month paid work placements for 16-24 year olds on Universal Credit and 10+ paid work placements with local external employers – all topped up from government funded National Minimum Wage to London Living Wage, with additional employability and skills wraparound support.
- 2.139 The council was creating 20 traineeships for 16-24 year olds ranging from a duration of between 2 and 12 weeks as part of the youth employability and skills programme for young people who wanted to find work but lacked the skills and experience sought by employers. The council was also working closely with the local college who were brokering additional Kickstart work placements with employers across central London.
- 2.140 There was a co-ordinated approach in supporting EET outcomes for young people. It was important that there was 'no wrong front door' and whoever a young person spoke to would help them. The council convened the Aspire youth employment network in Islington as part of a co-ordinated approach to providing a range of accessible support for young people who required it. Spear Islington was an intensive 6-week coaching programme for 16-24 year olds with additional support for up to one year and Arsenal in the Community had a well-established 12 week youth employability programme.
- 2.141 The local college had created a new skills programme for 16-24 year olds who were not in education or employment as a stepping-stone to re-engaging in learning and vocational training. The college had looked at vocational courses to ensure that they linked with employment opportunities and had been given funding to be flexible and make rapid changes to the courses offered. In Islington in the future, there were likely to be opportunities in health and social care, hospitality and construction,

including green construction. It was anticipated that the technology and digital sectors would continue to provide job opportunities.

- 2.142 The council was working with local industry partners to deliver programmes young people could take part in to start their own fashion, technology and digital enterprises with wraparound employability skills support.
- 2.143 All the opportunities outlined would create hundreds of opportunities for young people, however, the pandemic would mean youth unemployment would increase by more than this figure. There would need to be a broad, sustained effort to help with this.
- 2.144 The NEET figures for in-borough Children Looked After were higher than for out-of-borough. This was due to the make-up of the cohort. Many in-borough did not have settled status so were unable to get into work.

The Richard Reeve's Year 6 Project

- 2.145 The Committee was advised that in 2020, the Year 5 group was not a target group for returning to school and therefore they had not been in school consistently between March and September 2020. Most of them resumed full time education when they entered Year 6 in September 2020.
- 2.146 Between 19 October and 23 October 2020 the overall attendance in Islington primary schools was 95%. For White British Free School Meals (FSM) children the figure was 89.2% and for Black Caribbean FSM children it was 93.5%. This could have been due to anxiety about their safety.
- 2.147 Between 9 November and 13 November 2020 the figure for White British FSM children was 93.3% and 94.7% for Black Caribbean FSM children it was 94.7%. This may have been due to parents feeling more secure about sending their children to school.
- 2.148 Since 4 January 2020, the government expectation had been that remote learning mirrored the learning taking place in schools.
- 2.149 The Richard Reeve's Foundation funding was targeted at reducing the digital divide for disadvantaged pupils (White British and Black Caribbean) in Year 6. The group had received 689 Chrome books with Wi-Fi until May 2021. All Year 6 teachers had received training and were taking part in regular networking meetings.
- 2.150 Home learning resources had been posted online. Every family had received an overview of the 10 weeks of learning and a letter from the officer outlining expectations of parents and children. Teachers also sent home exercise books. In addition to the 10 weeks of learning, three hours of additional learning was published which included maths, reading, spelling and writing.
- 2.151 In Reading, Grammar, Punctuation and Spelling (GPS) and Maths, there were three grades – working towards (WT), working at (WA) and greater depth (GD). In primary school, the aim was for most children to be WA, working at. Greater depth

was for those demonstrating skills beyond those expected. Islington did well at greater depth and was significantly above the national average and in line with the Inner London average.

- 2.152 Each grade was based on a raw score converted into a scaled score e.g. GD was 110 and WT was 100. These grades did not change. However, the raw score did change e.g. in 2017 the word count in reading was 1935 words, in 2018 it was 1717 words and in 2019 it was 2310 words.
- 2.153 At the time the baseline assessments were undertaken, the transmission rate of COVID increased and many children were self-isolating for 14 days. Since the data set was produced, ten more schools had undertaken the assessments.
- 2.154 A high number of children were working towards but this was not uncommon in the autumn term. The children were likely to have forgotten some knowledge and might not yet have covered some areas of the national curriculum. There was capacity to move many pupils who were WT to WA and many who were WA to GD by May. This had been demonstrated in the last three years. Writing would be assessed by teachers in June.
- 2.155 An Attitude to Learning Survey was undertaken which asked Year 6 pupils how often they read, whether they:
- read for pleasure
 - were confident with spelling Year 5 and 6 words
 - were confident with their times tables and answering maths questions
 - enjoyed home learning and were confident to complete home learning independently
 - could manage their time
 - knew their strengths and challenges
 - learnt from mistakes and discussed difficulties with the teacher and/or parent/carer.

3. Conclusion

- 3.1 This review has focused on the impacts of COVID-19, the measures implemented as a result of COVID-19 and the lessons learned in order to make recommendations to reverse the impacts and prepare for the future. As part of its commitment to challenge inequality and make the borough a fairer place, Islington Council must seek to address the impacts of COVID-19.
- 3.2 The impacts of COVID-19 are wide-ranging and complex. Addressing these would not be simple, particularly as the future under COVID-19 was unknown. The Committee notes the progress made in relation to the measures implemented, including innovative forms of learning and reversing the effects of COVID-19. It is hoped that the Committee's review will further support this work.
- 3.3 Fifteen recommendations have been made in response to the evidence received. These are related to mental health and wellbeing, learning and pedagogy, funding,

communications and developments post-COVID. The Committee would like to thank all the witnesses that gave evidence in relation to the review. The Executive is asked to endorse the Committee's recommendations.

SCRUTINY INITIATION DOCUMENT (SID)
Review: Strategy underpinning the transition from COVID-19
Scrutiny Review Committee: Children’s Services Scrutiny Committee
Director leading the review: Carmel Littleton, Corporate Director – People
Lead officers: Tania Townsend, Children’s Partnership Development and Strategy Manager
<p>Overall aim: To assess both the long and short term impacts of COVID-19, the measures implemented as a result of COVID-19 including innovative forms of learning and the lessons that have been learned in order to make recommendations to:</p> <ul style="list-style-type: none"> • Reverse the effects of COVID-19 on attainment, safeguarding, equalities, youth safety and justice. • Prepare for future spikes/waves of Covid-19 and also develop plans for a Covid-free landscape
<p>Objectives of the review:</p> <ul style="list-style-type: none"> • To examine the impact of COVID-19 on children and young people. • To explore the development of different types of learning, support offered to parents/carers and their experiences. • To analyse the ways in which COVID-19 impacted upon the work of Children’s Services and how services were adapted during lockdown. • To evaluate the work already undertaken to mitigate the effects of COVID-19 and identify how this could be developed further. • To use national research and literature to identify best practice in the response to COVID-19. • To produce workable recommendations for the council and schools to deliver improvements in educational outcomes across schools after lockdown and support those who have suffered abuse and/or neglect during lockdown
<p>Scope of the review:</p> <p>The review will focus on:</p> <ul style="list-style-type: none"> • Attainment • Safeguarding • Equalities • Youth safety and justice • Vulnerable children

- Wellbeing/Mental Health
- Catch Up Curriculum
- Digital Inclusion: different types of learning and a blended curriculum
- Mitigating Risks
- Support to parents and carers
- NEETs (Not in Education, Employment or Training)
- Participation and engagement levels from young people and parents/carers
- The equalities impact of COVID- 19 including on the BAME community

Type of evidence:

It is proposed that witness evidence is taken from:

- Representative headteachers, teachers and learning practitioners
- Council officers
- Community groups
- Children and young people
- Parents of children of a range of ages, those with SEN and children who were shielding.
- Targeted youth support officers

Written evidence will include:

- Report from Ofsted
- Case studies from schools
- Brightstart work case study

Additional information:

In carrying out the review the committee will consider equalities implications and resident impacts identified by witnesses. The Executive is required to have due regard to these, and any other relevant implications, when responding to the review recommendations.

This page is intentionally left blank



Report of: Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive	22 July 2021	All

Delete as appropriate		Non-exempt
-----------------------	--	------------

SUBJECT: Waste Reduction and Recycling Plan Annual Report 2021

1. Synopsis

1.1 The Council's Executive approved Islington's Waste Reduction and Recycling Plan 2018-2022 (RRP) on 17 October 2019. The RRP sets out actions and targets for increasing levels of recycling and reducing overall levels of waste and the environmental impact of waste activities in Islington.

1.2 This report presents the first year update of the RRP and highlights key issues for consideration.

1.3 The Executive are invited to note the progress made against the RRP action plan.

2. Recommendations

2.1 To note the RRP update in Appendix 1.

3. Background

3.1 In June 2019, the Council declared an Environment and Climate Emergency, which commits Islington to becoming carbon neutral by 2030. Reducing waste and recycling more is a key part of achieving this ambitious but essential target.

3.2 In October 2019, Islington agreed a Reduction and Recycling Plan which sets out actions and targets for increasing levels of recycling and reducing overall levels of waste and the environmental impact of waste activities in Islington. It also demonstrates how Islington,

as a statutory waste collection authority, are acting in general conformity with the municipal waste provision of the London Environment Strategy, published in May 2018.

3.3 Islington continues to offer a comprehensive recycling service to its residents that exceeds the minimum service requirements set out by the Mayor of London. During the pandemic though, work has been reprioritised to focus on supporting front line service delivery. In addition, a number of the commitments in the RRP have not been possible or realistic because of social distancing requirements.

3.4 In December 2020, a year one update to the RRP was published on the GLA's London Data Store website as required by the Mayor of London. A more recent update is included here in Appendix 1 while this report highlights key achievements and upcoming proposals and service developments.

3.5 A revised RRP will be developed covering the period 2022-2026.

3.6 **Vision 2030 Net Zero Carbon Strategy**

On 26 November 2020, Islington agreed its Net Zero Carbon (NZC) Strategy 'Vision 2030: Building a Net Zero Carbon Islington by 2030'. While key elements of the RRP are incorporated into the NZC Strategy (rather than the RRP being entirely replicated), the RRP remains a key strategic document underpinning the aims and objectives of the NZC strategy.

3.7 **Waste Minimisation and Recycling Targets**

The RRP supports London Wide targets for increasing the amount that is recycled, as well as reducing overall levels of waste arisings, with a particular focus on food waste and single use plastics. Islington has achieved the second lowest level of household waste collected per household of any London Local Authority.

A number of factors make achieving Islington's target of recycling 36% of household waste by 2025 challenging. These include:

Islington is the most densely populated Boroughs in the country, with one of the highest proportions of flats, properties that are harder to achieve high recycling rates from.

Only a quarter of our properties have gardens which means that garden waste does not form as significant a part of our overall recycling rate as some other high performing Boroughs.

Our continuing emphasis on the reduction of residual waste, particularly food waste and single use plastic is potentially reducing the amount of material that can contribute towards the recycling rate.

The light weighting and downsizing of newspapers and the move to online consumption of news is reducing the paper that is available for recycling (although at the same time, cardboard tonnages have increased due to the increase in home shopping).

The light weighting of other packaging materials such as glass and cans are reducing the available material for recycling.

Recycling rates have continued to plateau with the recycling rate for London having remained at around 33% and for England at around 43% since 2011.

Despite this, as well as our exceptionally low level of household waste per household, our recycling rate has increased to 31.3% for the third quarter of 2020/21 and our recycling rate is the fourth best of all the inner London Boroughs based on 2019/20 data, while we have the second highest dry recycling (paper, cans, plastic, glass) rate of any of the NLWA Boroughs.

A full update on progress against our Reduction and Recycling Plan is included in Appendix 1.

Further performance data is provided in Appendix 2.

3.8 **Challenging inequality**

The RRP supports Islington's Challenging Inequality programme through a number of actions.

We will engage with voluntary, faith based and cultural organisations to raise awareness of recycling and encourage these groups to raise awareness of recycling among their communities. Through meaningful engagement with community groups and from our residents' survey in 2021 and previous years, we aim to gain a better understanding of levels of awareness of, access to and engagement in recycling services to identify if inequality exists, and if it does, identify ways to address this inequality.

We aim to reduce inequality of access to good quality recycling services by progressively improving recycling facilities on estates with an aim to achieve the Flats Recycling Package standard (see below).

Data from resident surveys indicate that there are lower levels of satisfaction with recycling services among residents on estates using communal recycling sites. Data relating to service satisfaction by ethnicity and by housing type and recycling service type is provided in Appendix 3.

We are trialling new recycling bins that are more accessible to residents, particularly those in using wheel chairs to make it easier for them to access good quality recycling facilities. These bins, along with the reverse lid bins (mentioned below) were designed following input from Islington officers.

3.9 **Food and garden waste collection and processing**

A review has been carried out into options for the separate collection and processing of food and garden waste, in order to reduce the carbon impact of this service. This section provides more detail and the outcome of this review.

Islington residents are asked to present their food and garden waste separately for collection. This is in line with national best practice advice. The two waste streams are collected together in one compartment on a two compartment collection vehicle. Mixed dry recycling is collected on the second compartment. This means that food waste,

garden waste and mixed dry recycling can all be collected at the same time on the same day from residents' homes. This is a cost effective collection method that minimises vehicle movements and maximises convenience for residents.

It also means, however, that the mixed food and garden waste must be processed at an aerobic composting facility. Our RRP commits us to reviewing whether food and garden waste could be collected and processed separately, enabling food waste to be processed at an anaerobic digestion facility, which is a more carbon efficient method of disposal.

Any service changes would have no impact on tonnages collected or recycling rates.

A number of different collection scenarios have been modelled. The most cost effective option is for garden waste to be collected separately every two or three weeks. Recycling and food waste would continue to be collected weekly on split body vehicles and the refuse collections would be unaffected.

The additional cost of this service is approximately £234k per annum (for fortnightly garden waste collections), with disposal cost savings of approximately £110k per annum. The net cost is therefore approximately £124k per annum.

Offering the service only on a seasonal basis (such as March to December) would reduce these costs by enabling the vehicle and crew to be deployed elsewhere during the quiet months, though the embedded cost of the vehicle would mean these reduced costs would be marginal. Garden waste tonnages fall to approximately a third of peak tonnages during these winter months.

Approximately 200 tonnes of CO₂ would be saved per annum through the disposal process. This is equivalent to removing 158 cars from use or to having around 9,000 extra mature trees. The cost per tonnes of CO₂ saved would be approximately £600 per tonne.

Based on the financial implications of this service change, officers suggest that the current service model be retained for the time being as the lowest cost option.

3.10 **Expansion of food waste recycling to remaining estates**

A food waste recycling service is offered to approximately half of all residents in purpose built blocks of flats. Our RRP commits us to explore the feasibility of expanding separate food waste collections to remaining (approximately 20,000) estate properties.

A programme of service expansion began in Spring 2021. To minimise project costs, the service is being expanded on a 'first come first served' basis with managing agents, landlords or resident associations being invited to consider the requirements of the service and criteria for locating communal food waste containers, and providing the necessary information for the Recycling Team to follow up and process. In this way, services will achieve maximum ownership by residents and participation should be relatively high.

Officers will be working with Housing and other landlords to progress the expansion of the service. In time though, a more proactive approach may be required to bring remaining properties onto the service.

Any service expansion during 2021-22 will be delivered using existing capacity within the current service, while a detailed review will be carried out to identify what financial implications there may be, if any, for continued expansion into 2022-23.

3.11 **Single use plastic**

A report was considered by Islington's Environment and Regeneration Scrutiny Committee in July 2019 setting out a range of actions being taken by Islington Council to reduce single use plastic. Many of the actions were on hold due to the pandemic but work will progress across this work stream as soon as it is practical and safe to do so.

3.12 **Business waste**

The RRP includes commitments to develop a new commercial waste business plan and communications plan and to launch a new food waste recycling service for businesses.

The pandemic has had a significant impact on the commercial waste and recycling service and officers have been focused on maintaining services to those businesses that still require the service.

A food waste sack service has been launched, however it is currently limited in the businesses it is offered to. COVID-19 has hindered the ability of the service to expand this service further in 2020.

Work is ongoing in partnership with ReLondon to develop a short, medium and longer term business plan, which will include consideration of the business viability and delivery of a food waste service in fulfilment of our service commitments.

3.13 **Circular economy**

The RRP commits Islington to developing a Circular Economy Action Plan. A true Circular Economy impacts on all walks of life and across all services. A cross service area working group supported by ReLondon's Circular London programme has been developing a Circular Economy Action Plan for Islington which will be completed shortly. This work has been informed by input from both within the Council as well as external stakeholders and interested residents.

Although the Covid pandemic mean the initial deadline for this piece of work passed, there are already examples of work across the Council which contribute towards a Circular Economy, including:

- Library of Things at Bright Sparks (see below)
- Green economy initiatives
- Circular Economy proposals within the draft new Local Plan
- Food waste and carbon reduction initiatives as part of the schools catering provision
- Clothes swaps and washable nappy incentive schemes
- Emphasis within the NLWA recycling contracts on processing of materials in the UK where possible and greater transparency of end markets

- Many independent businesses in Islington already operate along Circular Economy principles

3.14 **Library of Things**

A Library of Things enables high value, high carbon embedded items to be available for affordable short-term rental. A new Library of Things opened within the Bright Sparks shop on Seven Sisters Road. The expected launch date is late July.

Supported by funding from the Council's Carbon Offset Fund, this is an important partnership between Islington Council, Library of Things and Bright Sparks, providing further security and support to Bright Sparks, driving more customers to their services and providing local residents with low cost access to high value items for short term use.

3.15 **Flats recycling package**

Islington is committed to meeting the service standards of the 'Flats Recycling Package', an output of a substantial major research between Islington, other London Boroughs, Resource London and Peabody Housing Association to find ways to improve levels of recycling on housing estates.

This commitment is demonstrated by the approval as part of the 2021-22 Council budget of a £100k per annum fund for improving communal recycling sites on estates in Islington. Additional support has been provided through the Ward Partnerships.

The Flats Recycling Package aims to ensure the following:

- Clean and well-maintained bins and bin area
- Adequate collections to prevent overflows (min60L/hh/wk)
- Appropriate apertures on recycling bins
- Collection of the six main recyclable materials
- Clear and visible signage on and above the bins
- Bins located conveniently for residents
- Recycling leaflet sent once a year to residents
- Posters highlighting recycling messages
- Residents informed of what to do with bulky waste

Officers in the recycling Team are continuing to work in partnership with colleagues in Housing, including the New Build Team, The Capital Works Teams and others, to review and find ways to improve recycling facilities across our estates, using the Flats Recycling Package as a starting point.

3.16 **Delivery of clear recycling sacks**

Residents in flats above shops have a twice yearly delivery of clear recycling sacks, while any resident can collect clear recycling sacks from libraries and other collection points in Islington.

During the pandemic, libraries and collection points have largely been closed. Nevertheless, we have been able to continue to offer a collection service through Islington's concierge service, as well as from a handful of Community Centres.

The twice yearly delivery service is likely to be resulting in a substantial number of bags being delivered but not used, where the householder is not recycling effectively, though this is difficult to quantify. In addition, residents who need additional bags in the interim have to go to a collection point to collect them.

A trial is being carried out to evaluate the benefits or dis-benefits of an on-demand delivery service, whereby residents can request a delivery of clear recycling sacks via myAccount. This means residents can easily get additional sacks as and when they need them and is likely to ensure that only sacks that will be used by residents will be delivered, reducing the cost of sacks and deliveries overall.

3.17 **Communications**

A substantial focus of the RRP is effective communications with our residents. A range of communications activities have taken place during the last year, including:

- Food Waste Action Week, a national campaign focussing on reducing emissions resulting from waste food
- Monthly recycling newsletters sent to over 4,000 recipients each month.
- Regular Covid related communications, emphasising rules around safe disposal of waste, facemasks and other PPE, and generally supporting our frontline collection and cleansing staff.
- Plastic Free July, supporting a national campaign to reduce the use of single use plastic.
- London Reuse week, supporting a London wide campaign encouraging residents to repair and reuse, featuring online workshops and information on how to repair and reuse.
- National Recycling Week, supporting a national campaign focussing on the need to recycle more, reduce waste and dispose of waste responsibly during the pandemic.
- 'Save our Spuds' campaign, supporting an NLWA campaign to reduce food waste.
- Low Plastic Zone launch in Cowcross Street
- Know your plastics campaign, providing clarity over which plastics can be recycled
- Office waste recycling campaign for Council staff
- Composting awareness week, supporting a national campaign to promote composting.
- Unflushables campaign, promoting reusable alternatives to nappies, wet wipes, period products and incontinence pads.
- Love not landfill, supporting and NLWA campaign to encourage textiles reuse
- Christmas waste recycling and reduction, as well as how to recycle your Christmas tree.

3.18 **Other highlights**

Recycling Champions – launch of the Recycling Champions scheme, followed by regular newsletters, a site visit to the Materials Reclamation Facility on Edmonton and leaflet deliveries by Champions. The relaxation of social distancing rules will enable this scheme to be expanded and encourage better engagement with and involvement from our Champions.

Tenancy agreements – Council tenancy agreements have been clarified to make it clear that the requirement in current clauses to use waste facilities properly means the proper use of all recycling facilities in line with the Council’s compulsory recycling policy.

HMOs – new clauses in the council’s HMO licencing agreement will make landlords’ responsibilities regarding recycling facilities clearer, while inspections and communications will raise awareness among tenants and landlords alike of the requirement to both provide recycling facilities and for them to be used.

Training for caretakers and other staff – training on recycling awareness has been delivered to Islington’s caretakers, while a programme will be delivered this year to Social Housing caretakers and recycling, waste and street cleansing frontline staff and HMO licencing staff.

Fleet electrification – Islington has taken delivery of the first two fully electric new electric RCVs which are now in service, with 15 eRCVs on order and two awaiting conversion. In total there are 512 electric vehicles now in the Council’s fleet, while a project is under way to provide the charging infrastructure at Cottage Road Depot enabling the wholesale electrification of the Council’s fleet. This combined with an overall reduction on the Council fleet is helping our transformation towards a zero tailpipe emissions fleet.

Reverse lid recycling bin – tackling contamination in communal recycling bins remains a priority and key tool is a newly designed recycling bin with a ‘reverse lid’, hinged at the front to make it harder to open and dump rubbish. The bin design was a partnership process between Islington and Hackney Officers and two leading bin manufacturers and is fast becoming the industry standard. We will continue to provide these bins by default for communal recycling sites.

Recycling on the go and in parks – new split litter bins for recycling on the go (designed with input from Islington officers) have been installed along Islington’s main roads, and a similar design is to be trialled in parks to make recycling even easier for residents while out and about.

Textile recycling – Islington now has a new textile bank service provider in Traid. The new partnership has increased income from the sale of recycled textiles, improved service quality, and has significantly increased the proportion of collected items that are recycling or reused within the UK. Much of what is collected is recycled through Traid’s network of clothing stores.

Recycling in offices – all Islington Council’s offices now have good quality recycling and food waste facilities.

A full update on the RRP is provided in Appendix 1.

3.19

National policy developments

The Government published its Environment Bill on 15 October 2020. The Bill brings forward a range of powers relating to waste and resources, some of which have also been the subject of further consultations this Spring. Islington has broadly welcomed the proposals as a significant step forward in ensuring those responsible for placing products

on the market have greater responsibility for the impacts of the products' use and disposal, and for incentivising and making it easier for consumers to recycle more.

The main proposals relating to household and commercial waste are:

A requirement on Local Authorities to collect a greater consistency of range of materials from households and non-households. Food and garden waste must be collected separately (as is the case in Islington) and free of charge, while the separate collections of glass, cans, plastic and paper is also a requirement, subject to a technical and economic feasibility and environmental benefit test, the details of which have not been confirmed. A similar test currently applies and Islington have carried out its own service review which demonstrates the rationale for its current mixed recycling collection service.

A requirement on non-household properties (including commercial properties) to separate their recyclable waste, including food waste for separate collection.

Establish Extended Producer Responsibility (EPR) schemes under which producers will be required to pay for the full net costs of managing their products at end of life.

Establish deposit return schemes (DRS), to increase recycling or reuse, and/or reduce littering and fly-tipping.

Set resource efficient product standards and information and labelling requirements that incentivise producers to drive a shift in the market towards durable, repairable and recyclable products.

Enable the creation of new charges for other single-use plastic items, similar to the carrier bag charge. The carrier bag charge was increased to 10p in May and now applies to all retailers.

Introduce clear product labelling, which will enable consumers to identify products that are more durable, repairable and recyclable and will inform them on how to dispose of used products.

A tax on plastic packaging containing less than 30% recycled material will take effect from April 2022.

Islington has responded in full to the EPR and DRS proposals, giving broad support but urging the government to give greater priority to reuse over recycling, to consider broadening the range of materials the proposals apply to and to implement the proposals as soon as practical.

4. Implications

4.1 Financial Implications:

The report does not have any direct financial implications, however it raises targets and commitments which may have financial implications if Islington commits to achieving them due to requirements to expand waste collection services in the future. It is expected that remaining commitments highlighted throughout the report can be delivered without significant financial implications within existing service budgets.

4.2 **Legal Implications:**
There are no specific legal implications arising from this report. Where necessary, legal advice and support will be provided in relation to the RRP.

4.3 **Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:**

The RRP aims to reduce waste arisings and increase recycling, leading to a reduction in carbon impact from the Council's waste and recycling operations.

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.

A Resident Impact Assessment was completed on 26 April 2019 and is attached as Appendix 4. No adverse impacts were identified.

5. Conclusion

5.1 Executive is asked to note progress made by officers with the recommendations. Officers continue to work on these recommendations and other improvements to the service.

Appendices

- Appendix 1: Year one Reduction and Recycling Plan 2018-2022 Update
- Appendix 2: Recycling performance tables
- Appendix 3: Resident recycling service satisfaction data
- Appendix 4: RIA

Signed by:



12 July 2021

Executive Member for Environment and Transport

Date

Report Author: Matthew Homer
Tel: 0207 527 5152
Email: matthew.homer@islington.gov.uk

Financial Implications Author:
Tel:
Email:

Steve Abbott
020 7527 2369
steve.abbott@islington.gov.uk

Legal Implications Author:
Tel:
Email:

David Daniels
020 7527 3277
david.daniels@islington.gov.uk

Appendix 1: Year one Reduction and Recycling Plan 2018-2022 Update

Action	Action description	Year one (Dec 2020) update
Objective 1: Drive resource efficiency to significantly reduce waste, focussing on food waste and single use plastic		
Weekly bin collections	Retain weekly bin collections	Islington Council remains committed to providing a minimum weekly bin collection service.
Reducing single use plastics	Reduce the use of plastic water bottles by making drinking water more freely and easily available by enabling the installation of new drinking water fountains	We have continued to work with partners such as Business Improvement Districts to provide more water fountains, as well as encouraging businesses to sign up to the Refill App, making existing water refill facilities more easily available to the public.
	Share locations of public water sources via our website and the Refill App	The locations of each of Islington's public water fountains have been added to the Refill App and a link to this service is on Islington's own website at www.islington.gov.uk/plastic .
	Promote the Refill App	We continue to support the refill campaign through social media along with the addition of refillable lunch boxes. Shops and cafes are reticent to refill customers bottles and cups during the current Covid 19 outbreak. We have shared information on social media about how to use refill safely. We promoted the Tappy hour campaign which encourages the use of tap water at home.
	Introduce Low Plastic Zones (LPZ) where businesses commit to taking action to reducing single-use plastic waste when they are out and about	The first low plastic zone was launched on 5 February 2020 in the Cowcross area which received good publicity.
	Extend low plastic zone and refill initiatives to other business areas	A programme is being developed to encourage businesses to reduce single use plastic. Advice will be made available to businesses on our website and promoted via other council teams that interact with businesses. We will aim to extend the Low Plastic Zone programme to other parts of Islington as businesses begin to recover from current restrictions.
	Eliminate single use plastic from Islington Council's own operations where practical, starting with internal catering	Single use plastic has been eliminated from the Council's internal catering service.

Action	Action description	Year one (Dec 2020) update
		A report was considered by Islington's Environment and Regeneration Scrutiny Committee in the summer setting out a range of actions being taken by Islington Council to reduce single use plastic. This report can be found at https://democracy.islington.gov.uk/documents/s22436/Single%20use%20plastic%20motion%20May%202020.pdf .
	Promote reusable alternatives to nappies, wet-wipes, period products and incontinence products containing plastic items and the issue of these items being flushed down the toilet	Alternatives to period products and non flushables and nappies have been promoted via social media throughout the year and in dedicated bursts, for example during plastic free July and Environmenstrual Week. Alternatives to single use period products have also been promoted to schools via an external programme.
	Engage with schools and children to reduce plastic within schools	Extensive resources and programmes are provided by external bodies which we promote to schools via Children's Service's twice weekly bulletins and the csonline portal. Officers have visited schools to provide advice on how to optimise their recycling and waste reduction. Service information and guidance notes have also been distributed to schools.
	Continue to provide information and advice to our residents on how to reduce single use plastics.	Islington actively promoted Plastic Free July and provides advice to residents on how to reduce and recycle plastic through its website and through partner websites such as NLWA and WRAP.
Reducing food waste	Deliver the 'small change big difference' food waste campaign	Islington promotes food waste reduction and recycling on its website and on social media, with the food waste prevention assets to be used for communications in the run up to Christmas. The SCBD campaign is planned to run alongside WRAP's Food Waste Action Week, which was postponed and will now run from Monday 1 to Sunday 7 March 2021. June 2021 update: Islington supported the Food Waste Action Week in March with large communications campaign that included targeted social media, newsletters, leaflets, electronic signs, vehicle branding and internal communications.
	Sign the Courthauld Commitment 2025	Islington Council fully supports the commitments of the Courtauld Agreement, a voluntary national agreement that brings together organisations across the food system to make food and drink production and consumption more sustainable.

Action	Action description	Year one (Dec 2020) update
		Though not a producer or manufacturer of food, Local Authorities can play an important role in reducing food waste by encouraging colleagues, stakeholders and residents to reduce the amount of food they waste. Islington Council is a signatory to the Courthauld Commitment.
	Support food sharing communications campaigns, Apps and NLWA initiatives	Islington promoted Olio during the Festive period of 19/20 and has promoted WRAP's LFHW and NLWA food waste diaries on social media.
	Support businesses and schools to reduce and recycle their food waste	Work is underway to develop a commercial waste strategy. This is referenced elsewhere.
	Work with the Government's food waste tsar to develop and support initiatives for tackling food waste	Islington Council has had extensive engagement with the food waste tsar, as well as with WRAP and other organisations with the aim of promoting the reduction of food waste. The Food Waste Action Week which was due to run in the spring of 2020 has been postponed and will run from Monday 1 to Sunday 7 March 2021. Islington will be actively supporting this campaign.
Reuse	Working with Bright Sparks, set up a trial reuse service on at least one estate	This service is operational on 3 estates. The service is available anywhere in Islington at present (up to the 4th floor if there is no lift). A communications campaign is planned - post Covid - to try and increase the usage.
	We will hold one Give and Take Day per ward	It has not been possible to hold Give and Take events or other similar community based reuse events during 2020 due to the need for social distancing. The NLWA are developing a toolkit for helping community organisations to run their own events and Islington will aim to support this programme throughout 2021, subject to conditions at the time.
	Promote the real nappy scheme	Uptake of the real nappy voucher scheme continues to increase year on year. The real nappy vouchers that were redeemed are as follows: 2017-18 121; 2018-19 134; 2019-20 201. The six months from 1 April 2020 has resulted in 115 vouchers being issued and so far 77 have been redeemed but this will rise because residents have a six month period in which to use their voucher. Nappy demonstrations have moved online and are delivered by Real Nappies For London with 10 being delivered in the first six months of this financial year. Prior to the current covid period Bright Start and Islington Council held a number of real nappy and baby clothes swaps. Bright Start and the Council's Registration team promote real cloth nappies. Leaflets are also distributed to Whittington

Action	Action description	Year one (Dec 2020) update
		<p>Hospital and some doctor surgeries and midwives. The scheme is promoted during the year on social media particularly during Real Nappy Week and plastic free initiatives.</p> <p>June 2021 update: During 2020-21, 223 vouchers were issued with 144 redeemed to date, saving an estimated 155 tonnes of waste.</p>
	Offer subsidised home compost bins and wormeries	<p>Subsidised home compost bins are available through www.getcomposting.com. These are promoted on our website and via electronic display screens, get composting booklets, our website, Islington life and social media particularly during Home Composting Week in May. Residents purchased 75 compost bins/ wormeries in 2019-20 and in the first six months of this year 55 items have been purchased. Why to compost and how to compost correctly is promoted via emails, Facebook and twitter.</p> <p>June 2021 update: 83 home composters and wormeries were sold in 2020-21.</p>
	Encourage community composting on estates and in community gardens	<p>All community hubs and gardening clubs have been offered advice about composting and invited to contact us if they have any composting proposals. We have also offered compost workshops. Advice has been directly given to Octopus and Andover Estate who are installing compost bins or working up proposals for bids.</p>
	Continue to provide a financial incentive for residents to reuse their bulky waste.	<p>Islington continues to offer a 50% discount for the bulky waste reuse service.</p>
NEW	Open a Library of Things to encourage reuse	<p>Islington has committed funding to opening up a new Library of Things in partnership with Bright Sparks.</p> <p>June 2021 update: Islington's Library of Things is due to open in late July</p>
Circular economy	Develop a Circular Economy Action Plan	<p>The development of a Circular Economy Action Plan is a partnership project involving a number of business facing teams within the Council and businesses themselves. A range of 'Green Economy' proposals are being implemented and are proposed within the Vision 2020 strategy.</p>

Action	Action description	Year one (Dec 2020) update
		<p>June 2021 update: A cross service area working group supported by ReLondon's Circular London programme has been developing a Circular Economy Action Plan for Islington. This work has been informed by input from both within the Council as well as external stakeholders and interested residents. A draft Circular Economy Action Plan is now largely complete.</p>
	<p>We will include a Circular Economy design and build policy in our New Local Plan.</p>	<p>The council submitted the Islington Local Plan to the Secretary of State on 12 February 2020. The Examination in Public has now started, which is the last stage of the plan making process. Once the Islington Local Plan has been adopted it will be the Local Plan for Islington and will replace the existing Local Plan which was adopted in 2011 and 2013.</p>
<p>North London Waste Authority</p>	<p>Work in partnership with NLWA to deliver waste minimisation and recycling communications campaigns</p>	<p>We actively support and amplify North London Waste Authority activities and communications. Promotions cover waste reduction and recycling delivered mainly through social media during the current health emergency. Activities have included online clothes swapping and 'capsule wardrobe' advice, food waste reduction, repair and reuse weeks. Prior to the current restrictions a number of activities were undertaken, including, for example clothes swap workshops.</p> <p>A new North London Waste Authority Residual Waste Reduction Plan has been approved (February 2020) replacing the former 2018 – 2020 waste prevention plan. This is a two-year plan of communications (including face-to-face outreach and presentations) and policy work to encourage a reduction in residual waste in north London, supporting borough activities and services in north London.</p> <p>The objective of the Plan is: "To reduce local authority collected waste arisings in north London, promote resource efficiency and the circular economy, minimise climate impacts and improve the local environment through a comprehensive and sustainable programme of waste prevention and recycling activities, and communications to encourage the same."</p> <p>The Plan aims to:</p> <ul style="list-style-type: none"> Prevent waste arising in the north London area; Provide residents with tools and advice to embed waste prevention actions into everyday life;

Action	Action description	Year one (Dec 2020) update
		<p>Provide policy responses and engagement with national and regional strategy development on waste prevention, increase understanding of the impact of residual waste arisings and ways to prevent waste arising; Increase understanding of the importance of recycling and how to recycle effectively; Increase motivation to recycle correctly; and Raise awareness of the need for government action to increase effective recycling.</p> <p>This Plan takes into account legislative and policy changes, changes in consumer awareness and the need to actively support Borough RRP's.</p> <p>The priority waste streams in the Plan are: Food Bulky waste (Furniture and Waste Electrical and Electronic Equipment (WEEE)) - Textiles (clothing and non-clothing) Single use products (particularly plastics)</p> <p>The Plan also continues to implement smaller scale initiatives to promote reduction of other waste streams.</p> <p>Engagement with the Mayoral and LWARB programmes include: Mayor's project to reduce single use bottles London Recycles Love Food Hate Waste Love Not Landfill and Love Your Clothes</p> <p>More details can be found at www.nlwa.gov.uk.</p>
National policy	Respond to government consultations on waste and recycling and publish our responses	Islington provided full and detailed responses to government consultations relating to Consistence of Recycling Collections, Extended Producer Responsibility, Deposit Return Schemes and a Tax on Plastic Packaging. We remain fully engaged with emerging proposals and welcome many of the proposals now included in the draft Environment Bill. We will continue to encourage the government to go further in taking action to reduce single use

Action	Action description	Year one (Dec 2020) update
		plastics, ensuring businesses recycle more of their waste and ensuring producers of waste take on the full cost of managing the waste generated.
Objective 2: Maximise recycling rates		
	Comments from NLWA in support of Objective 2	<p>As part of the wider programme of redevelopment of the Edmonton EcoPark site, a new resource recovery facility (RRF) is due to become operational in autumn 2022. The RRF will incorporate waste transfer facilities and a new, enclosed, Reuse and Recycling Centre (RRC).</p> <p>In accordance with Government guidance, NLWA's RRC's were closed due to COVID-19 from the 24/03/20. The RRC were reopened on a phased basis from 13/03/20 with a number of Covid-Safe restrictions introduced for the benefit of site users and staff. A booking system was implemented to ensure social distancing, at the time or writing all RRC's remain open.</p> <p>RRC tonnages for 20/21 are expected to be substantially lower than 19/20. This is due to a limit on visitor numbers and the temporary exclusion of some materials including soil, rubble and large electrical items.</p> <p>June update: The RRC is now operating as normal subject to an advance booking system.</p>
Exceeding the minimum requirements	Ensure all properties receive a recycling service that exceeds the minimum service requirements	Islington remains committed to providing all of its residents with a full minimum weekly recycling service that exceeds the minimum service requirements as set out by the Mayor of London.
Food waste	Explore the feasibility of expanding separate food waste collections to remaining estate properties	The expansion of food waste recycling services to remaining purpose built blocks of flats is expected to begin in 2021.
	Trial separate food waste collections for flats above shops	An initial review of servicing options has been carried out but no practical arrangements have been trialled during the current situation.
	Deliver a campaign to encourage residents to reduce food waste and recycle more	Our 'Small Change Big Difference' food waste campaign was delivered during 2019. The assets produced for the campaign can be used for ongoing

Action	Action description	Year one (Dec 2020) update
		communications campaigns and we will continue to deliver ongoing promotions on this subject.
Service quality	Make it easier to get recycling containers	Clear and food waste bag bulk containers have been trialled with Central Library. Our focus has been on streamlining the procedure for delivery of bags to libraries. We have extended the availability of bags by on-going agreement to use community hubs and concierge points.
	Make it easier to report missed collections	<p>During 2020 the service focus has been on maintaining essential frontline services such as recycling and refuse collections. We have continued to respond to reports of missed collections in a timely manner, but no substantial changes have been made to the reporting process.</p> <p>During 2021, a new operating system is due to be implemented which should lead to the streamlining and improvement of various processes, including the reporting of and responding too such reports.</p>
Commercial waste recycling	Launch a new food waste recycling service for businesses	This work has not been progressed due to the pandemic and the significant impact this has had on businesses and commercial waste collection arrangements. Consideration of this will be incorporated into the development of the Business Waste Strategy referenced below.
	Develop a new commercial waste business and communications plan including the setting of recycling targets	<p>Islington has been working with Resource London to develop a Business Waste Strategy and this should be complete early in the New Year.</p> <p>June 2021 update: Work to develop a new Business Waste Strategy is now complete. Targets relating to recycling and the sustainability of the service will be set this financial year.</p>
Communication	Review our communications strategy, which draws on best practice from others and our own experience and evidence	Our Recycling Communications Strategy has been developed and sets out our priorities and key actions for delivering effective communications in support of our objective.
	Provide the right information on recycling to new residents through our website, through landlords and lettings agencies,	A website page has been published for landlords and tenants which is also linked to information on the HMO licence scheme. Landlords are required to provide the right information and receptacles to tenants as part of HMO licence conditions. Posters and leaflets are available to download (a new design based on LWRB assets to replace the existing design is pending).

Action	Action description	Year one (Dec 2020) update
	and when residents register for the Council tax	
	Review content and structure of the recycling pages of the Councils website	This work has been postponed due to the current pandemic and the changed communications priorities of the Council. Routine amendments are made to ensure information provided is up to date, relevant and correct.
	Train caretakers and other frontline staff on recycling awareness	A comprehensive training programme for our caretakers has been completed. RSLs and other housing providers have expressed an interest in promoting remote training via an interactive presentation that can be accessed by phone. The materials are being finalised. A training programme is also being developed for our operational front line staff on recycling targeted towards different operational responsibilities, to be delivered during 2021.
	Engage with voluntary, faith based and cultural organisations to raise awareness of recycling and encourage these groups to raise awareness of recycling among their communities	All community centres now have recycling facilities provided free of charge and a few are acting as outlets for clear recycling sacks. Communications were sent to a range of faith, community and voluntary groups at the beginning of 2020. This will be followed up in 2021 with more strategic, targeted engagement through newsletters and, where possible, more interactive engagement. This work forms part of Islington's Challenging Inequality Action Plan.
	Ensure all community centres have recycling facilities	All community centres now have recycling facilities provided free of charge.
	Launch a Recycling Champions scheme	The Recycling Champions Scheme was launched in July 2019 on the website and a formal launch event held at the Town Hall. All attendees received information on the scheme, background recycling information and training a manual. A dedicated recycling champions inbox was established for communication. Newsletters are sent out at regular intervals. Our Initial target was a core of 25 Recycling Champions. Now 67 Recycling Champions are signed up to the newsletters. Engagement with Recycling Champions included a site visit to the Biffa MRF and supporting the Plastic Free July initiative by distributing information. Further community events have not been possible due Covid restrictions.

Action	Action description	Year one (Dec 2020) update
	Provide information on recycling specifically for new residents via our website	A dedicated page is pending website restructure. However, all the information needed by a new resident to get recycling is available on our website and residents may also contact the Recycling Team directly or Contact Islington.
Recycling sites	Extend the Better Recycling Sites programme	<p>Islington is committed to bringing is communal recycling sites for purpose built blocks of flats up to the standards of the 'Flats Recycling Package'. This was one of the key outcomes of the Estates Recycling Project, in which Islington was a key partner. Projects are proceeding on a case by case basis with significant improvements completed or planned at number of estates.</p> <p>June 2021 update: Our commitment to the Flats Recycling Package is demonstrated by the approval as part of the 2021-22 Council budget of a £100k per annum fund for improving communal recycling sites on estates in Islington. Additional support has also been provided through the Ward Partnerships.</p>
	Continue our partnership project with Resource London and Peabody Housing Trust identifying barriers to recycling behaviour within purpose-built blocks of flats	This work has now been completed and a toolkit has been produce recommending standards to optimise recycling tonnage.
	Implement findings from the estates recycling project	Please see comments above.
	Meet and exceed the minimum standards for communal recycling sites	Please see comments above.
Fly tipping	We will take action to prevent fly tipping	<p>Prior to March 2020, Islington's Compliance Team were routinely monitoring recycling sites and taking enforcement action in response to illegal dumping of rubbish around recycling sites.</p> <p>This enforcement, together with improved signage, recycling bin designs and the removal of a small number of high incident sites have led to an overall improvement in the problem.</p>

Action	Action description	Year one (Dec 2020) update
		The temporary closure of the Reduction and Recycling Centre appears to have led to a small short term increase in fly tipping though this will have been overcome now that the Centre has reopened. Where fly tipping continues, enforcement action is taken where possible, together with letters and leaflets being sent to local properties to give advice on disposal, recycling and reuse and the implications of illegal fly tipping.
Landlords and housing managers	Continue our ongoing work with landlords and housing managers	Islington is developing an online training programme for caretakers and frontline staff of Resident Social Landlords in Islington. This will be delivered during 2021. We will also work with RSLs to continue to improve recycling facilities on estates, and to support those RSLs in achieving the 'Flats Recycling Package' service standard.
	Work with private landlords through the HMO licencing schemes and through lettings agencies ensuring residents have good facilities and are aware of how to recycle	The clauses included in the licence scheme conditions oblige the landlords to provide information and facilities, while residents are obliged to follow the rules. Waste management arrangements are included in the check list of the HMOs' inspections. A referral procedure has been approved for sharing of information between the council teams involved.
	As above (Lettings agencies)	This project is currently on hold.
Recycling sacks	Expand the number of recycling sack outlets across the Borough	Additional recycling sack outlets have been added to the initial group and information detailed on the website. The logistics and costs of servicing the expansion has been incorporated into the operational restructure. We will continue to explore ways to make clear recycling sacks more easily and widely available for collection by our residents. June 2021 update: We are further extending the availability of clear recycling sacks by introducing collection points at community centres, and trialing an on-demand delivery service. Concierge services have continued to act as collection points during the lockdown and the reopening of libraries further extends their availability.
	Extend the offer of mini recycling bags to other estates	Roll out of mini recycling bags has been delayed until libraries are reopened.

Action	Action description	Year one (Dec 2020) update
Using data smarter	Use tonnage and schedule data to help us target communications more effectively	An initial analysis of recycling tonnage data has been undertaken and used to identify high and low recycling performance areas. Further work is being carried out to improve data quality and to develop a communications plan based on the data outcomes.
	Set up performance tables between, for example, schools or estates	A group of six estates selected for evaluation and liaison with Housing on the project. To establish a common baseline, site visits are being made to establish the condition of containers and any refurbishment or changes needed. As this project progresses, we will consider whether the same principle can be used to encourage more recycling within schools.
	Use bin sensors to improve the servicing of communal recycling sites	The use of bin sensors on recycling sites has ceased due to the ongoing cost and low return on investment.
Accessible recycling sites	Review planning guidance to ensure bin areas in new properties are fully accessible	No progress to date. June update: Islington's draft Local Plan has been going through a further consultation before final approval. A review of planning guidance will be carried out once this process is complete.
	Continue to trial recycling bins that enable better access for residents in wheelchairs or who find placing recycling into recycling bins difficult	A trial is underway with two different designs of recycling bin at one of Islington's estates. June 2021 update: A further 12 recycling bins with better access for wheel chair users have been purchased for trials at additional sites.
Contamination	Launch a 'bin your nappy' campaign, highlighting the problem of nappy waste in recycling bins	The bin your nappy campaign was completed and promoted. The resources are available for future use.
	Continue to roll out 'reverse lid' recycling containers to limit contamination	Reverse lid bins are being installed where appropriate to reduce contamination of recycling.
Compulsory recycling	Consult on the introduction of a clause in our tenancy agreements requiring residents to recycle	The existing tenancy agreement for Islington Council homes requires residents only to dispose of the rubbish using the facilities provided. With the development of improved rubbish disposal arrangements on estates, including mixed dry recycling bins and food waste recycling on many estates, this clause

Action	Action description	Year one (Dec 2020) update
		<p>will be clarified to make it clear which materials should be placed where, and reminding residents of the Council's compulsory recycling policy.</p> <p>June update: The revised clauses which make it clear that recycling should be placed in the correct containers and will be supported by appropriate communications to residents.</p>
	Continue to encourage the government to reverse damaging changes to legislation that prevent us from enforcing our Compulsory Recycling policy	Islington Council has made representations to government through consultation responses and letters asking for this legislation to be reviewed. We will continue to do so.
Litter	Improve recycling of litter in parks	A review of parks management is underway which will include consideration of litter management and recycling.
	Trail recycling of litter picked on streets and estates	Recyclable litter collected on estates is generally fed into communal recycling sites on estates. Our Street Cleansing Service will aim to begin a trial scheme for segregating recyclable picked litter in 2021, while split litter recycling bins have been introduced already across Islington.
Communication	Publish data on our recycling performance on our website including historical data for context	This was intended to be done as part of the broader website review project, which has been delayed due to other communications pressures. We will aim to publish key performance data by the end of March 2021.
Leading by example	Provide recycling facilities for mixed dry recycling and food waste in all our offices, and ensure Council staff have the opportunity and knowledge on how to recycle to increase the capture of recycling from council offices	Islington Council offices now have recycling and food waste recycling facilities. An internal communications campaign was launched in March, but has been put on hold until more staff are able to return to work in Council offices.
Recycling in schools	Ensure all schools have recycling and food waste collections	Recycling service agreements have been issued to all schools stating their current recycling and refuse service and responsibilities. Officers have visited schools to provide advice on how to optimise their recycling and waste

Action	Action description	Year one (Dec 2020) update
		reduction. Service information and guidance notes have also been distributed to schools.
Objective 3: Reduce the environmental impact of waste activities		
	Comments from NLWA in support of Objective 3	<p>All of LEL's bulk haulage vehicles are ULEZ compliant and any future purchase of vehicles will be complaint with the Ultra Low Emission Zone standard.</p> <p>NLWA is conducting a review of the tipping arrangements for Borough vehicles at the Edmonton EcoPark site and the results of this are pending. This may however result in some Borough vehicles being diverted elsewhere for a temporary period. Although this may increase total LACW vehicle movements in North London for a temporary period it is necessary to realise the wider benefits of the redevelopment of the Edmonton site on a timely basis.</p>
Ultra low emission zone	Comply with the ULEZ	Islington's HGVs will all be compliant with ULEZ standards before the Oct 2021 expansion. Presently we have 5 trucks that meet the Euro V emissions standard still on fleet but these are all due to be replaced by new zero emission vehicles by March 2021. Our remaining non ULEZ compliant 3.5t caged tippers will be replaced with zero emission vehicles during 2022.
Our fleet	Work towards gold level FORS recognition or equivalent	Islington have left the FORS scheme. In line with many other Local Authorities, we intend to join the DVSA Earned Recognition scheme in 2022, an equivalent scheme which will ensure comprehensive oversight of Islington's continued commitment to fleet safety and maintenance compliance.
New technology	Review and use, where practical and affordable, the latest clean vehicle technology	Islington are aiming to operate a zero tail-pipe emission fleet by 2030. When all presently ordered vehicles have been delivered, Islington will have in excess of 10% of its 480 vehicle fleet as electrics. In refuse & recycling and street cleansing this will be 17% of vehicles in use.
	Ensure that electrical infrastructure at key sites can support a wide-scale adoption of EVs and electric HGVs	A major project is underway to install an additional substation at the Cottage Road depot to provide charging capacity for all 230 vehicles based at the depot due for completion by June 2022, with chargers being installed inline with the arrival of new electric vehicles within the fleet. Satellite sites are also having chargers installed to maximise capacity from existing supplies.

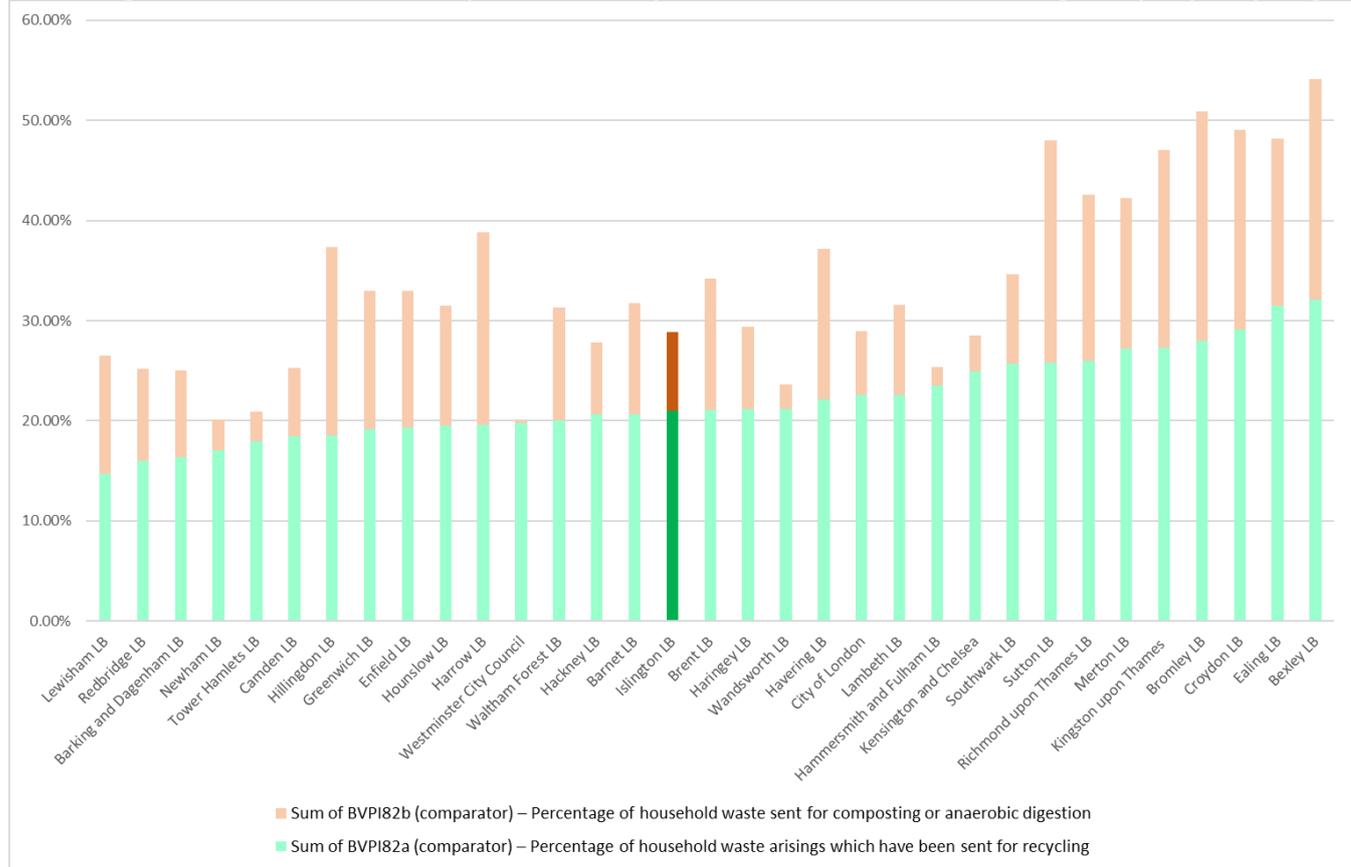
Action	Action description	Year one (Dec 2020) update
	Aim to adopt EV charging technology to support all council EVs and support the transition to electric as heavy vehicle technology becomes available for RCV	Smart chargers and associated back office provision has been procured and is in the process of being rolled out across all council premises where fleet vehicles are parked
	Demonstrator project to test a vehicle to grid system.	A demonstrator project is underway at Islington Town Hall This is a 5 vehicle multi 'Vehicle too Grid' (V2G) system in partnership with Moixa and Honda. This involves a bi-directional charging system, whereby vehicles used during the day are recharged during off peak periods where grid energy is cleanest, and vehicle batteries are used to store clean grid energy to reduce the Town Hall building's carbon emissions.
	Operate at least one fully electric RCV	<p>Islington's first electric RCV (since 1925) is now operational. This is the first purpose built electric RCV in operation anywhere in London. It will be joined by a second identical vehicle in December. Six 7.5t caged tippers will join our refuse fleet between December 2020 and March 2021.</p> <p>June update: Islington has taken delivery of the first two fully electric new electric RCVs which are now in service, with 15 eRCVs on order and two awaiting conversion. In total there are 512 electric vehicles now in the Council's fleet, while a project is under way to provide the charging infrastructure at Cottage Road Depot enabling the wholesale electrification of the Council's fleet. This combined with an overall reduction on the Council fleet is helping our transformation towards a zero tailpipe emissions fleet.</p>
Objective 4: Maximise local waste sites and ensure London has sufficient infrastructure to manage all the waste it produces		
Waste facilities	Redevelopment of the Edmonton Eco Park to include a new Resource Recovery Facility (RRF).	<p>As part of the wider programme of redevelopment of the Edmonton EcoPark site, a new resource recovery facility (RRF) is due to become operational in autumn 2022. The RRF will incorporate waste transfer facilities and a new, enclosed, Reuse and Recycling Centre (RRC).</p> <p>In accordance with Government guidance, NLWA's RRC's were closed due to COVID-19 from the 24/03/20. The RRC were reopened on a phased basis from 13/03/20 with a number of Covid-Safe restrictions introduced for the benefit of</p>

Action	Action description	Year one (Dec 2020) update
		<p>site users and staff. A booking system was implemented to ensure social distancing, at the time or writing all RRC's remain open.</p> <p>RRC tonnages for 20/21 are expected to be substantially lower than 19/20. In quarter 1 of 2019/20 the RRCs generated 12,464 tonnes whereas quarter 1 in 2020/21, the RRCs produced 2,635 tonnes. The marked difference is due to a limit on visitor numbers and the temporary exclusion of some materials including soil, rubble and large electrical items. In addition, modifying the reuse shop so that it could open safely proved challenging and added to a reduction in visitor numbers.</p>
Reuse and recycling centres	New Reuse and Recycling Centre (RRC) at the Eco Park.	The new Reuse and Recycling Centre at the Edmonton Eco Park is due to open in 2021.
	Investigate providing linked drop off facilities at local community centres or similar for small items	<p>Islington Council has been in discussion with Terracycle (who provide bespoke free recycling services for hard to recycle products, normally sponsored by product brands) to set up a mini recycling sites for hard to recycle items at community centres. For most of the more common items, such as crisp packets, terracycle are not able to offer additional recycling collection points as the agreed sponsored site allocations are now full.</p> <p>We will continue to explore how community centres can help to provide more opportunities for residents to recycle, including continued dialogue with Terracycle.</p>
Site visits	Arrange facility visits to members of the public	See duplicate entry below
Recycling contracts	Implement new Materials Reclamation Facility (MRF) recycling sorting contracts	NLWA completed the procurement of a MRF contract, which commenced in December 2019.
Food waste processing	Review options for the separate processing of food and garden waste	An initial financial assessment is being carried out on alternative servicing arrangements that would enable food and garden waste to be collected and processed separately from each other. These options will be further reviewed, together with the potential carbon saving resulting from such alternative arrangements.

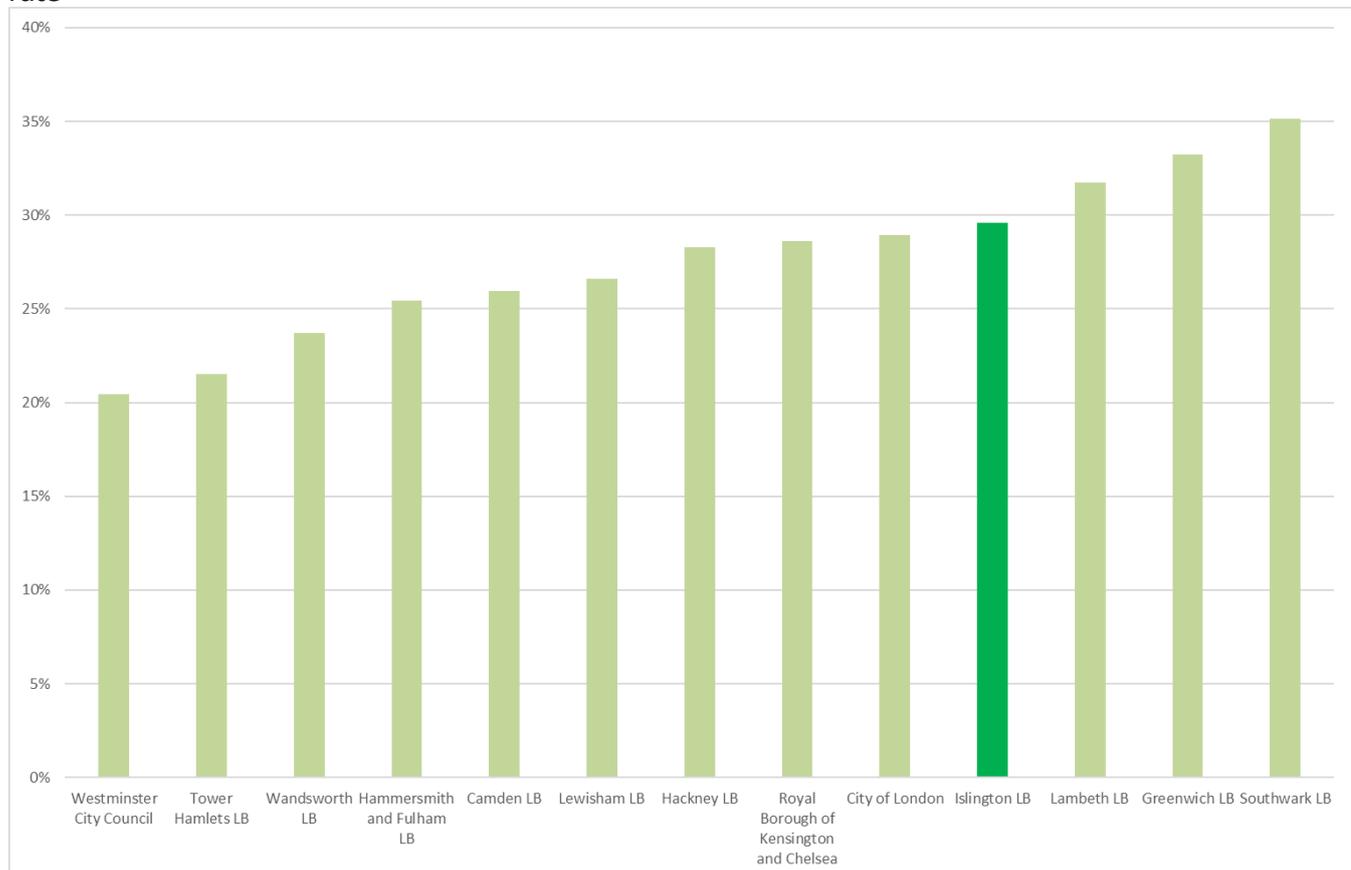
Action	Action description	Year one (Dec 2020) update
Recycling responsibly	Arrange facility visits for members of the public	A group of Recycling Champions went on a site visit to the Biffa MRF in March. Further site visits will be arranged once the current restrictions are lifted.
	We will actively promote NLWA's 'Wise up to Waste' to our residents	The 'Wise Up To Waste' brand has been retired and the website merged with the NLWA website. NLWA still actively promotes recycling and waste minimisation messages and campaigns, and Islington will continue to actively support and amplify these campaign messages.

Appendix 2: Recycling performance tables

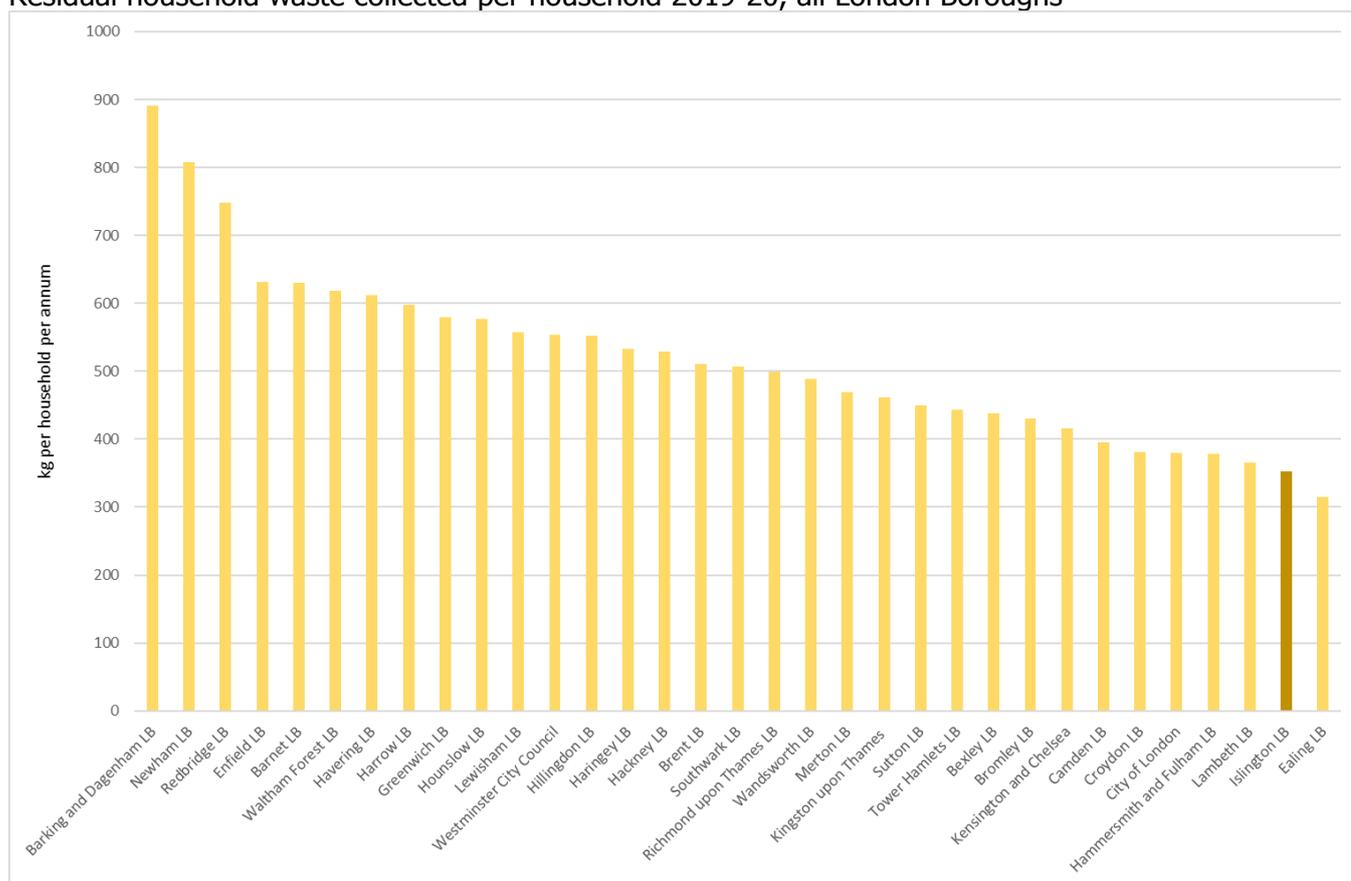
Percentage of household waste recycled and composted 2019-20, London Boroughs, by dry recycling rate



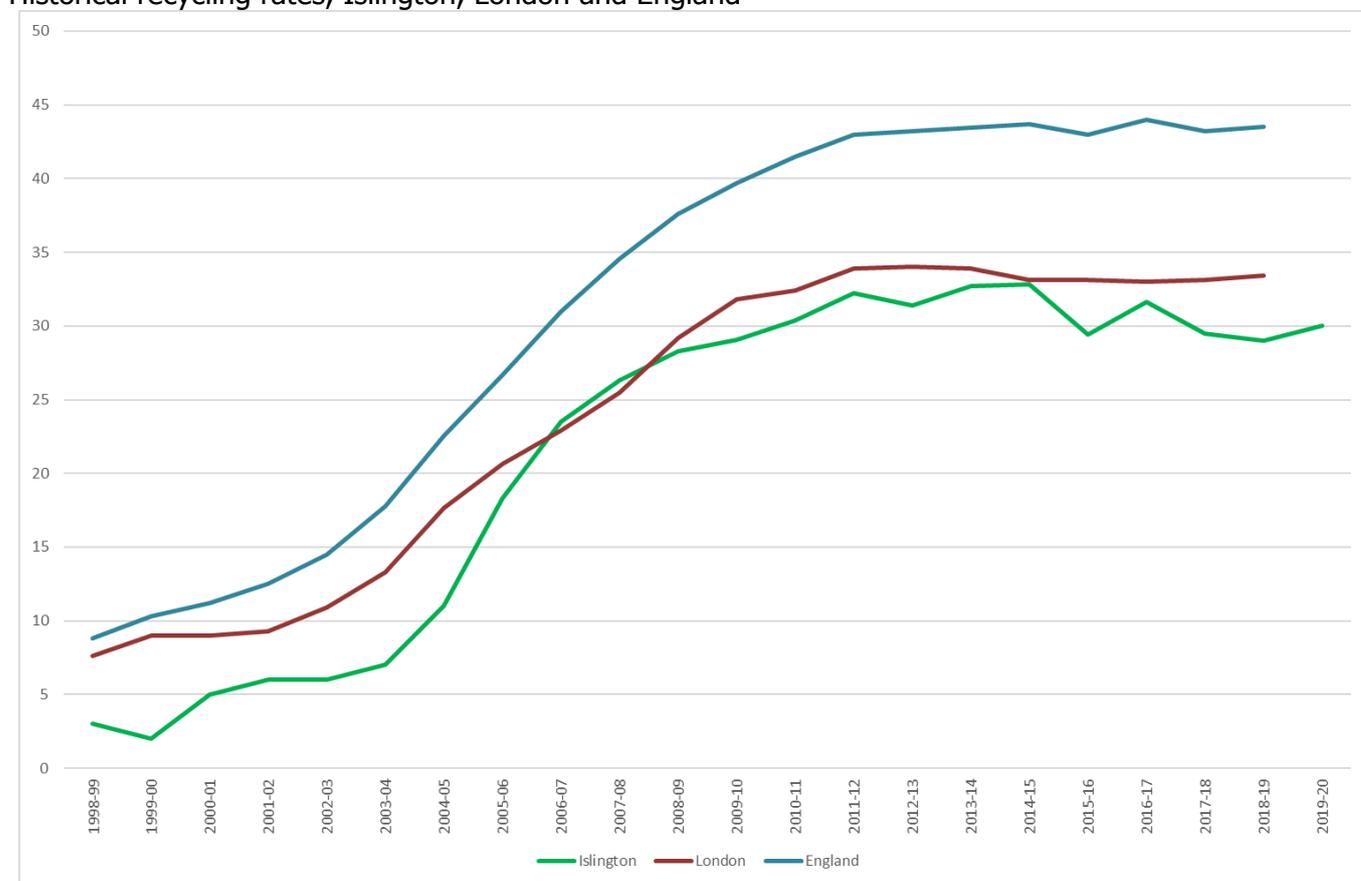
Percentage of household waste recycled and composted 2019-20, inner London Boroughs, by total recycling rate



Residual household waste collected per household 2019-20, all London Boroughs

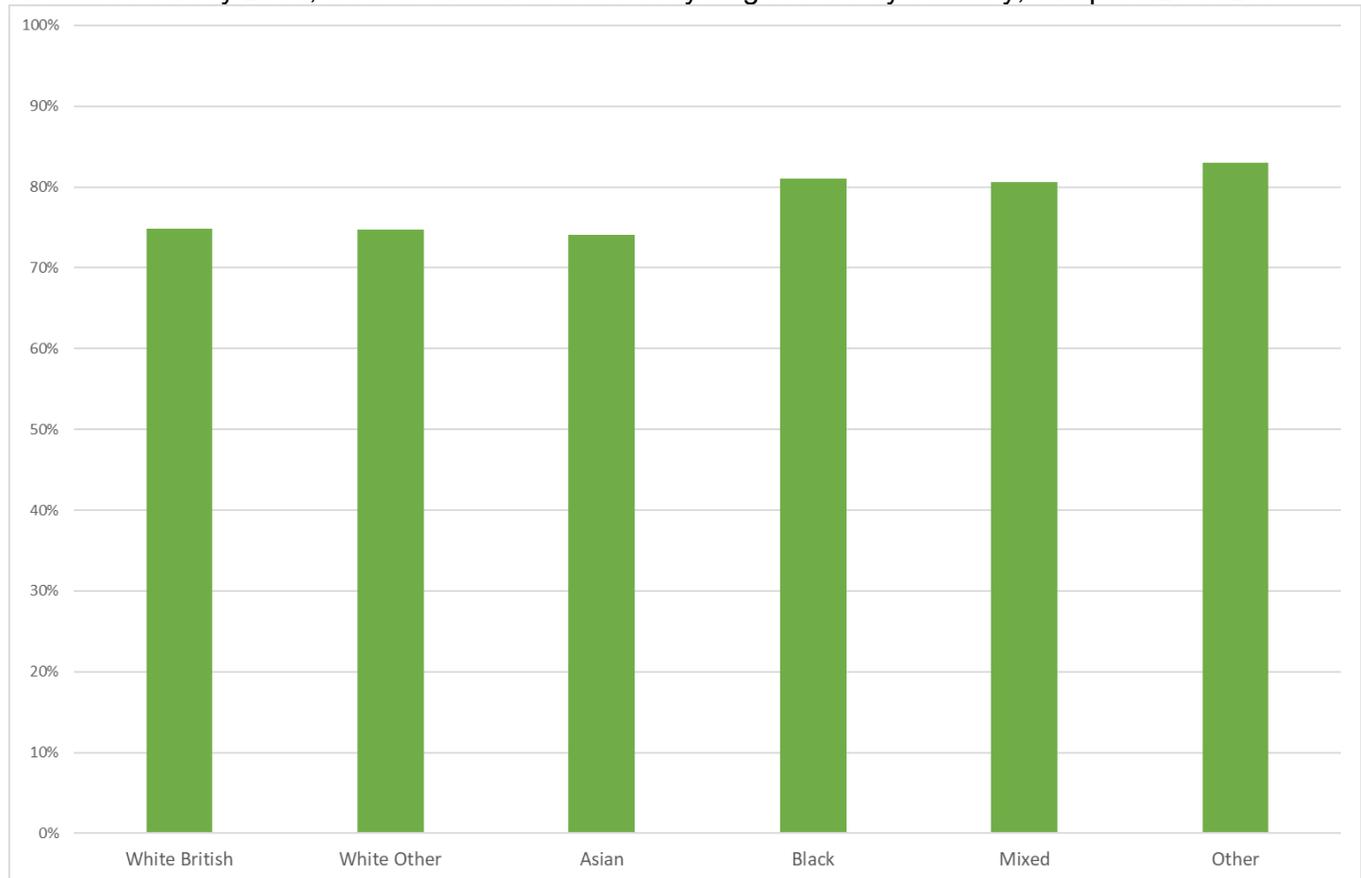


Historical recycling rates, Islington, London and England

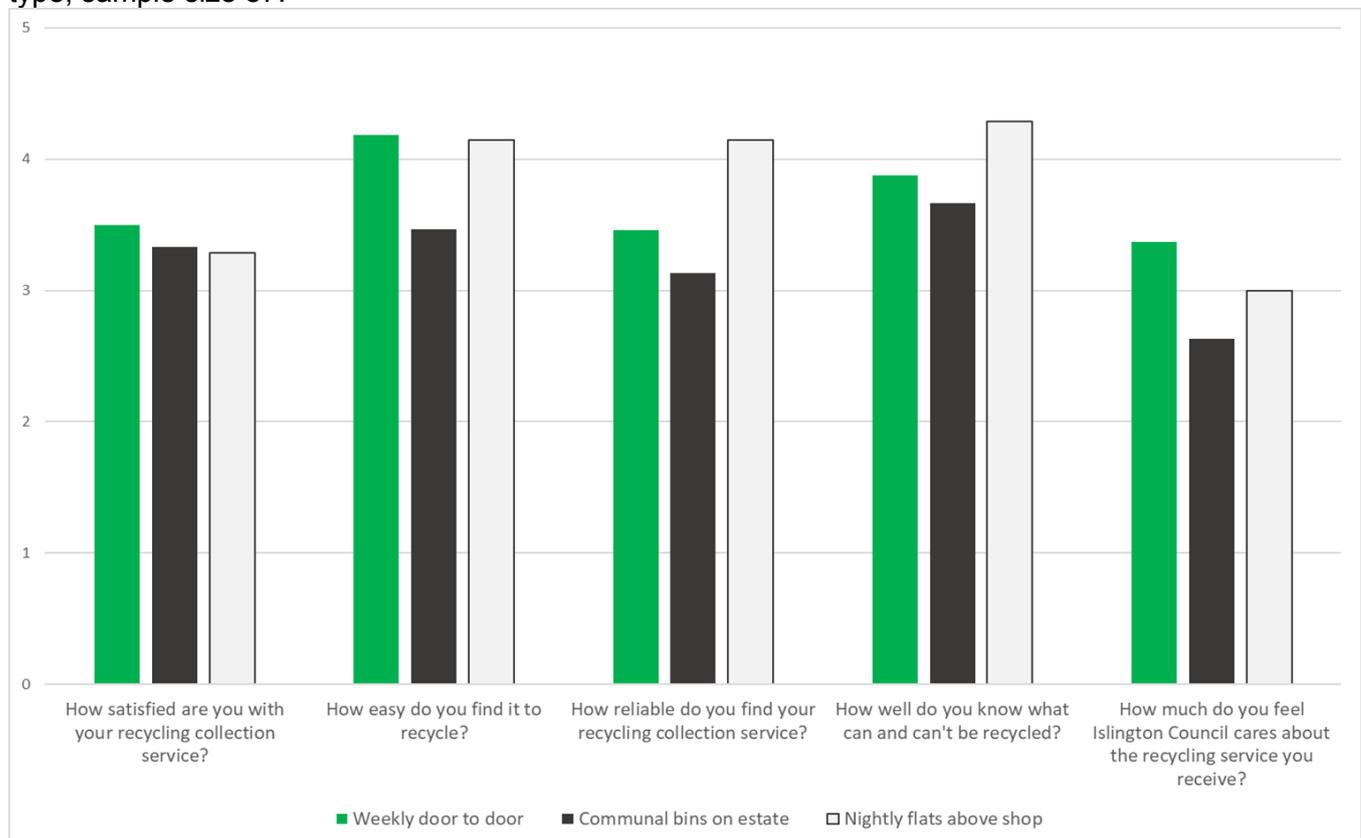


Appendix 3: Resident recycling service satisfaction data

Residents survey 2018, level of satisfaction with recycling service by ethnicity, sample size 1029.



Online recycling survey December 2020, satisfaction with recycling service by property and recycling service type, sample size 87.



This page is intentionally left blank

Resident Impact Assessment

Islington Waste Reduction and Recycling Plan

Service Area: Environment and Commercial Operations

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

Background

In May 2018 the Mayor of London published his London Environment Strategy (the Strategy). The Strategy sets out objectives, targets and policies for the effective management of London’s municipal waste and to accelerate the transition to a circular economy. The Strategy’s waste objectives, targets and minimum service levels for London are:

Objective 7.1 -Drive resource efficiency to significantly reduce waste focusing on food waste and single use packaging

Objective 7.2–Maximise recycling rates

Objective 7.3-Reduce the environmental impact of waste activities (greenhouse gas emissions and air pollutants)

Objective 7.4 -Maximise local waste sites and ensure London has sufficient infrastructure to manage all the waste it produces

In performing their waste functions, waste authorities need to show how they are acting in general conformity with the municipal waste provisions of this strategy.

The Mayor expects local authorities to develop reduction and recycling plans covering the period 2018 to 2022, which demonstrate how Local Authorities intend to meet the Mayor’s objectives by 2020 and should include local reduction and recycling targets that contribute to the Mayor’s London-wide targets.

Islington’s Reduction and Recycling Plan

Our RRP aims to demonstrate how we are working to support the Mayor’s objectives for London in respect to waste and recycling.

The report contains commitments and targets in support of the four policy objectives.

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%	
	Male	49%	
Age	Under 16	32,825	
	16-24	29,418	

	25-44	87,177	
	45-64	38,669	
	65+	18,036	
Disability	Disabled	16%	
	Non-disabled	84%	
Sexual orientation	LGBT	No data	
	Heterosexual/straight	No data	
Race	BME	52%	
	White	48%	
Religion or belief	Christian	40%	
	Muslim	10%	
	Other	4.5%	
	No religion	30%	
	Religion not stated	17%	

The aims and objectives apply to all residents in the Borough and are not targeted at any specific group.

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?**
- **Is the proposal likely to have a negative impact on equality of opportunity for people with protected characteristics? Are there any opportunities for advancing equality of opportunity for people with protected characteristics?**
- **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? Are there any opportunities for fostering good relations?**
- **Is the proposal a strategic decision where inequalities associated with socio-economic disadvantage can be reduced?**

The four policy objectives are not likely to be discriminatory in any way for people with any of the protected characteristics.

The four policy objectives are not likely to have a negative impact on equality of opportunity for people with protected characteristics, nor to have a negative or positive impact on good relations between communities with protected characteristics and the rest of the population in Islington.

The four policy objectives may present opportunities for advancing equality of opportunity for people with protected characteristics.

The four policy objectives may be considered strategic decisions where inequalities associated with socio-economic disadvantage can be reduced.

Specific opportunities

Improving recycling in purpose built flats and apartments in the private rented sector, housing associations and other social rented housing sectors improve socio-economic indicators because recycling services tend to be less convenient and less well maintained in purpose built blocks of flats, where socio-economic indicators may often be lower than in other households. The specific proposals support the objective of improving recycling for purpose built blocks of flats, and therefore are likely to improve socio-economic indicators.

The trialling of accessible recycling bins on estates is likely to have a positive impact on eliminating discrimination and the advancement of equality of opportunity. It has been identified that wheelchair users sometimes find the use of communal recycling bins problematic because it is difficult to reach the apertures in the lids of the bin. Although the containers used are widely used by most Local Authorities, the proposal will involve trialling a bespoke container with an aperture cut into the side of the container, providing a lower access point for users of the container, benefiting anyone who cannot easily reach the lid aperture. The trial will be evaluated before deciding whether to extend the trial to other estates.

4. Safeguarding and Human Rights impacts

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.

There are no safeguarding issues arising as a result of the aim, objectives or specific proposals within the report.

(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
There are no actions identified as a result of this RIA.		

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:	Head of Service or higher
Signed: 	Signed: 
Date: 26/04/2019	Date: 07/05/2019

This page is intentionally left blank

Report of: Chair of the Health and Care Scrutiny Committee

Meeting of	Date	Ward(s)
Executive	22 July 2021	All
Delete as appropriate	Exempt	Non-exempt

Subject: Adult Paid Carers – Findings of the Health and Care Scrutiny Committee**1. Synopsis**

- 1.1 This report requests that the Executive receive the report of the Health and Care Scrutiny Committee following the completion of its review of Adult Paid Carers. A response to the recommendations set out in the report will be considered at a future meeting of the Executive.

2. Recommendations

- 2.1 That the report of the Health and Care Scrutiny Committee be received.
- 2.2 That the Executive Member's response be reported to a future meeting of the Executive, including having due regard to any relevant implications of the Health and Care Scrutiny Committee's recommendations.

3. Background

- 3.1 The review took place between June 2019 and April 2021 and was extended due to the COVID 19 pandemic. The overall aim was to review the current position regarding paid adult domiciliary care workers in Islington including; funding, numbers, contractual arrangements, service delivery arrangements, and their effectiveness, to consider other models and identify any recommended changes to future care support to people in their own homes.

3.2 The Committee also agreed to the following objectives:

- To examine the requirements of commissioned providers in respect of adult paid carers, in terms of: remuneration, quality assurance, and risk assessment, training, travel time, payment of LLW, and how cultural/specialist needs are being met
- To examine the area of Direct Payments
- To examine the effectiveness of the current arrangements
- To examine the different models of commissioning and delivery of care at home currently in place elsewhere, including any in house service delivery models
- To consider any actions that may need to be taken in the light of the findings of the review, to ensure that L.B.Islington effectively supports citizens to remain independent, healthy and part of their local community
- To consider how local providers can be assisted to bid for contracts for Adult Social Care
- How to promote caring as a career choice
- New models of care – innovative Local Authorities Charging Policy

3.3 In undertaking the review, the Committee heard evidence from a wide variety of sources including Adult Social Services practitioners, care providers, voluntary sector organisations and benefits advisors.

4. Implications

4.1 Financial Implications

The proposals in the report need to be costed before a response is made by the Executive.

4.2 Legal Implications

Relevant legal implications will be considered as part of the response to the review.

4.3 Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:

There are no environmental implications or contributions to achieving a net zero carbon Islington by 2030 at this stage. Any environmental implications and contributions to achieving a net zero carbon Islington by 2030 will be identified as part of the Executive Member response.

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.

The Committee has had regard to any equalities implications and resident impacts identified by witnesses during the course of the review. Details of any such implications are set out in the appended report. A Resident Impact Assessment has not been completed as the Executive is only asked to receive the report at this stage. The impact on residents will need to be fully considered as part of the Executive response to the review, at which point a Resident Impact Assessment will be completed if required.

5. Conclusion and reasons for recommendations

Sixteen recommendations have been made in response to the evidence received. The Committee would like to thank all the witnesses that gave evidence in relation to the review. The Executive is asked to endorse the Committee's recommendations.

Appendices:

- Adult Paid Carers – Report of the Health and Care Scrutiny Committee

Background papers:

- None.

Final report clearance:

Signed by:

Chair of the Health and Care Scrutiny Committee

Date

Report author: Peter Moore, Principal Scrutiny Officer

Tel: 020 7527 3252

E-mail: peter.moore@islington.gov.uk

This page is intentionally left blank



ISLINGTON

REPORT OF THE HEALTH AND CARE SCRUTINY COMMITTEE

ADULT PAID CARERS

**London Borough of Islington
April 2021**

CHAIR'S FOREWORD

The Committee are pleased to submit this report to the Executive, and there are 16 recommendations for consideration.

Adult Social Care is an aspect of the Committee's work that we felt that we should focus on particularly when deciding to undertake this review, given the large proportion of the Council's budget it consumes, and the importance of the domiciliary care service to some of the most vulnerable members of our community.

The Committee received detailed evidence from a number of witnesses, including domiciliary care staff, who impressed us with their commitment, integrity and the excellent work that they did for residents in often very difficult circumstances. One of the highlights of the scrutiny was the testimony of these staff, detailing the work that they carried out on behalf of the Council and its residents, and their dedication to the work they do.

A number of our recommendations focus on improving the conditions, and benefits of carers, that will enable them not only to continue to provide excellent care, but will benefit their terms and conditions and career progression, whilst at the same time also providing a more efficient delivery of service to clients.

The Committee took nearly two years to complete the scrutiny findings, as the review was extended due to the implications of the COVID 19 pandemic on domiciliary care, and also to look at the charging policy for residents in receipt of domiciliary care.

The Committee took into account the evidence received in relation to the fact that clients in receipt of benefits who are charged for domiciliary care, are often some of the most poorest residents in the borough. The Committee has therefore made a recommendation in this regard for consideration by the Executive.

The Committee would wish to thank all the witnesses, officers, care providers and especially carers, who took the time to give evidence in person to the Committee at a particularly difficult time, whilst providing care for clients during a pandemic.

Finally I would like to thank fellow Members of the Committee for their excellent input into the report.

COUNCILLOR OSH GANTLY
Chair of Health and Care Committee

Adult Paid Carers - Scrutiny Review

Evidence

The review took place between June 2019 and April 2021 and was extended due to the COVID 19 pandemic.

1. Presentations from witnesses – Jess McGregor, Jon Tomlinson – Adult Social Care, L.B.Islington, Simon Bottery – Kings Fund, Sayeeda Ahmed – Snowball Care UK Ltd., Ian Haddington- MiHomecare, Caleb Atkins –City and County Healthcare, Colin Angel –UK Homecare Association, Adult Paid Carers – MiHomecare and London Care, Duncan Patterson – CQC, Stephen Day, Nicola Herrera-Martinez, Direct Payments Team Robbie Rainbird, L.B.Islington, Sweet Tree Specialist Care – Nikki Bones, Denis Repard, Centre 404 – Jo Mackie, Wellbeing Teams – Helen Sanderson. Andrew Berry – UNISON,Christine Lehmann, Stephen Taylor, Katie Logan, Robbie Rainbird - L.B.Islington,
2. Documentary evidence – Letter from Bob Padron – Penrose Care

Aim of the Review

To review the current position regarding paid adult domiciliary care workers in L.B. Islington including; funding, numbers, contractual arrangements, delivery arrangements, and their effectiveness

To consider other models of commissioning and delivery in place of other parts of the country

To advise on any changes that need to be considered/implemented to the strategic direction for providing care support to people in their own home

Objectives of the Review

To consider numbers and profile of paid Carers in Islington, and consider any benchmarking data
To examine the requirements of commissioned providers in respect of adult paid carers, in terms of: remuneration, quality assurance, and risk assessment, training, travel time, payment of LLW, and how cultural/specialist needs are being met

To examine the area of Direct Payments

To examine the effectiveness of the current arrangements

To examine the different models of commissioning and delivery of care at home currently in place elsewhere, including any in house service delivery models

To consider any actions that may need to be taken in the light of the findings of the review, to ensure that L.B.

Islington effectively supports citizens to remain independent, healthy and part of their local community

To consider how local providers can be assisted to bid for contracts for Adult Social Care

How to promote caring as a career choice

New models of care – innovative Local Authorities Charging Policy

The scrutiny review was extended to due to the COVID 19 pandemic.

The Scrutiny Initiation Document (SID) is included in Appendix 'A' to the report.

RECOMMENDATIONS:

The Committee heard evidence that there is scope for new technologies to improve the service for clients, and to reduce costs for commissioners, and providers. Such examples include electronic care plans, electronic medication charts, and the ability to meet some specific service user needs via mobile devices. The Committee noted that the Telecare system is currently under review, with the aim of increasing the use of technology, in order to improve the quality of life for those in receipt of care

- (a) The Committee therefore recommend that providers and commissioners investigate, and continue to introduce new technologies, wherever available, to provide a better service to clients, and to improve co-ordination with carers**

The Committee heard evidence that carers view is that information is not provided as effectively, and as quickly as possible, in relation to details of clients' needs, especially in relation to discharge from hospital. This lack of timely information impacts on the ability of carers to provide the most effective service possible to clients

- (b) The Committee therefore recommend that there should be exploration of the opportunities presented by 'Fairer Together' for improved co-ordination between commissioners/NHS, (see paragraph 69) and providers, and to ensure the conveyance of the correct information to carers in relation to client's needs. This is especially in relation to discharge of clients from hospital to ensure the administration of the correct medication/assistance etc. Opportunities for introduction of new technology, as recommended in (a) above can assist in this**

The Committee heard evidence that continuity of care and personalised care and support is important. Carers suffered in terms of loss of pay, from the amount of downtime that they experienced between appointments due to the client's requirements for assistance getting into bed/getting up at similar times. This affected the ability of some carers to maximise their income, and in addition created difficulties/inconvenience for client

- (c) The Committee therefore recommend that commissioners and providers consider opportunities for enabling a more personalised and efficient home care system. There should be a focus on overall wellbeing outcomes for service users, rather than a list of specific tasks to be undertaken at specific times of the day. Opportunities may include better utilisation of personal budgets, and geographical zoning, whereby a provider has a set budget for each service user, based on their needs, to deliver a personalised service, which would reduce downtime/travel time for carers, and enable improved efficiency. Continuity of care is important**

The Committee heard evidence that there are potential opportunities to improve the quality and speed of discharges from hospital. Providers are sometimes unable to respond quickly

and flexibly to clients' changing needs, as they are limited in their ability to make changes to care plans. This should explore how commissioners, providers and social workers can work together, in order to ensure more timely and responsive changes to care packages in line with clients changing needs

- (d) The Committee therefore recommend that consideration be given as to how the Council can make best use of the expertise and skills of providers and carers. In addition, consideration should also be given to consider opportunities to empower and place more trust in providers, and carers, to make decisions about the care and support clients require, from discharge from hospital to making adjustments to care packages, as needs change. This may include exploration of new roles given the need to recruit and retain more carers. The Council should also explore opportunities for more regular reviews from providers and the Council, to enable the care needs of users to be checked more frequently, in order to ensure that there is no over/under provision of care. The Committee are also of the view that given the shortage of home carers, a situation likely to increase, commissioners and providers should investigate possible recruitment/retention measures to help alleviate shortages of carers**
- (e) The Committee heard evidence that there are 'untapped' opportunities to improve career pathways into home care, and career progression within health and social care. The Committee also recommend that consideration is given to career pathways and progression for carers, as part of the wider efforts of Islington's Health and Care Academy, which aims to support providers to recruit local people. Commissioners should explore which social value clauses and good employment practice stipulations, including for small/local providers, would be appropriate to include in future specifications and contracts. This would enable more local residents to also be employed who will contribute to the local economy**

The Committee were impressed with the commitment, and excellent work, that carers provided for clients in Islington. The Committee heard differing evidence as to whether carers wished to be offered guaranteed hour contracts, or whether they preferred the flexibility provided by zero hour contracts. In addition, the Committee heard that carers are unpaid for the time that clients are hospitalised, if alternative work is not available. The Committee also noted concerns that carers often experienced problems when having to claim sickness pay, and that this process in their view, could sometimes be complicated

- (f) The Committee therefore recommend that caring should be promoted as a profession, and that providers should offer all carers guaranteed hour contracts, rather than zero hour contracts, even if carers did not then wish ultimately wish to take up a guaranteed hour contract. There should be exploration of the benefits of a discontinuation of 'minute by minute' charging, in order to reflect the recommendations in (c) and (d) above. Please note that there is no requirement to commission on a 'minute by minute' basis and many councils have chosen not to commission in this way.**

The Committee are impressed with the excellent and difficult work that carers often have to do and their commitment to their career. The Committee therefore also recommend providers consider compensating/finding alternative work for carers, in the event of clients being hospitalised. In addition, providers should ensure that the process for claiming and payment of sick is simplified

The Committee heard evidence that the introduction of Individual Service Fund payments (ISF's), into learning disability payments is working well. Direct Payments enable clients to have more flexibility/control over their care and assist in the move to an outcome based service recommended in (c) above

- (g) The Committee therefore recommend that commissioners, as part of broader market development, explore the appetite and capacity for delivering personalised services through Individual Service Funds, or Direct Payments**

The Committee heard evidence of the benefits of taking a relationship based approach, and a stronger enablement approach, together with integration of different types of support

- (h) The Committee therefore recommend that the Council works with clients, their relatives and providers to review the Council services to people in their homes, and to explore opportunities for improvements that will better support residents to maintain independence and improve wellbeing**

The Committee heard evidence that carers sometimes suffered racist/physical/verbal abuse from clients. The Committee felt that this was unacceptable, however as the Council has to continue to provide care in such cases there should be appropriate specialist advisers/training provided, in order to ensure that such instances are dealt with in an acceptable manner

The Committee also heard evidence that some domiciliary care users, especially those BAME clients with cultural differences, such as female carer being provided for a Muslim women, did not always receive the appropriate care needs that they requested, although the Committee noted that providers did endeavour to do this where possible

- (i) The Committee therefore recommend the institution of a zero tolerance approach in instances of verbal/physical/racist abuse, and commissioners/providers should take effective action. Commissioners should engage specialist providers who offer their staff appropriate specialist training, including gender/culturally appropriate training, in order to meet the needs of service users with challenging behaviours, and to minimise the effect on carers. In addition, providers should ensure that where there are requests from clients that carers needed to be provided to respect cultural differences, measures be put in place to ensure clients wishes are respected**

The Committee recognise the excellent service that carers provide, and were concerned that carers, especially female carers, stated that they sometimes experience safety concerns, and attending clients

- (j) The Committee therefore recommend that the Council explore the possibility of providing parking permits for carers working late at night that have to use their car. The Committee also support the provision of provision of London Transport concessionary fare passes to the carers for those people with disabilities**

The Committee heard evidence that the increasing elderly population, who have ever more complex and multiple needs, will in the future place a growing need for additional social care resources, whilst at the same time as social care is still not being adequately funded by Central Government

- (k) The Committee are concerned that that the Green Paper on Adult Social Care, scheduled for publication many months previously, has still to be published. The Committee therefore recommend that Government adequately fund social care for Local Authorities, and implements a fundamental change to its long term funding position, as soon as possible. There is an urgent need to address the implications of a growing ageing population, who will have increasing and ever more complex needs**

The Committee heard evidence that the creation of integrated team work between providers/commissioners/NHS and social care can be utilised to carry out preventative work that may assist in keeping those receiving care out of hospital. This could include ensuring regular hydration, falls prevention, checking for infections etc.

- (l) The Committee therefore recommend that a more integrated approach is taken to preventative care in order to reduce hospital admissions, and commissioners should work with providers, social care and NHS in this regard. An example of an integrated approach could include a combined homecare and district nursing team. There are many opportunities to integrate between health and social care and integration could take many different forms**

The Committee heard evidence that some carers did not feel that the time allocated for travelling between clients was being adequately recompensed by providers, and that travel time often took longer than time allocated by providers, and that this was unfair

- (m) The Committee recommend that the Council reaffirms its commitment to ensure that carers are adequately recompensed for travel time between clients, and that quality control measures are put in place with providers, in order to ensure that this takes place**

The Committee were concerned at the effect the COVID 19 pandemic may have on the domiciliary care, and whether the service would be sufficient capacity among providers to

continue to be able to operate on an effective basis and provide a service to residents who require care at home

- (n) The Committee recommend that the Council congratulate the Home Care providers, partners, We are Islington, the voluntary sector, community organisations and Adult Social Care for ensuring that residents who needed it were able to continue to receive care at home during the pandemic. This is due to the excellent collaborative work, and in particular the dedication of domiciliary care staff. The Council ensured providers had access to adequate Council PPE stocks, at points where their normal supply routes failed, enabling carers to provide care safely**

The Committee noted that small local organisations were potentially at a disadvantage when tendering for contracts, compared to large organisations with experience of bidding for contracts

- (o) The Committee recommend that more work should take place in order to ensure that local organisations are able to bid more effectively for future contracts, as this will provide increased social value, local employment and keep money in the local economy. There needs to be adequate training and support provided to enable local organisations to establish and grow to enable them to bid for contracts, and more emphasis in the Council's Procurement strategy should be placed on social value**

The Committee heard evidence that some domiciliary care users, especially those BAME clients with cultural differences, (such as a female carer provided for Muslim women) did not always receive the appropriate care needs that they requested, although the Committee noted that providers did endeavour to do this wherever possible

- (p) The Committee recommend that providers should ensure that where there are requests from clients that carers needed to be provided to respect cultural differences, measures be put in place to ensure clients wishes are respected**

The Committee considered the charging policy that the Council has put in place for domiciliary care for residents that are in receipt of pension credit and Disability benefits. The Committee considered that such benefits are awarded to residents, as they do not have sufficient money to cope within their existing income, and therefore these should not be counted in assessing their income for charging for domiciliary care

- (q) The Committee recommend that consideration be given to the implications of removing charges for those residents receiving domiciliary care that are in receipt of pension credit, the Disability Living Allowance care component, Personal Independence Payment Disability Living component, or Attendance Allowance. The removal of charges would apply to residents with capital in excess of £23,250**

MAIN FINDINGS

Evidence from Jess McGregor/Jon Tomlinson – L.B. Islington, Simon Bottery, Kings Fund

1. Domiciliary/Home Care is the front line delivery covering personal care, help with washing, dressing and eating, to people with long-term care needs. It is a core service provided by most Local Authorities. Home Care can also extend to reablement services for people leaving hospital, or receiving crisis interventions to avoid hospital attendance in the first place. This can include household tasks, to help people remain independent
2. The core purpose of Adult Social Care and support is to help people to achieve the outcomes that matter to them in their life. Local Authorities must promote wellbeing when carrying out their care and support functions, in respect of a person. The wellbeing principle applies in all cases where a local authority is carrying out a care and support function, or making a decision in relation to a person. Wellbeing is a broad concept, but relates to the following areas in particular – personal dignity, physical, mental health and emotional wellbeing, protection from abuse and neglect, control by the individual over day to day life, including care and support provided, and the way it is provided. Also included are participation in work, education, training, or recreation, social and domestic wellbeing, suitability of living accommodation, and the individual contribution to society
3. Local Authorities Care Act responsibilities include market shaping, and commission of adult care/support. Local Authorities should encourage a wide range of service provision to ensure that people have a choice of appropriate services that respond to fluctuations and changes in peoples care and support needs. Local Authorities also have a range of responsibilities around the wider care and support workforce, and must have regard to ensuring sufficiency of provision
4. The estimate in England each year is that there is delivery of 249 million care hours. In 2015 it is estimated that 350,000 older people to have used the service, 25,700 of whom had their care paid for by the Local Authority. A further 76,300 younger people with learning disabilities, or mental health issues were also estimated to have publicly funded home care
5. Home Care agencies employ around 680,000 people, but more carers will be required in the future, as the number of elderly in the population increases. Currently there are around 11,000 vacancies at any one time. The average package of care commissioned is 10.8 hours in duration, and 7% of the packages of care are based on outcome focused commissioning
6. The average lowest price for a care package was £13.64 per hour, and highest £21.69. The average price of homecare across the region is £16.63. 4 Boroughs commissioned 50% or more of their homecare needs for the requested week from 2 providers
7. Adults in L.B. Islington, aged 65 or above, make up 9% of the population. In 2017, there were an estimated 20,786 older adults in Islington, and an estimated one fifth of older adults across Islington and Camden are from BAME communities. By 2035, the older adults figure is set to grow to 12%, a 605 increase in older adults. It is expected that the sharpest increase is to be amongst the very old, people aged 85 or over
8. In terms of package size, large block and spot contracts, over 14 hour or over per week, has an annual cost of £9,793,071.49, with annual hours of 564,068.39. Medium/large

contracts/spot contracts of 7-14 hours weekly have an annual cost of £3,966,272.50 with annual hours of 225,478.75, and small block and spot contracts of 7 hours per week, have an annual cost of £1,993,176.46, with annual hours of 113,276.88. This is a total annual cost of £15,752,523.45, and annual hours of 902,824

9. There are 23% small packages, 19% medium packages, and 40% of large packages placed with spot providers. The hourly rate paid for block- contracted hours is £18. A small package may typically include shopping, lunch calls, supplemented by day centre or outreach support. A large package may include 4 calls a day, meals and a bedtime call
10. Following a procurement process, there had been block contracts awarded to five homecare agencies in September 2018, for a 4-year term, with the potential to extend 2 plus 2 years. Following the failure of Allied Healthcare in December 2018, there are now 4 block contracts and these are with MiHomecare, CRG, London Care and Mayfair
11. Following the collapse of Allied Healthcare, the Council had been able to cope with the situation well, and block contracts transferred to other providers. The Council had needed to ensure that there was an adequate mix of contracts to suit resident's needs, and this is kept under review
12. The Committee noted that the Council, when letting the contracts, had only chosen to contract with 5 block providers through the procurement process
13. Quality assurance for the block contracts is provided by contract officers, who are responsible for holding providers to account, and implementing performance improvement plans, where necessary
14. There is also an LBI reablement team based in provider services within Adult Social Services. Block contractors provide support to around 800 LBI residents, with a projected spend of £9.5m. Spot purchase providers support a further 300 LBI residents, with a projected annual spend of circa £5.2m
15. There are over 17000 hours of domiciliary care commissioned across the borough every week. 1,100 people receive domiciliary care packages every week. In one week in March 2019, there were around 400 carers delivering services through block contracts. Overall placements in residential/nursing care, paid for by LBI, have reduced since 2013/14 from 542 to 425 in 2018/19. The biggest reduction has been in standard residential care, where numbers over the same period, has dropped from 84 to 36
16. Islington carers are well- remunerated, in comparison to other providers, and block providers paid the LLW. Work is also taking place to investigate the payment of the provision of the LLW to spot providers, as spot provision is quite high
17. Some block providers found it difficult to meet specific needs, however there is no evidence that residents are going without care. However, it is felt that there is a need to assess care requirements at an earlier stage, when a resident is hospitalised. The Committee noted that the Telecare system is currently being reviewed, with the aim of increasing the use of technology, in order to improve the quality of life for those in receipt of care

18. Nationally, there are differences between the rural, and urban market, for care. It is often more expensive to provide care in rural areas, due to the travelling distance times. In affluent rural areas, it is more difficult to attract staff, as pay rates needed to be higher. There are currently 9,000 home care providers, but there is a high turnover, as it quite easy to set up a company, however a large number of these new companies experience problems in operating a service, and then cease to be viable
19. In terms of commissioning and rates of pay, this varies across the country. In the North - East it is about £14 per hour, rising to £18 in the South West. Greater London is roughly £16 per hour, however Islington is the third highest payer in London, paying £17.71 per hour. The trend nationally is that hourly rates are rising faster than inflation
20. With regard to the carers' workforce, there are 50% of carers employed on zero hour contracts, and 38% of carers leave their provider within a year of starting employment. However, they often move to a different provider for an increased hourly rate. There is approximately a 10% vacancy rate across the profession. The payment rate for carers is complex, and different providers calculated pay rates in a different way. The Committee noted that in the view of providers many carers favoured zero hour contracts, as this gave them more flexibility
21. Brexit is likely to have an impact on the workforce, at a time when the projection is that the elderly population will increase. This, combined with the 10% vacancy factor that already exists in the care service will be problematic
22. 92% of home care is provided by the independent sector, and the other 8% are mostly reablement services. In house service provision tended to be twice as expensive as private provision however, provision of reablement services may be a factor in this. In addition, Local Authorities had certain overheads that they had to incur, such as pension costs, better terms and conditions etc. than are available from private providers

Evidence from UK Homecare Association – Colin Angel Policy Director

23. The Committee also received evidence from the above.
24. The number of people affected by state funded market failures has shown a significant increase due the number of contracts 'handed back' by providers, or in instances where a provider has ceased trading. This has been a feature in both in the residential, and home care sectors
25. The current practice of the majority of Councils is to have a high usage of zero hour contracts. In order to achieve economically efficient guaranteed hours contracts for carers, Councils would need to recognise and pay the full costs of contact time, travel time and costs, as well as down time. Councils would need to pay the employer the costs of the entire span of the carer's duties, and their travel costs. Council's would also need to commission services in a way which increases workforce utilisation, e.g.by zoning areas, and moving away from framework agreements, to contracts with guaranteed purchase
26. The Committee heard evidence that flexible/zero hour contracts were popular with the majority of the workforce, even when there is an offer of the option of guaranteed hour contracts to the workforce. The reasons include that it enables workers to combine work, and other responsibilities. However, this results in carers' income being less predictable.

Zero hour contracts also enable providers to respond to peaks and troughs in demand for services, and maximises the ability to recruit workers who want to work flexible/unsocial hours. However, there is a higher risk of short notice of cancellations from workers, if their contracts are not managed well

27. A guaranteed hour contract has advantages in that it gives workers a predictable income, and it is easier for them to obtain loans/mortgages/credit. However, it is often harder for them to arrange the hours to fit in with personal commitments, and there is less choice, as the worker needs to accept all the necessary arrangements within guaranteed hours. Younger workers generally prefer guaranteed hour contracts, and whilst they may increase staff loyalty, the provider bears the risk of financial loss if the purchasing pattern of the Council changes. Guaranteed hours are also generally more politically acceptable to elected Members, but there are increased costs, as the Council pays all the downtime

Evidence from City and County Healthcare – Caleb Atkins

28. City and County Healthcare are the foremost healthcare provider in the UK, providing 50,000 hours of care a day. It has 12,500 care worker staff at 170 locations, and operates in all homecare segments, home care, additional care, live in, supported living, complex care, and temporary staffing (agency). It has a diversified contract base, across more than 250 contracts, with Local Authorities and Clinical Commissioning Groups
29. There is a financially challenging environment, and there is the need to comply with the Ethical Care Charter Commitment, which is contractual. The Committee noted that it is considered that there is poor integration with health providers, and there is no local incentive for providers to invest and change delivery models. Partnership working has historically been poor, and the biggest challenge at present is to recruit, and retain, carers for the workforce
30. Care needs are rapidly growing, and the forecast is that the number of over 65's will increase from 11.8m in 2016, to 17.5m by 2036. This group will have increasingly complex medical conditions, and a reducing supply of informal care. Whilst some funding, and commissioning challenges remain however, the environment appears to be improving, and the outlook is more positive. There are still some areas of commissioning pressure, and there were issues, such as reassessments, the length of calls, and the minute by minute charging models that still needed to be addressed
31. The last 3 years have seen increased spending by Local Authorities, due to statutory care obligations. Local Authorities have redirected funding from more discretionary areas of public health funding, and there has been an additional £10 billion funding for social care, over the last 4 years
32. The supply and demand of the sector favours larger stronger suppliers, and it was stated that there is an acceptance by Local Authorities that charging rates must continue to rise. Commissioners are also struggling to secure quality care provision, and 78% of Social Care Directors are concerned about their ability to meet statutory duties, and to ensure market stability
33. The Committee noted that in terms of the price of providing care, carers wage remuneration is at the bare legal minimum, and noted that wage related costs need to be covered as well as travel for carers reimbursed. The Local Authority purchases the service at the lowest cost

it can achieve, however a fair price needs to be paid, in order to attract and retain the workforce, to ensure that all costs are covered, and that a profit generated for the provider, which will support innovation, and reinvestment in services. This is needed to ensure that public money is spent on a service, which supports citizens well

34. The Committee noted that whilst carers needed basic literacy skills to read instructions for medication, residents' requirements etc., they all also had to undergo a 12 weeks training course, and to obtain a Carers Certificate. Carers also had to be aware of users cultural needs, and it was noted that the workforce tended to be representative of the local community
35. Homecare is key to balancing overall health budgets, as there is the need to achieve break even point, when this is compared to hospital and residential care costs, and typically has better outcomes. Nearly 80% of adults prefer to live at home
36. Technology based solutions are transforming homecare, and there has been investment in digital technology and data, electronic care plans, electronic medicines management, full mobilisation of carers, digitalisation of operations, and improved data capture. The platform also uses an electronic hearing management system
37. In addition, technology to improve care has been introduced, and there are better measures of reporting from system derived data, rather than this being self-reported. There are electronic care quality plans, active tracking and alerts, and near real time data at the click of a button. This frees up time to provide care, and reduce administration and inefficiency, and reduces paperwork
38. There is also a remote audit and improved management opportunity, and daily call reconciliation. It was noted that if everyone reconciled on a daily basis, this could free up £10m of working capital to reinvest in the service
39. The Committee were of the view that there had been significant introduction of new technologies, and that there is further scope for new technologies to improve the service to clients, and reduce the cost to commissioners, and providers. Such examples include electronic care plans, electronic medication charts, and the ability to change service user needs, via mobile devices. The Committee noted the previous evidence submitted that the Telecare system is under review, with the aim of increasing the use of technology, in order to improve the quality of staff available for those in receipt of care. The Committee therefore recommend that providers and commissioners investigate, and continue to introduce new technologies, in order to improve the quality of life for those in receipt of care
40. The Committee also considered that giving the increasing elderly population, with ever more increasing complex and multiple needs, this will mean in the future a growing need for additional social care resources, whilst at the same time as social care is not being funded adequately by the Government
41. The Committee noted that the Green Paper on Adult Social Care that was due for publication some time ago, but is still unpublished. The Committee therefore recommend that the Government adequately fund social care costs for Local Authorities, and implements a fundamental change to its long term funding position, as soon as possible. There is an

urgent need to address the implications of a growing ageing population, who will have increasing and ever more complex needs

42. Whilst a long term goal would be to consider in house provision, as this would provide a better service for clients, more control for the Council and better employment for carers, the current funding levels provided by Government for funding social care does not allow this. If this situation changes the situation should be kept under review

Snowball Care UK Ltd. – Sayeeda Ahmed

43. Snowball are a care agency that provide domiciliary care and support, to people who have learning and physical disabilities, mental health problems, and also to elderly people
44. Snowball offer carers and support workers for residents who need extra support, and aim to ensure clients get the care and support that they want. Different types of care offered include waking night care, sitting service, and 24- hour care etc. Services include personal care, financial care, domestic support, social care, administrative, and nutritional care
45. Staff are criminally record checked, and recruited through a robust process, with references taken up, and full employment history. Staff have to undergo a comprehensive training schedule, and training updates are routinely given. Homecare managers and co-ordinator meetings review all carers weekly, in order to check performance, and ensure communication channels are maintained
46. Snowball works with learning disability clients, and this means a personalised service that supports and guides clients to achieve their full potential, in a friendly and safe environment, that enables them to learn new skills, increase confidence, develop life skills, and gain employment experience. In addition, attempts are made to engage clients in a wide range of different activities, that they find interesting and enjoy

MiHomecare – Ian Haddington

47. MiHomecare has delivered home care for over 20 years, and employs 3,000 staff, including 2,800 support workers. It delivers over 40,000 hours of care a week across SE England and Wales, from 15 registered branches to over 4,000 service users. It provides services in 15 London Boroughs, and has contracts with 50 Local Authorities, and CCG's/CIW. There is a consistent focus on quality, with all services rated Good/Compliant by the CQC/CIW. 61% of MiHomecare business is in London
48. In terms of the relationship with Islington, as mentioned earlier, a new 4 year contract (with the possibility to extend - 2 plus 2), was agreed in April 2018. There is a strong relationship with Islington, both at branch level and through senior management. MiHomecare successfully mobilised 3,500 hours of care delivery, to 360 residents in 9 days, following the Allied Healthcare failure in December 2018. It was pleasing to note that here has not been one missed episode of care, or of a service not delivered, following mobilisation. There are currently 211 care staff delivering c.4100 hours of care per week to Islington residents. These are 98% Local Authority funded, 1.3% CCG funded, and 0.7% privately funded

49. The Committee noted that the majority of visits to residents were usually around 30 minute duration, and that this did not always allow enough time for carers to discharge their duties effectively
50. There are a number of key challenges to the home care sector. This includes a need for further large increases in the numbers of care workers by 2022, nearly double the current number. There are other challenges, one being that the industry turnover of staff is 37.4%, and that in addition less than 10% of the workforce is under 24 years of age. The minimum price for homecare is £18.93, and there is an increased need for specialist home provision. Partnership and collaboration are the key to a future successful approach. A recent example of this was at Cutbush House, where 3 different providers were providing care for 3 different clients
51. In terms of an operational model, care workers are the organisation's greatest asset, and there needs to be ongoing innovation and efficiency, value for money, effective leadership and experience, and a community focused approach, all underpinned by 'good' quality ratings
52. A recruitment strategy is in place targeting postcodes with the highest unemployment, and the aim is to attract staff, and reinforce care working, as a good and positive career choice. The payment of the London Living Wage (LLW) is a contractual requirement, and flexible contracts and work patterns, including guaranteed hours for all permanent care workers are available. There is a clear focus on retention of staff, and offering career progression, and the Committee were informed that MiHomecare felt that it has a strong reputation as a good employer
53. There has been investment and the introduction of the People Planner/Mobizio, (care management software), which includes the introduction of electronic care plans/risk assessment. Electronic medication charts and risk assessments has been introduced. In addition, there is now the ability to change service user needs, via mobile devices, and policies and procedures can be available at all times
54. There are a number of benefits to embracing innovation. These include increased local capacity, a valued workforce, with safer, more confident care workers, better service user visibility, real time monitoring, reduced hospital admissions, earlier intervention. In addition, there is improved prevention, fewer complaints, better safeguarding, and communication, with the ability to look after both the care user, and carer in a better way
55. In terms of partnership working, there is a need to provide ongoing involvement in future procurement, and to look at an alternative approach. This will enable a better understanding of each other's challenges, at an earlier stage, and will embed enablement into all services, where appropriate. Pilot contracts offer bespoke services to solve specific problems, and there is a benefit from increased frequency of commissioner, and provider engagement, with the ability to share technology
56. The Committee noted that one of the problems in providing care tended to be that users of the service wanted care packages at the same time, or at similar times, and this led to periods of downtime for staff. We noted however, that as Islington is a small borough, this enabled block providers to plan more easily to plan travel for carers, although spot providers found it more difficult to obtain such efficiencies

57. The Committee also heard evidence that whilst some providers endeavoured to ensure the provision of culturally appropriate carers if requested by clients, this was not always possible. The Committee were of the view that clients wishes should be respected if such a request was made and we have made a recommendation in this regard
58. In terms of 'on costs' that are included in the care provider's business model, the costs for inner London, in terms of rent and rates, are obviously higher than other parts of the country. In addition, there are incorporated staff training costs. The introduction of technology could be able to reduce costs in some areas. However, 75% of costs were staff related costs. There were also other models of care that could be looked at, where costs could be reduced, whilst at the same time enabling clients to be more independent, and improving outcomes
59. MiHomecare stated that it felt that there needed to be provision of more individualised contracts, to create care plans that better met the needs of clients, and to give more autonomy to both clients and providers. There is a need to look at an 'outcomes based' approach that enables the verification of the provision of quality of service. Technology can assist in this process, as it can alert providers where an introduction of a change in care needs is required, and independent quality assurance provided. Technology introduction will also enable carers not to have to manually complete 'log books' on visits, and information can be immediately transferred
60. In terms of improvements that are required to improve the service, providers were of the view that the most important measures that could be introduced included the improvement of the experience of the workforce, pay rates, and the provision of a more effective service. In addition, there needed to be a focus on recruiting younger carers, as most carers are in the 45/50 age range). A better perception of the workforce is needed, and the 'minute by minute' charging system that is currently in use needed to be reassessed by commissioners, with more flexible methods of delivery, and a less prescriptive delivery of service

Evidence from Adult Paid Carers – (MiHomecare/London Care)

61. The Committee received evidence from a number of Adult Paid carers, who attended a meeting of the Committee
62. The Committee noted that many carers had begun working in the caring profession, after initially caring for a relative or friend. Carers informed us that they enjoyed caring for the elderly, however they did not feel adequately financially remunerated, especially for working at weekends, or after 6p.m.
63. The Committee questioned carers on whether they favoured guaranteed hour contracts or zero hour contracts, and it was stated that carers were broadly in favour of more guaranteed hours contracts, as zero hour contracts did not give security of income. It was stated that if a client went into hospital then a carer would lose their pay, as the Local Authority care package is not required when a client goes into hospital
64. The Committee were informed by MiHomecare, and London Care that they did offer guaranteed hour contracts to all carers, once they had passed their probationary period, but carers had to commit to working 30 hours per week, and this could involve late night or weekend working, which some carers did not wish to commit to. Many carers wished to

work a 9-5 working pattern, and this was not always possible with a guaranteed hours contract

65. In addition, some clients did not want to go to bed until 10.00 p.m. This led to a long day for carers, as often they would also have to start early in the morning. Most of the carers' duties took place within set hours, during mornings and early evenings, and there was a lot of downtime for carers, if a client wished to put to bed late at night. This led to carers having to work a long day, however they felt that their remuneration did not reflect this
66. The Committee recommend that there should be a focus on overall wellbeing outcomes for service users, rather than a list of specific tasks conducted at specific times of the day. Commissioners and providers should consider opportunities for a more personalised, as well as an efficient home care system. Opportunities may include better utilisation of personal budgets, and geographical zoning, whereby a provider has a set budget for each service user, based on their needs, to deliver a personalised service, which would reduce downtime for carers, and enable improved efficiency. Continuity of care is important
67. Carers informed us that they also suffered from instances of abuse, violence or racist attitudes, towards them by clients, and that this should not be acceptable. The view was expressed that there should be a zero tolerance policy introduced to prevent this type of behaviour. However, the Committee noted that if clients did exhibit and persist in this behaviour, Local Authorities are in a difficult position, as they could not just withdraw care. It was noted that present, where a client provided difficulties, it appeared the client was just passed on to another provider, without necessarily solving the problem
68. The Committee therefore recommend the institution of a zero tolerance approach in instances of verbal/physical/racial abuse, and commissioners/providers should take effective action. Commissioners should engage specialist providers who offer their staff appropriate specialist training, in order to meet the needs of service users with challenging behaviours, in order to minimise the effect on carers
69. Carers also informed us that there appeared to be long periods when there are reported concerns about clients, and action taken by Social Services. MiHomecare informed the Committee that they did report concerns relayed by carers, however whilst Social Services took action quickly in some cases, because of pressures within the system, this was not always the case. The Committee noted that carers were of the view that they were often the best placed to know the concerns, and problems of clients. Carers expressed the view that in some instances, actions are not 'put in place' within an adequate timescale by Social Services. There appeared to be no timeframe for dealing with concerns expressed and there needed to be better sharing of information processes
70. The Committee are of the view that there should be exploration of the opportunities presented by Fairer Together, which is a part of the Local Authority, NHS and for improved co-ordination between commissioners/NHS/Voluntary and Community sector partners/ stakeholders, with the aim of enabling residents to live a healthy life on their own terms. Work should also take place to ensure the conveyance of the correct information to providers/carers in relation to clients' needs. This is especially in relation to discharge of clients from hospital to ensure the administration of the correct medication/assistance. Opportunities for the introduction of new technology, as recommended in (a) above can assist in this

71. The Committee also noted that carers did not feel the travel time allocated for visits to clients and that payment for late working and weekend working is sufficient. The Committee were informed that contracts that were agreed between the Local Authority, and providers
72. The Committee heard evidence on the Trusted Assessor model and informed that there are potential opportunities to improve the quality and speed of discharges from hospital. Providers are sometimes unable to respond quickly and flexibly to clients changing needs, as they are limited in their ability to make changes to care plans. This should explore how commissioners, providers and social workers can work together, in order to ensure more timely and responsive changes to care packages, in line with clients changing needs
73. The Committee therefore recommend that consideration is given as to how the Council can make best use of the expertise and skills of providers and carers. In addition, consideration should also be given to consider opportunities to empower and place more trust in providers, and carers, to make decisions about the care and support clients require, from discharge from hospital to making adjustments to care packages as needs change. This may include an exploration of new roles. The Council should also explore opportunities for more regular reviews from providers, and the Council, to enable care needs of users to be checked more frequently, in order to ensure that there is no over/under provision of care.
74. The Committee also heard evidence that there are 'untapped' opportunities to improve career pathways into home care, and career progression, within health and social care. The Committee also recommend that consideration is given to career pathways and progression for carers, as part of the wider efforts of Islington's Health and Care Academy. Commissioners should explore which social value clauses and good employment practice stipulations would be appropriate to include in future specifications and contracts
75. Carers also expressed their concerns that they had to visit estates, or areas, that they felt to be unsafe, often late at night. Many carers are women, and they felt especially vulnerable. The provision of parking permits for carers would assist them in being able to take their cars, if necessary, and be of minimal cost to the Council. There may be other benefits that the Council could also offer to make carers feel more valued by the Council, for the particularly difficult job that they performed
76. Some carers also expressed concern that there should be a review of the procedure for payment for sickness as it is unfair, and it is complicated to claim. MiHomecare informed the Committee that all care workers employed by MiHomecare receive statutory sick pay. A care worker will not receive any pay for the first 3 days of sickness absence, known as waiting days, but will receive pay for the fourth day of sickness onwards. Care workers are required to complete a self-certification form for the sickness pay to be processed. After a 7 day sickness absence, carers are expected to submit a sickness certificate form from their GP
77. London Care informed the Committee that all employees are entitled to receive statutory sick pay during a period of sickness, on the proviso that employees comply with sickness reporting procedures. Carers will be required to produce appropriate evidence of any period of sickness. London Care pay carers £94.25 per week for a period up to 28 weeks. A return to work interview is mandatory before staff are allowed to return to work
78. The Committee were impressed with the commitment, and excellent work, that carers provided for clients in Islington. The Committee heard differing evidence as to whether carers wished to be offered guaranteed hour contracts, rather than a zero hours contract, or

whether they preferred the flexibility provided by zero hour contracts. In addition, the Committee heard that carers are unpaid for the time that clients are hospitalised, if alternative work is not available. The Committee also noted the concerns expressed above that carers often experienced problems when having to claim sickness pay, and that this in their view sometimes can be complicated

79. The Committee also recommend that given the evidence above in relation to safety, that there should be provision of parking permits for carers working late at night that have to use their car. The Committee also support the provision of London Transport concessionary fare passes for carers of those people with disabilities. The Committee are of the view, that given the shortage of home carers, commissioners and providers should also investigate other possible recruitment/retention measures that could be put in place to help alleviate such shortages
80. The Committee therefore recommend that there should be promotion of caring as a profession, and that providers should offer all carers guaranteed hour contracts, rather than zero hour contracts, even if carers did not ultimately wish to take up guaranteed hours contracts. The Committee consider that there should be exploration of a discontinuation of 'minute by minute' charging, in order to reflect recommendations (c) and (d) above. There should also be consideration by providers to compensate/find alternative work for carers, in the event of clients being hospitalised. In addition, providers should ensure that the process for claiming and payment of sick pay by carers is simplified

Evidence from Penrose Care – Bob Padron

81. The Committee received documentary evidence from Penrose Care, who are a recognised provider of ethical home care services. The Care Quality Commission have rated Penrose Care as outstanding. Penrose Care has received a number of awards, including twice named as a Living Wage Champion, and internationally recognised for its innovations in Home Care. In July 2019, Penrose Care became one of the first 16 private businesses accredited with the Mayor of London's Good Work standard, an initiative to promote decent work in London
82. Penrose Care made a number of suggestions that they felt would be beneficial to keeping home care users healthy and improve the sustainability of services from the provider perspective. These include reforming the timing and geographic location of services to make job roles more attractive. Home Care providers struggle with attracting new social care workers to provide frontline services, and complying with their statutory obligations to their employees. Councils can alleviate the pressure on home carers by booking home care visits sequentially, and allocating users to groups of providers by small geographic regions. Currently it is the standard practice for social workers to book home care visits generally at the same times e.g. morning, lunch and evening, which can result in systematic underemployment of home care workers, as they may be without work between the standard visit times. By booking visits sequentially, providers can offer home care workers, full daily loads of work, making it easier to attract new home care workers, and reduce staff turnover, which is chronically high in home care. Users, who independently cannot have time sensitive medications administered, should have priority for visits during the peak morning, lunch and evening visit times. However, responsible bodies must assess whether it is prudent for public social care services to be supporting individuals who are unable to manage their medications independently, or whether such persons need consideration for residential social care options, such as assisted living centres, care homes or nursing homes. Furthermore, home care providers have historically struggled complying with National

Minimum Wage statutory obligations, due to the need to compensate employees for travelling between clients. Social Care commissioners can alleviate this pressure by allocating users by small geographic regions to small groups of providers

83. Social Care professionals can also make easy positive impacts on users' lives in the areas of falls prevention, hydration, and early detection of infections. Falls prevention can be achieved by social workers, and ensuring the adequate allocation of an occupational therapist, and physiotherapist. Social care professionals can assist by checking if visits, by health care professionals have taken place. Social workers can improve hydration levels by encouraging users to switch to decaffeinated tea and coffee. Undetected infections can cause users' health to take steep declines. As a result, social care providers and the CCG should explore the provision of regular urine tests for users, who consent to provide the early detection of infection (See recommendation (j))
84. Furthermore, the Council can prevent adverse developments by having an in-house team check that social care workers have arrived to their visits, so that if a provider misses this it will not be missed, and then the Council can arrange a back-up social care worker to attend. This would require the Council to mandate a uniform time and attendance software across the provider base
85. The Committee, given the evidence given above on preventative action that can be taken, therefore recommend that a more integrated approach be taken to preventative care, in order to reduce hospital admissions, and commissioners should work with providers, social care and NHS in this regard

Direct Payments – Stephen Day/Nicola Herrera – Martinez –L.B.Islington Independent Living Team

86. The Committee also received evidence from the Independent Living Team in relation to Direct Payments
87. A personal budget is the amount of money the Council will pay towards any social carer and support a service user needs. Personal budgets are determined following an assessment of needs under the Care Act. The assessment will confirm what kind of care and support is needed, how much it will cost, and how much the service user is able to afford to contribute following financial assessment
88. A personal budget is payable to the service user or carer, to enable them to make decisions about how it is spent. This is a Direct Payment. Direct Payments have been in use in adult care and support since the mid 1990's. The Care Act 2014 confirms personal budgets in law for people with eligible assessed needs and carers, including the right to a Direct Payment. In order to ensure that people are supported to use and manage the payment appropriately, local authorities must provide relevant and timely information about direct payments
89. Direct Payments give individuals greater choice and control over the support that they receive, and the provision of such support. For example, a person can choose to hire care workers, or personal assistants who are always the same people and available when needed, speak the same language, have experience working with a person's care needs, or is a specific person that has been recommended

90. There are choices a service user can spend the money. The service user can make a choice, as long as the person spends the personal budget on things that meet their needs, and are detailed in the support plan
91. The benefits of direct payments include – choice and control, flexibility, empowerment, consistency, person centred, creative, enable more specialised support, savings to the Local Authority, which enables more funds to be spent on servicing clients, local job creation, improved service provision, less prescriptive care, and a variety of sources of service provision
92. Feedback from the 2018 user survey shows that the Direct Payment recipients felt that they had the most choice, and control, over their care and support services. Currently 22% of all Islington community care and support is provided through Direct Payments
93. The Council is trying to improve the offer to encourage people to move on to Direct Payments. Personalisation is a key stream of the Adult Social Care Plan 2019-22. Building on evidence from research, the aim is to improve the offer to people who choose a Direct Payment. The aim is to increase uptake to make it the default choice, and are looking at how the market can meet the needs of those who choose Direct Payments. A current review is currently taking place of processes and policies, and work is taking place across departments, and the CCG, to ensure an integrated and co-ordinated approach to personalisation, and updated policies and procedures. The aim is to develop a new training offer for social work staff, regarding the approach to personalisation, and update policies and procedures
94. Work has already started to reintroduce the Direct Payments Forum to engage with all recipients, gather feedback, and guide plans for improvement. Feedback has been very positive. There has been an active working group established with service users, and carers, to shape future forums, work on the actions from the forums, and engage Direct Payment recipients to network and offer peer support. The working group is developing a training offer for Direct Payment employers, and PA's, engaging current providers, and building the local market
95. The Direct Payments services provide the following assistance – information, visits, and joint visits with practitioners to prospective new Direct Payment users to explain about flexibility, choice and responsibilities for Direct Payment employers. The team also provides employment set up and advice, assistance with payroll, employers' liability insurance, DBS checks, redundancy, employment contracts, etc. There is ongoing support provided to existing, and new, Direct Payment employers. There is no administration charge imposed by the Council
96. The Direct Payment team is also working with the CCG to set up personal health budgets, and service users who are on continuing care or have long- term conditions, can now access Direct Payments. They are health funded, and are called personal health budgets and they have commissioned the Social Services Direct Payment team to deliver them. The Direct Payment team complete the following tasks for the CCG – information visit, costing care plan, completing personal health budget agreements, adding the support plan and provision to LAS, support with employment, recruitment etc. Personal health budgets can be virtual budgets

97. The Committee noted that changes in the situation in the condition of a service user is usually detected either through notification from a social worker, GP, carer or family member. Although there is an annual review, vulnerable clients are visited more often, in order to check on them, and this is often done every 2 weeks

Evidence from Centre 404 – Jo Mackie

98. The Committee also received evidence from Jo Mackie of Centre 404, in relation to traditional contracted services as opposed to personal budgets, and the introduction of Individual Service Funds (ISF)
99. Traditional contracted services paid money to the provider as a lump sum to pay for support/care for more than one person, provided in terms of hours. The provider manages the overall budget to balance the needs of the clients, and the client is reliant on one provider to meet all outcomes on a long term agreement basis
100. Personal budgets enable monies to be available to the client, or a nominated person. The funds paid are for the support/care of one individual based specifically on their needs. There is support/care is provided within a financial budget, rather than hours, and a client or nominated person manages the funds for the individual. Clients can choose how to use their budget and spend on different services, activities, providers and equipment. In addition, how the personal budget is used can change over time
101. There is an assessment process for personal budgets for people with learning disabilities, where needs and desired outcomes are assessed, how best to work to establish outcomes, agree funds required to meet these outcomes (personal budget), and then to decide how the personal budget will be managed
102. Individual service funds operate on an agreement between the client, Council and organisation, and an online bank account, and a pre-paid card made available. An annual budget is agreed and split into 4-weekly payments, and the organisation keeps all the paperwork, and is liable for the management of the account. The organisation manages all payments out and in, including invoices for support, paying payslips and tax for personal assistance, activity reimbursements for clients, travel reimbursements for support workers and course and activity fees. The Council has access to the account, and recovers surpluses and runs reports, and the organisation monitors, and follows up, the payment of assessed contributions, and this is a chargeable service
103. For clients, the benefits of individual service funds are that they are more flexible and personalised, used for different ways of meeting outcomes, relieves pressure on families/clients to manage finances, and enables payments and reimbursements to be made more quickly. It also enables changes to support and activities to be made quickly, recurring payments can be set up, smoother processes for arranging support and activities, and payments are smoother if the provider has oversight and management of Individual Service Funds, and support
104. Individual Service Funds also enable a more creative and proactive approach to be taken, with support planning, and the ability to respond to new opportunities, leads to reduced involvement with social services, the ability to review surplus and look at how unused funds can be used, and is cashless

105. For providers Individual Service Funds provide an oversight of what budget is available for a client, enables them to respond to support and activity requests more speedily, reduces face to face auditing, and the workload of having to contact social workers or finance teams. In addition, there is more joined up and person centred support, clear support plans, ability to assist a client with managing a budget and spend across the year, enables feedback to the social worker on the balance of the budget when looking at new support or activity requests. There is also the possibility of a more holistic and creative approach, with a focus on outcomes, rather than the provision of fixed hours. Networks and communities can also be built with other providers being used and be able to share information about opportunities for clients. It also assists with internal debt management, and can be followed up with the ISF manager if payments are not made
106. Individual Service Funds benefit social services, as it reduces strain on in-house services, reduces incoming day to day work and enquiries, reduces the need for meetings due to a change in circumstances, there is less face to face auditing, and a reduced risk of financial abuse. Individual Service Funds also provide the facility to upload documents, there are fewer third parties to deal with, and gives the ability to report on payments of assessed charges. In addition, it facilitates more responsive and dynamic social care provision, and can potentially find savings by identifying creative ways to meet people's needs
107. The Committee were informed that to work well, individual service funds need a good relationship between, providers, social work, and finance teams and clear support plans that are flexible, and not over prescriptive, be outcome based, provides guidance around the use of personal budgets, and are well thought through for all potential costs
108. The Committee were of the view that evidence received has shown that Individual Service Funds into learning disability payments is working well, and enables clients to have flexibility and control over their care. This would assist in the move to an outcome based service, as recommended earlier in the report
109. The Committee therefore recommend that commissioners, as part of a broader market development, explore the appetite and capacity for delivering personalised services delivered through Individual Service Funds, or direct payments.
110. The Committee heard evidence of the benefits of taking a relationship based approach, and a stronger enablement approach, together with the integration of different types of support. The Committee recommend that the Council works with clients, their relatives and providers to review the Council's services to people in their homes, to explore opportunities for improvements that will better support residents to maintain independence and improve wellbeing

Sweet Tree Home Care Services – Nikki Bones and Denis Repard

111. Evidence was also received from Sweet Tree Home Care Services, who are rated Outstanding by the Care Quality Commission
112. Sweet Tree support all general home care needs, and have 6 specialist services, all individually led by highly experienced clinical managers providing 2 - 24 - hour care at

home. This includes general home care, dementia care, end of life care, learning disability support and complex care, acquired brain injury, and neurological conditions

113. There is a clinically led circle of assessment and support to deliver Sweet Tree's vision, including early diagnosis, shared assessment, knowledge and information, care and support and regular reviews, shared with the person and their family, with input from internal and external experts
114. Sweet Tree employed 3% of all applicants in 2017, and all those employed must have 6 month minimum experience, and all team members are hired to individual services for their knowledge and skills experience
115. Sweet Tree is an accredited training academy, with a wide range of expert internal and external trainers. There is investment and recognition for the value of Learning and Development for each team member. There are Sweet Tree Manager Induction standards, a new learning management system, and mission values are taught, and reinforced and there is customer service training for all
116. Compliance and regulation is a whole team responsibility, and there is clinical expertise and specialist knowledge. The in-house teams consist of Registered General Nurses, Registered Mental Health Nurses, social workers, a clinical psychologist, physiotherapists, and qualified trainers. Each service is managed by specialists who recruit specialist teams to each service
117. Sweet Tree work with many partners, learning from and supporting each other playing a part in research projects, work on Committees, and building a national Dementia Carers Day
118. Governance provision is through an Advisory Board, which opens the company to external scrutiny and, in this way sets a precedent within the industry, and is a model available for adoption by others. In addition, it addresses how the company is operating, and considers methods of best practice, and in this way the Board will become a catalyst for innovative thinking, enabling the company to reach new levels
119. Sweet Tree seek to provide a quality service, and support worker wages and travel, and training is initial and ongoing. There is support provided to families and clients, and there is continual improvement. Sweet Tree also works with many partners, providing learning and support for each other
120. In terms of quality assurance, Sweet Tree also commissions an external provider to do a mock inspection, has an internal and external audit process, and monitors calls for quality assurance. There is also a variety of consultants, who assist on projects, and monthly meetings of the senior leadership team, and an external audit
121. Sweet Tree informed the Committee that it has a minimum two -hour visit time for clients, and that carers allocated blocks of 6 or 12 hours. Sweet Tree were of the view that to develop a good client/provider relationship a two - hour visit is required, and this could not be provided in a 15-minute visit
122. Sweet Tree has a manager who provides support to 15/20 support workers, which allows better support for clients, support workers and families. However, there are many different

models of support that providers supply, but they did not feel choice, quality of care, and flexibility could be achieved by 'minute by minute' commissioning

123. Sweet Tree stated that they had a workforce that is representative of the local community, and that clients are 'matched' to support workers, as much as possible. Where there is not a direct match, training is given

Wellbeing Teams – Helen Sanderson

124. The Committee received a video presentation from Helen Sanderson, as to a new model of care developed relating to Wellbeing teams, and that this involved the creation of self-organised teams in health and social care. There is a different way of approaching support in that plans are co-produced, there is a whole person focus, and there is capacity building and connections made
125. The support sequence involves self-care, wellbeing workers, community and services, assistive technology, and friends and family and community circles and the client
126. There is value based recruitment, and an induction process, and ongoing development and learning, with a focus on quality delivery of services. Workers for the wellbeing teams were not solely recruited from the home care sector, but also from industries such as retail, where good customer service skills were important
127. The Committee were informed that two wellbeing teams had been set up with Thurrock Council, to support the Local Authority to bring together community support, and home care, and this requires a different type of commission than the normal outcome based commissioning

Duncan Patterson – CQC

128. The Committee at its meeting on 21 November 2019 considered evidence from Duncan Patterson of the CQC
129. The CQC is the independent regulator of health and social care in England, and ensures that health and social care services provide people with safe, effective, compassionate, high quality care, and encourage care services to improve
130. In terms of Adult Care 80% of care settings were found to be good, 4% outstanding, 15% require improvement, and 1% are inadequate.
131. The Better Lives report highlighted organisations that are focus on individual drivers for success, rather than systems thinking. For people to receive a high quality service there is need for strong vision, governance, culture and leadership. There is also a need to work together to focus on the same metrics for success
132. There is a need for organisations to have a consistent, passionate, workforce and limited/structured use of agency staff. Staff need to be empowered, and there should be good leadership and strong links with the community. Common success factors include committed leaders, putting principles into action, culture of staff equality, staff being viewed

as improvement partners, people who use services being at the centre, utilisation of external help, and continuous learning

133. The CQC encourages improvement by discussing best practice through an independent voice, publishing findings of inspection reports, publications, blogs, learning from incidents, etc. In the next year CQC Business Plan, there will be prioritisation of the development of a robust and consistent approach to regulating innovative, and tech enabled, care provision with complex cross sector providers. As technology and provision evolves, the CQC will work alongside people who use, and deliver services, to encourage improvement and stay abreast of technological innovation, refine the statutory approach, and welcome discussion with those who use such services and providers in the private sector. This will lead to technology improving care, whilst safety, and quality of care is ensured

Andrew Berry – UNISON

134. The Committee also received evidence from UNISON, which is attached at Appendix 'D' to the report and as a result invited UNISON to future meetings of the Committee to provide an input into the Committee's considerations

Charging Policy

135. The Committee decided that the review should be extended in order to assess the implications of the pandemic on the situation with Adult Paid Carers and how they had coped with issues such as payment when self-isolating, PPE, problems faced by carers etc. and charging policy of the Council to residents for domiciliary care
136. The Committee heard evidence from Robbie Rainbird. Head of Processing Services in relation to the charging policy for domiciliary care for residents
137. Members noted that whilst residents were not charged more than it is reasonably practicable to pay, they were concerned that resident's income, which determined these charges included pension credits, disability support allowance, employment support allowance, and incapacity benefit. It was noted that everyone has a certain level of income protected so that they can meet their basic living expenses, and each service user will receive an individual assessment of their expenditure. In terms of financial capital assessment you will have to pay the full cost of your care if you have capital of over £23250, and if savings exceed £14250 a tariff income is charged for every £250, or part £250 a resident has
138. The Committee requested a comparison of charging policy with other Councils, and it was stated that of 77 Council's surveyed they all carried out a financial assessment to determine if an individual can contribute towards the cost of care in the home
139. All 77 Councils have a capital limit of £23250 above which service users pay the full cost of care. In terms of the minimum income guarantee for 18-24 year old service users, 37 of the Council's provide an allowance of £72.40, which is in line with Islington's policy. Other rates vary from £72, with one Council providing £189

140. In relation to the minimum income guarantee for 18-24 year old service users with a disability premium, 43 of the Councils provide an allowance of £112.75, which is in line with Islington's policy
141. The minimum income guarantee of 18-24 year olds who receive disability premium and enhanced disability premium 55 of the 77 Councils provide an allowance of £132.45, in line with Islington's policy. Other rates vary from £91.40, with one Council providing £189
142. In terms of the minimum income guarantee for those users aged 25 to pension credit age, 47 of the 77 Councils provide an allowance of £91.40 in line with Islington, and other rates vary from £92.94 to £194
143. In terms of the minimum income guarantee amount for service users 25 years of age with a disability premium, 50 of the 77 Councils provide an allowance of £131.73, and others vary from £131.69 to £194
144. The minimum income guarantee of service users between the age of 25 to pension age with disability premium or enhanced disability premium is £151.45 in Islington and 57 Councils are in line with Islington. Others vary from £131.75 to £217.19
145. The minimum income guarantee for service users over pension credit age in Islington is £189 in line with 57 of 77 of the other Councils surveyed. Others vary from £194 to £221.40
146. In relation to provision of an additional allowance for service users with dependent children it was noted that 66 of 77 Councils provide an allowance in line with Islington and 57 of the 77 Councils provide an allowance of £83.65, which is in line with Islington's policy
147. With regard to an additional allowance for those service users entitled to carers premium it was noted that 64 of the Councils surveyed provided an additional allowance which is in line with Islington and 27 of the 64 provide an allowance in line with Islington of £43.65 with other allowances varying from £34.60 to £46.88
148. Disability related expenditure within the financial assessment is calculated and 59 of the 77 Councils complete an assessment in line with Islington's policy. In relation to a maximum and minimum charge for care and support at home and in the community, 55 of the 77 Councils have a minimum charge, with most using £1, which is in line with Islington, and 65 of the 77 do not have a maximum charge similar to Islington
149. In terms of the level of chargeable income used to calculate the contribution towards the cost of care, and 75 of the 77 Councils charge 100% of chargeable income, which is in line with Islington's policy. Islington's household expenditure items counted within the financial assessment, and Islington is in line with other local authorities with allowances provided for Rent/Council Tax/Mortgage payments/Buildings Insurance/Service Charges and Ground rent
150. Members were of the view that these benefits referred to above in relation to disability benefits etc. were paid to residents to assist them with their care and should not be taken into account when assessing charges for receipt of domiciliary care

COVID 19 – Extension to Review

151. Members were informed that from 27 March – 26 November 2020 there had been 765.74k items of PPE distributed at an estimated cost of £272.08k
152. Members noted that whilst there were initial difficulties with PPE excellent work had taken place between commissioners, partners and providers and that the service had had adequate provision of PPE throughout the pandemic and there were adequate supplies to cope with further waves if they occurred
153. Members also had discussions with carers during the pandemic on the issues of travel time, and the lack of provision by providers to carers. The adequate payment of travel time was exacerbated in the pandemic period, where travel by public transport was difficult. Members were of the view that adequate travel time should be paid to carers, and we have made a recommendation in this regard
154. Members noted that providers have reported relatively low numbers of residents to date who have confirmed COVID positive or asymptomatic. Domiciliary care agencies have reported no established COVID related deaths of residents that they care for to commissioners to date
155. Members welcomed the excellent work that had taken place between providers, care staff and commissioners in maintaining the service during the pandemic

CONCLUSION

The Committee received evidence from a number of witnesses, and especially found the evidence from the carers, extremely informative. Carers perform an extremely difficult job, and we are grateful for the work that they perform on behalf of both residents and the Council

The Committee are aware that social care has not been funded adequately over a significant number of years by the Government, and that this has led to Local Authorities having to seek to commission services at a cost that they can afford, whilst trying to ensure that carers at least in L.B. Islington receive the LLW

The Committee are of the view there are benefits that, in addition, the Council can offer, such as parking permits for carers, that can help carers to carry out their work more safely and efficiently, and demonstrate that the Council values greatly the work that they perform for residents

There are also technological advances that can be utilised by providers that should assist in the ability of providers to deliver a better service, whilst delivering on cost savings for commissioners.

The 'minute by minute' charging system is in our view a disincentive to both providing an efficient service, and penalises carers, as they are not paid for travel time, on whom the service depends. The Committee are of the view that geographical zoning would produce better outcome focused service provision for clients, and the recommendations that we have made we feel will also improve the conditions and benefits of carers.

The Committee hope that its recommendations will provide an improved work/life balance and financial reward for paid carers, whilst at the same time delivering a better service for residents

APPENDIX A

SCRUTINY INITIATION DOCUMENT (SID)
<p>Review: Review the current arrangements for commissioning and delivering domiciliary care services within LB Islington</p>
<p>Scrutiny Review Committee: Health and Care</p>
<p>Director leading the review: Jess Mcgregor</p>
<p>Lead officers: Marisa Rose and Jon Tomlinson, Ray Murphy</p>
<p>Overall aim:</p> <p>To review the current position regarding paid adult domiciliary care workers in LB Islington including: funding, numbers, contractual arrangements funding, numbers, delivery arrangements and their effectiveness.</p> <p>To consider other models of commissioning and delivery in place in other parts of the country.</p> <p>To advise on any changes that need to be considered/implemented to the strategic direction for providing care support to people in their own home.</p>
<p>Objectives of the review:</p> <ul style="list-style-type: none"> • To consider numbers and profile of paid Carers in Islington and consider any benchmarking data • To examine the requirements of commissioned providers in respect of adult paid carers in terms of: remuneration, quality assurance and risk assessment, training, travel time, payment of LLW, and how cultural /specialist needs are being met. • To examine the area of Direct Payments. • To examine the effectiveness of the current arrangements. • To examine the different models of commissioning, including best practice that can be adopted and examples of innovative Local Authorities. • Delivery of care at home currently in place elsewhere. • To consider any actions that may need to be taken in the light of the findings of the review to ensure LB Islington effectively supports citizens to remain independent, healthy and part of their local community. • To consider how local providers can be assisted to bid for contracts for Adult Social Care. • To consider how caring can be promoted as a career • To consider charging policy and comparison with other Local Authorities • In house service – is this a practical delivery model – costs, level of service provided • To consider whether joint action with Health providers on care packages can lead to reduced admissions to hospital/reablement packages that meet the needs of those in receipt of care, and if savings can be achieved through a more integrated approach

How the review is to be carried out:

Scope of the review

The review will focus on the commissioning, delivery and effectiveness of the current arrangements for delivering home based care to support citizens in their own home. It will also focus on workforce challenges and how to encourage increased local employment of paid carers and how caring can be promoted as a career. Also, it will review the impact of staff attrition and sickness levels on the provision of care. The review will also consider other models of care successfully deployed elsewhere and its applicability to Islington – including joint arrangements with health where delayed transfers of care have been reduced. Some focus will be given to ensuring individuals who need support get it in a timely manner.

Applicability and effectiveness of the in-house service will be examined in some detail as will the Islington approach to charging.

Types of evidence

1. Documentary evidence including:
 - a. DH guidance, advice and findings from reports published by specialist and advisory organisations
 - b. Service information in relation to commissioned and directly delivered provision.
2. Witness evidence including presentations from:
 - a. Commissioned (2 block, 1 spot), non- commissioned/ in-house providers.
 - b. Paid carers.
 - c. LBI/NHS commissioners.
 - d. LBI Care Management Team.
 - e. Domiciliary care national provider trade organisations – UK Homecare Association.
 - f. Service users, carers and families from within Islington as appropriate.
 - g. Colleagues from other areas currently delivering services through alternative models.
 - h. CQC.
 - i. Skills for care.
 - j. Direct Payments team.

Additional information:

Timescales:

9 May 2019 Presentation and sign off of updated SID

June 2019 to February 2020 Witness Presentations

March 2020 compilation of report.

April 2020 Final Report (note: the review was extended due to the Covid-19 pandemic)

In carrying out the review the committee will consider equalities implications and resident impacts identified by witnesses. The Executive is required to have due regard to these, and any other relevant implications, when responding to the review recommendations.

MEMBERSHIP OF THE HEALTH AND CARE SCRUTINY COMMITTEE – 2019/20

Councillors:

Osh Gantly – Chair
Nurullah Turan – Vice Chair
Jilani Chowdhury
Tricia Clarke
Joe Caluori
Roulin Khondoker
Martin Klute
Sara Hyde

Substitutes:

Satnam Gill OBE
Anjna Khurana
Mouna Hamitouche MBE

COMMITTEE MEMBERSHIP 2020/21

Councillors:

Osh Gantly – Chair
Jilani Chowdhury – Vice Chair
Tricia Clarke
Roulin Khondoker
Martin Klute
Phil Graham
Clare Jeapes
Rakhia Ismail

Acknowledgements: The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

Peter Moore – Democratic Services

Lead officer/s- Jess McGregor, Nikki Ralph, Jon Tomlinson - Adult Social Care



Report of: Executive Member for Health and Social Care

Meeting of:	Date:	Ward(s):
Executive	22 July 2021	All

Delete as appropriate		Non-exempt
-----------------------	--	------------

APPENDIX 4 TO THIS REPORT IS NOT FOR PUBLICATION

SUBJECT: Procurement Strategy for Islington's Carers Hub

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy in respect of carers support services in Islington in accordance with Rule 2.7 of the Council's Procurement Rules.
- 1.2 The service will provide a varied package of support to assist informal carers in their caring role as well as enabling them to live fulfilling lives and maximise their individual wellbeing. The procurement of the offer proposed will enable carers to be supported throughout and beyond the time of their caring role, responding to their multiple needs whether these be financial, social, emotional, psychological or physical.

2. Recommendations

- 2.1 To approve the procurement strategy for Islington's Carers Hub as outlined in this report.
- 2.2 To delegate authority to award the contract to the Corporate Director of People in consultation with the Executive Member for Health and Social Care.

3. Background

- 3.1 Carers, also known as informal carers, family carers or unpaid carers, look after an adult in their life who would not be able to manage without their support. Carers may look after an ageing partner, a disabled adult child, support an elderly neighbour or a friend with substance use issues.

Nationally, 6.8 million people provide unpaid care for a disabled, seriously-ill or older loved ones in the UK, saving the state £132 billion a year.¹ Despite it being a statutory requirement that carers receive the same level of focus as the cared for or service user, this is often not the case with the emphasis often still remaining on the cared for person.

We intend to procure a service provider who will run an extensive offer to support unpaid carers in their caring role. This is to fulfil the Council's statutory responsibilities as outlined in the Care Act 2014. The contract with the current provider (Age UK Islington) expires in February 2022.

Islington's Carers Hub is currently run by Age UK Islington who have 3200 carers registered with them and support 1200 carers per year. Core functions of their service include Information & Advice, Support Groups, and a Breaks fund while they also host events, provide carers assessments and training.

It is important to recognise and appreciate carers for the vital role they play in our society and ensure they feel valued. It is key that carers' interests are championed at a strategic level – we want to make Islington a carer friendly borough. It is a priority to focus on carers, ensuring they have opportunities to enhance their wellbeing and can access the right support at the right time. Supporting carers and preventing carer breakdown also means less people will need access to formal care – whether that be for the carer or for the cared for. This is beneficial on an economic level, but also on a personal level for both, carer and cared for. *Further background information, including 'Understanding Carers'; statutory responsibilities under the 'Care Act 2014' and 'Services for Carers' can be found in **Appendix 1**.*

Review of Carers' offer in Islington

Ahead of re-procuring the current carer service, the Adult Social Care commissioning team led a detailed review of the current provision for carers in the borough, both in terms of council support for carers, external support and the wider opportunities to make Islington a more carer friendly borough.

The review ensured the views and insights of Islington Carers were at the centre to ensure the recommendations for a future service reflect the needs and wishes of carers. A 4 –step engagement plan was created to maximise accessibility.

During Step 1 we gathered information about the experiences of carers on a national and local level, compared Islington's offer with that of other London boroughs and had conversations with a range of stakeholders. This was followed by engagement with Carers groups across the borough in Step 2. Step 3 was the distribution of an online survey, with support from Health Watch Islington and community groups to include the experiences of carers from Black and Asian Minority Ethnic group and carers who face digital exclusion. We completed our engagement with Step 4, which consisted of 4 open zoom sessions for Islington carers to share their ideas and experiences.

The following are the priorities that crystallised through the various engagement phases:

¹ Statistics taken from Carers UK

Efficient access to clear and concise information and advice was one of the top priorities for carers. Carers reflected that they were often not aware of support available and did not have the time, energy, access or resources to find the necessary information.

Carers highlighted the need of preventative support and care for themselves in the form of respite, breaks from caring, adequate financial support, mental health support, professional assistance for their cared for and peer to peer support.

Many respondents, especially to the survey, expressed a sense of being forgotten, unacknowledged and unappreciated for the hard work that they do and were disappointed by the lack of support that they received.

From our engagement, it is clear that a carers' service must be able to respond to diverse and changing needs and therefore needs to be dynamic, adaptable and innovative.

The objectives of this procurement are to

- Ensure the wellbeing of carers with a strength-based approach in mind
- Identify more carers and link them up with services
- Offer a variety of opportunities, support and services to meet differing needs
- Encourage greater partnership working in the borough for the benefit of carers

To achieve this approach, we will use an outcome focused service specification to focus the provision towards Carers' wellbeing rather than service outputs.

3.2 Estimated Value

The Carers Hub will continue to be funded through a pooled budget between LBI (91%) and NCL CCG (9%) via section 75 agreement.

The budget for this contract is estimated to be £2,450,000 for the life of the contract (3+2+2 years). The annual value of this contract will be £350,000.

The spend on this service in 2018-2019 was £332,000 and in 2019-2020 was £287,000.

Budgetary considerations

An adequately funded carers hub is important for a range of reasons. A reduction to the budget is likely to impact the effectiveness of this service and have a negative impact on the health and social care system. We are aware that there are many 'hidden' carers, a reduction in funding will preclude many currently hidden carers from being identified and offered support. Also maintaining this level of investment in carers demonstrates the council's commitment to carers and recognition of the vital role they play.

As noted above, Local Authorities have a statutory responsibility to assess and support people caring for loved ones. Recent review of Islington's offer for carers has found that Islington carers would benefit from more support.

In addition to the statutory requirement, providing adequate support to carers is key tool to achieving a healthy health and social care system. Supporting carers and preventing carer breakdown means that less people will need access to formal care – whether that be for the carer or for the cared for. This is beneficial on a personal level for both, carer and cared for but

also provides financial benefits, reducing or delaying the need for more costly statutory services.

The reprocured contract will extend the remit of the current Carers Hub to ensure greater value for money and improved outcomes for carers, building strengths and maximising independence within the existing budget envelope. Following the review of Islington’s carers offer, additional functions and duties will be added to the service specification. The hub will be expected to play a continued but more extensive role in undertaking carers’ assessments to ensure carers receive assessment and support in a timely way and also ensure we make best use of the resources across social care and the wider system.

Savings have not been built into this procurement strategy, efficiencies will be achieved through increasing the remit of the current offer. In previous years there has been an underspend on this budget but there is a clear need for a greater range of support for carers. In 2020/21 the budget was spent in full. As referred to above, supporting carers to continue their caring function prevents further pressure on the system and can be seen as a whole system cost avoidance.

3.3 Procurement Timetable

Engagement Work	October 2020 – January 2021
Procurement Strategy	February 2021
Internal approvals and Executive	May – June 2021
Coproduction work	February – September 2021
Service Specification	February – April 2021
Tender document development	April – July 2021
Publish Tender	August 2021
Evaluate and award	September – October 2021
Contract Start Date	1 st March 2022

3.4 Options appraisal

Procurement Option 1: In-house service delivery

Benchmarking

Nationally, the vast majority of carers’ services are externally commissioned and from the local authorities consulted for this project, no examples were identified of in-house provision. The impact of this option on quality and resident outcomes, therefore, is unknown.

Pros

- Ensures the services share Islington’s vision and take a strengths-based approach to transform outcomes.
- Ensures ‘good’ jobs for employees, with good T&Cs plus guaranteed opportunities for development/progression.

Cons

- Management capacity, expertise and specialisms could not be established quickly enough to maintain service quality and prevent disruption for residents.
- Cannot benefit to the same extent from the experience and connections of (largely) VCS

<ul style="list-style-type: none"> • Enables full utilisation of the council’s local knowledge and relationships to improve community participation. • Allows for improved integration with other services in ASC. • Council controls service strategy and retains flexibility to change it. • Ability to have greater control of social value. • Council retains full control to drive efficiencies/economies of scale. 	<ul style="list-style-type: none"> • carer specialist providers within the borough, across London and nationally. • Would not be able to take advantage of benefits from social value. • Cannot benefit from the innovation offered by the specialist providers in this area. • In-house service delivery could alienate and stigmatise carers who have had negative experiences of the council or who may not wish to be perceived as council ‘service users’. • It would require high set-up and staff costs.
Outcome	Not recommended

Procurement Option 2: Direct negotiation

Benchmarking
Our market engagement reflects an interest in providing the carers hub for Islington.

Pros	Cons
<ul style="list-style-type: none"> • Co-produce the service so it reflects both Islington’s and the provider’s vision. • Ability to have greater control of social value. • This approach may afford the council a greater control to drive efficiencies/economies of scale. • Opportunity to elicit additional or innovative offer via increased Social Value weighting for evaluation as per new Progressive Procurement Strategy. 	<ul style="list-style-type: none"> • There are numerous organisations that offer carers support so there is little need for a direct negotiation. • A direct negotiation would close off the possibility of unique approaches that we may not have considered. • Any benefits gained through social value would need to be shared or not Islington specific.
Outcome	Not recommended

Procurement Option 3: Re-procure with another borough

Benchmarking
Benchmarking did not identify an instance of two boroughs procuring their carers service together. It also did not indicate another local borough who wished to procure a similar offer to our proposed offer.
However, the pilot with Mobilise is currently being run in collaboration with the London Borough of Camden so there may be opportunities for continuing to deliver certain aspects of the offer in partnership with other boroughs.

Pros	Cons
<ul style="list-style-type: none"> • Opportunity to share best practice and learning. • Opportunity to commission more specialist services and agree reciprocal arrangements for referral into these services. 	<ul style="list-style-type: none"> • Timescales for procurement do not match up with those of other boroughs. • Less direct influence on service design and configuration. • Reciprocal arrangements onerous to set up and maintain due to complexity.

<ul style="list-style-type: none"> • Potential for increased value for money, achieved via economies of scale or wealth of resources. 	<ul style="list-style-type: none"> • Other borough may not share our vision • It could be a disincentive for the market as it could be more complicated to mobilise.
Outcome	Not recommended

Procurement Option 4: Re-procure via competitive tender

Benchmarking This approach has been successfully adopted in Islington previously and by other boroughs.

Pros	Cons
<ul style="list-style-type: none"> • Full transformation to a strengths-based approach leading to improved outcomes for residents. • Advertised procurement likely to deliver competitive prices. • Opportunity to invigorate this service area with new providers. • Management capacity, expertise and specialisms likely to be established quickly enough to maintain service quality and prevent disruption for residents. • Benefit from the experience and connections of VCS providers within the borough, across London and nationally. • Benefit from the innovation offered by the specialist providers in this area. • Carers may have had negative experiences of the council or not wish to be considered a 'service user'. Easier to offer support in less stigmatising ways through VCS organisation or organisation independent to the council • Likely to be awarded to a VSC with added value of existing open access services 	<ul style="list-style-type: none"> • Shared values/priorities reliant on developing strong relationships with providers. • Less control over the service model and quality, again relies on strong specification and relationships with the providers.
Outcome	<i>Recommended</i>

3.5 Key Considerations

Economic, social and environmental sustainability

Social benefits

The service will help people lead healthier, fulfilling lives in the community, reducing social isolation and maximising life opportunities and choices.

Social benefits of a carers hub will be in place with an emphasis on the following:

- Improving carers' wellbeing and choice through a strength based approach;

- Preventative/early intervention: if carers are supported in their role as care givers this will allow both, carer and cared for, to continue as they wish and reduce pressure on the social care system;
- Reducing social isolation of carers which will lead to improved mental health
- Including service users in service design and ongoing service development

In addition to the social benefits, the following opportunities for economic benefits in Islington exist:

Economic

- Support and promote employment opportunity in the borough and working with the Council's iWork service to provide opportunities to local residents, advertising on the Council's new Islington Working employment search site.
- The service will provide voluntary and employment opportunities for young carers and carers who wish to re-enter the workforce.
- Providers delivering sound employment practice and employment rights through: evidencing progression and training opportunities for staff; implementation of equality and diversity policies; enabling security of employment for the workforce.
- Maintaining offices in LBI and contributing to the local economy by paying council tax etc.
- Contributing to the Council's World of Work programme, to expose students in Islington to the career opportunities in the VCSE as well as health and social care sector.
- Prioritising the use of sub-regional suppliers where possible in any sub-contracting supply chain opportunities.

The following environmental opportunities for social value have been identified and will be reflected in the new contract:

Environmental

- Encouraging energy efficiency and water consumption in office spaces and meeting rooms used for the service
- Making best use of buildings which already exist
- Recycling
- Travel planning for employees, to minimise carbon emissions.

Social value will be achieved through the weighting in the award criteria. 20% of the tender return will be awarded on the providers commitments to social value. Bidders will be rewarded for any Social Value innovations that the Council deems relevant to its corporate objectives and the delivery of this contract.

London Living Wage

LLW will be a condition of this contract where permitted by law.

Best value

The service will implement a robust performance-monitoring framework so that value for money, quality, outcomes and cost effectiveness can be assessed. The monitoring framework will include activity levels, evidence of outcomes achieved, as measured against the desired service KPIs outcomes in the service specification and individual support plans. Expenditure

against the service budget will also be required. Regular contract monitoring reviews will take place and the provider will submit information on the service on a quarterly basis. This process allows for continuous improvement and service development. The service specification will include provisions to ensure the provider offers continuous improvement against delivery targets, and works with commissioners and service users to co-produce a service where innovations can be quickly implemented.

It is likely that TUPE will apply for this contract.

3.6 Evaluation

The tender will be conducted in one stage, known as the Open Procedure, as the tender is 'open' to all organisations who express an interest. The Open Procedure includes minimum requirements which organisations must meet before the rest of their tender is evaluated.

Tender Award Criteria	Total
Quality – made up of	70%
Proposed approach to service delivery	25%
Proposed approach to strategic partnerships and innovation	20%
Proposed approach to engagement and coproduction	15%
Proposed approach to quality management and performance outcomes	10%
Social Value	20%
Cost	10%
Total	100%

3.7 Business Risks

Inaccurate needs analysis

Due to the heightened difficulties of engaging with service users during Covid-19 and the related lockdown, a potential risk is that our needs analysis may have gaps, resulting in an insufficient service. To mitigate this, we tried to offer a variety of engagement methods; online survey, a telephone survey, four open engagement sessions via zoom at various times of the day (morning, lunch, afternoon and after working hours) and when we did not have the expected number of carers, we added a fourth engagement session. Moreover, we attended various carers groups in the borough virtually and worked closely with HealthWatch Islington to ensure we heard from a diverse range of voices in the borough. We also took feedback from Islington carers hub and other carers organisations who shared feedback and views of carers as well as drawing on other carer insights we already held ...

As we develop the service specification we will continue to engage carers to coproduce the specification with interested carers and discuss with stakeholders to ensure the outcomes we seek are in line with the needs and wishes of carers.

Lack of interest in offering an innovative service

A risk is a potential lack of interest or innovation in the market to suit the requirements of our new specification. To mitigate this we are currently engaging in conversation with various providers to gauge interest and hear about unique approaches in their work. We do not anticipate this being an issue.

Risks in transition to the new service delivery model

The transition to the new service will need to be carefully managed to ensure continuity of support and to manage any anxieties arising from any change in support provider and service location should there be a change.

Opportunities

Contribute to local economy

There will be a requirement for the service to have a base in the borough so it will be able to contribute to the local economy and provide employment opportunities for local residents. This will be assessed through the social value section of the award criteria.

Promoting Carers’ interests

The successful provider will be charged with providing a strategic carers champion function in the borough to ensure Carers voices are heard and interests are promoted. This will be assessed at the tender evaluation stage and through contract management when the contract is live.

Increase support offer for Carers

This procurement will ensure feedback from carers and the outcomes of the review to be embedded in the new service offer. It will achieve better value for money by expanding Islington’s offer for Carers.

3.8 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 complete an 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.

3.9 The following relevant information is required to be specifically approved by the Executive in accordance with rule 2.8 of the Procurement Rules:

Relevant information	Information/section in report
1 Nature of the service	We intend to procure a service provider who will run an extensive and innovative offer to support unpaid carers in their caring role in line with the local authorities’ responsibilities as outlined in the Care Act 2014. See paragraph 3.1
2 Estimated value	The estimated value per year is £350,000

	<p>The agreement is proposed to run for a period of 3 years with an optional extension of 2 +2 years.</p> <p>See paragraph 3.2</p>
3 Timetable	<p>Internal approvals and Executive May – June 2021</p> <p>Coproduction work February – September 2021</p> <p>Service Specification February – April 2021</p> <p>Tender document development April – July 2021</p> <p>Publish Tender August 2021</p> <p>Evaluate and award September – October 2021</p> <p>Contract Start Date 1st March 2022</p> <p>See paragraph 3.3</p>
4 Options appraisal for tender procedure including consideration of collaboration opportunities	<p>Re-procure via competitive tender. Details as described within the report.</p> <p>Please see paragraph 3.4</p>
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	<p>Details as described within the report.</p> <p>Please see paragraph 3.5</p>
6 Award criteria	<p>Quality 70%, Social Value 20% and Cost 10%</p> <p>See paragraph 3.6</p>
7 Any business risks associated with entering the contract	<p>Details as described within the report.</p> <p>Please see paragraph 3.7</p>
8 Any other relevant financial, legal or other considerations.	

4. Implications

4.1 Financial implications:

The Carers Hub is currently funded from the Carers Pooled budget to which both Islington Council and Islington CCG contribute. Islington Council contributes 91% and Islington CCG contributes 9% of the total expenditure budget.

The total annual value of the Carers Hub contract is anticipated to be £350,000. The current budget for this service is £350,000. Therefore the new contract will not create any budgetary pressures.

The expectation is that this tender will be met within this budget. If any additional pressures are incurred, management actions will need to be identified to cover this.

The value of this contract over the seven year period will be £2,450,000.

Payment of London Living Wage is a requirement of the contract and should not result in any additional costs.

4.2 Legal Implications:

The services being sought are to procure a service provider who will run an extensive offer to support unpaid carers in their caring role. The council has statutory duties and powers to meet needs for care and support under the Care Act 2014 (Sections 18-20). The council may enter into contracts for services for carers under section 1 of the Local Government (Contracts) Act 1997. The Corporate Director of People has authority to approve procurement strategies in relation to contracts for using revenue money over £2,000,000 of Islington Council spend where authorised to do so under the constitution or by a specific Executive decision (Procurement Rule 18.1.3)

The services being 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 £663,540.00. The value of the proposed contract is above this threshold. It will therefore need to be advertised on the Find a Tender Service (FTS). There are no prescribed procurement processes under the light touch regime. Therefore the council may use its discretion as to how it conducts the procurement process provided that it: discharges its duty to comply with the Treaty principles of equal treatment, non-discrimination and fair competition; conducts the procurement in conformance with the information that it provides on the FTS advert; and ensures that the time limits that it imposes on suppliers, such as for responding to adverts is reasonable and proportionate. Following the procurement a contract award notice is required to be published on FTS.

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 on FTS and procure the service using a competitive tender process. On completion of the procurement the contract may be awarded as required to the highest scoring tenderer subject to the tender providing value for money for the council.

4.3 Environmental Implications and contribution to achieving a net zero carbon Islington by 2030:

Report completed and sign off by energy services.

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.

A Resident Impact Assessment was completed on 26 February 2021. The main findings can be found below and the full document is attached as an appendix.

Expectations of the new carers' hub will centre around building strengths, ensuring wellbeing, and addressing inequalities. Inequalities may be due to being a carer or inequalities or due to the protected characteristics of some carers. The carers' hub will be tasked with working with partners to challenge and reduce discrimination, harassment and victimisation of disabled carers; and, by providing support for the caring role and for carers' own wellbeing including the provision of mental health support and assistance with their own disabilities or health conditions. Furthermore, the contract will require that the provider incorporate a broad range of ways for carers to access support, reducing discrimination caused as a result of inaccessibility to resources and support.

Moreover, the intention to procure a carers hub which offers core services, such as information and advice, Carers Assessments and financial support, alongside a responsibility for developing partnerships with other organisations that provide more specialised support, the contract will ensure a focus on an inclusive offer that considers and develops services that respond to the strengths and needs of carers with a range of protected characteristics. The contract will include a requirement to consider the negative impacts of discrimination, harassment and victimisation and to advance equality of opportunity.

5. Reason for recommendations

- 5.1 This report recommends re-commissioning Islington offer for Carers through an open competitive tender. This will allow the outcomes from the review and carers' feedback in particular to shape the development of the offer. It will enable value for money and a better offer for Carers to be achieved by increasing the scope of the service.

Additionally the current contract has come to an end and there is a contract extension in place until February 2022 so to comply with procurement requirements, a competitive procurement must be completed to continue the service beyond this time.

Appendix 1 Carers in Islington background information
Appendix 2 Resident Impact Assessment (RIA)
Appendix 3 Equalities Impact Assessment (EIA)
Appendix 4 In-house cost modelling (Exempt)

Background papers: None

Final report clearance:

Signed by:



Executive Member for Health and Social Care

Date 12 July 2021

Report Author: Lisa Koduthore and Ruby Pearce
Tel: 020 7527 8483
Email: ruby.pearce@islington.gov.uk

Financial Implications Author: Charlotte Brown
Tel: 020 7527 2687
Email: Charlotte.Brown@islington.gov.uk

Legal Implications Author: Mark Ferguson
Tel: 020 7527 3099
Email: mark.ferguson@islington.gov.uk

This page is intentionally left blank

Appendix 1 - Background Information

Understanding 'carers'

Carers, also known as informal carers, family carers or unpaid carers, look after an adult in their life who would not be able to manage without their support. Carers may look after an ageing partner, a disabled adult child, support an elderly neighbour or a friend with substance use issues. These carers are not paid for the support that they offer. Not all carers choose to be in a caring role but find that circumstances or expectations force them to fulfil this role. Many people do not identify themselves as a carer as the care they provide seems self-evident and necessary.

While some caring roles are limited to several hours a day or week or for a temporary period of time, other caring roles become all-consuming with carers having to relinquish paid employment or give up their own interests to be able to care for someone else.

Nationally, 6.8 million people provide unpaid care for a disabled, seriously-ill or older loved ones in the UK, saving the state £132 billion a year – close to the cost of a second NHS.¹ According to research done by Carers UK, carers save the economy £132 billion per year, an average of £19,336 per carer. 1 in 7 of the workforce across the UK are juggling caring responsibilities with work. However, the significant demands of caring mean that 600 people give up work every day to care for an older or disabled relative. [Carer's Allowance](#) is the main carer's benefit and is £67.25 for a minimum of 35 hours, the lowest benefit of its kind.

While the support that carers provide on an individual but also national level is high, this can have devastating impacts on them. For instance, 72% of carers responding to Carers UK's *State of Caring 2018 Survey* said they had suffered mental ill health as a result of caring while 61% said they had suffered physical ill health as a result of caring. 8 in 10 people caring for loved ones say they have felt lonely or socially isolated.

It is estimated that that there are 18,700 unpaid carers (9.2% of the population aged over 16) in Islington, based on the 2011 Census. However, with the multiple waves of Covid-19 and lockdowns, this number will have risen significantly since March 2020. Carers UK estimates there are around 13.6 million people caring nationwide through the pandemic.

Care Act 2014

Under the Care Act 2014, local authorities have a statutory obligation to ensure that people who live in their areas:

- receive services that prevent their care needs from becoming more serious, or delay the impact of their needs
- can get the information and advice they need to make good decisions about care and support
- have a range of provision of high quality, appropriate services to choose from.

The Act gives local authorities a responsibility to assess a carer's needs for support and the impact of caring on the carer. It also considers what a carer wants to achieve in their own day-to-day life while

¹ Statistics taken from Carers UK

also assessing whether the carer is able or willing to carry on caring, whether they work or want to work, and whether they want to study or do more socially.

Despite it being a statutory requirement that carers receive the same level of attention as the cared for or service user, this has not always been the case with the focus often still remaining on the cared for person as the primary service user and client. Investment in, and a focus on, informal carers, ensuring informal carers have opportunities to enhance their wellbeing and can access the right support at the right time in line with the council's priorities and the Adult Social Care Principles.

Supporting carers and preventing carer breakdown also means less people will need access to formal care – whether that be for the carer or for the cared for. This is beneficial on an economic level, but also on a personal level for both, carer and cared for.

Services for Carers

Carers services offer a host of support to meet the multiple and varied needs of carers throughout their caring journey. Usually, the offer consists of a combination of information and advice, peer support and financial support to enable carers to make decisions that benefit their wellbeing.

Islington's Carers Hub is currently run by Age UK Islington who have 3200 carers registered with them and support 1200 carers per year. Core functions of their service include Information & Advice, Support Groups, and a Breaks fund while they also host events, provide carers assessments and training. This contract expires in February 2022.

In addition to the contract with Age UK Islington, in January 2021, after a successful pilot in Camden, a pilot project with an organisation called Mobilise was launched. Mobilise is a tech start up run by carers for carers. Mobilise aims to provide easily accessible and flexible support to unpaid carers using technology. Their offer consists of

- A weekly newsletter by carers for carers
- Virtual cuppas for carers
- An e-support package
- 1-2-1 coaching
- Carers' assessments

The preventative support offered by Mobilise to carers plays a significant role in avoiding carer breakdown, especially as many more people take on new caring responsibilities due to Covid-19. Moreover, the Mobilise approach proved effective at engaging under-represented ethnic groups and young adult carers complementing existing solutions.

Part of Mobilise's success is the result of an untraditional approach and offer. For instance, 56% of engagement with Mobilise happened outside office hours, meeting the needs of carers at a time convenient to them.

The uptake of the out-of-hours support reflects a need amongst carers for flexible and personalised support while Mobilise's ability to efficiently identify carers early and support them online and at scale suggests its value as a complementary offer to councils' existing offline support available to carers.

Resident Impact Assessment

Islington's Carers Offer

Service Area: Peoples

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

The objectives of this procurement are to

- Ensure the wellbeing of carers with a strength-based approach in mind
- Identify more carers and link them up with services
- Offer a variety of opportunities, support and services to meet differing needs
- Encourage greater partnership working in the borough for the benefit of carers
- Provide carers with the right support at the right time to prevent escalation of carer needs and to prevent breakdown of caring relationships

2. Resident Profile

		Borough profile	Total number of Carers registered with ICH as of March 2021
		Total: 206,285	Total: 3877
Gender	Female	51%	2646 (68%)
	Male	49%	1214 (31%)
	Unknown		16 (0.4%)
	Transgender		1 (0.03%)
Age	Under 16	32,825	7
	18-29	29,418	150
	30-39	87,177	359
	40-49	38,669	502
	50-59		963
	60-69	18,036	845
	70-79		570
	80-89		334
	90-98		84
		99+	
	Unknown		61

Disability	Disabled/Long-term	16%	2211 (57%)
	Non-disabled	84%	No data
	Data not known/reported		1666 (43%)
Sexual orientation	LGBT	No data	No data
	Heterosexual/straight	No data	No data
Race	BME	52%	1345 (34.7%)
	White	48%	2232 (57.6%)
	Prefer not to say		300 (7.7%)
Religion or belief	Buddhist		11 (0.3%)
	Christian	40%	964 (24.9%)
	Hindu		25 (0.6%)
	Jewish		10 (0.3%)
	Muslim	10%	238 (6.1%)
	No religion	30%	259 (6.7%)
	Pagan		2 (0.05%)
	Sikh		2 (0.05%)
	Other	4.5%	No data
	Religion not stated	17%	2366 (61%)

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?

We are procuring a carers hub in line with the statutory requirements set out in the Care Act 2014.

Carers, also known as informal carers, family carers or unpaid carers, look after an adult in their life who would not be able to manage without their support. Carers may look after an ageing partner, a disabled adult child, support an elderly neighbour or a friend with substance use issues. These carers are not paid for the support they offer. While some caring roles are limited to several hours a day or week or for a temporary period of time, other caring roles become all-consuming with carers having to relinquish paid employment or give up their own interests to be able to care for someone else.

Nationally, 6.8 million people provide unpaid care for a disabled, seriously-ill or older loved one in the UK, saving the state £132 billion a year – close to the cost of a second NHS.¹ 1 in 7 of the workforce across the UK are juggling caring responsibilities with work. However, the significant demands of caring mean that 600 people give up work every day to care for an older or disabled relative.

While the support that carers provide, on an individual and national level is high, this can have devastating impacts on them. Many carers are themselves disabled, experiencing long-term health conditions or mental health problems.

¹ Statistics taken from Carers UK

It is estimated that that there are 18,700 unpaid carers (9.2% of the population aged over 16) in Islington, based on the 2011 Census. However, with the multiple waves of Covid-19 and lockdowns, this number will have risen significantly since March 2020. Carers UK estimates there are around 13.6 million people caring nationwide through the pandemic.

Expectations of the new carers' hub will centre around building strengths, ensuring wellbeing, and addressing inequalities. Inequalities may be due to being a carer or inequalities or due to the protected characteristics of some carers. The carers hub will be tasked with working with partners to challenge and reduce discrimination, harassment and victimisation of disabled carers; and, by providing support for the caring role and for carers' own wellbeing including the provision of mental health support and assistance with their own disabilities or health conditions. Furthermore, the contract will require that the provider incorporate a broad range of ways for carers to access support, reducing discrimination caused as a result of inaccessibility to resources and support.

Moreover, the intention to procure a carers hub which offers core services, such as information and advice, Carers Assessments and financial support, alongside a responsibility for developing partnerships with other organisations that provide more specialised support, the contract will ensure a focus on an inclusive offer that considers and develops services that respond to the strengths and needs of carers with a range of protected characteristics. The contract will include a requirement to consider the negative impacts of discrimination, harassment and victimisation and to advance equality of opportunity.

Beyond this, it will also encourage partnership working between the Council and Voluntary and Community Sector organisations and allow us to draw on the expertise of a range of community groups which will foster good relations across the borough while the enhanced peer support opportunities enabled by partnership working will provide significant benefit to carers' wellbeing.

Many carers struggle to make ends meet and are not gainfully employed due to their caring role, leading to a loss in income and pension while Carers Allowance is the lowest benefit of its kind. The impact of socio-economic disadvantage on carers' wellbeing will be mitigated through the carers' hub, which will include provision to enable carers to access opportunities for their own development, fulfilment and economic wellbeing as well as to maintain their overall wellbeing. The carers hub will promote carers' rights and carers' needs across local public services.

4. Safeguarding and Human Rights impacts

a) Safeguarding risks and Human Rights breaches

There are no anticipated safeguarding risks attributed to this contract. All providers are contracted to work within Islington's Safeguarding Procedures for Adults and Children's and are required to ensure that all Staff complete both internal and LBI safeguarding training every three years which is monitored as part of contract monitoring. There are no anticipated Human Rights Breaches as a result of this contract as the proposal is not to change the current service offered to clients.

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
N/A		

Please send the completed RIA to equalites@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: Lisa Koduthore

Date: 03/03/2021

Head of Service or higher:

Signed: Nikki Ralph

Date: 16/03/2021



Environmental Impact Assessment

Contract name and number	Islington’s Carers Offer (number yet to be assigned)
Short description of the contract	The service will provide a varied package of support to assist informal carers in their caring role as well as enabling them to live fulfilling lives and maximise their wellbeing as an individual. The procurement of the pathway proposed will enable carers to be supported throughout and beyond the time of their caring role while also responding to their multiple needs whether these be financial, emotional, psychological or physical.
Value of contract	TBC approx. £900K pa
EIA completed by and date	Lisa Koduthore, 25/02/2021

An Environmental Impact Assessment must be carried out when a new product or service is to be procured through the tender process (valued over £189,330). Islington Council is committed to achieving a net zero carbon borough by 2030 and the goal of eliminating carbon emissions from buildings and vehicles should be embedded in all procurements.

If you have any queries, please contact the Energy Services Team at energyservices@islington.gov.uk or the Strategic Procurement Team at procurement@islington.gov.uk

Please answer the questions below. If the answer to the first part is no, you do not need to answer the subsequent parts.

Question 1: Is this a procurement for a service that will result in carbon emissions from fossil fuels being burnt in vehicle engines, plant machinery or gas boilers in buildings?		Yes
Where will the carbon emissions come from?	Carbon emissions will result from the provider’s use of office buildings within the borough.	
Why are you unable to deliver this service on a zero emission basis?	Office buildings will be required to allow the service provider to have a workplace as well as being a physical point of contact for carers to come to for information & advice or further support.	
What will you put in the contract to minimise emissions and/or move towards zero emissions?	Providers will have to demonstrate a commitment to reducing their carbon emissions from office buildings.	
Question 2: Is this a procurement for a service that will use electricity in buildings?		Yes
Will the contract specify that electricity used in delivering the service should be purchased from a renewable tariff or supplied by on-site renewables?	Yes.	
If not, why not?		
What will you put in the contract to minimise overall electricity use?	A clause will be added to the contract, encouraging the service provider to track overall electricity use and to reduce it as much as possible.	

Question 3: Is this a procurement for a product that burns fossil fuels?¹		No
What product are you purchasing?	n/a	
Why can you not use products that do not burn fossil fuels?	n/a	
How are you minimising the amount of fuel that will be used?	n/a	
Question 4: Is this a procurement for a product that uses electricity?		No
What product are you purchasing?	n/a	
How are you minimising this product's future electricity use?	n/a	
Question 5: Will the product/service result in water use during or after the contract?²		Yes
How will water be used?	Water will be used in the kitchen and bathroom facilities of the offices used by the provider.	
How will you minimise the use of water?	The provider will be encouraged to attach signage near all water outlets to encourage users to minimise their water use.	
If this is a service, how will water use minimisation be embedded in the contract?	The contract will stipulate that employees complete a training on conserving water and that the provider commits to fixing any leaky faucets as soon as they become aware of them.	
Question 6: Will the product/service result in material use during the life of the contract?		Yes
What material will be used?	Paper for posters, leaflets and information booklets.	
How will you minimise material use or ensure it is coming from a sustainable source ³ ?	The provider will be encouraged to use online advertising as much as possible, to minimise daily printing in the office and to use recyclable paper for any printed materials.	
If this is a service, how will material use minimisation be embedded in the contract?	The contract will stipulate that all written materials must be printed on recyclable papers and materials.	
Question 7: Is this a service that could cause damage to biodiversity?⁴		No
How could it cause damage?	n/a	
How will you minimise this risk?	n/a	
What contractual requirements will you put in place to minimise this risk?	n/a	
Question 8: Will the product/service generate waste during the contract?⁵		Yes
What type of waste will be generated?	Paper waste, general office waste	
How will waste generation be minimised and recycling maximised?	<p>Recycling bins will be made available in the offices with clear signage to allow employees and visitors to easily recycle.</p> <p>Any events hosted by the provider will ensure that any materials used for catering purposes will be from recyclable materials.</p> <p>Employees will be encouraged to reflect on their own waste generation and recycling through a mandatory training course.</p> <p>Employees and visitors will be encouraged to use public transport to reach the office buildings.</p>	

¹ Such as new vehicles or gas boilers

² e.g. water use in existing buildings during the service, or bathrooms and kitchens in new buildings being built

³ e.g. only purchasing FSC-certified timber products

⁴ e.g. outdoor use of chemicals, habitat disturbance, etc.

⁵ e.g. construction, catering, electrical goods, repairs, furniture, office waste, etc.

If this is a service, what contractual requirements will you put in place to deal with this?	The contract will require an adequate number of recycling bins to be made available in the office with clear signage for staff and visitors to follow. At events, the provider will be obligated to ensure that all materials used are either from sustainable sources or made from a recyclable material. The contract will stipulate that a mandatory training course be completed by all employees to reflect on their environmental impact.
Question 9: Will this involve the use, storage, or disposal of hazardous substances?⁶	
Which substances are involved?	n/a
How will risk be minimised?	n/a
If this is a service, what contractual requirements will you put in place to deal with this?	n/a
Question 10: Is there potential for pollution from the product/service?⁷	
What type of pollution could be caused?	n/a
How will risk be minimised?	n/a
If this is a service, what contractual requirements will you put in place to deal with this?	n/a

Please return this completed form to the Strategic Procurement team at procurement@islington.gov.uk and the Energy Services team at energyservices@islington.gov.uk. The form will be assessed and you will be contacted if further analysis of the environmental impacts of your procurement is necessary.

⁶ Including cleaning chemicals

⁷ e.g. chemical spills, air pollution from plant or vehicles, fuel leaks, noise, dust etc.

This page is intentionally left blank

Document is Restricted

This page is intentionally left blank