



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 **14 October 2021 at 7.00 pm.**

Enquiries to : Jonathan Moore
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Despatched : 6 October 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.

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E. Other Matters

F. Decisions taken by Officers

G. Urgent non-exempt matters

Any non-exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

H. Exclusion of 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.

I. Confidential / exempt items

12. Non Recent Child Abuse Support Payment Scheme - Exempt Appendix 375 - 382
13. Contract award for the Mental Health Accommodation Pathway - Exempt Appendix 383 - 402

J. Urgent exempt Matters

Any exempt items which the Chair agrees should be considered urgently by reason of special circumstances. The reasons for urgency will be agreed by the Chair and recorded in the minutes.

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.

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London Borough of Islington

Executive - 2 September 2021

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

Present: **Councillors:** Comer-Schwartz, Gill, Lukes, O'Halloran
and Turan

Councillor Kaya Comer-Schwartz in the Chair

822 APOLOGIES FOR ABSENCE

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

823 DECLARATIONS OF INTEREST

None.

824 MINUTES OF PREVIOUS MEETING

RESOLVED:

That the minutes of the previous meeting be agreed as a correct record and the Chair be authorised to sign them.

825 MONTHLY BUDGET MONITOR, INCLUDING FUNDING ALLOCATIONS AND ADJUSTMENTS TO THE CAPITAL PROGRAMME (MONTH 3 2021/22)

RESOLVED:

- a) That the forecast 2021/22 General Fund budget variance and summary update on the deliverability of agreed budget savings, (Section 3, Tables 1-2 and Appendices 1-2 of the report), be noted.
- b) That the forecast in-year budget variance on the Housing Revenue Account (HRA) (Section 4 of the report) be noted.
- c) That 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 3.10 and Table 3 of the report), be approved.

- d) That the 2021/22 capital expenditure forecast of £176.211m be noted, and it be noted that a review of the profiling of the capital programme is currently underway (Section 5, Table 4 and Appendix 3 of the report).
- e) That £0.119m be added to the 2021/22 capital programme for additional works on the Bunhill 2 Project (Paragraph 5.4 of the report) be approved.
- f) That, following approval by the Borough Investment Panel on 29 July 2021, the proposed allocation of £1.740m Community Infrastructure Levy funding (strategic element) to the People Friendly Streets programme (Paragraph 5.5 of the report) be approved.

Reasons for decision – in order to ensure the financial resilience of the council
Other options considered – none
Conflicts of interest / dispensations granted – none

826 PENSION FUND DEFICIT PAYMENTS

RESOLVED:

- a) That despite the deficit reducing, the London Borough of Islington Pension Fund was identified by the Government Actuaries Department as the fourth lowest fund out of 87 in terms of a comparison with time taken to recover the deficit versus the anticipated deficit payments through to 2023, be noted.
- b) That the options in relation to the reduction of the Fund deficit and the consequences of each option be noted.
- c) That implementation of options 4 and 5 be agreed and the Section 151 officer be authorised, in consultation with the Executive Member for Finance and Performance, to approve the payments and budget adjustments necessary.
- d) That the recommendation to Full Council on the 23rd September 2021 on the adoption of a Flexible Use of Capital Receipts policy in order to achieve an ongoing revenue saving in relation to reduced costs of the Pension Deficit be approved.
- e) That further Executive approval may be sought to make subsequent payments from fortuitous underspends and flexible use of capital receipts where there is a clear rationale for this in the long term interests of residents be noted.

Reasons for decision – to support the reduction of the pension fund deficit in a financially advantageous way to both the General Fund and the Pension Fund.

Other options considered – as detailed in the report, the Executive also considered treating the deficit recovery payment as an investment, and also a 'glide path' approach which contributes additional money to the deficit recovery plan in earlier years and gives a less stark increase in later years.

Conflicts of interest / dispensations granted – none

827 LOCAL DEVELOPMENT SCHEME UPDATE

RESOLVED:

That the Local Development Scheme 2021 be approved as set out in Appendix 1 to the report, and that the scheme is to have effect from 8 September 2021 be agreed.

Reasons for decision – to set out an updated timescale for the review of Islington's Local Plan, and for the preparation and review of Supplementary Planning Documents

Other options considered – none

Conflicts of interest / dispensations granted – none

828 PROCUREMENT STRATEGY FOR THE SINGLE ADVOCACY SERVICE

RESOLVED:

- a) That the procurement strategy for The Single Advocacy Service be approved as outlined in the report.
- b) That authority to award the contract be delegated to the Corporate Director of People in consultation with the Executive Member for Health and Social Care.
- c) That this service will be jointly procured with the London Borough of Camden be agreed.

Reasons for decision – to fulfil statutory obligations to provide advocacy provision

Other options considered – as set out in the report, the Executive also considered insourcing, procuring as a single borough, joint procurement with Camden and Haringey, and joint procurement with all other North Central London boroughs.

Conflicts of interest / dispensations granted – none

829 A NEW STRATEGIC PLAN FOR THE COUNCIL (CORPORATE PLAN)

RESOLVED:

- a) That the new strategic plan be agreed and submitted to Full Council for approval.
- b) That the approach to build on this plan over the coming year by engaging with communities to capture views, lived experiences and aspirations to enhance the delivery of our strategic programmes, be noted.

Reasons for decision – to provide a coherent collective vision for the upcoming decade for the borough as we navigate out of the pandemic and start a new chapter with a new Leader of the Council

Other options considered – none

Conflicts of interest / dispensations granted – none

830 PROCUREMENT STRATEGY FOR PROVISION OF TEMPORARY AGENCY WORKERS

RESOLVED:

- a) That the procurement strategy to supply temporary agency workers via Lot 1 of the Managing Temporary and Permanent Recruitment Framework (Ref 942) provided by Yorkshire Purchasing Organisation (YPO), for a period of four years, be approved.
- b) That authority to award the contract be delegated to the Corporate Director of Resources in consultation with the Executive Member for Finance and Performance.

Reasons for decision – to meet the resourcing needs of the Council in a responsive way.

Other options considered – an options appraisal is set out in the report and discounts an internally managed service and contracting with each agency individually.

Conflicts of interest / dispensations granted – none

MEETING CLOSED AT 7.10 pm

Report of: Leader of the Council

Meeting of:	Date:	Ward(s):
Executive	14 October 2021	All

Delete as appropriate:		
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APPENDIX E TO THIS REPORT IS NOT FOR PUBLICATION

SUBJECT: Non-Recent Child Abuse Support Payment Scheme

1. Synopsis

- 1.1 The purpose of this report is to seek approval for the Support Payment Scheme ('SPS') for persons who suffered emotional, physical, and sexual abuse whilst resident in the council's children's homes from 1966 to 1995. The SPS will enable abuse survivors to receive a financial support payment without having to bring a civil compensation claim. It has been designed to enable eligible applicants to receive a payment more quickly than having to go through the trauma of the lengthy civil compensation claims process.
- 1.2 The report considers in detail:
 - 1.2.1 The consultation process undertaken on the proposed SPS during the period 6 April 2021 to 2 June 2021;
 - 1.2.2 The consultation responses received by the council on the proposed SPS;
 - 1.2.3 The council's response to the issues raised in the consultation responses ;
 - 1.2.4 The changes proposed to the SPS arising from the consultation responses; an
 - 1.2.5 If approved, the arrangements for implementation of the SPS.

2. Recommendations

- 2.1 To note the consultation undertaken on the proposed SPS and the responses received from consultees (Appendix A);

- 2.2 To approve the final SPS (Appendix C1) and final Scheme Terms and Conditions (Appendix C2);
- 2.3 To note the arrangements for implementation of the SPS (paragraph 4.1) and the proposals for the appointment of the Independent Service Provider and members of the Independent Review Panel (paragraphs 4.2 and 4.3);
- 2.4 To authorise the Corporate Director of Resources, following consultation with the Leader of the Council, to make any further changes to the SPS and Scheme Terms and Conditions considered necessary as a result of the responses from the council's insurers.
- 2.5 To authorise the Chief Executive and Corporate Director of Resources to take all necessary action to implement the approved SPS; and
- 2.6 To note that update reports on the operation of the SPS will be submitted to future meetings of the Executive.

3. Background

3.1 Approval of SPS for Consultation

At the meeting of the Executive on 28 September 2017, the then Leader of the Council formally apologised to victims of child abuse in Islington care homes for the council's past failings. The apology was endorsed by the Council's Executive who recognised that some children in Islington's care had been subject to abuse during the 1970s, as well as the 1980s and early 1990s and noted that the apology be extended to all victims who suffered child abuse whilst in the borough's care.

This also included an apology to Liz Davies the social worker who first raised the concerns that subsequently led to the inquiries and the White Report and has been at the forefront of supporting survivors to navigate towards a sense of justice from the council. Islington Survivors Network (ISN) was established in 2017 by Liz Davies and those who self-identify as survivors of non-recent abuse in Islington.

The council established a support service which consists of trauma counselling, specialist advice, support and assistance for care, housing, appropriate welfare benefits, access to further education and suitable employment and support to access care records. In May 2018, at a meeting with ISN, the council indicated that it is willing to enter discussions with them about the possibility of a redress scheme.

It is recognised that nothing can compensate for the traumatic harm caused to and which still affects survivors of historic abuse. However, a full remedial support offer which has practical support, a financial element and recognition and acknowledgement by the council of the abuse that they suffered, is important to survivors and can be part of a survivor's journey that helps them to heal. A full remedial support offer must be focused on respect, engagement, information and support for survivors to move forward from their experiences.

Further, it is recognised that going through the civil compensation claims process may re-traumatise an abuse survivor as they are required to relive their experiences.

On 18 March 2021, the Executive approved the proposed SPS to provide financial support for eligible survivors / victims of non-recent abuse suffered when in the council's children's homes. It will form part of a wider support scheme which also encompasses trauma counselling, specialist advice, support and assistance for care, housing, appropriate welfare benefits, access to further education and suitable employment and support to access care records.

3.2 Consultation Process

A public consultation on the scheme proposal took place between 6 April and 2 June 2021. The consultation gave local people and organisations the opportunity to provide detailed comments on the Council's proposed support payment scheme for survivors of non-recent child abuse.

There were 43 responses to the consultation. A total of four responses were received from organisations and/or those who work with survivors. Of those who submitted an individual response directly to the council, 32 identified as an Islington survivor of abuse in care and one identified as a non-Islington survivor of abuse in care.

The Council consulted on:

- Guiding principles for the scheme;
- Eligibility of who would be able to apply to the scheme;
- The evidence requirements for payments;
- Arrangements for making an application and scheme length; and
- How the scheme might be delivered including equalities issues that need to be considered.

Engagement and participation in the consultation was encouraged from survivors and key individuals or organisations, including those working with or representing survivors. Consultees were provided with a copy of the proposed SPS and the reasoning behind its terms. They were invited to provide comments or suggestions in relation to it within an original period of six weeks which was subsequently extended for an additional two weeks at the request of a survivors' organisation.

Responses were collected via written or verbal feedback including an online consultation form. The main method for collecting feedback was the consultation webpage and online survey. Information about the consultation was posted on the Council's webpage. Individuals and organisations could also send their comments and feedback to: SPS.Consultation@islington.gov.uk

The consultation document and a summary of the consultation responses is included at Appendix A.

3.3 Issues raised in the consultation responses, Council's response and proposed changes to the SPS

Scheme administration

3.3.1 Application form

Several consultation respondents proposed ideas and recommendations about the application form that will be used for the scheme. There is a wealth of expertise and

experience to contribute and this input is to be welcomed and encouraged. The council welcomes the input of groups supporting survivors on the application form.

Their input and recommendations as to the format and content of the application form will be sought but beyond that it should be for council and its advisers to draft and finalise the application form.

3.3.2 Term 'support team'

It is suggested that the use of the 'support team' within the scheme is confusing and suggest that this is changed.

This is accepted and has been changed to the 'SPS team' in the SPS (see Appendix B).

3.3.3 Prioritise applicants with long term health / life limiting conditions

It is suggested that there is a need to prioritise applications by survivors who are older or have long term health problems or life limiting conditions.

This is accepted and a question / option will be included within the application form for an applicant to identify such long term health issues or life limiting conditions on the application form (their age will be apparent in any event) and the processing of such applications will be prioritised.

3.3.4 Assistance/advocacy

The SPS provides for assistance from designated council staff when making/completing their application, should an applicant wish.

It has been proposed in the consultation responses that applicants should have the support of an advocate, guardian, partner, sibling or family member when completing the application form. A survivor support group say that they should both support this process and advocate on behalf of applicants. At the same time, however, it has also been proposed that there be easy access to the process and support structures that is independent of a survivor support group.

It would be appropriate, in addition to providing staff to assist with the completing and submission of applications, to allow for an applicant to be assisted and/or represented either jointly with, or wholly by, any other individual that they may wish to nominate, to include someone from a survivor support group if that is their choice. The role of 'applicant's assistant' has therefore been added to the scheme. It should be made clear, however, that no fees for any assistance or representation will be paid from the scheme.

Further, the council will procure an independent advocacy service to assist an applicant where this is required.

3.3.5 Information and material

It was expressed that there could be involvement in establishing facts about credible information and material from groups that support survivors. This includes research and evidence, lists and survivor accounts from residential staff and children, council homes, documented incidents and statements. All relevant information must be taken into account.

The council embraces assistance that support survivors to assist with providing information and material. This assistance can only be provided at the specific request of and with specific authorisation from individual applicants and whatever information and material that groups supporting survivors can provide would have to be submitted with each application in question. The potential assistance that survivor support groups can offer will be communicated to applicants within the application form and when obtaining and completing their applications. It is then a matter for the applicant whether they take up the offer.

A concern was expressed that the scheme having access to applicant's files, would circumvent an agreed and established process of achieving this in a sensitive and safe way. It was also expressed that some survivors already have their files and that they can evidence their statements, whilst other survivors are not ready to read their records. Any information or material that can be provided to an applicant is to be welcomed. The objection to the SPS team having access to an applicant's records is not, however, accepted.

It is suggested that some guidance could be provided as to what counts as credible information and/or material, what is required in this respect.

The SPS documents have been amended so as to clarify that the requirement for credible information and/or material is non-prescriptive and allows for maximum flexibility and discretion in this respect

3.3.6 Confidential ID/confidentiality

It has been proposed that each applicant be given a confidential ID and from then on be anonymous but what precisely is envisaged/proposed is not clear. Any suggestion that the identity of an applicant somehow remain unknown to the SPS team dealing with their application would not be viable.

Officers will consider whether confidential IDs can be used in a viable and constructive way in the application process

Concern was also expressed as to the confidentiality of any applicant who may work for council.

The independent nature of the SPS team should ensure the confidentiality of applicants who are council employees but any further administrative measures that might strengthen their confidentiality will be considered.

3.3.7 Confirmation checks

It is suggested that the confirmation checks specified are too extensive and intrusive and will deter applicants.

Such checks would be carried out by the SPS team so in this way would not be intrusive. However, not all applicants will already be known to survivor support groups or the council and, therefore, an appropriate level of checks is required to avoid fraudulent applications and protect the council. Nevertheless, the checks proposed have been reviewed and their appropriateness and necessity considered (see Scheme Proposal Map – Appendix B).

3.3.8 Assessment

It was expressed that those assessing the applications should have knowledge of the history of the council 'child abuse scandal', an awareness of child abuse and the impact of abuse. This also included requiring approaches such as a Statement Validity Analysis, a trauma informed approach and an understanding of dissociation, minimisation and child abuse accommodation syndrome.

It is intended that those assessing the applications will receive all the necessary and appropriate training and have the requisite knowledge and expertise. This is now explicitly stated in the SPS documents.

3.3.9 IPR/appeal

Although it was raised that there is no right of appeal from the application decision, this is not accurate. There is an automatic appeal to the independent appeal panel (IAP) where the independent service provider (ISP) considers the threshold criteria for receipt of a payment have not been met. The wording and definitions within the SPS documents have been revised to make this absolutely clear.

It was suggested that survivor groups should agree IAP panel members, also that one member of the panel should be from a survivor run organisation. The experience and expertise from survivors and the groups who support them is again to be welcomed here. Their input as to the constitution of the IAP, along with that of other survivor support groups, will be sought and taken into account by the council before finalising the constitution. However, the membership of the panel must be wholly independent and should be decided by the council.

Criticism is made of the 28 day period for applicants to submit further documentation to the IAP for their review. It is accepted that it would be reasonable to extend this period to 56 days, with a facility for an applicant to request further extensions if required and the SPS has been revised to reflect this.

3.3.10 Face to face input

The absence of any face to face input from applicants, that is opportunities for an applicant to make representations in person during the application process, has been criticised.

This had been specifically excluded from the process to avoid the need for applicants to have to give direct oral accounts with the risks of 're-living' and further harm related to this, also to make the process as quick as possible. There is no wish, however, to deprive an applicant who may wish to do so from providing face to face input.

Balancing this against the risk of 're-living'/further harm and the wish for a quick process, it is considered that the option for a face to face presentation at the IAP appeal stage, should an applicant wish, should be included. Accordingly, the SPS has been revised to provide for the option of a face to face meeting with the IAP members or via a zoom/teams type video link. The applicant would have until the conclusion of the 56 days, or any agreed extension, for submission of further documentation to make this request. As with other stages of the application process, an applicant would have the right to be assisted or represented, jointly or solely, by anyone they nominate at this face to face presentation.

3.3.11 Dismissal /delay

It has been stated that the provision in the SPS permitting the council to dismiss an application in the event of repeated significant delay by an applicant in providing information or material is harsh, unrealistic and punitive.

The SPS wording had made clear that this would only happen following repeated significant delays in responding by an applicant. This provision was included to avoid potential administrative impasses. Upon further consideration, however, this could be achieved by setting a final deadline after which the application will be assessed but without the information and material requested, should this not have been provided after all reasonable time has been allowed for this. The SPS has therefore been revised accordingly.

3.3.12 Feedback

It was requested that groups supporting survivors take part in periodic reviews of the SPS and that there should be a feedback facility for survivors/applicants.

There should be a facility for both applicants, survivors, survivor support groups or anyone else interested to provide feedback whilst the SPS is operational. It is important for the council to hear the range of views and a facility will be introduced enabling applicants, survivors, survivor support groups or anyone else interested to provide feedback whilst the SPS is operational.

3.3.13 Database

The issue has been raised of prior claimants providing their consent to being included in the proposed database and being protected.

This is accepted and the SPS documents have been revised to ensure that prior claimants provide their consent to being included in the proposed database and are protected

3.3.14 Promoting scheme

There were a range of ideas and recommendations as to publicising the scheme. This input is important and should be progressed.

The council is happy to consider the ideas and recommendations and will seek the input of survivor support groups as to publicising and promoting the SPS.

3.3.15 Referrals

It has been requested that publically announced strategies/policies for referring alleged and known child abusers to the police and to the council's local authority designated officer (LADO) should be incorporated into the SPS.

The SPS has been amended to give effect to this request.

3.3.16 Adverse issues

Unconscionability is a material consideration. The right to decline an application where it would be unconscionable to make a payment due to adverse issues has been questioned.

The majority of comments appear not to take into account the unconscionability aspect, that this provision is a protection for very particular and extreme situations which are unlikely to arise in practice and is in no way seeking to use criminal activity as a means to exclude applicants.. A concern was expressed about the inclusion of the category of 'paedophilia' as this was seen as one form of sexual crime whereas all are relevant.

This is a necessary protection and should remain but it is accepted that the current wording in the SPS requires refinement. Accordingly, the SPS has been revised by replacing the adverse issue of 'paedophilia' with 'sexual crimes.' Further, a more expansive explanation of 'adverse issues' has been provided, that acknowledges a link between abuse and criminality and makes clear that there is no intention to use criminality as a means to exclude applicants per se, but that there could potentially be a situation where the particular and extreme features of the adverse activities would make a scheme payment ethically or morally untenable.

Eligibility

3.3.17 Categories of survivors

Consultation responses have proposed that the following further categories of survivors should also be eligible to receive a support payment under the scheme:

- Those placed in small group foster homes if not already included;
- Those who were placed in foster care;
- Those who were placed in boarding schools;
- Those who were placed by council in non-council homes;
- Those who were placed by other bodies in council homes
- Those who were placed in holiday placements;
- Those who were placed in B&B/hotel placements;
- Those who were placed in Hutton Poplars;
- Deceased survivors;
- Survivors who were in care with LCC (prior to 1966);
- Survivors who were in care prior to 1966 or subsequent to 1995; and
- 'All people in care.'

It has also been proposed that there be 'complete flexibility' as regards those survivors who should be eligible and that applications should be considered on a case by case basis.

The SPS was conceived to support a specific/discrete group of survivors (those placed by the council in council run children's homes between 1966 and 1995), taking into account the limited financial resources of the council and the fact that it has insurance in respect of civil compensation claims. The actuarial investigations and analysis which underpin the scheme do not extend beyond those who were placed by the council in council run children's homes from 1966 to 1995.

The adverse experiences and abuse suffered by survivors outside this category are equally legitimate and valid but the information, analysis and funding is not currently available to encompass them in the SPS at this time. To encompass them within the SPS a whole new actuarial and financial process would have to take place and further engagement with the council's insurers which would take a considerable time and would significantly delay the commencement of the SPS.

Care situations where the council were not directly in charge/responsible and did not have day to day control can also be distinguished from those that fall within the scope of the current SPS.

The reason why the scheme was limited at conception was that a specific issue in relation to council run children's homes had been identified.

The purpose of the SPS is to provide financial assistance to survivors rather than compensation. As such, it is not considered appropriate for the scheme to make provision for payments to next of kin of survivors who have died.

3.3.18 Types of abuse

Consultation responses have proposed the inclusion of the following categories of abuse:

- Neglect;
- Peer on peer;
- Financial abuse;
- Exploitation;
- Racist abuse;
- Any abuse by a council employee;
- Separation of siblings;
- 'Pindown restraints'; and
- Abuse perpetrated by visitors introduced to care homes by managers/staff at care homes.

Comments also questioned whether abuse perpetrated physically outside/away from the care home in question, for example whilst on a holiday or in a staff member's own home, is included (this is the intention, assuming the other criteria are also satisfied).

The wording of the definitions of abuse cited in the scheme documents (which had been deliberately streamlined a little, trying to be less 'legalistic') has also been questioned.

Unlike the categories of applicant, the addition of further categories of abuse in isolation would not impact on the actuarial or estimated maximum financial costs underpinning the scheme (see below paragraph 5.1 Financial Implications).

The following types of abuse are considered below:

(a) Neglect

There is arguably an inconsistency in including emotional abuse but not neglect. Accordingly, the SPS has been revised to include abuse which takes the form of neglect.

(b) 'Peer on peer' abuse

Purely 'peer on peer' abuse was originally excluded from the SPS. This is a reference to an exceptional situation in which the care environment, staff etc. have played no role of any sort in the occurrence of the abuse. In virtually all instances the environment does contribute to peer on peer abuse at some level and all these other instances are already included. The attempt to draw this distinction appears not to have been readily

understood and bearing in mind the exceptional and unlikely nature of the exclusion, it has now been removed from the SPS.

(c) Financial abuse, exploitation and racist abuse

It is considered that financial abuse, exploitation and racist abuse would fall within the other categories of abuse in the SPS.

However, the wording of the SPS has been clarified to make it absolutely clear that financial abuse, exploitation and racist abuse do fall within the specified categories of abuse within the scheme

(d) Abuse by a council employee

It is considered that the categories of abuse already provided would in effect cover any abuse by a council employee and this doesn't require any specific amendment to the SPS.

(e) Separation of siblings and 'pindown restraints'

The separation of siblings and the use of 'pindown' restraint do not of themselves amount to abuse but could do so depending on the circumstances. It would be incorrect to consider including them as categories of abuse. However, the SPS has been amended to make it clear that the separation of siblings and the use of 'pindown' restraint are not of themselves alone forms of abuse but can be, depending on the factual circumstances and clarifying that in such situations both would fall within the specified categories of abuse within the scheme.

(f) Abuse perpetrated by visitors

It is accepted that abuse perpetrated by visitors introduced to care homes by the manager/staff is abuse facilitated by the latter and should be included within the SPS.

The SPS has been modified to include this.

(g) Abuse perpetrated physically outside/away from the care home

The SPS as originally drafted is intended to cover abuse perpetrated physically away from the home during the placement. The SPS now covers this.

(h) Definition of abuse

It is accepted that the definitions of abuse included in the SPS should be those that are most acceptable to survivors. Accordingly, the SPS has been modified to include the specific definitions of abuse preferred by survivors.

3.3.19 Time period of SPS

It has been suggested both that 2 years is too short a period for the SPS and that 5 years would be more appropriate. It was expressed that the scheme length must be flexible and express concern at the provision allowing for this to be varied – presumably reduced - upon 4 weeks' notice. The concern appears to be applicants not having sufficient time to submit

their applications which could be exacerbated by the closure date being accelerated at what is seen as short notice.

The 2 year period specified appears appropriate, with the facility for the council to extend or shorten if required. However, it is considered appropriate, in order to try and address the concerns here, to extend the notice period for changing the closure date from 4 weeks to 3 months, also to clarify that any closure date relates to the submission/receipt of the application only and not the assessment/conclusion of the application and that there is the facility to extend the period and the flexibility is seen as required.

3.3.20 Amount of payment

It has been proposed that the amount of the support payment be increased from £8,000 to £10,000.

The council is amenable to increasing the support payment to £10,000. The financial implications of increasing the support payment are set out in paragraph 5.1 below.

3.3.21 Offsetting

Opposition has been voiced to the proposal to offset any prior civil compensation payment against any scheme payment and any scheme payment against any future civil compensation payment. The point is made that the scheme payment is not a compensation payment and the two are therefore distinct. There is, however, an issue of fairness that has a bearing here and must be considered. Whilst a scheme payment and a compensation payment are different, they are both coming from or on behalf of the council and the offset allows a fair distribution of a finite resource.

Further, it appears that the offset may be a prerequisite to securing potential support for the SPS from the council's insurers.

Therefore, it is proposed that the offset remain part of the scheme. .

3.3.22 Payment of support payments and impact on benefits

It has been pointed out that a significant number of survivors' entitlements to benefits/exemptions would be adversely affected by a scheme payment. An exemption in this respect is being sought from government by the council. The survivor support groups and survivors could potentially assist with this/lobby government

The proposed changes to the SPS in Appendix B are shown by crossing through in the case of deletions and by underlining in the case of additions.

3.4 Meeting with a survivor support group

A meeting took place with one of the survivor support groups for them to put forward their comments on the proposed SPS on 31 August 2021. The outcome of that meeting has been taken into account by officers when finalising the SPS.

3.5 Summary of the main provisions of the recommended SPS

The SPS will provide a financial support payment of £10,000 to eligible survivors who suffered abuse by way of neglect, emotional (sometimes referred to as psychological), physical and / or sexual abuse from a council employee, a visitor introduced to a care home by the manager or member of staff or volunteer when placed by the council in Islington run children's homes between 1966 and 1995. Payments to eligible survivors will be made through a process that is as straightforward and quick to access as possible and attempts to minimise the need to re-live past trauma or the risk of further trauma or harm.

The SPS's focus is determining if the applicant is a survivor of abuse who satisfies the criteria of the scheme, rather than an analysis of the intimate details of the abuse. It thus avoids the need for survivors to undergo expert medical examinations or provide lengthy statements, with the 're-living' that would result from this. The SPS will facilitate support payments rather than present 'obstacles to be overcome' through a non-adversarial process. It does not require or adopt any standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. The SPS has an automatic review process to the Independent Appeal Panel where an application is not initially successful, and reasons will be given where an application is not accepted

The SPS is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered. It will not determine any issue of fault, negligence, or legal liability. It has no bearing on any civil compensation claims that abuse survivors may bring save that it requires an applicant to agree contractually to offset any scheme payment received against any subsequent civil compensation claim payment and requires any prior civil compensation claim payment to be offset against a scheme payment.

An application under the SPS may be declined if there is information or material that the applicant has been involved in terrorism, links to a terrorist organisation, organised crime, murder, manslaughter and sexual crimes ('adverse issues') and it would in all the circumstances be unconscionable for the council to make a payment under the SPS. The Independent Review Panel will be responsible for determining whether an application should be declined due to adverse issues.

3.6 Position of Council's Insurers

The final SPS has been sent to the council's insurers for their further comments. Their responses have not yet been received. If available, they will be reported to the meeting. It is recommended that authority be delegated to the Corporate Director of Resources, following consultation with the leader of the Council, to agree any further changes to the SPS considered necessary as a result of those responses. The current position of the insurers regarding the SPS is included in exempt Appendix E.

4 Implementation of SPS

4.1 Arrangements for receiving and considering applications

The operation of the SPS needs to have an identity independent from the council in all its dealings. Therefore, the SPS will be administered by a Support Payment Team that will operate independently from the council. Any external organisations or individuals that may

be involved in the administration of the SPS will share and operate under this independent identity.

The Support Payment Team will comprise an independent service provider (ISP), an independent appeal panel (IAP) and staff recruited by the council specifically for the administration of the SPS. The administrative staff will be responsible for supporting applicants in completing and submitting the application, receiving and registering applications for payment, locating any children's files relating to the application and transferring the applications and all relevant files / documents and information to the independent service provider and keeping records. The administrative and ISP will make the necessary confirmation checks. The ISP will be responsible for assessing each application received and determining whether the threshold for making a support payment is satisfied. The IAP will consider and determine whether the threshold criteria for a support payment has been met in respect of an application which the ISP is not satisfied meets the threshold and whether an application where adverse issues have been identified, should be declined.

4.2 Procurement process for external legal firm to access applications

A need for the assessment of applications to be carried out by an independent body has been identified. The assessment of the applications will require the analysis of information and material. It will also, therefore, need to be carried out by individuals with appropriate professional expertise. It is therefore proposed that an independent service provider ['ISP'] with the necessary professional expertise, namely a law firm, be engaged to administer parts of the SPS.

The appointment of an external service provider will constitute a public services contract and therefore need to comply with the provisions of the Public Contracts Regulations 2013 and the council's Procurement Rules. The appointment of a provider by way of a direct call off from an established framework will satisfy the requirements of the regulations and procurement rules. The appointment will be the subject of a separate procurement strategy and contract award report. The report will recommend the direct appointment of a service provider from the Crown Commercial Services' General Legal Advice Services framework agreement. The framework was the subject of a competitive tendering exercise and therefore satisfies competition and value for money requirements and may be accessed by local authorities.

4.3 Independent Appeal Panel procurement

The IAP members will need the appropriate knowledge and expertise to carry out their role. It is therefore proposed that the panel comprise barristers/judges, senior or expert social workers and individuals from relevant charitable organisations with appropriate expertise. A judge or barrister would chair the IAP.

As the appointment of barristers/ judges is a specialist discipline, council officers have sought the advice of its external legal advisers on the scheme (DAC Beachcroft) as to potential retired Judges and / or barristers that could sit as members of the IAP. A short list of candidates will be put together who meet the selection criteria namely:

- (1) Experience - Relevant experience of abuse claims, support payment schemes and personal injury cases generally;
- (2) Knowledge - Level of interest expressed, knowledge and observations about the SPS;
- (3) Alignment with the objectives of the SPS;

- (4) Commitment - Time commitment over life of scheme, other commitments;
- (5) Conflicts – Any potential conflicts of interest, independence; and
- (6) Cost – Daily and hourly rates and terms and conditions.

A similar selection process will be undertaken in respect of the appointment of the non-legal members of the IAP. It is proposed to evaluate the non-legal experts against the following criteria: (1) Experience - Working background;

- (2) Knowledge - Personal background;
- (3) Alignment with the objectives of the SPS;
- (4) Commitment – Availability for life of scheme, other commitments; and
- (5) Cost – Daily and hourly rates

The appointment of members of the IAP constitutes a 'light touch' service for the purposes of the Public Contracts Regulations 2013. However, the aggregated value of the contracts for the IAP members is estimated at below the 'light touch' threshold and therefore the full requirements of the 2013 regulations will not apply. However, the appointment of the IAP members will need to comply with the requirements of the council's Procurement Rules and their appointment will be the subject of a separate officer delegated decision.

4.4 Timetable

The timetable for approval of the final SPS is currently:

Description	Date
Council Executive meeting	
Executive meeting to approve final SPS	14/10/21
Key decision of Corporate Director of Resources	
Approval of procurement strategy for an independent service provider and contract award	27/10/21
Delegated decision of Corporate Director of Resources	
Appointment of members of the Independent Appeal Panel	11/21
Support Payment Scheme	
Launching of the SPS	Spring 2022

5 Implications

5.1 Financial implications:

5.1.1 Background

The council is consulting on a support payment scheme (SPS) for survivors of child abuse in Islington's children's homes covering the period 1965-1995. The intention is to provide support payments to qualifying, former residents, but without restricting individuals' rights to pursue a civil compensation (public liability) claim.

To help inform the SPS, an actuarial firm was appointed to conduct a study at the end of 2019 to estimate the number of individuals who were resident at any point in Islington children's homes in the 30-year period 1965 to 1995. This was based on a sample of Islington Council's family files and estimated only the numbers resident, not the numbers who suffered abuse. There is no complete list of children's home records for the period in question. The actuary estimated that between 1,700 and 2,400 individuals were resident in Islington children's homes at any time during the period, and were still alive, with a best estimate of 2,000. The actuarial study was important in estimating the maximum direct cost of the SPS, based upon the number of surviving residents and the amount of the proposed SPS per surviving resident (assuming SPS criteria would have been met). An estimated maximum direct scheme cost of £16m has been provided for in Islington's budgeted reserves.

In considering the overall affordability of the scheme, consideration must be given to the Council's budget and its reserves position. The Council has a balanced budget and does not presently anticipate a problem in balancing its recurrent income with its expenditure over the medium term. The Council intends to fund the SPS from its reserves. As at 31st March 2021, the total Council Earmarked reserves stood at £140m. After accounting for ring fenced funds and timing differences, the Council held just below £92m. An SPS of £16m would reduce the Council's reserves by 17.4% to £76m. Increasing the maximum scheme cost to £20m would reduce reserves by 21.7% to £72m. By way of comparison, in 2018/19 (the last full dataset available) the average Earmarked Reserves balance for an Inner London Borough was £115m.

5.1.2 Consultation Responses

For the purposes of considering the financial implications, the consultation responses are considered generically, where possible.

(1) Individual Payments Raised to £10k from £8k

This would increase the estimated maximum direct cost of the SPS by £4m to £20m, a percentage increase of 25%. The financial impact of this decision needs to be carefully considered alongside the Council's fiduciary duty. Based on the original maximum estimated scheme cost a reserve was established of £16m in order to set aside funds to be utilised. Should the amendment to the scheme be approved, the additional £4m can be found from the 'Budget Risk and Insurance' reserve. This is estimated to reduce this reserve from £25.4m to £21m. Whilst this is a one off reduction in a key element of our financial resilience, it is affordable in the context of an ongoing and sustained financial strategy of increasing Earmarked Reserves and the General Fund Balance.

(2) Extending the SPS Period from the Current 1965-1995

To help inform the SPS, an actuarial firm was appointed to conduct a study at the end of 2019 to estimate the number of individuals who were resident at any point in Islington homes in the 30-year period 1965 to 1995. Any change to the 30-year qualifying period would require the council to commission another actuarial review so that the estimated maximum scheme cost could be re-calculated. This would be a lengthy process to commission and execute. The entire process would then need to be re-run to determine the affordability and legality of the resulting scheme and cost.

There would need to be a significant re-engagement with the council's insurance providers for the period.

(3) Include Deceased Residents within the SPS Eligibility

The actuarial review underpinning the financial assumptions of the scheme is based on estimated numbers of surviving residents. Should the scheme be expanded to include deceased residents, a further actuarial review would be required with the associated redetermination of affordability and legality of the scheme overall.

(4) Include Foster Care Placements

Similar to (3) above, the actuarial review underpinning the financial assumptions of the scheme is based on estimated numbers of surviving residents of Islington Care Homes. Should the scheme be expanded to include foster care placements, a further actuarial review would be required with the associated redetermination of affordability and legality of the scheme overall

(5) Include Placements other than Islington Children's Homes

Consultation responses have proposed that the SPS should cover specific and ongoing placements in settings such as non-Islington children's homes, boarding schools and secure units, bed and breakfast and other hotel accommodation, and all other places where Islington placed children in care. It is not clear if records of such placements exist. If there are some records or data indicating such placements, then a further actuarial review would be required with the associated redetermination of affordability and legality of the scheme overall

(6) Include Third Party Abuse including Peer-On-Peer and by Visitors to Islington Children's Homes

These events would relate to abuse against residents of Islington children's homes over the 30-year period. Recognising that the actuarial review included an estimate of all placements and not the type of potential abuse, there would be no increase in the estimated maximum direct cost of the SPS in the event that these do constitute qualifying abuse headings under the SPS. The actual cost (as opposed to the maximum cost) of the scheme would be higher however as an increased proportion of residents would be eligible.

(7) Include Abuse Headings such as Neglect, Racism, Separation of Siblings and Pin-Down

There would be no increase in the estimated maximum direct cost of the SPS in the event that these do constitute qualifying abuse headings under the SPS, as these events would relate to abuse against residents of Islington children's homes over the 30-year period. As per (6) above, the actual cost of the scheme would be higher due to the increased number of actual eligible residents.

(8) Make Payments under the SPS where Previous Civil Claims Paid and No Offset Against Future Civil Claims

The first instance would involve making payments over and above a court assessed judgement as to the financial award paid out for an individual claim. The second instance would take away a key benefit of the SPS to the council's insurance providers. Both instances would, on the face of it, potentially compromise the council's insurance position in respect of settled and future claims. This would appear to be a fundamental change to the proposed scheme and would need to be fully re-assessed accordingly from a legal, financial and insurance perspective.

(9) Reduce the Number of Proposed 'Verification' Checks

This could not be countenanced from a financial or insurance perspective. We must ensure that SPS claims are subject to the full range of proposed verification checks to ensure that there is proper use and application of public funds and to ensure that our insurance position is not in any way compromised in respect any of future, civil compensation claims.

Further financial implications are included in exempt Appendix E.

5.2 Legal Implications:

5.2.1 In deciding whether or not to approve the adoption of the final SPS set out in Appendix C, the Executive must:

- (1) conscientiously have full and proper regard to the consultation responses in Appendix A and summarised in paragraph 3.5;
- (2) take into account the comments on each of the issues raised by consultees as set out in paragraph 3.6;
- (3) have regard to the changes proposed to the SPS as a result of the consultation (paragraph 3.8 and Appendix B);
- (4) consider the recommended SPS; and
- (5) have regard to the matters set out in the Financial Implications, paragraphs 5.2.2 to 5.2.6 below and exempt Appendix E.

The following legal implications reflect the advice received from external Counsel.

Power to establish the Support Payment Scheme (SPS)

5.2.2 The council has power to establish the SPS under section 1 of the Localism Act 2011. Under section 1, the council has a general power of competence to 'do anything that individuals may do' and which expressly includes the power to do it for the benefit of the authority, its area or persons resident or present in its area.

5.2.3 However, the general power of competence must be exercised in accordance with the principles of administrative law which means that any decision to establish the SPS must be taken reasonably and properly, taking into account all relevant considerations and disregarding irrelevant ones. In particular, proper regard must be had to the council's fiduciary duty to its council tax and business rate payers to act 'in a fairly business-like manner with reasonable care, skill and caution and a due and alert regard to the interests of those contributors who are not members of the body'. Therefore, the council must strike a reasonable

balance between the interests of its council taxpayers and business rate payers who contribute funds and those abuse survivors who would be entitled to receive payments under the SPS.

5.2.4 Subject to complying with the principles of administrative law, the council has a broad statutory discretion to set up the SPS as it thinks fit setting criteria for entitlement to payment.

5.2.5 Claimants have no specific statutory entitlement to compensation under a scheme and therefore the SPS does not fetter the council in considering individual civil compensation claims brought by abuse survivors.

5.2.6 The proposed SPS provides for a financial support payment of £10,000 to persons where there is credible information that they suffered emotional, physical, or sexual abuse when resident in one of the council's children's homes between 1966 and 1995. In deciding whether to set up the SPS, the council will need to take into account:

- (1) estimated cost of the SPS and whether it is affordable for the council;
- (2) the council's auditor's duty under section 20(1) (c) Local Audit and Accountability Act 2014 to ensure that the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources; and
- (3) resident impact assessment.

Further legal implications are included in exempt Appendix E.

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

No negative carbon emission or environmental impacts are expected.

5.4 Resident Impact Assessment:

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

The Resident Impact Assessment completed on 25 February 2021, has been updated following completion of the consultation undertaken on the SPS. The summary of the final SPS is included below. The complete updated Resident Impact Assessment is appended at Appendix D.

The final SPS is likely to have a positive impact on the range of known equalities and diversity characteristics of children who were in the care of Islington Council within the eligibility period.

In tandem with the existing specialist support services, the proposed scheme is likely to contribute to advancing the health, wellbeing and independence of survivors. The proposed scheme must acknowledge and be responsive to a potential applicant's multiple and complex support needs developed as a result of childhood abuse. There will be a need to ensure that:

- equalities and diversity is monitored and reported on throughout the implementation of the scheme
- a swift and compassionate process is in place to minimise impact on the health, wellbeing and independence of older applicants and/or those with disabilities.
- strategies are in place to address disproportionality in uptake by potential applicants from ethnic and cultural communities
- further harm and impact on an applicant's physical and mental ill-health or entitlement to benefits are minimised as far as possible
- strategies are in place to minimise triggering or re-traumatising applicant through the consultation on, or implementation of, the proposed scheme
- there is equitable access to information about the scheme for potential applicants
- strategies are in place that recognise the impact of institutional childhood abuse in a way that does not adversely affect the outcome for potential applicants.

6 Reason for recommendations

The SPS will provide financial support for eligible survivors / victims of non-recent abuse suffered when in the council's children's homes. It will form part of a wider support scheme which encompasses trauma counselling, specialist advice, support and assistance for care, housing, appropriate welfare benefits, access to further education and suitable employment and support to access to care records. Whilst nothing can compensate for the traumatic harm caused to and which still affects survivors / victims of historic abuse, a full remedial support offer which has practical support, a financial element and recognition and acknowledgement by the council of the abuse that they suffered, is important to survivors / victims and can be part of a survivor's journey that helps them to heal and to move forward from their experiences. Accordingly, the proposed SPS is recommended for approval.

Appendices

- Appendix A – Consultation document and responses
- Appendix B1 – Proposed SPS with tracked changes
- Appendix B2 – Proposed SPS terms and conditions with tracked changes
- Appendix C1 – Final SPS
- Appendix C2 – Final terms and conditions
- Appendix D - Resident impact assessment
- Appendix E - **Exempt**

Background papers: None

Final report clearance:

Signed by:



6 October 2021

Leader of the Council

Date:

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Non-Recent Child Abuse Support Payment Scheme



Summary of the consultation feedback

August 2021

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1. Summary

- 1.1 Following the publication of a proposed support payment scheme (SPS), the Council carried out a public consultation to seek informed feedback to shape the final scheme for decision by the Council Executive.
- 1.2 The public consultation on the proposed scheme took place between 6 April and 2 June 2021. The consultation gave local people and organisations the opportunity to provide detailed comments on the Council's proposal. There were 43 responses to the consultation. A total of four responses were received from organisations and/or those who work with survivors.
- 1.3 There were several comments, suggestions and ideas about other aspects associated with overall redress principles, for example, justice achieved through the criminal justice system, lifelong corporate parenting and the physical legacy in the borough.

2. Background

- 2.1 On 18 March 2021, the Council Executive approved the proposed SPS to provide financial support for eligible survivors / victims of non-recent abuse suffered when in the council's children's homes and the associated consultation.
- 2.2 The proposed SPS will form part of a wider support offer which also encompasses a trauma service, specialist advice, support and assistance for care, housing, appropriate welfare benefits, access to further education and suitable employment and support to access to care records.

3. Main aims of the Support Payment Scheme

- 3.1 The SPS will provide a financial support payment of £8,000 to eligible survivors who suffered emotional (sometimes referred to as psychological), physical and / or sexual abuse from a council employee, a visitor introduced to a care home by the manager or member of staff or volunteer when placed by the council in Islington run children's homes between 1966 and 1995. Payments to eligible survivors will be made through a process that is as straightforward and quick to access as possible and minimises the need to re-live past trauma or the risk of further trauma or harm.
- 3.2 The SPS's focus is determining if the applicant is a survivor of abuse who satisfies the criteria of the scheme, rather than an analysis of the intimate details of the abuse. It thus avoids the need for survivors to undergo expert medical examinations or provide lengthy statements, with the 're-living' that would result from this. The SPS will facilitate support payments rather than present 'obstacles to be overcome' through a non-adversarial process. It does not require or adopt any standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. The SPS has an automatic review process to the Independent Review Panel where an application is not initially successful, and reasons will be given where an application is not accepted.
- 3.3 The SPS is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered. It will not determine any issue of fault, negligence, or legal liability. It has no bearing on any civil compensation claims that abuse survivors may bring save that it requires an applicant to agree contractually to offset any scheme payment received against any subsequent civil compensation claim payment and requires any prior civil compensation claim payment to be offset against a scheme payment.
- 3.4 An application under the SPS may be declined if there is information or material that the applicant has been involved in terrorism, links to a terrorist organisation, organised crime, murder, manslaughter and paedophilia ('adverse issues') and it would in all the circumstances be unconscionable for the council to make a payment under the SPS. The Independent Review Panel will be responsible for determining whether an application should be declined due to adverse issues.

4. Methodology

4.1 The Council consulted on:

- Guiding principles for the scheme
- Eligibility of who would be able to apply to the scheme
- The evidence requirements for payments
- Arrangements for making an application and scheme length
- How the scheme might be delivered including equalities issues that need to be considered

4.2 Engagement and participation in the consultation was encouraged from survivors and key individuals or organisations, including those working with or representing, survivors. Consultees were provided with a copy of the draft Scheme and the reasoning behind its terms. They were invited to provide comments or suggestions in relation to it within an original period of six weeks which was subsequently extended for an additional two weeks at the request of a survivors' organisation. Responses were collected via written or verbal feedback including an online consultation form.

4.3 The main method for collecting feedback was the consultation webpage and online feedback form. Information about the consultation posted on the Council's webpage (<https://www.islington.gov.uk/consultations/2021/non-recent-child-abuse-proposed-support-payment-scheme>) included:

- background information about the scheme proposal;
- the scheme [proposal document](#) and [terms and conditions](#), setting out the full details, including how long the scheme will be in place, who is eligible, and how the scheme will be administered links to an online feedback form
- information on what would happen once the public consultation period finished; and
- all comments and suggestions would be carefully considered before the scheme is finalised.

4.4 Individuals and organisations could also download and email either a completed consultation form, a general comments form or a format of their choice to the following email address: SPS.Consultation@islington.gov.uk

4.5 As part of the consultation approach, provision was made for an online meeting to give feedback, or to receive the documents in an alternative format.

5. Response to public consultation

5.1 Social media / online activities

5.1.1 The consultation webpage received a total of 293 views from 6 April to 2 June. The top three days for views were:

- 41 on 6 April (the day the scheme launched)
- 25 on 9 April
- 20 on 12 April.

5.1.2 Social media: There were a total of 6 tweets and 1 Facebook posts across the campaign. This reached 209.7k across Twitter and 316 on Facebook. Reach means it was displayed on the feed, but not necessarily seen by the audience. The campaign generated 34 link clicks, 11 shares/retweets and 8 likes. The top post by click was <https://twitter.com/IslingtonBC/status/1386575840050286595>, it generated 10 clicks. The top

post by reach was <https://twitter.com/IslingtonBC/status/1392132471383379968>, it reached 47.5k.

- 5.1.3 Stories were included in the Latest News bulletins on 9 April and 10 May, which is sent to 28k residents. These generated a total of 114 click throughs (9 April 79 clicks, 10 May 35 clicks) to the news release or consultation. The SPS consultation also received coverage in the [local press](#).

5.2 About the respondents

- 5.2.1 Responses were submitted by 4 organisations and/or those who work with survivors and 39 individuals (Table 1). The Islington Survivors Network (ISN) received responses from 84 ISN survivors to inform their consultation response, which is available on their website: [ISN Response to Support Payment Scheme Consultation – Islington Survivors Network](#)

Table 1: Types of respondent

Respondent type	n	%
Individuals	39	91%
Organisations	4	9%
Total	43	100%

- 5.2.2 Individual respondents who submitted responses directly to the council were invited to indicate if they identified as a survivor of abuse in care. Not all individuals answered this question. Among those who did, 82% identified as survivors (Table 2).

Table 2: Individual responses from survivors of abuse in care

Survivors of abuse in care	n	%
Yes, I am an Islington survivor of abuse in care	31	79%
Yes, I am a survivor of abuse in care but not from Islington	1	3%
Prefer not to say	1	3%
No response	6	15%
Total	39	100%

- 5.2.3 In total, 43 responses were received from individuals and organisations: 9 email responses and 34 online responses (Table 3). Table 4 shows 84% of respondents used the council feedback form to submit their response.

Table 3: Consultation responses by submission method

Submission method	n	%
Email	9	21%
Individual	6	
Organisation	3	
Online	34	79%
Individual	33	
Organisation	1	
Total	43	100%

Table 4: Consultation responses by submission format

Submission format	n	%
Council Feedback Form	36	84%
Submitted via email	2	
Completed online	34	
Other	7	16%
Total	43	100%

5.3 The content of responses

5.3.1 There are some important points to note about the quantitative findings and written comments from organisations and individuals.

- As noted above, over four-fifths of the responses completed using the council's consultation form came from individuals, most of whom self-identified as survivors of abuse in care. The overall quantitative findings presented are very much shaped by these views.
- Three of the four organisations reflected the views of survivors that they are in contact with in their responses. Organisations tended to provide longer, more detailed information than individuals. In general, individuals provided very short comments. Several organisational respondents chose not to respond to sections of the consultation.
- In relation to some elements of the consultation, some written responses suggested some misunderstanding of the issue being asked about or the specific wording of the question. However, to preserve the integrity of the original responses, these have not been 'corrected' in the narrative below.
- Finally, it was common for individuals, particularly those who engaged with the specialist independent facilitators to give their feedback, to provide personal accounts of abuse in their responses, sometimes without directly addressing the support payment scheme itself. While these accounts are important and need to be acknowledged, they are not covered in any detail in this report. There were several comments, suggestions and ideas about other aspects associated with overall redress, truth and reconciliation principles, for example, justice achieved through the criminal justice system, lifelong corporate parenting, the physical legacy in the borough and most significantly, sharing experiences of abuse in care to be heard with respect.
- Several respondents welcomed the council proposing an approach, acknowledging the issues for survivors and working in the interest of today's children and young people.

6. Summary of feedback received

6.1 Purpose and Principles of the Support Payment Scheme

6.1.1 As indicated above, 36 respondents used the council feedback form to submit their response. Respondents were asked whether they agreed the purpose of the support payment scheme, described as:

"A scheme to provide financial support for eligible survivors of non-recent abuse suffered when in the care of LBI [London Borough of Islington] social services.

It forms part of a wider support scheme which encompasses counselling, care support and specialist advice in certain fields.

The scheme's objective is to facilitate a support payment to eligible survivors through a process that is as straightforward and quick to access as possible, and minimises the need to re-live past trauma, or the risk of further trauma or harm."

6.1.2 Of the respondents who completed the council's consultation form, 94% agreed with the described purpose of the scheme.

Table 5: Purpose of the support payment scheme

Described purpose of the support payment scheme – do you agree?	n	%
Yes	34	94%
No	2	6%
Total	36	100%

6.1.3 Respondents were also asked whether they agreed with the guiding principles that should underpin the support payment scheme, described as:

- " - *To make the scheme as straightforward and accessible as possible;*
- *To treat applicants with fairness, decency and respect;*
- *To ensure that the assessment and decision-making process is robust and credible;*
- *To minimise the potential for further harm through the process of applying to the scheme."*

6.1.4 Of the respondents who completed the council's consultation form, 94% agreed with the guiding principles that should underpin the scheme.

Table 6: Guiding principles of the support payment scheme

Described guiding principles – do you agree?	n	%
Yes	33	94%
No	1	3%
Unsure	1	3%
Total	36	100%

6.1.5 Payment amount: Most respondents who commented on the payment amount emphasised that no amount of money could address the harm or put right the abuse that survivors had suffered. Several respondents suggested that the payment amount from the scheme should be increased from £8,000 to £10,000. Some respondents referred to the payment as disappointing citing comparison with Lambeth's Harms Way payment or the severity of harm experienced in care. Other respondents, whilst also concerned about the payment amount or the inability to achieve a civil claim, reflected on the flat rate approach, a simple process and the need for closure.

6.2 Eligibility for the Support Payment Scheme

6.2.1 LBI-run children's homes: The consultation documents proposed that the scheme would be based on two criteria:

1. where LBI had responsibility in place of the applicant's parent; and

2. that the applicant was a resident in an eligible LBI children's home, having been placed there by LBI.

It explained that the scheme was in response to abuse within LBI-run children's homes which meant that applicants who were abused in circumstances such as foster care, children's homes that were not run by LBI or boarding schools and abuse by other residents in the children's home would not be eligible to apply to this scheme.

6.2.2 Living survivors: The consultation documents also proposed to allow applications for living survivors only.

6.2.3 Time period to be used for the scheme: The consultation documents explained that the responsibility for children's homes formally run by the London County Council (LCC) passed to London local authorities during 1965. In 1995, the White Report of the Inquiry into the Management of Child Care in the London Borough of Islington was published. It proposed that 1966 to 1995 represented an appropriate period for the scheme.

6.2.4 Key points

- Of the respondents who completed the council's consultation form, 53% disagreed with the proposal to limit eligibility to situations where LBI had responsibility in place of the applicant's parent and that the applicant was a resident in an eligible LBI children's home, having been placed there by LBI. 31% of respondents agreed with the proposal.
- Among those who disagreed with the proposed eligibility, the most common argument was that all abuse should be treated equally. Some elaborated on this theme, emphasising that 'abuse is abuse' and that the impacts of abuse are the same wherever it occurs or that all survivors deserved to have an equal right to redress. Others reflected that, at the time, it was the responsibility and duty of the council to care for and protect children, ensuring they were safe from harm and had a safe environment to live, wherever they were placed.
- Some respondents emphasised their reality about the nature of how abusers operated meant that the abuse didn't only occur solely within children's homes, outlining that several become foster parents. This emphasized the argument that, at the time, it was the responsibility of the council to protect children wherever they were placed.
- Those who disagreed typically thought that key elements of the proposed eligibility required additional clarification or rationale for exclusion. Clarification on the list of LBI-run homes that would be used was also sought.
- Of the respondents who completed the council's consultation form, 69% agreed that 1966 to 1995 represented an appropriate period for the scheme. 17% of these respondents were unsure and 14% disagreed. A variety of alternative dates were suggested by both individuals and organisations who responded to the consultation for several reasons given. This ranged from going back further than the proposed date to up to the present day. One of the most common contexts was that the abuse was unlikely to have started or ended at the proposed time points. Several respondents were concerned about the time period used for support payment scheme would be unaligned to that used for the existing local support services for survivors.
- There were mixed responses to limiting eligibility to living survivors only. Multiple respondents expressed that the impact on families of deceased survivors was significant including where it was felt that survivors died due to the experiences and impact of childhood abuse.
- Some respondents suggested wider eligibility for the scheme than that described in the proposal. Overall, these were:
 - Those placed in small group foster homes if not already included;
 - Those who were placed in foster care;

- Those who were placed in boarding schools;
- Those who were placed by council in non-council homes;
- Those who were placed by other bodies in council homes
- Those who were placed in holiday placements;
- Those who were placed in B&B/hotel placements;
- Those who were placed in Hutton Poplars;
- Deceased survivors;
- Survivors who were in care with LCC (prior to 1966);
- Survivors who were in care prior to 1966 or subsequent to 1995; and
- 'all people in care.'

It was also proposed that there be 'complete flexibility' as regards those survivors who should be eligible and that applications should be considered on a case by case basis.

6.2.5 Types of abuse: The consultation documents proposed that the following types of abuse would be covered by the scheme:

- Emotional (sometimes referred to as psychological) abuse
- Physical abuse
- Sexual abuse committed by, or aided, abetted, counselled, or deliberately procured by a person who was at the time employed by LBI or was providing childcare services to children on behalf of LBI on a voluntary basis.

6.2.6 Key points

- Of the respondents who completed the council's consultation form, 69% agreed with the proposed types of abuse for inclusion within the scheme; 22% of respondents were unsure and 8% disagreed.
- Among those who disagreed or expressed concern across all individual and organisational responses, the following categories of abuse were proposed for inclusion:
 - Neglect
 - Peer on peer
 - Financial abuse
 - Exploitation
 - Racist abuse
 - Any abuse by a council employee
 - Separation of siblings
 - 'Pindown restraints'
 - Abuse perpetrated by visitors introduced to care homes by managers/staff at care homes.
 - Comments also questioned whether abuse perpetrated physically outside/away from the care home in question, for example whilst on a holiday or in a staff member's own home, is included.
 - The wording of the definitions of abuse cited in the scheme documents were also questioned and several suggested that existing definitions from statutory guidance were used.

6.2.7 Applicants who have had involvement in or connection to adverse issues: The consultation documents proposed that an application may be declined for ethical or moral reasons where an applicant has had an involvement in or connection to the following issues:

- terrorism
- links to a terrorist organisation
- organised crime
- murder
- manslaughter
- paedophilia

6.2.8 Key points

- Whilst some respondents acknowledged that this was understandable, there was also concern about declining an application where it would be considered unconscionable to make a payment due to adverse issues. Those who expressed concern typically outlined the link between childhood abuse, subsequent impacts of this experience including involvement in crime because of these experiences.

6.3 Scheme duration

6.3.1 The consultation documents proposed that the scheme would be open for applications for a period of two years.

6.3.2 Key points

- Amongst the respondents who completed the council's consultation form, 53% agreed with the proposed duration and 47% disagreed with it.
- Responses ranged from agreeing with a time limit to preference for no time limit at all. Some respondents suggested that two years is too short a period for the scheme and that five years would be appropriate. There was concern that survivors would not have sufficient time to submit their applications, often due to the courage or emotional readiness to come forward.
- Several respondents emphasized the importance of advertising the scheme widely so that as many survivors as possible were aware of the scheme. The Resident Impact Assessment action plan, published alongside the proposed scheme action plan, committed to establishing a regular communications and engagement plan to maximise awareness of the scheme and provide information in an accessible and supportive way. Several respondents suggested a variety of ideas as to promoting and publicising the scheme.

6.4 Making an application and administering the scheme

6.4.1 Key points

- It was suggested that there is a need to prioritise applications by survivors who are older or have long term health problems or life limiting conditions.

6.4.1.1 Practical help to make an application: The consultation documents asked about the practical help and support for survivors to make an application.

- Of respondents who completed the council's consultation form, 92% agreed that provision should be made by the scheme's support team to assist survivors to obtain documentary records required for the application process.

- The consultation documents proposed that the applicant's own account of the abuse suffered will be the key material for the scheme. Of the respondents who completed the council's feedback form, 72% agreed that the applicant's own account should be used as the key material. Several organisations who responded indicated that they would like to be involved in establishing or providing credible information and material.
- There were several comments related to ensuring the application form is suitably simple and empower survivors to complete. Within their response, several organisations either recommended preferred formats, content or expressed an expectation to work with the council to write or draft the application form.
- There were concerns were expressed about the confidentiality of, and anonymity for, any applicant who may work for council which may deter them from submitting an application. The confirmation checks were outlined as potentially intrusive which could also deter potential survivors from making an application to the scheme.
- A concern was expressed about the lack of any face to face input from applicants i.e. opportunities for an applicant to make representations in person during the application process. It was also suggested that the provision to dismiss an application in the event of repeated significant delay by an applicant in providing information or material is harsh, unrealistic and punitive.
- There were a variety of suggestions to ensure that survivors are supported to minimize any trauma that may be experienced during the application process and beyond. One respondent outlined a need for accessible counselling and emotional wellbeing support during and after the application process.
- Several respondents suggested that applicants should have the support of an advocate, guardian, partner, sibling or family member when completing the application form or assisting them throughout the application process. There was a mixed view about organisations who should support survivors with their applications.
- It was suggested that the use of the 'support team' within the scheme was confusing and that this is changed. There is an existing survivor support team based within Adult Social Care which provides practical care and support to survivors.

6.4.1.2 Assessing applications: The consultation documents asked about the key skills and knowledge required by the team making the assessment and decision for applications.

- Of the respondents to the council's consultation form, 97% agreed that that the key skills and knowledge required by the team making the assessment and decision should include legal knowledge and the understanding of complex trauma and its impact. Other comments related to the expertise and characteristics of the in-house and external teams who will be collectively administering the support payment scheme.
- Across all of the individuals and organisations who submitted a response, several respondents outlined that those assessing the applications should have knowledge of the history of the council's 'child abuse scandal' and an awareness of child abuse and the impact of abuse.
- Referring alleged or known child abusers: It was requested that publicly announced strategies/policies for referring alleged and known child abusers to the police and to the LBI council LADO.

6.4.1.3 Independent Review Panel: The consultation documents explained that an Independent Review Panel (IRP) will be in place for applications that do not meet the threshold to make a support payment. It outlined that the panel would consist of members with legal expertise, social work expertise and applicable charity work expertise.

- Of those who completed the council's consultation form, three-quarters of respondents agreed that the Independent Review Panel should consist of these three members. However,

across all responses, it was stressed that this could be extended to a fourth member and/or include a member with the lived experience of a survivor.

- There was an interpretation expressed that there was no appeal from the application decision. There was also concern about the 28-day period for applicants to submit further documentation to the IRP for their review.

6.5 Other features of the scheme

6.5.1 Other payments

- Of respondents who completed the council's consultation form, there was a mixed view about whether a **support payment from this scheme should be taken into account for any subsequent, related future civil compensation claim payment** for the abuse suffered. Just over half of these respondents (36%) agreed that the support payment should be taken into account. A third of respondents (33%) disagreed and 31% were unsure.
- Nearly two-thirds of respondents who completed the council's consultation form (64%) disagreed that **previous civil compensation claim payments received by an applicant should be taken into account in assessing the amount of the support payment from this scheme**. A third of respondents (33%) agreed.
- Across all responses, there were several concerns about this issue related to principles of fairness, that individuals should not be penalised for having pursued civil compensation or justice at a time when this scheme was not an option and conflation of the support payment scheme with civil claims.

6.5.2 Impact of benefits: The consultation documents explained that LBI is seeking an agreement with the Department for Work and Pensions (DWP) that a payment made under this scheme does not affect a person's eligibility for a social security benefit entitlement. In the absence of this, an applicant would need to notify the DWP that they have received a payment under this scheme. It asked how applicants could be supported to minimise the impact of receiving a payment under this scheme on their benefits entitlement

- Overall, many respondents highlighted that survivors' entitlements to benefits would be adversely affected by a scheme payment. It was felt that the scheme should not result in a worse situation for them and that the DWP should acknowledge the scheme.
- Suggestions and ideas for minimising the impact of receiving a payment from the scheme included:
 - Financial advice made available to survivors including money and business start-up advice
 - Part-payments or instalments made over two years for those on benefits, if required or requested
 - Payments held in a trust and discharged including for those where there are concerns about exploitation or where receipt of the payment could negatively harm them
 - Employment support

6.5.3 Feedback from survivors on the scheme once it is in place: There was support from respondents about the inclusion of a feedback mechanism to continuously understand and improve survivors' experiences of the scheme. There was a suggestion to include organisations who supported survivors in periodic reviews of the scheme. There should be a facility for both applicants, survivors, ISN, other survivor support groups or anyone else interested to provide feedback whilst the scheme is operational.

6.5.4 Database: There were concerns about a proposed database and the issue of prior claimants providing their consent to being included in the proposed database and being protected.

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Strictly Private & Confidential **Appendix B1**
WORKING DRAFT
SCHEME PROPOSAL AND SCHEME PROPOSAL MAP
AS OF 28/09/2021

1. Introduction

1.1 A scheme to provide financial support for eligible survivors of non-recent abuse suffered **whilst placed by LBI in LBI run care homes.**

1.2 It forms part of a wider support scheme which encompasses counselling, care support and specialist advice in certain fields.

1.3 The scheme's objective is to facilitate a support payment to eligible survivors through a process that is as straightforward and quick to access as possible, and minimises the need to re-live past trauma, or the risk of further trauma or harm.

1.4 The scheme offers a fixed payment to eligible survivors. It is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered in the way that a claim for civil compensation would

1.5 LBI wishes to make a fixed payment available to eligible applicants who satisfy the criteria of the scheme without the level of investigation and analysis, or evidential standard of proof, required in a civil compensation claim. The scheme does not involve the same process of investigation and analysis as civil compensation claims and it does not seek to and will not determine any issue of fault, negligence or legal liability.

1.6 The scheme's focus is determining if the applicant is a survivor of abuse that falls within the parameters of the scheme, rather than an analysis of the intimate details of the abuse.

1.7 It **does not require** survivors to undergo expert medical examination, provide lengthy statements, **or 'face to face' meeting** with the 're-living' that **may** result **from these. Survivors may, however, provide a 'face to face' account at the appeal stage, should they wish to .**

1.8 The scheme is not an alternative, but a supplement, to any civil compensation claim. LBI has substantial insurance **cover** and the scheme **has to operate within the context of this and not prejudice this** or LBI's position in relation to, or its ability to defend, any civil compensation claims in the future or already in progress.

1.9 LBI has limited financial resources and in order to ensure fairness and compliance with its constitutional requirements:

- a) An applicant will be required to give credit for any civil compensation claim payment already received, or agreed, against a payment under the scheme, with the fixed scheme payment being reduced by the amount of any such civil compensation claim payment(s).
- b) An applicant will be required to agree contractually that a payment made under the scheme will be offset against, and deducted from, any related future civil compensation claim payment or agreement to make such a payment.

1.10 The comparatively straightforward nature of the scheme and the fact of the fixed payment mean

survivors can access it without the need for legal representation. The scheme does not, therefore, allow for payments of fees to survivors' legal or other representatives **or applicant's assistants [see 10 below].**

1.11 It is agreed that there should be a facility to review the scheme and to revise aspects, such as its scope and duration, once and whilst it is operational.

2. DWP

2.1 The receipt of a support payment **may** affect a survivor's entitlement to social security benefits. LBI is therefore seeking an agreement with the DWP that a payment made under the scheme is to be disregarded for the purposes of any assessment of a person's eligibility for a social security benefit entitlement that depends on any form of means test.

3. Independent identity

3.1 **To ensure its independence and fairness, the scheme will have** an identity independent from LBI generally, in all its correspondence and dealings. Any external organisations or individuals that may be involved in the administration of the scheme **will** share and operate under this independent identity.

4. Hidden and historic

4.1 The scheme acknowledges and seeks to address the particular features of information or material - or the lack of - relating to abuse, summed up by the phrase 'hidden and historic'. Whilst contemporaneous information or material may establish that a survivor was, **for example**, at a given children's home, it will seldom contain any indication or record of abuse. The survivor's own account will be the key material in relation to this.

5. Duration

5.1 **The scheme will initially be open for applications for a period of 2 years. This period may be extended if appropriate.**

6. Scope

6.1 The scheme is to facilitate a support payment to a survivor who:

- was placed by LBI in a LBI run children's home
- between 1966 and 1995
- suffered **sexual, physical, emotional abuse or neglect whilst in that placement.**

6.2 A list of children's homes run by LBI has been compiled. It may be necessary in the course of running the scheme to add homes into, or exclude them from, this list.

6.3 Ongoing review of the scheme may determine that the agreed time period 1966 to 1995 be varied.

7. Information and Material

7.1 The standard of proof applied in civil litigation is that of 'the balance of probabilities'. This can also be described as 'more likely than not' or '51%+ likely'.

7.2 The scheme wishes to facilitate support payments **through a non adversarial process** rather than

present 'obstacles to be overcome'. It does not require or adopt such a standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. **The scheme does not prescribe in any way the form that this credible information or material may take to facilitate maximum flexibility and discretion in the assessment process**

8. Application threshold

8.1 Where there is credible information and/or material that the applicant was

- placed by LBI in a LBI childrens' home
- during the relevant period and
- suffered qualifying abuse **whilst in that** the placement

8.2 then the threshold to make a support payment is met.

8.3 These are the threshold criteria.

9. Adverse issues

9.1 The scheme acknowledges a link between **abuse and subsequent criminality on the part of survivors and subsequent criminality of itself does not prevent a survivor applying or a payment being made. At the same time, however, a link to extreme criminality, such as a terrorist organisation, organised crime, or sexual crimes, which are defined within the scheme as 'adverse issues', could be of such a severe nature that to make a payment under the scheme would be something that should not, in all good conscience, be done. An application may, therefore, be declined on this basis, but only after it has progressed automatically to the appeal stage and the applicant has had an opportunity to address this issue in writing and/or in a face to face meeting with the independent appeal panel [IAP].**

10. Applicant's assistant and independent advocacy service

10.1 The scheme allows for an applicant, at any stage of the application process, to nominate one other person of their choice, the 'applicant's assistant', to assist with their application. This other person may either act jointly with the applicant or solely on their behalf in the application process, as the applicant chooses. This other person may be affiliated to a survivor support group or similar organisation but is to be nominated only and directly by the applicant.

10.2 There will be an independent advocacy service to assist an applicant where this is reasonably required.

11. 4 Stages

11.1 The proposed scheme has 4 stages:

- A. completion and submission of an application form by the survivor, with support;
- B. confirmation checks to corroborate the identity of the survivor and to check for forgery and any adverse issues;
- C. assessment of the application;
- D. automatic review by an independent **appeal** panel **['IAP']** in the event that the threshold to make a support payment has not been met at stage 3 or that adverse issues are identified.

12. Administration

12.1 An independent service provider ['ISP'] which has with the necessary professional and other expertise will administer parts of the scheme.

12.2 The IAP will comprise barristers/judges, senior or expert social workers and individuals from relevant charitable organisations with appropriate expertise.

12.3 The administration of the scheme will also require input from LBI staff in relation to the processing of application forms, the provision of information and records and confirmation checks.

12.4 It is proposed, therefore, that a team comprising an ISP, an IAP and LBI staff administer the scheme. It is proposed that the collective team be known as the 'SPS team'.

12.5 The SPS team will receive all training necessary and will have the requisite knowledge and expertise in order to perform their role. They will have a full appreciation and understanding of issues relating to child abuse and its impact on survivors including dissociation, minimisation and child sexual abuse accommodation syndrome.

13. Data protection

13.1 The ISP will have rigorous data protection systems that meet the requirements of LBI. An internal 'lock-down' with only specific agreed individuals having access to scheme data would be required.

13.2 The transfer of all scheme data between LBI, the ISP and the IAP/IAP members must be by secure, encrypted means.

14. Support for the SPS team

14.1 It is recognised that working within the SPS team could have adverse health consequences. Counselling and support services will in turn, therefore, be provided for the SPS team.

15. The 4 stages

Stage A completion and submission of an application form by the survivor/applicant

15.1 The applicant applies for the support payment by submitting, **or having their applicant's assistant submit,** an application form together with specified documents. Details of the children's home(s) and abuse are specified in the form.

15.2 The application form will be available online or in paper form. Assistance in completing the form will be offered by independent, trained staff.

15.3 The application form will explain that the applicant may nominate an applicant's assistant and will signpost the applicant to any survivors' support groups that LBI has knowledge of. The SPS team will also signpost the applicant to survivors' support groups when application forms are obtained and being completed. The application form will also contain a section where applicants may confirm if they have any long term health conditions or life limiting conditions, for such applications to be expedited.

15.4 On receipt of an application LBI staff will check for/obtain any social services records relating to the survivor.

Stage B confirmatory checks

15.5 Confirmatory checks will be carried solely to corroborate the identity of the applicant and to check

for forgery and any adverse issues. **They will be limited to these three issues and the results will not be used for any other purpose whatsoever and will not be communicated or shared beyond the SPS team in any way.**

15.6 These will be carried out in part by LBI staff, in part by the ISP: see scheme map.

15.7 Findings from checks are then forwarded to/collated by the ISP.

Stage C assessment

15.8 This is carried out by the ISP.

15.9 The application form/material, any records found and the confirmatory checks will be assessed by the ISP.

15.10 The ISP will consider any adverse confirmation checks and their impact on the application.

15.11 The ISP will consider and assess if the children's home(s) identified are covered by the scheme, if the applicant can be placed there within the relevant time period and if the applicant suffered qualifying abuse in the placement(s).

15.12 The ISP will request further information or material if this is considered necessary to assess the application.

15.13 The ISP will consider if there are any adverse issues. If any are identified, the application will be referred to the **IAP** to assess.

15.14 If the ISP concludes the threshold is satisfied, a support payment will be made.

Stage D automatic appeal

15.15 If the ISP concludes the threshold is not satisfied, the ISP will refer the application, information and material to the **IAP** who will consider it.

15.16 If the ISP identifies any adverse issues, the ISP will automatically refer the application to the **IAP** to consider these and if the application should be declined due to these.

15.17 The ISP will notify the applicant **or applicant's assistant** of a referral to the **IAP** and of any threshold criteria not met or adverse issues identified. The ISP will invite the applicant to make any written representations in relation to this and/or submit any further information or material that they may wish to **within 56 days**, for the **IAP** to consider. **The applicant/applicant's assistant may request further time in which to do this, if required. The ISP will also invite the applicant/applicant's assistant to attend a 'face to face' meeting with the IAP, should they wish, and the applicant/applicant's assistant will have 56 days, or however long may be agreed for the submission of written representations, information or material, to request a 'face to face' meeting. The applicant/applicant's assistant may choose either to have an 'in person' meeting or to do this via a video link such as Zoom.**

15.18 Each application be considered by 3 **IAP** members: 1 legal, 1 social worker and 1 charity organisation member.

15.19 The **IAP** members will consider the application, information and material and decide whether in their view the threshold criteria are satisfied.

15.20 Where adverse issues have been identified they will also decide whether the application should be declined due to these **and they will have an absolute discretion in this regard.**

15.21 In the process of reaching their decision the panel members may request further information or material either from the applicant or the ISP to assist in reaching their decision.

15.22 If they decide the threshold has been met and any adverse issues are not such that the application should be declined, a support payment will be made.

15.23 If they decide either that the threshold criteria have not been met, or that the adverse issues are such that they should reach this conclusion, the application will be declined and the applicant/applicant's assistant will be notified of any threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.

15.24 The IAP's decision will be final.

Communicating the outcome

15.25 Any and all communication to the applicant confirming the decisions made will be limited to stating either that a support payment will be made, that the application has been referred to the IAP, or that the application has been declined, and in the latter two cases the reason(s) why.

16. Database

16.1 It is proposed that a database containing information as to known perpetrators, LBI homes, specific homes where abuse is believed to have taken place, previous allegations and other information relevant to the assessment of applications, as well as prior claimants and applicants, be compiled both during the establishment and duration of the scheme. **The prior consent of claimants and applicants will be a prerequisite to their inclusion.**

17. Referrals

17.1 Strategies and policies for referring alleged and known perpetrators of abuse to the police and to the LBI LADO will be implemented.

Scheme Process Map

'LBI': London Borough of Islington

'AP': applicant/applicant's assistant

'ISP': independent service provider

'IAP': independent appeal panel

1. Application form completed by AP.
2. Face to face/video/telephone meeting between AP and LBI representative offered to assist with completing the application.

3. Application submitted to LBI.
4. Application checked by LBI for any missing mandatory entries, information or material documents or whether information or material required re any change of name. LBI request any missing information/material.
5. LBI locate any files/records for AP. Forward application and any files/records to ISP.
6. Confirmation checks by LBI
 - Council tax base
 - Housing benefits
 - Housing records
 - Electoral role
 - Direct payments
 - LBI sanction check
7. Confirmation checks by ISP
 - Marriage records
 - Address verification
 - Bank account linked to address
 - Bank account not submitted previously
 - Fake/forged material
 - Media checks adverse information
 - HM Treasury Sanctions check
 - Intelligence data base adverse information
 - Representative checks, power of attorney, court order, appointed carer

Findings submitted to/collated by ISP

8. Assessment of application by ISP

Where there is credible information and/or material that the applicant was

- placed by LBI in a LBI childrens' home
- during the relevant period and
- suffered qualifying abuse ***whilst in that*** placement

then the threshold is met and a support payment will be made.

- A. Consider if home(s) identified is covered by scheme
 - Check list to confirm home(s) identified covered by scheme
- B. Consider if placement(s) are within relevant period

- Check application form details
- C. Consider if AP was placed by LBI in children's home(s) covered by scheme
- Check material/records for evidence of placement(s); if none consider:
 - Medical/other records
 - Corroboration by third parties/other **survivors**
- D. Consider if AP suffered qualifying abuse in the placement(s)
- Account from AP; consider overall impression; also consider
 - Any record of alleged abuser [databank]
 - Any 'similar fact' accounts from other survivors [databank]
 - Any relevant investigations or prosecutions [databank]
 - Any corroboration third parties
- E. Consider whether any further confirmation checks are appropriate
- Social media
 - Further information/material from AP
- F. Consider whether there are any adverse issues.
- G. Assessment of the information and material, make decision, complete report.
9. Application accepted
- ISP notifies AP that a payment will be made
 - Payment by LBI via ISP [BACS where possible]
 - Capacity issues – payment to trust.
10. Application not accepted by ISP/adverse issues identified
- Automatic referral to **IAP**
 - ISP notifies AP of this
 - ISP notifies AP of any threshold criteria not met and any adverse issues identified.
 - ISP invites AP to make written representations and/or submit further information or material within **56 days** for the **IAP** to consider. **ISP invites AP to attend 'face to face' meeting with IAP and to request this within 56 days. ISP confirms that AP may request further time for both if required.**
11. **IAP** review of application.
- Review by 3 members :1 legal, 1 social worker, 1 charity organisation
 - Consider all information and material
 - Request further information and/or material from AP or ISP if/as appropriate
 - **Hold 'face to face' meeting with AP in person or by video link if requested**

- Determine if threshold met/consideration of adverse issues and impact on application

12. **IAP** accepts application

- As 9 above

13. **IAP** declines application

- ISP notifies AP that application declined
- ISP notifies AP of the threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.
- ISP notifies AP of right to pursue civil claim
- Final decision

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DRAFT

Appendix B2

ISLINGTON SUPPORT PAYMENT SCHEME – DRAFT **AS AT 28/09/2021**

Terms and Conditions

G1. Islington Council ['LBI'] offers a comprehensive support network for survivors of non-recent abuse. This includes counselling, care support and specialist advice in certain fields.

G2. The Islington Support Payment Scheme ['the scheme'] is part of this support network. It has been set up to provide financial support to eligible survivors of non-recent abuse suffered when **placed by LBI in children's homes run by LBI during the period 1966-1995.**

G3. The scheme's objective is to facilitate a support payment to eligible survivors through a process that is as straightforward and quick to access as possible, and minimises the need to re-live past trauma, or the risk of further trauma or harm.

G4. The scheme offers a fixed payment to eligible survivors. It is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered.

G5. The scheme's focus is determining if the applicant is a survivor of abuse who satisfies the criteria of the scheme, rather than an analysis of the intimate details of the abuse. It thus avoids the need for survivors to undergo expert medical examinations or provide lengthy statements, with the 're-living' that would result from this.

G6. The standard of proof applied in civil litigation is that of 'the balance of probabilities'. This can also be described as 'more likely than not' or '51%+ likely'. The scheme wishes to facilitate support payments rather than present 'obstacles to be overcome' through a non adversarial process. It does not require or adopt such a standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. **The scheme does not prescribe in any way the form that this credible information or material may take to facilitate maximum flexibility and discretion in the assessment process.**

G7. The scheme does not seek to determine any issue of fault, negligence or legal liability. It operates wholly independently to and without any bearing on any civil compensation claims save **that, in order to ensure fairness and compliance with its constitutional requirements,** credit is required to be given in accordance with sections 7 and 8 below. Nothing done, nor any communication or representation made, in the course of the administration of the scheme or a scheme application has any bearing on, or amounts to any form of admission, waiver **or** acceptance or any fact or matter of law, in respect of any civil compensation claim.

G8. The comparatively straightforward nature of the scheme and the fact that the payment is fixed means survivors can access it without the need for legal representation.

1. Key terminology

1.1 'LBI'

The London Borough of Islington or Islington Council.

1.2 'The scheme'

The Islington Support Payment Scheme to provide financial support to eligible survivors of non-recent abuse suffered when **placed by LBI in children's homes run by LBI during the period 1966-1995.**

1.3 'Support payment'

A fixed payment of **£10,000.**].

1.4 'Applicant'

Survivor of non-recent abuse who applies for a support payment under the scheme.

1.5 'Placed in a LBI children's home'

Resident in a LBI children's home, having been placed there by LBI.

1.6 'LBI children's home'

A home contained within the list of scheme homes at Appendix 1. The list may be amended during the operation of the scheme, ***if*** appropriate.

1.7 'Relevant period'

The relevant period is currently 1966 to 1995. The relevant period may be amended during the operation of the scheme, ***if*** appropriate.

1.8 'Qualifying abuse'

Sexual, physical, emotional abuse and/or neglect as defined in 1.9, 1.10, 1.11 and 1.12 below committed by, or aided, abetted, counselled or deliberately procured by

- I. **a person who was at the time employed by LBI**
- II. **a person who was providing child care services to children on behalf of LBI on a voluntary basis**
- III. **a visitor introduced into the LBI children's home and/or to the applicant by a person within I. or II. above**

including abuse outside or away from the LBI children's home;

also including peer on peer abuse, racial abuse, the separation of siblings and use of restraint techniques such as 'pindown' where this falls within 1.9, 1.10, 1.11 and 1.12 below .

1.9 'Sexual abuse'

Involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening. The activities may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse. Sexual abuse can take place online, and technology can be used to facilitate offline abuse. Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.

1.10 'Physical abuse'

A form of abuse which may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm to a child. Physical harm may also be caused when a parent or carer fabricates the symptoms of, or deliberately induces, illness in a child.

1.11 'Emotional abuse'

The persistent emotional maltreatment of a child such as to cause severe and persistent adverse effects on the child's emotional development. It may involve conveying to a child that they are worthless or unloved, inadequate, or valued only insofar as they meet the needs of another person. It may include not giving the child opportunities to express their views, deliberately silencing them or 'making fun' of what they say or how they communicate. It may feature age or developmentally inappropriate expectations being imposed on children. These may include interactions that are beyond a child's developmental capability, as well as overprotection and limitation of exploration and learning, or preventing the child participating in normal social interaction. It may involve seeing or hearing the ill-treatment of another. It may involve serious bullying (including cyber bullying), causing children frequently to feel frightened or in danger, or the exploitation or corruption of children. Some level of emotional abuse is involved in all types of maltreatment of a child, though it may occur alone.

1.12 'Neglect'

The persistent failure to meet a child's basic physical and/or psychological needs, likely to result in the serious impairment of the child's health or development. Neglect may occur during pregnancy as a result of maternal substance abuse. Once a child is born, neglect may involve a parent or carer failing to:

a. provide adequate food, clothing and shelter (including exclusion from home or abandonment)

b. protect a child from physical and emotional harm or danger

c. ensure adequate supervision (including the use of inadequate care-givers)

d. ensure access to appropriate medical care or treatment

It may also include neglect of, or unresponsiveness to, a child's basic emotional needs.

1.13 'Placement'

Period of residency in a LBI children's home.

1.14 'Civil compensation claim'

A claim for compensation for personal injury, loss or damage in accordance with the applicable laws of England and Wales.

1.15 'Compensation payment'

A damages payment received in the course of a claim for compensation for personal injury, loss or damages in accordance with the applicable laws of England and Wales.

1.16 'Application form'

The application form to access a support payment under the scheme at Appendix 2.

1.17 'SPS team'

The **team** that administers the scheme. It comprises an independent service provider, an independent **appeal** panel and LBI staff who assist with the provision of information, records and confirmation checks.

1.18 'Independent service provider'

An independent organisation with legal expertise.

1.19 'Independent **appeal panel'**

A review panel that comprises independent individuals who possess either legal, social work or applicable charity work expertise.

1.20 'Adverse issues'

Terrorism, links to a terrorist organisation, organised crime, **sexual crimes, murder and manslaughter.**

2. Who can apply

2.1 Any living survivor of non-recent abuse can apply for a support payment if they were placed by LBI in a LBI children's home during the relevant period. An application may not be made in respect of a survivor who is deceased.

3. Criteria to qualify for a support payment

3.1 An applicant will qualify for a support payment under the scheme if they:

- were placed in a LBI children's home by LBI
- during the relevant period and
- suffered qualifying abuse ***whilst in that*** placement.

3.2 These are the threshold criteria.

4. Information and material

4.1 The scheme requires that there be credible information and/or material satisfying the threshold criteria.

5. Payment threshold

5.1 Where there is credible information and /or material that the applicant was

- placed in a LBI home by LBI
- during the relevant period and
- suffered qualifying abuse ***whilst in that*** placement

5.2 then the threshold to make a support payment is met.

6. Adverse issues

6.1 The scheme acknowledges a link between abuse and subsequent criminality on the part of survivors and subsequent criminality of itself does not prevent a survivor applying or a payment being made. At the same time, however, a link to the forms of extreme criminality defined as 'adverse issues', could be of such a severe nature that to make a payment under the scheme would be something that should not, in all good conscience, be done. LBI therefore reserves its right to decline an application where there is information and/or material that the applicant has had an involvement in or connection to the adverse issues identified and stated at paragraph 1.20 above, and a payment under the scheme should not in all good conscience be made.

6.2 Where any such involvement is identified the application will automatically be referred to the independent ***appeal*** panel to make this decision.

7. Prior civil compensation claim

7.1 Where an applicant has, prior to qualifying for a support payment under the scheme, received a compensation payment or such a payment has been agreed in the course of a related civil compensation claim against LBI, the amount of any such payment or agreement will be offset against and deducted from any support payment to the applicant under the scheme. In this situation the applicant will receive only the balance of the support payment that exceeds the value of any compensation payment already made or

agreed.

8. Subsequent civil compensation claim

8.1 An applicant is required to agree contractually that a payment made under the scheme will be offset against, and deducted from, any subsequent, related future civil compensation claim payment or agreement to make such a payment.

8.2 The scheme is intended to provide straightforward and accessible financial support to qualifying applicants. It does not involve the process of investigation and analysis that would be applied in a civil compensation claim. Nothing done or stated in the course of the administration of the scheme or an application constitutes, or may be taken as, an admission or waiver of any matter of fact or law in relation to any civil compensation claim. LBI reserves its rights fully to defend any subsequent civil compensation claim, including to raise a limitation defence.

9. Limitation

9.1 LBI reserves its rights to raise a limitation defence in any related civil compensation claim.

10. DWP

10.1 LBI is seeking an agreement with the DWP that a payment made under the scheme is to be disregarded for the purposes of any assessment of a person's eligibility for a social security benefit entitlement that depends on any form of means test.

10.2 At the date hereof such an agreement has not been reached.

10.3 Absent such agreement an applicant would be obliged to notify the DWP of a payment received under the scheme.

11. Duration

11.1 *There will be an initial period of 2 years during which applications may be submitted.*

11.2 *This period may be varied upon 3 months' notice and can be extended if appropriate.*

11.3 *Any application received within this 2 year or any varied period will be accepted and processed.*

12. Commencement Date

12.1 The scheme will be operational with effect from []

12.2 Any application to join the scheme which is received by [] will be accepted into the scheme for consideration. Any application to the scheme received thereafter will not.

13. Registration of interest

13.1 Survivors are invited to register their interest in the scheme prior to it opening. They can do this clicking on the link at [**DETAILS TO BE CONFIRMED**] or calling [**DETAILS TO BE CONFIRMED**].

13.2 Anyone who has registered their interest in the scheme will, when the scheme opens, be sent an

application form and provided with contact details for support staff who will assist in the completion and submission of the application.

14. Assistance/applicant's assistant and independent advocacy service

14.1 An applicant may at any stage of the application process nominate one other person of their choice, the 'applicant's assistant', to assist with their application and this other person may either act jointly with the applicant or solely on their behalf in the application process, as the applicant chooses. This other person may be affiliated to a survivor support group or similar organisation but is to be nominated only and directly by the applicant.

14.2 An independent advocacy service will be available to assist an applicant where this is reasonably required.

15. Application to the scheme

15.1 An applicant applies for the support payment by submitting, or **having his nominated applicant's assistant submit**, an application form together with specified documents.

15.2 The application form is available online [**WEBSITE DETAILS TO BE INCLUDED**] or in paper form from [**ADDRESS**]. **The application form will explain that the applicant may nominate an applicant's assistant and will signpost the applicant to any survivors' support groups that LBI has knowledge of. The SPS team will also signpost the applicant to survivors' support groups when application forms are obtained and being completed. The application form will also contain a section where applicants may confirm if they have any long term health conditions or life limiting conditions, for such applications to be expedited.**

15.3 Dedicated staff within the **SPS team** are available to support applicants **and applicant's assistants** in completing and submitting the application form. Contact details are included in the application form and will be provided to anyone who registers their interest in the scheme.

15.4 Applications should be submitted to the **SPS team** marked Strictly Private & Confidential at either the following postal or email addresses:

15.5 Postal address at [];

15.6 Email address []

15.7 [**DETAILS TO BE PROVIDED**]

16. Administration of scheme

16.1 The scheme is administered by the **SPS team**.

16.2 Upon receipt of an application, initial confirmation checks are carried out by the **SPS team**.

16.3 The independent service provider will then assess the application. Where it is satisfied that the threshold criteria have been met and no adverse issues as defined at **1.20** above are identified, a support payment will be made.

16.4 Where the service provider is not satisfied that the threshold to make a support payment has been met, or where adverse issues as defined at **1.20** above are identified, the application will be referred automatically to the independent **appeal** panel. The independent service provider will notify the applicant that the application has been referred to the independent **appeal** panel, as applicable confirm which of the

threshold criteria have not been met and/or any adverse issues that have been identified, and invite the applicant to make any written representations in relation to this and/or submit any further information or material that they may wish to within **56** days, for the independent **appeal** panel to consider. **The independent service provider will also offer the applicant a 'face to face' meeting with the independent appeal panel, which can take place in person or by a video link, should the applicant wish, to be requested within this 56 day period. The applicant may request further time to submit written representations, information or material and request a 'face to face' meeting.**

16.5 The application will then be reviewed by three independent **appeal** panel members, one with legal expertise, one with social work expertise and one with applicable charity work expertise. They will determine collectively whether the threshold criteria have been met. Where adverse issues have been identified they will also determine whether the application should be declined due to these. In the process of reaching their decision the panel members may request further information or material either from the applicant or the independent service provider, to assist in reaching their decision. If they consider the threshold criteria have all been met and any adverse issues are not such that the application should be declined, a support payment will be made. If they consider either that one or more of the threshold criteria have not been met, or that any adverse issues are such that the application should be declined due to them, the application will be declined and the applicant will, as applicable, be notified of the threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.

16.6 The independent **appeal** panel's decision is final.

16.7 Any and all communication to the applicant confirming the decisions made will be limited to stating either that a support payment will be made, that the application has been referred to the independent review panel, or that the application has been declined, and in the latter two cases the reason(s) why.

17. Delay

17.1 **An applicant will be given reasonable and appropriate time to respond to any request by the SPS team for information or material, may request further time to provide this and any reasonable request will be accommodated. In the absence of a response within the specified or agreed time frames the SPS team will contact the applicant to follow up and will do all that is reasonably possible to support the applicant and by allowing further opportunities for a response. In the event of repeated and significant failures to respond to such a request the SPS team will notify the applicant of a final deadline for the information and material requested and confirm that following this deadline the application will be determined without this.**

17.2 **Upon the expiry of the final deadline specified the application will then be determined on the basis of the information and material already received only.**

18. Right to withdraw application

18.1 An application under the scheme can be withdrawn at any time during the application process, prior to the making of a support payment. An applicant does this by notifying the **SPS team** in writing that they wish to withdraw their application.

19. Confidentiality and Data Protection

19.1 The transfer of all scheme data between LBI, the independent service provider and the independent **appeal** panel will be by secure, encrypted means.

19.2 The support team will treat all matters relating to all applications in the strictest confidence.

19.3 This does not preclude any person from disclosing protected information where required to by law.

20. Representatives

20.1 The scheme is designed to be accessible without the need for legal representation. It does not, therefore, allow for payment of legal or other representatives' fees ***of any sort or any payment in respect of applicant's assistants.*** In the event that an applicant obtains legal representation in relation to an application, LBI will not be responsible for any legal costs incurred by the applicant.

20.2 The independent service provider is appointed by LBI to represent them regarding the operation of the scheme and applications received into the scheme.

21. Capacity

21.1 An applicant who lacks the mental capacity required legally to run their personal affairs must have appropriate personal representation.

21.2 If it appears at any stage to the ***SPS team*** that an applicant lacks this capacity, the ***SPS team*** will facilitate the appointment of an appropriate personal representative for the applicant, referring the matter to the Court of Protection if required. The application will not be progressed further until this is in place.

22. Criminal Injuries Compensation Authority Payments

22.1 If an applicant has received compensation from the Criminal Injuries Compensation Authority (CICA) in relation to abuse that forms the subject matter of their application, the applicant may have an obligation to repay to the CICA all or part of the compensation received from it and must notify the CICA of the support payment.

22.2 LBI will notify the CICA of any support payment made under the scheme.

23. Advertising

23.1 LBI will from time to time advertise and publicise the scheme during the period it is open.

APPENDIX 1

List of scheme homes.

APPENDIX 2

Application form.

WORKING DRAFT

SCHEME PROPOSAL AND SCHEME PROPOSAL MAP

AS OF 28/09/2021

1. Introduction

1.1 A scheme to provide financial support for eligible survivors of non-recent abuse suffered whilst placed by LBI in LBI run care homes.

1.2 It forms part of a wider support scheme which encompasses counselling, care support and specialist advice in certain fields.

1.3 The scheme's objective is to facilitate a support payment to eligible survivors through a process that is as straightforward and quick to access as possible and minimises the need to re-live past trauma, or the risk of further trauma or harm.

1.4 The scheme offers a fixed payment to eligible survivors. It is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered in the way that a claim for civil compensation would

1.5 LBI wishes to make a fixed payment available to eligible applicants who satisfy the criteria of the scheme without the level of investigation and analysis, or evidential standard of proof, required in a civil compensation claim. The scheme does not involve the same process of investigation and analysis as civil compensation claims and it does not seek to and will not determine any issue of fault, negligence or legal liability.

1.6 The scheme's focus is determining if the applicant is a survivor of abuse that falls within the parameters of the scheme, rather than an analysis of the intimate details of the abuse.

1.7 It does not require survivors to undergo expert medical examination, provide lengthy statements, or 'face to face' meeting with the 're-living' that may result from these. Survivors may, however, provide a 'face to face' account at the appeal stage, should they wish to .

1.8 The scheme is not an alternative, but a supplement, to any civil compensation claim. LBI has substantial insurance cover *and the scheme has to operate within the context of this and not prejudice this or LBI's position* in relation to, or its ability to defend, any civil compensation claims in the future or already in progress.

1.9 LBI has limited financial resources and in order to ensure fairness and compliance with its constitutional requirements:

- a) An applicant will be required to give credit for any civil compensation claim payment already received, or agreed, against a payment under the scheme, with the fixed scheme payment being reduced by the amount of any such civil compensation claim payment(s).
- b) An applicant will be required to agree contractually that a payment made under the scheme will be offset against, and deducted from, any related future civil compensation claim payment or agreement to make such a payment.

1.10 The comparatively straightforward nature of the scheme and the fact of the fixed payment mean survivors can access it without the need for legal representation. The scheme does not, therefore, allow for payments of fees to survivors' legal or other representatives or applicant's assistants [see 10 below]..

1.11 It is agreed that there should be a facility to review the scheme and to revise aspects, such as its scope and duration, once and whilst it is operational.

2. DWP

2.1 The receipt of a support payment may affect a survivor's entitlement to social security benefits. LBI is therefore seeking an agreement with the DWP that a payment made under the scheme is to be disregarded for the purposes of any assessment of a person's eligibility for a social security benefit entitlement that depends on any form of means test.

3. Independent identity

3.1 To ensure its independence and fairness, the scheme will have an identity independent from LBI generally, in all its correspondence and dealings. Any external organisations or individuals that may be involved in the administration of the scheme will share and operate under this independent identity.

4. Hidden and historic

4.1 The scheme acknowledges and seeks to address the particular features of information or material - or the lack of - relating to abuse, summed up by the phrase 'hidden and historic'. Whilst contemporaneous information or material may establish that a survivor was, for example, at a given children's home, it will seldom contain any indication or record of abuse. The survivor's own account will be the key material in relation to this.

5. Duration

5.1 The scheme will initially be open for applications for a period of 2 years. This period may be extended if appropriate.

6. Scope

6.1 The scheme is to facilitate a support payment to a survivor who:

- was placed by LBI in a LBI run children's home
- between 1966 and 1995
- suffered sexual, physical, emotional abuse or neglect whilst in that placement.

6.2 A list of children's homes run by LBI has been compiled. It may be necessary in the course of running the scheme to add homes into, or exclude them from, this list.

6.3 Ongoing review of the scheme may determine that the agreed time period 1966 to 1995 be varied.

7. Information and Material

7.1 The standard of proof applied in civil litigation is that of 'the balance of probabilities'. This can also be described as 'more likely than not' or '51%+ likely'.

7.2 The scheme wishes to facilitate support payments through a non adversarial process rather than present 'obstacles to be overcome'. It does not require or adopt such a standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. The scheme does not prescribe in any way the form that this credible information or material may take to facilitate maximum flexibility and discretion in the assessment process

8. Application threshold

8.1 Where there is credible information and/or material that the applicant was

- placed by LBI in a LBI childrens' home
- during the relevant period and
- suffered qualifying abuse whilst in that the placement

8.2 then the threshold to make a support payment is met.

8.3 These are the threshold criteria.

9. Adverse issues

9.1 The scheme acknowledges a link between abuse and subsequent criminality on the part of survivors and subsequent criminality of itself does not prevent a survivor applying or a payment being made. At the same time, however, a link to extreme criminality, such as a terrorist organisation, organised crime, or sexual crimes, which are defined within the scheme as 'adverse issues', could be of such a severe nature that to make a payment under the scheme would be something that should not, in all good conscience, be done.. An application may, therefore, be declined on this basis, but only after it has progressed automatically to the appeal stage and the applicant has had an opportunity to address this issue in writing and/or in a face to face meeting with the independent appeal panel [IAP].

10. Applicant's assistant and independent advocacy service

10.1 The scheme allows for an applicant, at any stage of the application process, to nominate one other person of their choice, the 'applicant's assistant', to assist with their application. This other person may either act jointly with the applicant or solely on their behalf in the application process, as the applicant chooses. This other person may be affiliated to a survivor support group or similar organisation but is to be nominated only and directly by the applicant.

10.2 There will be an independent advocacy service to assist an applicant where this is reasonably required.

11. 4 Stages

11.1 The proposed scheme has 4 stages:

- A. completion and submission of an application form by the survivor, with support;
- B. confirmation checks to corroborate the identity of the survivor and to check for forgery and any adverse issues;
- C. assessment of the application;
- D. automatic review by an independent appeal panel ['IAP'] in the event that the threshold to make a support payment has not been met at stage 3 or that adverse issues are identified.

12. Administration

12.1 An independent service provider ['ISP'] which has with the necessary professional and other expertise will administer parts of the scheme.

12.2 The IAP will comprise barristers/judges, senior or expert social workers and individuals from relevant charitable organisations with appropriate expertise.

12.3 The administration of the scheme will also require input from LBI staff in relation to the processing of application forms, the provision of information and records and confirmation checks.

12.4 It is proposed, therefore, that a team comprising an ISP, an IAP and LBI staff administer the scheme. It is proposed that the collective team be known as the 'SPS team'.

12.5 The SPS team will receive all training necessary and will have the requisite knowledge and expertise in order to perform their role. They will have a full appreciation and understanding of issues relating to child abuse and its impact on survivors including dissociation, minimisation and child sexual abuse accommodation syndrome.

13. Data protection

13.1 The ISP will have rigorous data protection systems that meet the requirements of LBI. An internal 'lock-down' with only specific agreed individuals having access to scheme data would be required.

13.2 The transfer of all scheme data between LBI, the ISP and the IAP/IAP members must be by secure, encrypted means.

14. Support for the SPS team

14.1 It is recognised that working within the SPS team could have adverse health consequences. Counselling and support services will in turn, therefore, be provided for the SPS team.

15. The 4 stages

Stage A completion and submission of an application form by the survivor/applicant

15.1 The applicant applies for the support payment by submitting, or having their applicant's assistant submit, an application form together with specified documents. Details of the children's home(s) and abuse are specified in the form.

15.2 The application form will be available online or in paper form. Assistance in completing the form will be offered by independent, trained staff.

15.3 The application form will explain that the applicant may nominate an applicant's assistant and will signpost the applicant to any survivors' support groups that LBI has knowledge of. The SPS team will also signpost the applicant to survivors' support groups when application forms are obtained and being completed. The application form will also contain a section where applicants may confirm if they have any long term health conditions or life limiting conditions, for such applications to be expedited.

15.4 On receipt of an application LBI staff will check for/obtain any social services records relating to the survivor.

Stage B confirmatory checks

15.5 Confirmatory checks will be carried solely to corroborate the identity of the applicant and to check for forgery and any adverse issues. They will be limited to these three issues and the results will not be used for any other purpose whatsoever and will not be communicated or shared beyond the SPS team in any way.

15.6 These will be carried out in part by LBI staff, in part by the ISP: see scheme map.

15.7 Findings from checks are then forwarded to/collated by the ISP.

Stage C assessment

15.8 This is carried out by the ISP.

15.9 The application form/material, any records found and the confirmatory checks will be assessed by the ISP.

15.10 The ISP will consider any adverse confirmation checks and their impact on the application.

15.11 The ISP will consider and assess if the children's home(s) identified are covered by the scheme, if the applicant can be placed there within the relevant time period and if the applicant suffered qualifying abuse in the placement(s).

15.12 The ISP will request further information or material if this is considered necessary to assess the application.

15.13 The ISP will consider if there are any adverse issues. If any are identified, the application will be referred to the **IAP** to assess.

15.14 If the ISP concludes the threshold is satisfied, a support payment will be made.

Stage D automatic appeal

15.15 If the ISP concludes the threshold is not satisfied, the ISP will refer the application, information and material to the IAP who will consider it.

15.16 If the ISP identifies any adverse issues, the ISP will automatically refer the application to the IAP to consider these and if the application should be declined due to these.

15.17 The ISP will notify the applicant or applicant's assistant of a referral to the IAP and of any threshold criteria not met or adverse issues identified. The ISP will invite the applicant to make any written representations in relation to this and/or submit any further information or material that they may wish to within 56 days, for the IAP to consider. The applicant/applicant's assistant may request further time in which to do this, if required. The ISP will also invite the applicant/applicant's assistant to attend a 'face to face' meeting with the IAP, should they wish, and the applicant/applicant's assistant will have 56 days, or however long may be agreed for the submission of written representations, information or material, to request a 'face to face' meeting. The applicant/applicant's assistant may choose either to have an 'in person' meeting or to do this via a video link such as Zoom.

15.18 Each application be considered by 3 IAP members: 1 legal, 1 social worker and 1 charity organisation member.

15.19 The IAP members will consider the application, information and material and decide whether in their view the threshold criteria are satisfied.

15.20 Where adverse issues have been identified they will also decide whether the application should be declined due to these and they will have an absolute discretion in this regard.

15.21 In the process of reaching their decision the panel members may request further information or material either from the applicant or the ISP to assist in reaching their decision.

15.22 If they decide the threshold has been met and any adverse issues are not such that the application should be declined, a support payment will be made.

15.23 If they decide either that the threshold criteria have not been met, or that the adverse issues are such that they should reach this conclusion, the application will be declined and the applicant/applicant's assistant will be notified of any threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.

15.24 The IAP's decision will be final.

Communicating the outcome

15.25 Any and all communication to the applicant confirming the decisions made will be limited to stating either that a support payment will be made, that the application has been referred to the **IAP**, or that the application has been declined, and in the latter two cases the reason(s) why.

16. Database

16.1 It is proposed that a database containing information as to known perpetrators, LBI homes, specific homes where abuse is believed to have taken place, previous allegations and other information relevant to the assessment of applications, as well as prior claimants and applicants, be compiled both during the establishment and duration of the scheme. The prior consent of claimants and applicants will be a prerequisite to their inclusion.

17. Referrals

17.1 Strategies and policies for referring alleged and known perpetrators of abuse to the police and to the LBI LADO will be implemented.

Scheme Process Map

'LBI': London Borough of Islington
'AP': applicant/applicant's assistant
'ISP': independent service provider
'IAP': independent appeal panel

1. Application form completed by AP.

2. Face to face/video/telephone_ meeting between AP and LBI representative offered to assist with completing the application.
3. Application submitted to LBI.
4. Application checked by LBI for any missing mandatory entries, information or material documents or whether information or material required re any change of name. LBI request any missing information/material.
5. LBI locate any files/records for AP. Forward application and any files/records to ISP.
6. Confirmation checks by LBI
 - Council tax base
 - Housing benefits
 - Housing records
 - Electoral role
 - Direct payments
 - LBI sanction check
7. Confirmation checks by ISP
 - Marriage records
 - Address verification
 - Bank account linked to address
 - Bank account not submitted previously
 - Fake/forged material
 - Media checks adverse information
 - HM Treasury Sanctions check
 - Intelligence data base adverse information
 - Representative checks, power of attorney, court order, appointed carer

Findings submitted to/collated by ISP

8. Assessment of application by ISP

Where there is credible information and/or material that the applicant was

- placed by LBI in a LBI childrens' home
- during the relevant period and
- suffered qualifying abuse whilst in that placement

then the threshold is met and a support payment will be made.

- A. Consider if home(s) identified is covered by scheme

- Check list to confirm home(s) identified covered by scheme

- B. Consider if placement(s) are within relevant period
 - Check application form details

- C. Consider if AP was placed by LBI in children's home(s) covered by scheme
 - Check material/records for evidence of placement(s); if none consider:
 - Medical/other records
 - Corroboration by third parties/other survivors

- D. Consider if AP suffered qualifying abuse in the placement(s)
 - Account from AP; consider overall impression; also consider
 - Any record of alleged abuser [databank]
 - Any 'similar fact' accounts from other survivors [databank]
 - Any relevant investigations or prosecutions [databank]
 - Any corroboration third parties

- E. Consider whether any further confirmation checks are appropriate
 - Social media
 - Further information/material from AP

- F. Consider whether there are any adverse issues.

- G. Assessment of the information and material, make decision, complete report.

- 9. Application accepted
 - ISP notifies AP that a payment will be made
 - Payment by LBI via ISP [BACS where possible]
 - Capacity issues – payment to trust.

- 10. Application not accepted by ISP/adverse issues identified
 - Automatic referral to **IAP**
 - ISP notifies AP of this
 - ISP notifies AP of any threshold criteria not met and any adverse issues identified.
 - ISP invites AP to make written representations and/or submit further information or material within 56 days for the IAP to consider. ISP invites AP to attend 'face to face' meeting with IAP and to request this within 56 days. ISP confirms that AP may request further time for both if required.

- 11. IAP review of application.
 - Review by 3 members :1 legal, 1 social worker, 1 charity organisation

- Consider all information and material
- Request further information and/or material from AP or ISP if/as appropriate
- Hold 'face tp face' meeting with AP in person or by video link if requested
- Determine if threshold met/consideration of adverse issues and impact on application

12. IAP accepts application

- As 9 above

13. IAP declines application

- ISP notifies AP that application declined
- ISP notifies AP of the threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.
- ISP notifies AP of right to pursue civil claim
- Final decision

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DRAFT

APPENDIX C2

ISLINGTON SUPPORT PAYMENT SCHEME – DRAFT AS AT 28/09/2021

Terms and Conditions

G1. Islington Council ['LBI'] offers a comprehensive support network for survivors of non-recent abuse. This includes counselling, care support and specialist advice in certain fields.

G2. The Islington Support Payment Scheme ['the scheme'] is part of this support network. It has been set up to provide financial support to eligible survivors of non-recent abuse suffered when *placed by LBI in children's homes run by LBI during the period 1966-1995*.

G3. The scheme's objective is to facilitate a support payment to eligible survivors through a process that is as straightforward and quick to access as possible, and minimises the need to re-live past trauma, or the risk of further trauma or harm.

G4. The scheme offers a fixed payment to eligible survivors. It is not a compensation scheme and does not seek to evaluate in financial terms the consequences of abuse suffered.

G5. The scheme's focus is determining if the applicant is a survivor of abuse who satisfies the criteria of the scheme, rather than an analysis of the intimate details of the abuse. It thus avoids the need for survivors to undergo expert medical examinations or provide lengthy statements, with the 're-living' that would result from this.

G6. The standard of proof applied in civil litigation is that of 'the balance of probabilities'. This can also be described as 'more likely than not' or '51%+ likely'. The scheme wishes to facilitate support payments rather than present 'obstacles to be overcome' through a non adversarial process. It does not require or adopt such a standard of proof. It requires only that there be credible information and/or material of an applicant's eligibility. The scheme does not prescribe in any way the form that this credible information or material may take to facilitate maximum flexibility and discretion in the assessment process.

G7. The scheme does not seek to determine any issue of fault, negligence or legal liability. It operates wholly independently to and without any bearing on any civil compensation claims save that, in order to ensure fairness and compliance with its constitutional requirements, credit is required to be given in accordance with sections 7 and 8 below. Nothing done, nor any communication or representation made, in the course of the administration of the scheme or a scheme application has any bearing on, or amounts to any form of admission, waiver or acceptance or any fact or matter of law, in respect of any civil compensation claim.

G8. The comparatively straightforward nature of the scheme and the fact that the payment is fixed means survivors can access it without the need for legal representation.

1. Key terminology

1.1 'LBI'

The London Borough of Islington or Islington Council.

1.2 'The scheme'

The Islington Support Payment Scheme to provide financial support to eligible survivors of non-recent abuse suffered when *placed by LBI in children's homes run by LBI during the period 1966-1995*.

1.3 'Support payment'

A fixed payment of £10,000.

1.4 'Applicant'

Survivor of non-recent abuse who applies for a support payment under the scheme.

1.5 'Placed in a LBI children's home'

Resident in a LBI children's home, having been placed there by LBI.

1.6 'LBI children's home'

A home contained within the list of scheme homes at Appendix 1. The list may be amended during the operation of the scheme, *if appropriate*.

1.7 'Relevant period'

The relevant period is currently 1966 to 1995. The relevant period may be amended during the operation of the scheme, *if appropriate*.

1.8 'Qualifying abuse'

Sexual, physical, emotional abuse and/or neglect as defined in 1.9, 1.10, 1.11 and 1.12 below committed by, or aided, abetted, counselled or deliberately procured by

- I. a person who was at the time employed by LBI
- II. a person who was providing child care services to children on behalf of LBI on a voluntary basis
- III. a visitor introduced into the LBI children's home and/or to the applicant by a person within I. or II. above

including abuse outside or away from the LBI children's home;

also including peer on peer abuse, racial abuse, the separation of siblings and use of restraint techniques such as 'pindown' where this falls within 1.9, 1.10, 1.11 and 1.12 below .

1.9 'Sexual abuse'

Involves forcing or enticing a child or young person to take part in sexual activities, not necessarily involving a high level of violence, whether or not the child is aware of what is happening. The activities may involve physical contact, including assault by penetration (for example, rape or oral sex) or non-penetrative acts such as masturbation, kissing, rubbing and touching outside of clothing. They may also include non-contact activities, such as involving children in looking at, or in the production of, sexual images, watching sexual activities, encouraging children to behave in sexually inappropriate ways, or grooming a child in preparation for abuse. Sexual abuse can take place online, and technology can be used to facilitate offline abuse. Sexual abuse is not solely perpetrated by adult males. Women can also commit acts of sexual abuse, as can other children.

1.10 'Physical abuse'

A form of abuse which may involve hitting, shaking, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm to a child. Physical harm may also be caused when a parent or carer fabricates the symptoms of, or deliberately induces, illness in a child.

1.11 'Emotional abuse'

The persistent emotional maltreatment of a child such as to cause severe and persistent adverse effects on the child's emotional development. It may involve conveying to a child that they are worthless or unloved, inadequate, or valued only insofar as they meet the needs of another person. It may include not giving the child opportunities to express their views, deliberately silencing them or 'making fun' of what they say or how they communicate. It may feature age or developmentally inappropriate expectations being imposed on children. These may include interactions that are beyond a child's developmental capability, as well as overprotection and limitation of exploration and learning, or preventing the child participating in normal social interaction. It may involve seeing or hearing the ill-treatment of another. It may involve serious bullying (including cyber bullying), causing children frequently to feel frightened or in danger, or the exploitation or corruption of children. Some level of emotional abuse is involved in all types of maltreatment of a child, though it may occur alone.

1.12 'Neglect'

The persistent failure to meet a child's basic physical and/or psychological needs, likely to result in the serious impairment of the child's health or development. Neglect may occur during pregnancy as a result of maternal substance abuse. Once a child is born, neglect may involve a parent or carer failing to:

- a. provide adequate food, clothing and shelter (including exclusion from home or abandonment)
- b. protect a child from physical and emotional harm or danger
- c. ensure adequate supervision (including the use of inadequate care-givers)
- d. ensure access to appropriate medical care or treatment

It may also include neglect of, or unresponsiveness to, a child's basic emotional needs.

1.13 'Placement'

Period of residency in a LBI children's home.

1.14 'Civil compensation claim'

A claim for compensation for personal injury, loss or damage in accordance with the applicable laws of England and Wales.

1.15 'Compensation payment'

A damages payment received in the course of a claim for compensation for personal injury, loss or damages in accordance with the applicable laws of England and Wales.

1.16 'Application form'

The application form to access a support payment under the scheme at Appendix 2.

1.17 'SPS team'

The team that administers the scheme. It comprises an independent service provider, an independent appeal panel and LBI staff who assist with the provision of information, records and confirmation checks.

1.18 'Independent service provider'

An independent organisation with legal expertise.

1.19 'Independent appeal panel'

A review panel that comprises independent individuals who possess either legal, social work or applicable charity work expertise.

1.20 'Adverse issues'

Terrorism, links to a terrorist organisation, organised crime, sexual crimes, murder and manslaughter.

2. Who can apply

2.1 Any living survivor of non-recent abuse can apply for a support payment if they were placed by LBI in a LBI children's home during the relevant period. An application may not be made in respect of a survivor who is deceased.

3. Criteria to qualify for a support payment

3.1 An applicant will qualify for a support payment under the scheme if they:

- were placed in a LBI children's home by LBI
- during the relevant period and
- suffered qualifying abuse whilst in that placement.

3.2 These are the threshold criteria.

4. Information and material

4.1 The scheme requires that there be credible information and/or material satisfying the threshold criteria.

5. Payment threshold

5.1 Where there is credible information and /or material that the applicant was

- placed in a LBI home by LBI
- during the relevant period and
- suffered qualifying abuse whilst in that placement

5.2 then the threshold to make a support payment is met.

6. Adverse issues

6.1 The scheme acknowledges a link between abuse and subsequent criminality on the part of survivors and subsequent criminality of itself does not prevent a survivor applying or a payment being made. At the same time, however, a link to the forms of extreme criminality defined as 'adverse issues', could be of such a severe nature that to make a payment under the scheme would be something that should not, in all good conscience, be done. LBI therefore reserves its right to decline an application where there is information and/or material that the applicant has had an involvement in or connection to the adverse issues identified and stated at paragraph 1.20 above, and a payment under the scheme should not in all good conscience be made.

6.2 Where any such involvement is identified the application will automatically be referred to the independent appeal panel to make this decision.

7. Prior civil compensation claim

7.1 Where an applicant has, prior to qualifying for a support payment under the scheme, received a compensation payment or such a payment has been agreed in the course of a related civil compensation claim against LBI, the amount of any such payment or agreement will be offset against and deducted from any support payment to the applicant under the scheme. In this situation the applicant will receive only the balance of the support payment that exceeds the value of any compensation payment already made or agreed.

8. Subsequent civil compensation claim

8.1 An applicant is required to agree contractually that a payment made under the scheme will be offset against, and deducted from, any subsequent, related future civil compensation claim payment or agreement to make such a payment.

8.2 The scheme is intended to provide straightforward and accessible financial support to qualifying applicants. It does not involve the process of investigation and analysis that would be applied in a civil compensation claim. Nothing done or stated in the course of the administration of the scheme or an application constitutes, or may be taken as, an admission or waiver of any matter of fact or law in relation to any civil compensation claim. LBI reserves its rights fully to defend any subsequent civil compensation claim, including to raise a limitation defence.

9. Limitation

9.1 LBI reserves its rights to raise a limitation defence in any related civil compensation claim.

10. DWP

10.1 LBI is seeking an agreement with the DWP that a payment made under the scheme is to be disregarded for the purposes of any assessment of a person's eligibility for a social security benefit entitlement that depends on any form of means test.

10.2 At the date hereof such an agreement has not been reached.

10.3 Absent such agreement an applicant would be obliged to notify the DWP of a payment received under the scheme.

11. Duration

11.1 There will be an initial period of 2 years during which applications may be submitted.

11.2 This period may be varied upon 3 months' notice and can be extended if appropriate.

11.3 Any application received within this 2 year or any varied period will be accepted and processed.

12. Commencement Date

12.1 The scheme will be operational with effect from []

12.2 Any application to join the scheme which is received by [] will be accepted into the scheme for consideration. Any application to the scheme received thereafter will not.

13. Registration of interest

13.1 Survivors are invited to register their interest in the scheme prior to it opening. They can do this clicking on the link at [DETAILS TO BE CONFIRMED] or calling [DETAILS TO BE CONFIRMED].

13.2 Anyone who has registered their interest in the scheme will, when the scheme opens, be sent an application form and provided with contact details for support staff who will assist in the completion and submission of the application.

14. Assistance/applicant's assistant and independent advocacy service

14.1 An applicant may at any stage of the application process nominate one other person of their choice, the ‘applicant’s assistant’, to assist with their application and this other person may either act jointly with the applicant or solely on their behalf in the application process, as the applicant chooses. This other person may be affiliated to a survivor support group or similar organisation but is to be nominated only and directly by the applicant.

14.2 An independent advocacy service will be available to assist an applicant where this is reasonably required.

15. Application to the scheme

15.1 An applicant applies for the support payment by submitting, or having his nominated applicant’s assistant submit, an application form together with specified documents.

15.2 The application form is available online [WEBSITE DETAILS TO BE INCLUDED] or in paper form from [ADDRESS]. The application form will explain that the applicant may nominate an applicant’s assistant and will signpost the applicant to any survivors’ support groups that LBI has knowledge of. The SPS team will also signpost the applicant to survivors’ support groups when application forms are obtained and being completed. The application form will also contain a section where applicants may confirm if they have any long term health conditions or life limiting conditions, for such applications to be expedited.

15.3 Dedicated staff within the SPS team are available to support applicants and applicant’s assistants in completing and submitting the application form. Contact details are included in the application form and will be provided to anyone who registers their interest in the scheme.

15.4 Applications should be submitted to the SPS team marked Strictly Private & Confidential at either the following postal or email addresses:

15.5 Postal address at [];

15.6 Email address []

15.7 [DETAILS TO BE PROVIDED]

16. Administration of scheme

16.1 The scheme is administered by the SPS team.

16.2 Upon receipt of an application, initial confirmation checks are carried out by the SPS team..

16.3 The independent service provider will then assess the application. Where it is satisfied that the threshold criteria have been met and no adverse issues as defined at 1,20 above are identified, a support payment will be made.

16.4 Where the service provider is not satisfied that the threshold to make a support payment has been met, or where adverse issues as defined at 1.20 above are identified, the application will be referred automatically to the independent appeal panel. The independent service provider will notify the applicant that the application has been referred to the independent appeal panel, as applicable confirm which of the threshold criteria have not been met and/or any adverse issues that have been identified, and invite the applicant to make any written representations in relation to this and/or submit any further information or material that they may wish to within 56 days, for the independent appeal panel to consider. The independent service provider will also offer the applicant a ‘face to face’ meeting with the independent appeal panel, which can take place in person or by a video link, should the applicant wish, to be requested within this 56 day period. The applicant may request further time to submit written representations,

information or material and request a 'face to face' meeting.

16.5 The application will then be reviewed by three independent appeal panel members, one with legal expertise, one with social work expertise and one with applicable charity work expertise. They will determine collectively whether the threshold criteria have been met. Where adverse issues have been identified they will also determine whether the application should be declined due to these. In the process of reaching their decision the panel members may request further information or material either from the applicant or the independent service provider, to assist in reaching their decision. If they consider the threshold criteria have all been met and any adverse issues are not such that the application should be declined, a support payment will be made. If they consider either that one or more of the threshold criteria have not been met, or that any adverse issues are such that the application should be declined due to them, the application will be declined and the applicant will, as applicable, be notified of the threshold criteria that have not been met and/or the adverse issues that have led to the application being declined.

16.6 The independent appeal panel's decision is final.

16.7 Any and all communication to the applicant confirming the decisions made will be limited to stating either that a support payment will be made, that the application has been referred to the independent review panel, or that the application has been declined, and in the latter two cases the reason(s) why.

17. Delay

17.1 An applicant will be given reasonable and appropriate time to respond to any request by the SPS team for information or material, may request further time to provide this and any reasonable request will be accommodated. In the absence of a response within the specified or agreed time frames the SPS team will contact the applicant to follow up and will do all that is reasonably possible to support the applicant and by allowing further opportunities for a response. In the event of repeated and significant failures to respond to such a request the SPS team will notify the applicant of a final deadline for the information and material requested and confirm that following this deadline the application will be determined without this.

17.2 Upon the expiry of the final deadline specified the application will then be determined on the basis of the information and material already received only.

18. Right to withdraw application

18.1 An application under the scheme can be withdrawn at any time during the application process, prior to the making of a support payment. An applicant does this by notifying the SPS team in writing that they wish to withdraw their application.

19. Confidentiality and Data Protection

19.1 The transfer of all scheme data between LBI, the independent service provider and the independent appeal panel will be by secure, encrypted means.

19.2 The support team will treat all matters relating to all applications in the strictest confidence.

19.3 This does not preclude any person from disclosing protected information where required to by law.

20. Representatives

20.1 The scheme is designed to be accessible without the need for legal representation. It does not,

therefore, allow for payment of legal or other representatives' fees of any sort or any payment in respect of applicant's assistants.. In the event that an applicant obtains legal representation in relation to an application, LBI will not be responsible for any legal costs incurred by the applicant.

20.2 The independent service provider is appointed by LBI to represent them regarding the operation of the scheme and applications received into the scheme.

21. Capacity

21.1 An applicant who lacks the mental capacity required legally to run their personal affairs must have appropriate personal representation.

21.2 If it appears at any stage to the SPS team that an applicant lacks this capacity, the SPS team will facilitate the appointment of an appropriate personal representative for the applicant, referring the matter to the Court of Protection if required. The application will not be progressed further until this is in place.

22. Criminal Injuries Compensation Authority Payments

22.1 If an applicant has received compensation from the Criminal Injuries Compensation Authority (CICA) in relation to abuse that forms the subject matter of their application, the applicant may have an obligation to repay to the CICA all or part of the compensation received from it and must notify the CICA of the support payment.

22.2 LBI will notify the CICA of any support payment made under the scheme.

23. Advertising

23.1 LBI will from time to time advertise and publicise the scheme during the period it is open.

APPENDIX 1

List of scheme homes.

APPENDIX 2

Application form.

Resident Impact Assessment

Title of policy, procedure, function, service activity or financial decision: Non Recent Child Abuse Support Payment Scheme

Service Area: Resources and People

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

At the meeting of the Executive on 28 September 2017, the Leader of the Council formally [apologised](#) to victims of child abuse in Islington care homes for the council's past failings. The apology was endorsed by the Council's Executive who recognised that some children in Islington's care had been subject to abuse during the 1960s and into the early 1990s and noted that the apology be extended to all victims who suffered child abuse whilst in the borough's care.

The council established a support service which consists of trauma counselling, specialist advice, support and assistance for care, housing, appropriate welfare benefits, access to further education and suitable employment and support to access to care records.

A Support Payment Scheme (SPS) is proposed to support those who suffered emotional, physical, and sexual abuse whilst resident in the council's children's homes from 1966 to 1995. The scheme's objective is to facilitate a fixed support payment to eligible survivors through a process that is as straightforward and quick to access as possible and minimises the need to re-live past trauma. Eligible survivors for the purposes of this scheme are those who:

- were placed by LBI in a LBI run children's home
- between 1966 and 1995; and
- suffered emotional (sometime referred to as psychological) abuse, physical abuse and/or sexual abuse there, other than any purely 'peer on peer' abuse.

2. Resident / Population cohort 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.*

It is estimated that up to 2,000 children were in the care of Islington Council between 1966 and 1995. Along with other London boroughs, Islington assumed responsibility for a number of children's homes in 1965.

There are various information gaps regarding the characteristics of children in Islington's care or placed in an Islington-run children's home during the period proposed for the scheme. Child care policy, data recording and reporting practices and requirements were different in comparison to children's social care today. This means that data related to protected characteristics is not sufficiently available for this assessment.

On this basis, information gleaned from previous national research and the learning from Lambeth Council has been used to identify the potential equalities impact for Islington's proposal. These are outlined below in Section 3.

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?

Many care-experienced adults have experienced multiple disadvantage and challenges when entering care or whilst in care, often persisting into their adult life.

Age

Children entered care at any age and would have been vulnerable to abuse and neglect. Potential applicants will be adults of working age and a significant number nearing or of retirement age. Research indicates that life expectancy is lower for children in care. It is likely that some applicants may have developed long term health conditions. The scheme may be of particular importance to older applicants who may feel that they have less time to benefit from a support payment.

Gender

A literature review on the impact of institutional child abuse outlines that compensation amounts have varied due to assumptions made about the type and impact of abuse on male survivors. It could be suggested that the proposed scheme has a positive impact because it is a fixed payment that is not linked to the severity or type of abuse experienced by the applicant, or their gender

Research from the Independent Inquiry into Child Sexual Abuse (IICSA) outlines that, for child sexual abuse (CSA), victim and survivor gender impacts are related to mental health, internalising and externalising behaviours, offending, intimate relationships and sexuality, and pregnancy and childbirth. However, there is a lack of specific evidence on male victims and survivors.

Disability

The experiences of an adult with disabilities whilst in care can have a significant impact on their outcomes and functioning. For some, as children, they may not have been sufficiently diagnosed during this period. In 1997, William Utting¹ identified that children with disabilities were more likely to be living away from home than other children in long term foster care, respite care, a variety of registered children's homes, in residential schools and in hospitals. He concluded that children with disabilities were more likely to suffer abuse of various kinds than other children living away from home.

Care-experienced adults with disabilities are likely to:

- have lower incomes
- have experienced social isolation
- have specific language and communication needs
- have been vulnerable to abuse and, where this occurred, found it more difficult to report abuse coupled with challenges to achieving justice through the legal system

The support payment offered through the proposed scheme may contribute to their wellbeing and independence.

Race and ethnicity

Findings on children entering care by ethnicity have varied over the period that the proposed scheme relates to. For example, research conducted by Andrew Bebbington and John Miles (1989) outlined that children of Black-Caribbean and Black African heritage were slightly more likely to come into care than white children. However, children of mixed-parentage were two and half times more likely to enter care than white children. In 1997, the Utting report concluded that Black children and children of mixed parentage were always over-represented among children in local authority care and in schools for children with emotional and behavioural difficulties. They also tended to stay in care longer than white children. Utting emphasised that Black children encountered institutionalised as well as personally focused racism. He regarded the lack of failure to understand and support specific health and personal care needs enabled a perception that these children were disregarded and they were relatively safe to abuse.

¹ Utting William, et al. *People like us: the report of the review of the safeguards for children living away from home.* (1997). London. Stationery Office/Great Britain. Department of Health/Great Britain. Welsh Office

Recent research conducted by IICSA identified that victims and survivors from ethnic minority communities face additional barriers to engaging with support services and disclosing and reporting child sexual abuse. It found that there was a disproportionately low take up of statutory services by these communities. Intelligence from other local authorities suggests that a relatively lower number of people from Black Caribbean or mixed heritage communities apply to similar schemes..

Socio-economic

National research related to the period covered by the proposed scheme indicates that children from poorer socioeconomic backgrounds were likely to be overrepresented within the care system. As a result of being in care and childhood abuse, these adults are more likely to experience worse outcomes in education, employment and health. It is likely that they may live in social housing and on low incomes including benefits.

The proposed scheme has been designed to maximise the support payment received and minimise potential legal and administrative costs for applicants. However, the support payment may be counted as income or savings and affect an applicant's entitlement to benefits.

Health

International and national evidence tell us that negative experiences and events including childhood abuse can lead to trauma and have a lasting impact on health and wellbeing in adulthood. When this happens, children can have physical and mental ill-health as they grow into adults and during their adult life. Children who are exposed to adverse childhood experiences are at a greater risk of death or injury before reaching adulthood, and of premature mortality later in life.

Children who have experienced abuse and neglect are likely to exhibit externalising behaviours such as substance misuse and addiction problems in response to the abuse. These behaviours are seen as coping strategies and vary with age and gender. We will need to ensure that further harm and impact on physical and mental ill-health as a result of receiving a support payment is minimised as far as possible.

A successful outcome from applying to the proposed scheme may have a positive impact on the applicants by enabling them with further choice and control over how their health, wellbeing and independence needs are met. Conversely, the consultation and process of applying to the scheme may unintentionally trigger or re-traumatise applicants with memories of what they experienced.

Other equality, diversity and inclusion impacts

- It is likely that, since 1995, many children who were in Islington's care, have moved away from the borough. This is reflected in the range of care-experienced adults looked after by the Council who have accessed the care, support and trauma services for survivors. We will need to ensure that there is equitable access to the scheme for these potential applicants.
- Victims and survivors of CSA have been found to be more likely to have contact with the police, and to be charged with a criminal offence, than those who have not experienced CSA. Research indicates that adverse childhood experiences can lead to situations such as criminal activity or becoming a victim of abuse or exploitation. We will need to ensure that the proposed scheme does not unintentionally result in a negative outcome for these potential applicants albeit within the limits of the law and guidance set by central government on the use of public funding.
- The following information was not captured during the period of care that this scheme relates to:
 - Pregnancy / maternity
 - Religion or belief
 - Sexual orientation

It is unlikely that the proposed scheme will have a negative impact for these characteristics.

Conclusion

The proposed SPS is likely to have a positive impact on the range of known equalities and diversity characteristics of children who were in the care of Islington Council within the eligibility period.

In tandem with the existing specialist support services, the proposed scheme is likely to contribute to advancing the health, wellbeing and independence of survivors. The proposed scheme must

acknowledge and be responsive to a potential applicant’s multiple and complex support needs developed as a result of childhood abuse. There will be a need to ensure that:

- equalities and diversity information is monitored and reported on throughout the implementation of the scheme
- a swift and compassionate process is in place to minimise impact on the health, wellbeing and independence of older applicants and/or those with disabilities.
- strategies are in place to address disproportionality in uptake by potential applicants from ethnic and cultural communities
- further harm and impact on an applicant’s physical and mental ill-health or entitlement to benefits are minimised as far as possible
- strategies are in place to minimise triggering or re-traumatising applicant through the consultation on, or implementation of, the proposed scheme
- there is equitable access to information about the scheme for potential applicants
- strategies are in place that recognise the impact of institutional childhood abuse in a way that does not adversely affect the outcome for potential applicants

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 known human rights breaches related to the proposed scheme.
- Adult safeguarding mitigations will be put in place for vulnerable applicants who may be at risk of exploitation or abuse if they receive a support payment from the scheme.

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
Collect equalities information for both SPS applicants to the SPS and service users of the multi-agency survivors support offer to monitor impact, outcomes and build knowledge about our survivors. This should be incorporated into the performance reporting framework for the scheme and the overall programme.	Tania Townsend, NRCA Programme Lead	Support Services: April 2021 SPS: From inception
Put in place quality assurance mechanisms to ensure the eligibility and assessment used for the scheme does not promote negative outcomes linked to impacts resulting from childhood abuse experiences such as offending and mental health.	Legal Services	November 2021

Action	Responsible person or team	Deadline
Develop communication materials and templates for the scheme that use trauma-informed and inclusive language	Chris Roe Jenefer Rees	November 2021
Put in place access to tailored support throughout the scheme process that will help adults with disabilities who have communication and/or support needs	Tania Townsend Jim Beale	November 2021
Extend/put in place and promote accessible trauma counselling and emotional wellbeing support to potential applicants throughout the consultation on the proposed scheme and during the application process	Tania Townsend Jenifer Whitfield	November 2021
Engage with potential applicants from ethnic and cultural communities to determine ways to encourage take up, address barriers and support individuals	Survivors Support Service	October 2021
Put in place a regular programme of trauma-informed practice training for those administering the scheme and supporting applicants.	Jenefer Rees Yasmin Amevor	September 2021
Identify and embed the policies and procedures to identify and support vulnerable applicants who may be at risk of exploitation or abuse if they receive a support payment from the scheme.	Jenefer Rees Elaine Oxley	September 2021
Put in place an approach to minimise the impact of receiving a support payment whilst in receipt of benefits. This includes following up the Department of Work and Pensions to grant dispensation so that survivors in receipt of benefits are not affected.	Tania Townsend Robbie Rainbird	October 2021
Put in place a feedback mechanism to understand the experiences of the scheme from the applicants' perspective and improve it's operation.	Yasmin Amevor	October 2021
Put in place a regular communications and engagement plan to maximise awareness of the scheme and provide information in an accessible and supportive way	Chris Roe Will Simpson	November 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:

Head of Service or higher:

Signed: 

Signed: 

Date: 10/09/2021

Date: 10/09/2021

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Report of: Executive Member for Finance and Performance

Meeting of	Date	Ward(s)
Executive	14 October 2021	All

Delete as appropriate:	Exempt	Non-exempt
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2021/22 BUDGET MONITORING – MONTH 5

1. SYNOPSIS

- 1.1 This report presents the forecast outturn position for the 2021/22 financial year as at the end of month 5 (31 August 2021).
- 1.2 The budget forecasts remain very uncertain at this stage in the financial year and recovery from the COVID-19 pandemic. 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 maintain and, where possible, increase resilience in the council's balance sheet and reserves to reflect hardening budget risks over the medium term.
- 1.3 Overall, the council is currently estimating total General Fund budget pressures of (+£24.954m). This is an increase of (+£2.223m) since the previous reported position, primarily due to adverse movements in the Environment and People directorate forecasts. After the allocation of available COVID-19 funding and an assumed allocation from contingency, this reduces to a forecast net overspend of (+£0.894m) on the General Fund as follows:
 - (-£11.714m) centrally allocated COVID-19 government grant confirmed to date, comprising general grant and Contain Outbreak Management Fund (COMF).
 - (-£2.436m) estimated compensation from the government's sales, fees and charges (SFC) income loss scheme for 2021/22 Quarter 1 (Q1).
 - (-£7.117m) COVID-19 contingency budget and reserves set aside as part of the 2021/22 budget setting process.
 - (-£2.900m) assumed call on contingency in relation to evolving assumptions on the 2021/22 local government pay award (negotiations still ongoing) compared to original budget setting assumption.

- 1.4 At present there are no forecast council tax or business rates income budget variances.
- 1.5 The Housing Revenue Account (HRA) is currently forecasting an in-year surplus of (-£15.079m, unchanged since the previous reported position), predominantly in relation to capital financing costs that are now expected to be incurred in future financial years. A significant proportion of the HRA budget is funding towards the housing capital programme. This means there can be large in-year fluctuations to revenue budgets when capital slippage occurs.
- 1.6 At the end of month 5, capital expenditure of £29.354m had been incurred against a 2021/22 full year forecast of £169.082m and against the revised 2021/22 capital budget of £203.322m. Within this, many schemes are still forecasting expenditure to budget pending a review of capital expenditure profiles that is currently underway. It is expected that this will result in re-profiling of the capital programme between financial years for approval in subsequent budget monitoring reports to the Executive.

2. RECOMMENDATIONS

- 2.1. To note the forecast 2021/22 General Fund budget variance and summary update on the deliverability of agreed budget savings. (**Section 3, Tables 1-2 and Appendices 1-2**)
- 2.2. To note the forecast in-year budget variance on the Housing Revenue Account (HRA). (**Section 4**)
- 2.3. To note the 2021/22 capital expenditure forecast of £169.082m and that a review of the profiling of the capital programme is currently underway. (**Section 5, Table 4 and Appendix 3**)
- 2.4. To note that £0.119m has been added to the 2021/22 capital programme for additional works on the Bunhill 2 Project, following approval by the Executive. (**Paragraph 5.4**)

3. GENERAL FUND

Summary

- 3.1. The forecast 2021/22 budget variance is summarised in **Table 1** and detailed by individual General Fund variance at **Appendix 1** and by individual service area at **Appendix 2**.

Table 1 – 2021/22 General Fund Forecast Over/(Under)Spend

GENERAL FUND	COVID-19 £m	Non COVID-19 £m	Month 5 Total £m	Month 3 Total £m	Monthly Movement £m
Chief Executive's Directorate	0.000	0.000	0.000	0.000	0.000
Community Wealth Building	0.800	0.000	0.800	0.800	0.000
Environment	8.304	(3.205)	5.099	3.587	1.512
Fairer Together	0.252	0.000	0.252	0.252	0.000
Homes and Neighbourhoods	0.934	(0.934)	0.000	0.000	0.000
People – Children's	2.830	2.312	5.142	5.709	(0.567)
People – Adult Social Services	3.218	3.091	6.309	5.149	1.160
Public Health	0.488	(0.488)	0.000	0.000	0.000
Resources	2.105	0.118	2.223	2.105	0.118
Total Directorates	18.931	0.894	19.825	17.602	2.223
Corporate Items	2.229	2.900	5.129	5.129	0.000

Total General Fund	21.160	3.794	24.954	22.731	2.223
COVID-19 Tranche 5 Grant and COMF	(11.714)	-	(11.714)	(11.714)	0.000
SFC Q1 Compensation (Estimate)	(2.436)	-	(2.436)	(2.436)	0.000
COVID-19 Contingency Budget/Reserves	(7.010)	-	(7.010)	(5.500)	1.510
Assumed Call on Contingency Budget	-	(2.900)	(2.900)	(2.900)	0.000
Net General Fund Over/(Under)Spend	0.000	0.894	0.894	0.181	0.713

Chief Executive's Directorate (Breakeven Position, unchanged since the previous reported position)

3.2. The Chief Executive is currently forecasting a breakeven position.

Community Wealth Building (+£0.800m, unchanged since the previous reported position)

3.3. The Community Wealth Building directorate is currently forecasting a net overspend of (+£0.800m), comprised entirely of COVID-19 related budget pressures.

3.4. There are COVID-19 related budget pressures in the department which are unchanged since the previous reported position and include:

- (+£0.548m) reduced income from the Assembly Hall.
- (+£0.100m) reduced income from Planning fees.
- (+£0.213m) Additional pandemic response related costs e.g. hygiene maintenance.
- (-£0.061m) offsetting reduction in operational costs at the Assembly Hall.

Environment Directorate (+£5.099m, an increase of £1.512m since the previous reported position)

3.5. The Environment directorate is currently forecasting a net overspend of (+£5.099m), of which (+£8.304m) is attributable to COVID-19 related budget pressures.

3.6. In total, this is a movement of (+£1.512m) since the previous reported position and is due to:

- Revised forecast on House in Multiple Occupation Licensing fees (+£0.442m) as some of the fee previously forecast will be required to finance the costs of implementing the schemes.
- Shortfall on Registrars income (+£0.382m) due to period with no weddings, reorganised ceremonies from last year with no income and loss of the council chamber due to building works and changes to building safety regulations as a large capacity venue.
- Additional fleet management costs (+£0.100m) as a result of vehicle hire costs.
- General revision of forecasts throughout the department resulting in a net overspend of (+£0.092m).
- Increase in income forecast due to recharge, fee and other income (-£0.243m).
- The forecast impact of COVID-19 on the directorate has increased by (+£0.738m) since the previous reported position due to revisions on the shortfall of trade waste, fixed penalty notice and pest control income, and continuing COVID-19 functions which were funded by specific grants in the previous financial year i.e. additional patrols, weekend day service, council stewards and emergency planning support to vaccination centres

3.7. The department relies heavily on fees and charges income to subsidise its services and the COVID-19 crisis has severely impacted on revenue generating activities across all service areas:

- Parking related income – there has been a substantial decrease in projected income across Pay & Display and Permit & Vouchers. Early estimates indicate that the impact will see a loss in income across these areas of around (+£3.979m, unchanged since the previous reported position).
- Leisure related income – the council receives income from operating the leisure centres and from events within our parks and open spaces. The forecast impact of this income loss is (+£3.135m, an increase of £0.120m since the previous reported position).
- Other areas such as Commercial Waste, Tables and Chair, Fixed Penalty Notice and Pest control income are also experiencing reduced levels of service and it is estimated that the net income loss across these areas will be (+£0.970m, an increase of +£0.398m since the previous reported position).

3.8. Other reasons for the overspend include:

- Additional overtime, allowances and mortuary costs throughout the Public Protection division as a result of COVID-19 (+£0.220m, new pressure for month 5)
- Shortfall in Registrars income (+£0.382m, new pressure for month 5)
- Overspend within Parking financial charges, NSL/PCN debt registration (£+0.354m, a decrease of -£0.002m since the previous reported position)
- Overspend within SES on vehicle maintenance (+£0.100m, new pressure for month 5)
- Additional spend on running costs (+£0.092m, new pressure for month 5).

3.9. Partially offsetting these budget pressures, based on prevailing activity the directorate is forecasting additional income totalling (-£4.134m, a decrease of +£0.201m since the previous reported position) for Parking Bay suspensions, House in Multiple Occupation licensing, Highways fees, recharge and other fee income. These activity levels are constantly monitored, and the forecasts will be refined based on emerging data.

Fairer Together (+£0.252m, unchanged since the previous reported position)

3.10. The Fairer Together directorate is currently forecasting an overspend of (+£0.252m) entirely attributable to the COVID-19 response and specifically the 'We are Islington' service. Additional overtime and salary related expenditure are being incurred due to extra support and assistance provided to the vulnerable, isolating and communities at large.

Homes and Neighbourhoods (Breakeven position, unchanged since the previous reported position)

The Homes and Neighbourhoods directorate 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) – including European Economic Area Nationals, under social services legislation (including the Care Act 2014 and Children's Act 1989).

3.11. The Housing directorate is currently forecasting a net breakeven position for the General Fund, comprised of (+£0.934m, an increase of +£0.058m since the previous reported position) COVID-19 related net budget pressures after specific grant funding and (-£0.934m, a decrease of -£0.058m since the previous reported position) net non-COVID-19 related underspends.

3.12. COVID-19 has continued to cause budget pressures across homelessness and NRPF services of (+£0.934m). This is shown through rising client numbers, increased provider costs, additional legal challenges, extra landlord incentive payments, higher rent arrears and lost income sources. The homelessness service had to alter its service provision following a series of central

government instructions. The financial pressure is being met from wider departmental underspends and repurposed grants.

- 3.13. The movement since the previous forecast includes increased TA costs as client numbers have increased during the pandemic and will either continue to rise or remain steady. This pressure will be partly offset with the Rough Sleeper Initiative Grant. As TA cases remain high it is likely that higher amounts of rental income will feed through in the coming months. Other cost reductions include decrease in the use of private sector leasing properties, minor staffing changes and reduction in non-pay expenditure.
- 3.14. Underlying the COVID-19 impact are the continued financial pressures of the Homelessness Reduction Act 2017 and changes to the Statutory Homelessness Code of Guidance. This Act and amended Code are increasing the number of new homeless cases for the council and resulting in rising legal challenges.
- 3.15. Within the net non-COVID-19 related underspend, there is a forecast budget pressure of (+£0.427m, unchanged since the previous reported position) on Islington Lettings, the council run not-for-profit letting agency, Islington Lettings is include Islington Lettings. This is partly due write offs of uncollected rent.

People (+£11.451m, an increase of +£0.593m since the previous reported position)

- 3.16. The People directorate (comprising Children's, Employment and Skills and Adult Social Services) is currently forecasting a (+£11.451m) overspend.

Children's - General Fund (+£5.142m, a decrease of -£0.567m since the previous reported position), Schools (-£5.553m, a reduction of -£0.008m since the previous reported position)

- 3.17. Children's is currently forecasting a net overspend of (+£5.142m), comprised of (+£2.830m) COVID-19 related budget pressures and risks and (+£2.312m) non COVID-19 related net overspends.

- 3.18. COVID-19 related budget pressures in the department comprise:

- (+£0.500m, unchanged since the previous reported position) forecast loss of parental fee income in Children's Centres due to sustained lower levels of attendance.
- (+£0.285m, a decrease of -£0.122m since the previous reported position) forecast commercial income risk in relation to the universal youth offer.
- (+£1.597m, unchanged since the previous reported position) forecast net pressure against the children looked after placements budget, which is largely attributable to COVID-19. Several management actions have been put in place to control costs including:
 - Detailed review of costs pressures through the placements board.
 - Focus on increasing in-house recruitment of foster carers.
 - Regional work across London regarding high costs placements, a local welfare secure unit for children who need their liberty restricted due to risk.
 - Sub-regional block booking with Independent Fostering Agencies to reduce costs, by reducing boroughs competing for the same placement and pushing up cost.
 - Service director approval required for all residential/high cost placements.
- (+£0.270m, an increase of +£0.006m since the previous reported position) forecast overspend against Special Educational Needs and Disabilities (SEND) transport due to increased costs of transporting young people and the loss of curriculum income. This is an increase of (+£0.006m) since the previous reported position.

- (+£0.178m, unchanged since the previous reported position) other COVID-19 cost pressures.

3.19. Non COVID-19 budget pressures are made up of:

- The previously reported pressure of £0.481m for costs of implementing the new Adolescent Support Intervention Programme is now being funded by the corporate transformation fund, (a reduction of -£0.481m since the previous reported position). The service is projected to lead to future cost avoidance of £0.902m per annum. The service is targeted at teenagers through a wraparound intensive prevention programme of support that could prevent up to 11 young people becoming looked after. This is no longer an in-year pressure but remains an ongoing cost pressure.
- (+£0.177m, unchanged since the previous reported position) legal costs in relation to a delay in the conclusion of care proceedings and to SEND appeals. The use of Counsel is subject to service director approval to minimise this cost pressure.
- (+£0.393m, unchanged since the previous reported position) further cost risks in relation to the re-procurement of the youth offer. An enhanced offer will incur additional costs and there will be a risk to commercial income generated under the current offer.
- (+£0.357m, an increase of+ £0.030m since the previous reported position) overspends due to a reduction in funding from the Youth Justice Board (despite rising activity), increased activity against the remand budget, and staffing pressures to meet significantly increased caseloads in the SEND team in line with the SEND strategy and statutory duties.
- (-£0.100m, unchanged since the previous reported position) underspend on the council's Universal Free School Meals programme due to increased eligibility for government funded free school meals and falling pupil numbers.
- (+£0.262m, unchanged since the previous reported position) ongoing staffing pressure in relation to supporting increased numbers of care leavers in recent years.
- (+£0.125m, unchanged since the previous reported position) cost pressure in relation to increased demand for temporary accommodation.
- (+£1.090m, unchanged since the previous reported position) of in-year cost pressures in relation to early help, Islington Trauma Informed Practices in Schools (iTIPS) and Partners in Practice due to timing differences in relation to funding. The funding for these items has already been recognised in previous financial years.
- (+£0.008m, unchanged since the previous reported position) of other net underspends across the service.

3.20. There is an underspend of (-£5.553m) (3.5%) against the ring-fenced Dedicated Schools Grant (DSG), a reduction of (+£0.008m) since the previous reported position. This forecast includes (-£4.082m) of balances brought forward from previous years. The underspend is as follows:

- (-£0.199m) unallocated funding in the Central School Services Block that is being held to smooth in reductions in funding in future years as the government continues to phase out funding for historic duties. (-£0.044m) of this underspend is a balance from previous years.
- (-£2.858m) estimated balance of high needs funding after allowing for forecast demographic cost pressures in the region of £1m, a reduction of (+£0.008m) since the previous reported position. There is a high level of uncertainty in the high needs forecast at this point in the year. (-£1.542m) of this underspend relates to balances from previous years. The council is working closely with schools and other stakeholders to update the SEND strategy in order to ensure that the needs of children and young people with high needs are met.

- (-£0.463m) prior year balance in relation to funding for the statutory entitlement for 2-year-old provision that is being held by Schools Forum to offset a future year funding risk.
 - (-£2.033m) early years contingency balance from previous years that is being held to offset funding risks due to lower numbers in provision because of COVID-19, and to meet pressures in relation to early years SEND.
- 3.21. School Individual school balances stood at (+£9.459m) at the end of 2020/21. Schools have budgeted to reduce their balance by (-£5.468m) to (+£3.991m) over the course of the year. Quarter 1 monitoring has shown an improvement in this position of (+£0.309m) to (+£4.301m). Some use of surplus balances will be planned for capital works, where timing can be uncertain.
- 3.22. There are 9 schools in deficit as of 31 March 2021, based on the budget plans submitted by schools this is expected to reduce to 8 by 31 March 2022, with two schools coming out of deficit and one entering into a deficit.

Adult Social Services (+£6.309m, an increase of +£1.160m since the previous reported position)

- 3.23. Adult Social Services is currently forecasting an (+£6.309m) overspend. This is mainly (+£3.218m) attributable to the COVID-19 crisis, with a non COVID-19 overspend of (+£3.091m).
- 3.24. The department is forecasting net COVID-19 related budget pressures of (+£3.048m) in relation to additional demand from the COVID-19 Hospital Discharge Service, as follows:
- (+£2.454m, unchanged since the previous reported position) in relation to cohort of people who entered a care package between 19 March 2020 and 31 August 2020 (funded by NHS to 31 March 2021) and between 1 September 2020 and 31 March 2021 (funded by the NHS for first 6 weeks).
 - (+£1.317m, a decrease of -£0.055m since the previous reported position) in relation to the cohort of people who entered a care package between 1 April 2021 and 30 June 2021 (funded by NHS for first 6 weeks) and between 1 July 2021 and 30 September 2021 (funded by NHS for first 4 weeks). This is offset by estimated NHS funding of (-£0.723m). Review teams were set up to reduce the cost of these packages, however a pressure persists.
- 3.25. Additional COVID-19 budget pressures totalling (+£0.170m, unchanged since the previous reported position) include workforce pressures of running additional social work and occupational therapist capacity.
- 3.26. Non COVID-19 related pressures include a contract with Care UK to manage the delivery of three care homes and day centres. Since September 2020, a fire related suspension has prevented any new placements from using vacant beds across all three care homes. This has created a forecast budget pressure of (+£1.850m, unchanged since the previous reported position) due to additional spot purchased residential beds whilst also paying for the vacant beds in Care UK. The ongoing issue with the provider also creates a pressure of (+£0.172m, unchanged since the previous reported position) in relation to delivery of the 'Better Use of Block Provision' saving.
- 3.27. The ongoing issues with Care UK will lead to an estimated additional cost of (+£1.400m) in 2021/22, with additional budgetary impact in future financial years.
- 3.28. Budget provision had been set aside in order to fund Care UK to pay the London Living Wage to their staff. This is no longer anticipated to be agreed in 2021/22, resulting in a one-off underspend of (-£0.700m, unchanged since the previous reported position).

- 3.29. Adult Social Services continues to be impacted by wider demographic pressures, including increased demand for services and need of acute care. This is part-funded through demographic budget growth assumed in the 2021/22 budget. However, there is currently forecast to be an additional, unbudgeted demographic growth pressure of (+£0.994m, a decrease of -£0.427m since the previous reported position) as well a pressure of (+£0.250m) in relation to delivery of demand management savings.
- 3.30. The additional clients entering Adult Social Services will also increase the amount of client contributions the council will receive. This partially offsets the pressures created from the additional demand by (-£0.200m, an increase of +£0.400m since the previous reported position). There is also a one-off balance on the Direct Payment accounts of (-£0.500m).
- 3.31. Other small non COVID-19 related underspends totalling (-£0.0175m, a decrease of -£0.158m since the previous reported position) make up the remainder of the non COVID-19 variance.

Public Health (Breakeven position, unchanged since the previous reported position)

- 3.32. Public Health is funded via a ring-fenced grant of £27.365m for 2021/22. The directorate is currently forecasting a breakeven position, of which (+£0.488m) are COVID-19 related budget pressures.
- 3.33. COVID-19 is currently estimated to cause a pressure of (+£0.488m). The main COVID-19 budget pressures are in the Sexual Health division (increased online access to STI testing). This is fully offset by underspends, namely an underspend in the Sexual Health division of (-£0.479m, a decrease of -£0.007m since the previous reported position) due to decreased levels of activity within areas of the service.
- 3.34. The following non COVID-19 related budget pressures of (totalling +£0.115m, an increase of +£0.007m since the previous reported position) are forecast across the directorate:
- (+£0.042m, unchanged since the previous reported position) within Smoking & Tobacco division for the additional cost of a two-year Smoke free Pregnancy project.
 - (+£0.071m, an increase of +£0.025m since the previous reported position) within Substance Misuse division, predominantly due to the service continuing to commission withdrawal services and homelessness health services for 2021/22, as a consequence of demand remaining high.
 - (+£0.002m, a decrease of £0.018m since the previous reported position) additional pressure across the department.
- 3.35. These non-COVID-19 related budget pressures are fully offset by the following underspends in various divisions:
- (-£0.063m, a decrease of -£0.007m since the previous reported position) within Sexual Health as a result of lower demand for GP Local Enhanced Services during the pandemic.
 - (-£0.034m, unchanged since the previous reported position) within Obesity and Physical Health predominantly due to a supplier folding at the start of 2021/22.
 - (-£0.019m, unchanged since the previous reported position) small underspends across the department.
- 3.36. In addition to the reported budget variance, the directorate is forecasting (+£0.353m) one-off projects and (+£0.250m) team posts that are to be funded by wider Public Health underspends and/or the public health earmarked reserve.
- 3.37. The directorate will need to ensure sufficient resources are allocated to fund the Agenda for Change salary uplift to NHS providers. It is unclear how much the additional cost will be as discussions are ongoing.

Resources (+£2.223m, an increase of +£0.118m since the previous reported position)

- 3.38. The Resources directorate is currently forecasting a net overspend of (+£2.223m), comprising of (+£2.105m) in relation to COVID 19 budget pressure and (+£0.118m), non COVID-19 overspend.
- 3.39. The most significant COVID-19 budget pressure in the directorate is an estimated (+£1.936m, unchanged since the previous reported position) of additional costs of IT related hardware and software solutions. Examples of these costs include the fit out of the council chamber for broadcasts, delays to schemes and additional infrastructure required to support rapidly increasing digitisation of services.
- 3.40. Additional costs (+£0.169m, unchanged since the previous reported position) include delays to the implementation of the case management system within Legal Services, the willingness of the courts to use e-bundling and loss of legal income from planning activities due to reduced demand.
- 3.41. The directorate is also incurring non COVID 19 related extra costs of (+£0.177m, new pressure for month 5) in connection with various ad hoc projects including on-going restructure, recruitment campaign, consultancy/agency and Civica upgrade costs, part of which is offset by non COVID-19 underspend (-£0.059m, new underspend for month 5) elsewhere within the department.

Corporate Items (+£5.129m, unchanged since the previous reported position)

- 3.42. The initial corporate items forecast is a (+£5.129m) overspend, comprising (+£2.229m) COVID-19 related pressures and non COVID-19 related net pressures of (+£2.900m).
- 3.43. The COVID-19 related corporate budget pressure relates to the implementation of the Council Tax Support Hardship Scheme for 2021/22, mirroring the scheme that ran to support residents in 2020/21.
- 3.44. The forecast non COVID-19 variance (+£2.900m, unchanged since the previous reported position) is in relation to evolving assumptions on the 2021/22 local government pay award. Following announcements from the Chancellor during the budget setting process, the council set aside provision for a zero percent general pay award together with an increase for those staff on the lower pay grades. It is now anticipated that the pay award will be higher than budgeted, however negotiations remain ongoing.

Council Tax and Business Rates (Breakeven position)

- 3.45. COVID-19 led to significant council tax income and business rates income losses in 2020/21. Whilst it is too early in the year and recovery from the pandemic to fully assess the budget outlook in this area, collection levels currently appear to be reassuring compared to the prudent assumptions made at 2021/22 budget setting. This resilience in collection is to some extent underpinned by the government's extension of Business Rates Reliefs and the Furlough Scheme. As such, a breakeven position on council tax and business rates is currently forecast.

4. HOUSING REVENUE ACCOUNT (HRA)

- 4.1. The HRA is currently forecasting an in-year surplus of (-£15.079m), predominantly in relation to capital financing costs that are now expected to be incurred in future financial years. The HRA budget forecast is summarised in **Appendix 2**.
- 4.2. As the HRA is a ring-fenced account, a surplus or deficit at the end of the financial year will be transferred to or from HRA reserves.

- 4.3. A significant proportion of the HRA budget is funding towards the housing capital programme. This means there can be large in-year fluctuations to revenue budgets when capital slippage occurs. At month 5, there is a forecast net capital financing underspend on the HRA of (-£15.012m), comprising:
- (+£1.000m) capital cost pressure on the Andover 42 unit new build scheme, representing 3.5% of scheme cost.
 - (+£0.800m) pump room upgrades to facilitate operational effectiveness of Bunhill 2.
 - (+£0.180m) Holland Walk lighting improvement works.
 - (-£16.992m) anticipated New Build Programme slippage, which is simply moving the same expenditure into 2022/23. That is, capital expenditure has slipped into the next financial year and so has the HRA revenue funding required to finance the expenditure.
- 4.4. The remaining forecast budget variance (-£0.067m) is in relation to the following areas:
- (-£0.456m) additional generated income within the Rent and Service Charges department, representing 0.26% of budget.
 - (+£0.389m) HRA parking income shortfall as current data indicates that usage of car spaces and garages has failed to return to pre-pandemic levels. This could be partly due to a decline in the need to commute for work and behavioural changes influenced by the implementation of the Low Traffic Neighbourhood (LTN) initiative. There is a risk that HRA parking income could reduce further with the expansion of the Ultra Low Emission Zone (ULEZ) from October 2021.
- 4.5. Whilst the HRA is not expecting any material variances to result from COVID-19 related activities, there remains a risk that tenant rent and service charge arrears could increase when the furlough scheme ends in September 2021. However, a more significant factor of increasing arrears is the ongoing migration from Housing benefit (HB) to Universal Credit (UC). This is because tenants on UC typically hold much higher arrears (UC tenants average arrears of £1,400 and non UC tenant's average arrears of £750).
- 4.6. An assessment as to the recoverability of arrears is reflected in the budget in the form of a provision for arrears that are deemed irrecoverable in the long term (also known as bad debt provision). The 2021/22 HRA budget includes a bad debt provision of (+£2.250m) to accommodate tenant rent arrears that are deemed irrecoverable. In addition, a (+£1.500m) one-off provision has been made available for any pressure that may arise from the migration of HB to UC. This assessment will be kept under review as the year progresses.

5. CAPITAL PROGRAMME

- 5.1. At the end of month 5, capital expenditure of £29.354m had been incurred against a 2021/22 full year forecast of £169.082m and against the revised 2021/22 capital budget of £203.322m. This revised 2021/22 budget now incorporates approved slippage from 2020/21.
- 5.2. The capital forecast at month 5 reflects initial forecast variances where available. However, many schemes are still forecasting expenditure to budget pending a review of capital expenditure profiles that is currently underway. It is expected that this will result in re-profiling of the capital programme between financial years for approval in subsequent budget monitoring reports to the Executive.
- 5.3. The latest capital position is summarised by directorate in **Table 4** and by project in **Appendix 3**.

Table 4 – 2021/22 Capital Programme

Directorate	Revised Budget 21/22 £m	Spend to Date M5 £m	Forecast Outturn 21/22 £m	Forecast Variance/Slippage £m
Community Wealth Building	7.968	1.403	8.474	0.506
Environment	36.929	0.794	29.140	(7.789)
Housing	146.001	26.379	121.402	(24.599)
People	12.424	0.778	10.066	(2.358)
Total	203.322	29.354	169.082	(34.240)

- 5.4. There is a capital budget pressure on the Bunhill 2 Project due to additional professional fees resulting from COVID-19 measures. Following Executive approval, £0.119m has been added to the current year capital programme for this, to be funded from existing available capital resources.

6. IMPLICATIONS

Financial Implications

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

Legal Implications

- 6.2. 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

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

Resident Impact Assessment

- 6.4. 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.
- 6.5. A resident impact assessment (RIA) was carried out for the 2021/22 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 Variance
Appendix 2 – 2021/22 Revenue by Service Area
Appendix 3 – 2021/22 Capital Appendix

Background papers: None

Signed by:

Sabina Curran

1 October 2021

Executive Member for Finance and Performance

Date

Report Author:

Paul Clarke, Director of Finance
Martin Houston, Strategic Financial Advisor

Legal Implications Author:

Peter Fehler, Acting Director of Law and Governance

Appendix 1: 2021/22 General Fund Key Variances - Month 5

Division	Type of Variance	Description	Over/(Under) Spend Month 5 £m
COMMUNITY WEALTH BUILDING			
Corporate Landlord	COVID-19 Loss of Income	Lost income from Assembly Hall Events	0.548
Planning & Development	COVID-19 Loss of Income	Lost income due to reduction in levels of Planning activity	0.100
Corporate Landlord	COVID-19 Additional Cost	Anticipated expenditure likely to be incurred as a result of COVID-19 hygiene maintenance of Assembly Hall: Air Handling System/Power upgrade to incorporate air handling/technological modification/IT/PPE	0.213
Corporate Landlord	COVID-19 Reduction in Cost	Reduced costs due to not holding events in Assembly Hall and reduced operation for Registrars	(0.061)
Total CWB			0.800
<i>Of which CV-19 pressures</i>			<i>0.800</i>
Fairer Together			
We are Islington	COVID-19 Additional Cost	We are Islington - Additional overtime/salary related expenditure incurred due to extra support and assistance provided to vulnerable, isolating and communities at large.	0.252
Total Fairer Together			0.252
<i>Of which CV-19 pressures</i>			<i>0.252</i>
ENVIRONMENT			
Environmental & Commercial Operations	COVID-19 Loss of Income	Deferral of Rent received from GLL for most of 21/22	3.015
Environmental & Commercial Operations	COVID-19 Loss of Income	Reduced levels of bay occupancy in 1st quarter	2.859
Environmental & Commercial Operations	COVID-19 Loss of Income	Reduced levels of permits and vouchers in 1st quarter	1.120
Environmental & Commercial Operations	COVID-19 Loss of Income	Reduced levels of commercial waste income in 1st half of year	1.375
Environmental & Commercial Operations	COVID-19 Loss of Income	Reduced income in park sports/events in 1st half of year	0.120
Public Protection	COVID-19 Additional Cost	Additional overtime/allowances/mortuary costs as a result of COVID-19	0.220
Public Protection	COVID-19 Loss of Income	Licensing/Table & Chairs/Pest Control - Reduced income in 1st half of year	0.295
Environmental & Commercial Operations	COVID-19 Reduction in Cost	Anticipated reduction in levy due to reduced commercial waste sales	(0.700)
Environmental & Commercial Operations	Non COVID-19 Cost Pressure	Net overspend on supplies/services and fees/charges throughout	0.028
Environmental & Commercial Operations	Non COVID-19 Cost Pressure	Additional costs on financial charges & NSL/PCN debt registration	0.354
Environmental & Commercial Operations	Non COVID-19 Cost Pressure	Additional costs on vehicle maintenance within SES	0.100
Public Protection	Non COVID-19 Cost Pressure	Additional spend on running costs	0.064
Public Protection	Non COVID-19 Cost Pressure	Shortfall in Registrars income	0.382
Department Wide	Underspend	Additional Parking income from Low Traffic Neighbourhoods roll-out, House in Multiple Occupation Licensing, Highways recharge and other fee income	(4.134)
Total Environment			5.099
<i>Of which CV-19 pressures</i>			<i>8.304</i>
HOMES & NEIGHBOURHOODS			
Housing Needs	Non COVID-19 Cost Pressure	Legal Costs - Pertaining to challenges to housing decisions. Fees for defence and third party legal fees in cases of defeat.	0.160
Housing Needs	Non COVID-19 Cost Pressure	Islington Lettings - Charges for voids and uncollected rent.	0.427
Housing Needs	Non COVID-19 Cost Pressure	SHPS (Single Persons Homelessness Prevention Scheme) - Unbudgeted contract	0.357
Housing Needs	Underspend	Temporary Accommodation: Nightly Booked/PSL	(0.253)
Housing Needs	Non-COVID-19 External Funding	Housing General Fund Non COVID-19 Grants	(1.625)
Housing Needs	COVID-19 Additional Cost	Homelessness services - Estimated cost of COVID-19 related cases in TA	1.269
Housing Needs	COVID-19 Additional Cost	Rough sleeping - accommodating and supporting those brought into alternative accommodation as a result of COVID-19. Provision is through Hotels.	1.808
Housing Needs	COVID-19 Additional Cost	Housing - other excluding HRA: Non-Recourse to Public Funds and Incentive Payments to Landlords.	0.676
Housing Needs	COVID-19 Loss of Income	Other income losses - potential write offs of uncollected rent rising as a consequence of COVID-19 hardship.	0.093
Housing Needs	COVID-19 External Funding	RSI 4 Grant - Not strictly a COVID-19 Grant, but repurposed to support Rough Sleepers	(0.912)
Housing Needs	COVID-19 External Funding	Increased Housing Benefit due to additional cases	(2.000)
Total Housing			0.000
<i>Of which CV-19 pressures</i>			<i>0.934</i>
CHILDREN'S			
Young Islington	COVID-19 Additional Cost	Cost of underwriting income at Iseldon Community Interest Company (CIC) in 2021/22 for the contract extension period to the end of October 2021.	0.233
Young Islington	COVID-19 Additional Cost	Cost of underwriting commercial income risk for the period of dual contract running to the end of December in relation to the universal youth offer	0.052
Safeguarding and Family Support	COVID-19 Additional Cost	Forecast pressure on Children's Social care placements budget. While an overspend is forecast, activity has reduced in the first quarter of the year.	1.597
Early Intervention and Prevention	COVID-19 Loss of Income	Impact of self-isolation and potential structural reduction in demand for paid for childcare provision post COVID-19 - 10% loss in income would cost £0.500m. This is consistent with income returns for April and May but more will be known after of the summer term.	0.500
Learning and Culture	COVID-19 Additional Cost	Estimated increased cost of SEN transport due to COVID-19 and loss of curriculum income. This pressure is after drawing down provisional demographic growth allocations	0.270
Learning and Culture	COVID-19 Loss of Income	Cardfields: forecast reduction in income due to COVID-19	0.094
Learning and Culture	COVID-19 Additional Cost	Additional cost of cleaning BSF schools (Council share)	0.084
Young Islington	Non COVID-19 Cost Pressure	Estimated in-year pressure from the enhanced youth offer in 2021/22 that is currently being procured, including period of dual running with the existing contractor.	0.393
Young Islington	Non COVID-19 Cost Pressure	Increased activity re. secure remand/reduction in grant funding from the Youth Justice Board. There has been an increase in activity that if it is sustained will lead to an overspend in addition to an in-year reduction in grant funding.	0.152
Safeguarding and Family Support	Non COVID-19 Cost Pressure	Additional demography related cost pressure - there have been increased numbers of care leavers in recent years (35% increase since 2017/18) and the Independent Futures service is facing increasing capacity issues to meet increased demand. This is creating an ongoing staffing cost pressure.	0.262
Safeguarding and Family Support	Non COVID-19 Cost Pressure	Potential underlying pressure in relation to care proceedings. Significant cost pressure in 2020/21, assumed will fall back somewhat in 2021/22 - 2019/20 pressure used as a proxy for 2021/22	0.127
Safeguarding and Family Support	Non COVID-19 Cost Pressure	Cost of the new ASIP prevention service that is projected to lead to future cost avoidance of £902k per annum. The service is targeted at teenagers through a wraparound intensive prevention programme of support could prevent up to 11 young people becoming looked after. This is being funded from the transformation fund in 2021/22 so therefore no longer an in-year cost pressure, but as this funding is one-off it remains an ongoing cost pressure from 2022/23.	0.000
Safeguarding and Family Support	Non COVID-19 Cost Pressure	PIP funding extension agreed by the Department of Education but could not be accounted for as a receipt in advance - grant income recognised in full in 2020/21, therefore this is a timing issue.	0.119
Safeguarding and Family Support	Non COVID-19 Cost Pressure	Increased demand for temporary accommodation - pressure estimated at £125k for 2021/22 based on average of 2019/20 and 2020/21 excluding COVID-19 impact.	0.125
Safeguarding and Family Support	Non COVID-19 Cost Pressure	Islington Trauma Informed Practices in Schools - structural shortfall to continue project. A business case is being prepared to expand the project from 2022/23.	0.118
Safeguarding and Family Support / Early Int	Non COVID-19 Cost Pressure	Commitments in Early Help against the multi-year budget provision (Fairer Together and Children's). Income recognised in full in 2020/21, therefore this is a timing issue.	0.853
Early Intervention and Prevention	Underspend	Unallocated grant aid budget	(0.023)
Learning and Culture	Non COVID-19 Cost Pressure	Legal costs in relation to SEND appeals	0.050
Learning and Culture	Non COVID-19 Cost Pressure	Increase in operational capacity of SEND Team to meet significantly increased caseloads as per the agreed SEND strategy and	0.167
Learning and Culture	Underspend	Forecast reduction in cost of universal free school meals due to an expected reduction in pupil numbers and an increase in g	(0.100)
Learning and Culture	Non COVID-19 Cost Pressure	Increased cost of school uniform grants as FSM numbers increase	0.030
Learning and Culture	Non COVID-19 Income Pressure	Increased cost of Post-16 bursary as FSM numbers increase	0.008
Learning and Culture	Underspend	Unallocated budget for Islington Community of Schools	(0.025)
Learning and Culture	Non COVID-19 Cost Pressure	Staffing pressure in the arts service and cost pressures within business support	0.056
Total CES			5.142
<i>Of which CV-19 pressures</i>			<i>2.830</i>
ADULT SOCIAL SERVICES			
Integrated Community Services	COVID-19 Additional Cost	COVID-19 additional demand from 2020/21 discharge schemes 1&2	2.454
Integrated Community Services	COVID-19 Additional Cost	Potential COVID-19 additional demand from 2021/22 discharge scheme 3	1.317
Integrated Community Services	Non COVID-19 Cost Pressure	Care UK Saving	0.172
Integrated Community Services	Non COVID-19 Cost Pressure	Care UK Bed Vacancies	1.850
Integrated Community Services	Non COVID-19 Cost Pressure	Additional demand above demographic allocation for older people TO DATE	0.468
Integrated Community Services	Non COVID-19 Cost Pressure	Projected additional demand above demographic allocation for older people based on current demand.	0.526
Adult Social Care	Underspend	Care UK LLW provision	(0.700)
Integrated Community Services	COVID-19 Additional Cost	Social Workers, Occupational Therapist - 7 day week and 12 hour shift rota plus support staff & Brokerage.	0.170
Strategy & Commissioning	Underspend	HRS Related Support Additional Saving	(0.213)
In House Services	Non COVID-19 Cost Pressure	In-House Saving Reprofiled	0.080
Integrated Community Services	Underspend	One-off Direct Payment Surplus	(0.500)
Integrated Community Services	Non COVID-19 Cost Pressure	Assistive Technology Saving Reprofiled	0.150
Integrated Community Services	Non COVID-19 Cost Pressure	Demand Management Saving Reprofiled	0.250

Appendix 1: 2021/22 General Fund Key Variances - Month 5

Division	Type of Variance	Description	Over/(Under) Spend Month 5 £m
Integrated Community Services	Underspend	Additional Client Contribution due to increased placements	(0.200)
Strategy & Commissioning	Underspend	Transport Underspend from Day Centre Closures	(0.192)
Adult Social Care	COVID-19 External Funding	Infection Control & Rapid Testing Costs	1.302
Adult Social Care	COVID-19 External Funding	Infection Control & Rapid Testing Grants	(1.302)
Integrated Community Services	COVID-19 External Funding	NHS funding for Discharge scheme 3	(0.723)
		<i>Other Additional Costs:</i>	
Integrated Community Services	Non COVID-19 Cost Pressure	Social Work support for Care UK	0.400
Integrated Community Services	Non COVID-19 Cost Pressure	Care UK Decant (2021-22 Costs - FYE £5.4m)	1.000
Total ASC			6.309
<i>Of which CV-19 pressures</i>			<i>3.218</i>
Total People			11.451
<i>Of which CV-19 pressures</i>			<i>6.048</i>
PUBLIC HEALTH			
Children & Young People	Underspend	Small underspend	(0.004)
NHS Health Checks	Underspend	Lower demand for NHS Health Checks during the pandemic.	(0.016)
Obesity and Physical Activity	Non COVID-19 Cost Pressure	£54k has been forecasted for the NHS salary uplift in 21/22. This is offset by a minor underspend due to a supplier folding at the start of FY 21/22.	(0.034)
Other Public Health	Non COVID-19 Cost Pressure	Predominantly due to changes in staffing and delays in one-off Public Health projects	(0.069)
Smoking & Tobacco	Non COVID-19 Cost Pressure	Activity is expected to continue to be low for FY 21/22. Consequently the division will continue to pay tariffs based on activity to suppliers.	(0.479)
Sexual Health	Underspend	The Smokefree Pregnancy project has resulted in an overspend. To be funded by underspends initially. Income for this project is being held in reserves	0.042
Substance Misuse	Non COVID-19 Cost Pressure	Demand has continued to be high in the first quarter of 21/22. Consequently the division will be paying the same contract value as the previous year.	0.071
Public Health	COVID-19 Additional Cost	Mainly due to an increase in online access to STI testing and treatment and online contraception	0.488
Total Public Health			(0.000)
<i>Of which CV-19 pressures</i>			<i>0.488</i>
RESOURCES DIRECTORATE			
Digital Services	COVID-19 Additional Cost	IT infrastructure costs	0.171
Digital Services	COVID-19 Additional Cost	IT equipment purchased and shipped for people whilst WFH, chargers, mobiles, headphones etc.	0.023
Digital Services	COVID-19 Additional Cost	Cost of additional helpdesk/engineer support (weekend work / overtime)	0.084
Digital Services	COVID-19 Additional Cost	Resource Costs	0.200
Digital Services	COVID-19 Additional Cost	Additional devices	0.130
Digital Services	COVID-19 Additional Cost	Courier/Transport Cost	0.005
Digital Services	COVID-19 Additional Cost	Software Subscriptions	0.126
Digital Services	COVID-19 Additional Cost	Support/Maintenance costs as a result of COVID-19	0.070
Digital Services	COVID-19 Additional Cost	Update Wi-Fi in key buildings to enable social distancing	0.123
Digital Services	COVID-19 Additional Cost	Fit out Council Chamber for broadcast	0.198
Digital Services	COVID-19 Additional Cost	Audio/Visual fit out	0.128
Digital Services	COVID-19 Additional Cost	Project overrun	0.170
Digital Services	COVID-19 Additional Cost	Digital Trainers	0.080
Digital Services	COVID-19 Additional Cost	PSN Remediation & Compliance (COVID-19 delay)	0.170
Digital Services	COVID-19 Additional Cost	Server 2008 migrations (COVID-19 delay)	0.148
Digital Services	COVID-19 Additional Cost	Working From Home Support Scheme - IT and furniture	0.110
Legal	COVID-19 Additional Cost	Delays on legal case management project	0.145
Legal	COVID-19 Loss of Income	Lost income due to reduction in legal service in regards to planning and property matters	0.024
General Overspend		Due to various ad hoc projection including restructure and Civica update.	0.118
Total Resources			2.223
<i>Of which CV-19 pressures</i>			<i>2.105</i>
Directorates Total			19.825
<i>Of which CV-19 pressures</i>			<i>18.931</i>
CORPORATE			
LCTS Hardship Scheme	COVID-19 Additional Cost	Local Council Tax Support Hardship scheme 2021/22 - Mirroring £150 deduction scheme provided in 2020/21.	2.229
Pay Inflation	Non COVID-19 Cost Pressure	Assumed cost of 2021/22 pay award (TBC), in contrast to pay freeze assumed at 2021/22 budget setting.	2.900
Total Corporate Items			5.129
<i>Of which CV-19 pressures</i>			<i>2.229</i>
OVERALL GENERAL FUND			24.954
<i>Of which CV-19 pressures</i>			<i>21.160</i>
COVID-19 Grant Tranche 5 and COMF Allocation 2021/22			(11.714)
SFC Q1 Compensation (Initial Estimate)			(2.436)
Assumed Call on Contingency Budget			(2.900)
COVID-19 Contingency Budget			(7.010)
FORECAST NET GENERAL FUND			0.894

Appendix 2: 2021/22 Budget Monitoring by Service Area - Month 5

GENERAL FUND					
	Net Budget	Forecast	Over/(Under)	Over/(Under)	
		Outturn	Spend	Spend	Movement
	£m	£m	Month 5	Month 3	
			£m	£m	
CHIEF EXECUTIVE'S DIRECTORATE					
Chief Executive's Office	0.089	0.089	0.000	0.000	0.000
Communications	1.045	1.045	0.000	0.000	0.000
Total Chief Executive's	1.133	1.133	0.000	0.000	0.000
<i>Of which CV-19 pressures</i>			<i>0.000</i>	<i>0.000</i>	<i>0.000</i>
COMMUNITY WEALTH BUILDING					
Community Finance Resilience	2.276	2.276	0.000	0.000	0.000
Corporate Landlord	12.488	13.188	0.700	0.700	0.000
Inclusive Economy	1.222	1.222	0.000	0.000	0.000
Planning & Development	0.340	0.440	0.100	0.100	0.000
Procurement	0.745	0.745	0.000	0.000	0.000
Total Community Wealth Building	17.071	17.871	0.800	0.800	0.000
<i>Of which CV-19 pressures</i>			<i>0.800</i>	<i>0.800</i>	<i>0.000</i>
ENVIRONMENT					
Business Performance & Improvement	0.609	0.609	0.000	0.000	0.000
Climate Change & Transport	11.518	10.845	(0.673)	(0.673)	0.000
Directorate	0.557	0.557	0.000	0.000	0.000
Environment & Commercial Operations	(11.462)	(5.851)	5.611	5.170	0.441
Public Protection	3.024	3.184	0.160	(0.910)	1.070
Total Environment	4.246	9.344	5.099	3.587	1.512
<i>Of which CV-19 pressures</i>			<i>8.304</i>	<i>7.566</i>	<i>0.738</i>
HOUSING					
Temporary Accommodation (Homelessness Direct)	2.685	1.831	(0.854)	(0.899)	0.045
Housing Needs (Homelessness Indirect)	1.224	1.877	0.653	0.712	(0.059)
Housing Strategy and Development	0.069	0.069	0.000	0.000	0.000
Housing Administration	1.015	0.980	(0.035)	(0.036)	0.001
No Recourse to Public Funds	1.116	1.352	0.236	0.223	0.013
Community Safety	0.339	0.339	0.000	0.000	0.000
Total Housing	6.448	6.448	0.000	0.000	0.000
<i>Of which CV-19 pressures</i>			<i>0.934</i>	<i>0.876</i>	<i>0.058</i>
FAIRER TOGETHER					
Strategy & Commissioning (Adults)	0.587	0.587	0.000	0.000	0.000
Customer Experience (Resources)	2.245	2.497	0.252	0.252	0.000
Voluntary & Community Services	2.786	2.786	0.000	0.000	0.000
Early Intervention & Prevention	0.000	0.000	0.000	0.000	0.000
Total Fairer Together	5.618	5.870	0.252	0.252	0.000
<i>Of which CV-19 pressures</i>			<i>0.252</i>	<i>0.252</i>	<i>0.000</i>
CHILDRENS					
Young Islington	5.357	6.187	0.830	0.900	(0.070)
Safeguarding and Family Support	41.246	44.021	2.775	3.256	(0.481)
Learning and Culture	20.104	20.738	0.634	0.650	(0.016)
Early Intervention & Prevention	11.047	11.951	0.904	0.904	0.000
Strategy and Commissioning	(0.527)	(0.527)	0.000	0.000	0.000
Directorate	(0.100)	(0.100)	0.000	0.000	0.000
Total Childrens	77.127	82.269	5.142	5.709	(0.567)
<i>Of which CV-19 pressures</i>			<i>2.830</i>	<i>2.946</i>	<i>(0.116)</i>
ADULT SOCIAL SERVICES					
Adult Social Care	-	(25.282)	(0.700)	(0.700)	0.000
In House Services	5.991	6.071	0.080	0.080	0.000
Integrated Community Services	31.787	38.929	7.142	6.016	1.126
Learning Disabilities	28.348	28.348	0.000	(0.034)	0.034
Strategy & Commissioning	17.585	17.372	(0.213)	(0.213)	0.000
Total Adult Social Services	59.128	65.437	6.309	5.149	1.160
<i>Of which CV-19 pressures</i>			<i>3.218</i>	<i>3.273</i>	<i>(0.055)</i>
Total People	136.255	147.706	11.451	10.858	0.593
<i>Of which CV-19 pressures</i>			<i>6.048</i>	<i>6.219</i>	<i>(0.171)</i>
PUBLIC HEALTH					
Children 0-5 Public Health	3.672	3.672	0.000	(0.000)	0.000
Children and Young People	2.332	2.328	(0.004)	(0.004)	(0.000)
NHS Health Checks	0.265	0.249	(0.016)	(0.016)	(0.000)
Obesity and Physical Activity	0.689	0.655	(0.034)	(0.034)	(0.000)
Other Public Health	(20.917)	(20.914)	0.003	0.022	(0.019)
Sexual Health	6.519	6.457	(0.062)	(0.056)	(0.006)
Smoking and Tobacco	0.455	0.497	0.042	0.042	0.000
Substance Misuse	6.897	6.968	0.071	0.046	0.025
Total Public Health	(0.088)	(0.088)	0.000	0.000	0.000
<i>Of which CV-19 pressures</i>			<i>0.488</i>	<i>0.488</i>	<i>0.000</i>

Appendix 2: 2021/22 Budget Monitoring by Service Area - Month 5

	Net Budget	Forecast Outturn	Over/(Under) Spend Month 5	Over/(Under) Spend Month 3	Movement
	£m	£m	£m	£m	
RESOURCES					
Director of Resources	0.959	1.136	0.177	0.000	0.177
Digital Services	13.375	13.376	0.001	0.000	(0.000)
Digital Services Projects	0.000	1.936	1.936	1.936	0.000
Financial Management	2.563	2.562	(0.001)	0.000	(0.001)
Revenues & Technical Services	3.462	3.412	(0.050)	0.000	(0.050)
Community Finance Resilience	(1.372)	(1.372)	0.000	0.000	0.000
Internal Audit	0.682	0.665	(0.017)	(0.000)	(0.017)
Law & Governance	2.926	3.096	0.170	0.169	0.001
Human Resources	2.822	2.825	0.003	0.000	0.003
Transformation	0.884	0.888	0.004	(0.000)	0.004
Total Resources	26.301	28.524	2.223	2.105	0.118
<i>Of which CV-19 pressures</i>			<i>2.105</i>	<i>2.105</i>	<i>0.000</i>
Directorates Total	203.432	223.257	19.825	17.602	2.223
<i>Of which CV-19 pressures</i>			<i>18.931</i>	<i>18.306</i>	<i>0.625</i>
CORPORATE					
Business Rates Retention Scheme	(91.909)	(91.909)	0.000	0.000	0.000
Contingency	5.000	5.000	0.000	0.000	0.000
Corporate Financing	(25.648)	(25.648)	0.000	0.000	0.000
Council Tax	(99.249)	(99.249)	0.000	0.000	0.000
COVID-19 Contingency	5.500	5.500	0.000	0.000	0.000
COVID-19 Cross-Cutting Schemes	0.000	2.229	2.229	2.229	0.000
Cross-cutting Savings	(2.615)	(2.615)	0.000	0.000	0.000
Demographic Growth and Inflation	8.925	11.825	2.900	2.900	0.000
Levies	18.509	18.509	0.000	0.000	0.000
Pensions	9.005	9.005	0.000	0.000	0.000
Prior Year Collection Fund (Surplus)/Deficit	22.636	22.636	0.000	0.000	0.000
Transfer to/(from) Reserves	(15.047)	(15.047)	0.000	0.000	0.000
Revenue Support Grant	(24.594)	(24.594)	0.000	0.000	0.000
Specific Grants	(14.514)	(14.514)	0.000	0.000	0.000
Technical Accounting Adjustments	7.018	7.018	0.000	0.000	0.000
Total Corporate Items	(196.984)	(191.854)	5.129	5.129	0.000
<i>Of which CV-19 pressures</i>			<i>2.229</i>	<i>2.229</i>	<i>0.000</i>
TOTAL GENERAL FUND	6.448	31.403	24.954	22.731	2.223
<i>Of which CV-19 pressures</i>			<i>21.160</i>	<i>20.535</i>	<i>0.625</i>
COVID-19 Grant Tranche 5 & 21/22 COMF Allocation			(11.714)	(11.714)	0.000
Drawdown of Covid-19 Budget Provision			(7.010)	(5.500)	(1.510)
Assumed call on contingency budget for pay award			(2.900)	(2.900)	0.000
SFC Compensation (Estimate)			(2.436)	(2.436)	0.000
NET GENERAL FUND			0.894	0.181	0.713

Appendix 2: 2021/22 Budget Monitoring by Service Area - Month 5

HOUSING REVENUE ACCOUNT(HRA)			
Service Area	Net Budget	Forecast Outturn	Over/(Under) Spend Month 5
	£m	£m	£m
Dwelling Rents	(160.528)	(160.850)	(0.322)
Tenant Service Charges	(18.261)	(18.395)	(0.134)
Non Dwelling Rents	(1.600)	(1.600)	0.000
Heating Charges	(1.947)	(1.947)	0.000
Leaseholder Charges	(15.700)	(15.700)	0.000
Parking Income	(2.397)	(2.008)	0.389
PFI Credits	(22.855)	(22.855)	0.000
Interest Receivable	(0.990)	(0.990)	0.000
Contribution from the General Fund	(0.816)	(0.816)	0.000
Transfer from HRA Reserves	(19.010)	(19.010)	0.000
Other Income	(0.500)	(0.500)	0.000
Income	(244.604)	(244.671)	(0.067)
Repairs and Maintenance	35.258	35.258	0.000
General Management	53.455	53.455	0.000
PFI Payments	44.929	44.929	0.000
Special Services	24.475	24.475	0.000
Rents, Rates, Taxes & Other Changes	0.990	0.990	0.000
Capital Financing Costs	16.693	16.693	0.000
Depreciation (mandatory transfer to Major Repairs Reserve)	31.178	31.178	0.000
Revenue Contributions to Capital Expenditure	31.863	16.851	(15.012)
Bad Debt Provisions	3.513	3.513	0.000
Contingency	2.250	2.250	0.000
Transfer to HRA Reserves	0.000	0.000	0.000
Expenditure	244.604	229.592	(15.012)
(Surplus)/Deficit	0.000	(15.079)	(15.079)

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Appendix 3: Capital Programme 2021/22

Directorate/Scheme	Original Budget	M12 2020/21 Slippage	Budget Changes	Current Budget	Forecast Outturn	Forecast Variance	Reason for Variance	Expenditure to Date	2021/22 Forecast Spent to Date	Confidence in Forecast
	£m	£m	£m	£m	£m	£m	Dropdown	£m	%	Dropdown
Community Wealth Building										
48 Seven Sisters Road	-	0.349	-	0.349	0.491	0.142	Overspend	0.109	22%	Medium
Compliance and Modernisation (non-housing)	2.865	-	-	2.865	2.865	-	No Current Variance	0.022	1%	High
Finsbury Leisure Centre Development	0.925	0.035	-	0.960	0.960	-	No Current Variance	0.025	3%	Medium
Public Realm - Fortune Street Area	-	-	-	0.000	-	-	No Current Variance	-	100%	
GGF Affordable Work Space	-	0.727	-	0.727	0.727	-	No Current Variance	0.294	40%	Medium
Greenspace - Whittington Park Hocking Hall Community Centre Phase 1	0.941	0.027	-	0.968	0.968	-	No Current Variance	-	0%	Medium
Hungerford Rd Cladding Replacement	0.977	0.258	-	0.719	1.083	0.364	Overspend	0.881	81%	Medium
Jean Stokes community hub	0.600	-	-	0.600	0.600	-	No Current Variance	0.072	12%	Low
Laycock Street	-	0.233	-	0.233	0.233	-	No Current Variance	-	0%	Medium
Public Realm - Kings Square Shopping Area Public Space	0.547	-	-	0.547	0.547	-	No Current Variance	-	0%	Low
Total - CWB	6.855	1.113	0.000	7.968	8.474	0.506	0.000	1.403	17%	-
Environment										
Bunhill Energy Centre Phase 2	-	2.073	0.119	2.192	2.073	- 0.119	No Current Variance	-0.411	(20%)	Medium
Cemeteries	-	0.002	-	0.002	0.002	-	No Current Variance	-0.021	(1,050%)	Medium
Clerkenwell Green	1.781	-	-	1.781	1.781	-	No Current Variance	-	0%	Medium
Corporate CCTV Upgrade	1.500	0.224	-	1.724	1.724	-	No Current Variance	-	0%	Medium
Council Building Renovation (Special Projects)	0.085	0.101	-	0.186	0.186	-	No Current Variance	0.003	2%	Medium
Energy - LED Lighting Upgrades	0.334	-	-	0.334	0.000	- 0.334	Reprofiling - Non CV-19	-	100%	Medium
Energy - Solar Panels on Corporate Buildings	0.334	-	-	0.334	0.000	- 0.334	Reprofiling - Non CV-19	-	100%	Medium
Energy Services	-	0.441	-	0.441	0.190	- 0.251	Underspend	0.051	27%	Medium
Environment - Other	-	0.001	-	0.001	0.001	-	No Current Variance	-	0%	Medium
Extension of energy network to Highbury West incl Harvist Estate	-	-	-	0.000	0.000	-	No Current Variance	-	100%	Medium
Greenspace - Barnard Park Renewal	0.903	-	-	0.903	0.903	-	No Current Variance	0.020	2%	Medium
Greenspace - Bingfield Park (including Crumbles Castle legacy)	0.682	-	-	0.682	0.070	- 0.612	Reprofiling - Non CV-19	0.004	5%	Medium
Greenspace - Floodlight Upgrades	0.090	-	-	0.090	0.090	-	No Current Variance	-	0%	Medium
Greenspace - Greenspace (Park Improvements)	0.400	0.017	-	0.417	0.417	-	No Current Variance	0.018	4%	Medium
Greenspace - Highbury Bandstand/Highbury Fields	0.690	0.005	-	0.695	0.695	-	No Current Variance	-	0%	Medium
Greenspace - Other	-	0.182	-	0.182	0.182	-	No Current Variance	0.072	40%	Medium
Greenspace - New River Walk	0.403	0.032	-	0.435	0.435	-	No Current Variance	0.032	7%	Medium
Greenspace - Playground Water Features	0.030	0.039	-	-0.009	-0.009	-	No Current Variance	-	0%	Medium
Greenspace - Tufnell Park all-weather pitch	0.400	-	-	0.400	0.000	- 0.400	Reprofiling - Non CV-19	-	100%	Medium
Greenspace - Woodfall Park Improvements	0.205	-	-	0.205	0.205	-	No Current Variance	0.002	1%	Medium

Appendix 3: Capital Programme 2021/22

Greenspace - Wray Crescent Cricket Pavilion	0.219	-	-	0.219	0.219	-	No Current Variance	0.023	11%	Medium
Greenspaces - 3G Football Pitch Replacement	-	-	-	0.000	0.000	-	No Current Variance	-	100%	Medium
Highways	1.400	0.309	-	1.709	1.709	-	No Current Variance	0.388	23%	Medium
Islington Heat Networks	-	-	-	0.000	0.000	-	No Current Variance	-	100%	Medium
Leisure - Cally Pool	0.250	-	-	0.250	0.000	- 0.250	Reprofiling - Non CV-19	-	100%	Medium
Leisure - Leisure repairs/modernisation	0.100	0.168	-	0.268	0.453	0.185	Reprofiling - Non CV-19	0.004	1%	Medium
Leisure - Strategic Provision		-	-	0.000	0.000	-	No Current Variance	-	100%	Medium
Leisure - Sobell Leisure Centre		0.445	-	0.445	0.445	-	No Current Variance	-	0%	Medium
People Friendly Streets - Liveable Neighbourhoods	1.950	0.050	-	2.000	2.000	-	No Current Variance	-	0%	Medium
People Friendly Streets - Low Traffic Neighbourhoods	4.243	- 0.247	-	3.996	3.996	-	No Current Variance	0.135	3%	Medium
Recycling Site Improvement	0.100	-	-	0.100	0.050	- 0.050	Reprofiling - Non CV-19	-	0%	Medium
School Streets	0.400	-	-	0.400	0.400	-	No Current Variance	-	0%	Medium
Section 106/CIL Funded Schemes	5.000	-	-	5.000	5.000	-	No Current Variance	-	0%	Medium
Section 106/CIL Other	-	-	-	0.000	0.000	-	No Current Variance	-	100%	Medium
Street Lighting	-	0.070	-	0.070	0.070	-	No Current Variance	-	0%	Medium
Traffic & Safety - Cycling	0.907	- 0.102	-	0.805	0.805	-	No Current Variance	0.190	24%	Medium
Traffic & Safety - Electric Vehicles	0.160	- 0.194	-	-0.034	-0.034	-	No Current Variance	0.000	0%	Medium
Traffic & Safety - Enforcement	0.400	0.036	-	0.436	0.436	-	No Current Variance	0.088	20%	Medium
Traffic & Safety - Safety	0.778	0.179	-	0.957	0.957	-	No Current Variance	0.142	15%	Medium
Tree Planting Programme	0.239	-	-	0.239	0.239	-	No Current Variance	-	0%	Medium
Vehicle fleet electrification (infrastructure)	3.566	0.200	-	3.766	2.750	- 1.016	Reprofiling - Non CV-19	0.007	0%	Medium
Vehicle Replacement	4.600	0.708	-	5.308	0.700	- 4.608	Reprofiling - Partly CV-19	0.047	7%	Medium
Total - Env	32.149	4.661	0.119	36.929	29.140	- 7.789		0.794	3%	
Housing - GF										
HRA Current New Build Programme - General Fund Open Market Sales Units	15.909	1.665	-	17.574	14.193	- 3.381	Reprofiling - Largely CV-19	2.882	20%	Medium
HRA Pipeline New Build Programme - General Fund Open Market Sales units	5.881	-	-	5.881	5.881	-	No Current Variance	0.116	2%	Low
Housing - HRA										
Housing Revenue Account Major Works and Improvements	40.000	-	-	40.000	32.393	- 7.607	Reprofiling - Partly CV-19	11.638	36%	Medium
HRA Current New Build Programme - HRA Social Rented Units	64.412	6.662	-	71.074	57.463	- 13.611	Reprofiling - Largely CV-19	11.529	20%	Medium
HRA Pipeline New Build Programme - HRA Social Rented Units	10.922	-	-	10.922	10.922	-	No Current Variance	0.215	2%	Low
Retrofitting Housing Estates - Pilot Projects	0.550	-	-	0.550	0.550	-	No Current Variance	-	0%	Low
Total - Housing	137.674	8.327	-	146.001	121.402	- 24.599		26.379	22%	-
People										
Adult Social Care	0.505	- 0.035	-	0.470	0.470	-	No Current Variance	0.095	20%	Medium
Major Works	0.250	0.649	-	0.899	0.211	- 0.688	Underspend	0.030	14%	High

Appendix 3: Capital Programme 2021/22

Schools	2.075	1.399	-	3.474	3.474	-	No Current Variance	0.454	13%	Medium
Schools Matching	-	0.040	-	0.040	0.040	-	No Current Variance	0.048	120%	High
Early Years	1.249	0.149	-	1.398	1.084	- 0.314	Reprofiling - Non CV-19	0.065	6%	Medium
Libraries	1.400	0.017	-	1.417	1.411	- 0.006	Other	0.012	1%	Medium
Adventure Playgrounds	2.100	0.094	-	2.194	0.844	- 1.350	Reprofiling - Non CV-19	0.052	6%	High
SEND	2.253	-	-	2.253	2.253	-	No Current Variance	-	0%	Medium
Other	0.279	-	-	0.279	0.279	-	No Current Variance	0.022	8%	High
Total - People	10.111	2.313	-	12.424	10.066	- 2.358	-	0.778	8%	-
Total - Capital Programme	186.789	16.414	0.119	203.322	169.082	- 34.240	-	29.354	17%	-

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Report of: Executive Member for Housing & Development

Meeting of:	Date:	Ward(s):
Executive	14 th October 2021	All

Delete as appropriate		Non-exempt
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SUBJECT: Contract Award for Stacey St, Somewhere Safe to Stay (SSTS) Hub

1. Synopsis

- 1.1 This report seeks approval for the award of contract in respect of Stacey St, SSTS Hub in accordance with Rule 2.7 of the Council's Procurement Rules. It also seeks approval to delegate the decision of the contract award to refurbish the property to the Corporate Director of Homes and Neighbourhoods.
- 1.2 The contract is for the provision of 24/7 365 days per year support services at Stacey Street. The support will create a bespoke hub for people experiencing rough sleeping and give them the opportunity to thrive and seek assistance to address any support needs they may have.

2. Recommendations

- 2.1 To approve the contract award for Stacey St, SSTS Hub as outlined in this report to Single Homeless Project (SHP) for 24 months from an estimated start date of November/December 2021 with the option to extend up to a further 24 months subject to satisfactory performance, for the reasons outlined in this report.
- 2.2 To delegate the award of the contract for refurbishment of the property to the Corporate Director of Homes and Neighbourhoods.

3. Background

3.1 Nature of the service

Islington Council secured significant capital and revenue funding during autumn of 2020 from the Greater London Authority (GLA) and the Ministry of Housing, Communities and Local Government (MHCLG) to provide supported accommodation for people sleeping rough in Islington. The capital awarded was to purchase and refurbish the premises at No 1 Stacey Street. The revenue awarded was to fund a specialist support provider to run the service over four years.

In December 2020, the Executive took a key decision to approve “the purchase at Stacey Street with the funding received from the Greater London Authority and to procure a service provider to run a specialist supported accommodation service for people experiencing rough sleeping”. The report noted that the award from the GLA included £3,308,874 to procure a support provider and that “A procurement or insourcing exercise will then be conducted to recruit a provider to run the service for the Council for four years. The procurement will be run in collaboration with the Strategy and Commissioning Team”.

The service will provide a high quality housing related support service for adults with multiple needs with the required intensity of support to enable them to gain the skills to live independently, and move-on to appropriate accommodation.

A tender exercise has been conducted in accordance with the Public Contracts Regulations 2015. Bids have been evaluated, and a recommendation to award the contract has been made.

Since 23rd March 2020, the Council has been placing people sleeping rough into first stage emergency temporary accommodation as a result of the Government’s “Everyone In” directive at the start of the country’s first lockdown.

The council currently have 105 people who formerly slept rough in Islington living in first stage emergency temporary accommodation and in addition to these 105 people we continue to see a flow to the streets.

The council will continue to place vulnerable people sleeping rough with a connection to Islington into first stage emergency temporary accommodation and then move these people into void pathway beds as and when available.

First stage emergency temporary accommodation comes at a significant cost to the Council which is currently being part funded by the Rough Sleeper Initiative year 3 grant. The flow of new people sleeping rough on the streets of Islington is still significant and accommodation needs to be available to ensure that these people do not become entrenched rough sleepers.

The addition of Stacey Street to the existing supported accommodation pathway will mean we no longer rely on privately owned emergency accommodation as a means of securing a route off the streets for some of Islington’s most vulnerable residents.

The new accommodation will provide intensive round the clock support to the residents with the objective of enabling them to permanently move away from rough sleeping. The intensive support will include a range of services to support residents’ wellbeing. The service will also be required to liaise closely with the local community to ensure Stacey Street operates as a responsible part of the local community. There will be arrangements in place between the

provider and other services to promote positive behaviour and respond quickly and effectively to any concerns.

Plans to refurbish the building are progressing well; asbestos and site surveys have been completed and the specification of works have been developed, with particular regard to managing the security of the building and wellbeing of local residents and investment in fire safety to modernise the building to current standards.

3.2 **Estimated Value**

The project is funded via the Rough Sleeper Accommodation Programme grant which is administered by the GLA and awarded by MHCLG.

The contract is for 24 months with the option to extend up to a further 24 months, a maximum duration of 48 months. The service and costs have been benchmarked against similar services in Islington which have also recently been retendered.

The winning bidder Single Homeless Project submitted a pricing schedule of £691,766.58 per annum (£2,767,066.32 over the maximum four-year duration).

The refurbishment work is being specified and a contract will be awarded according to the council's procurement rules.

3.3 **Timetable**

The support provider must be in place for when the project opens after its refurbishment. This is currently anticipated for January or February 2022.

In December 2020, the council took the decision to approve the purchase of Stacey Street for the provision of this service. The Planning Committee considered an application for the building in September 2021.

3.4 **Options appraisal**

Options considered were:

Option	Benefit	Disbenefit	Recommendation
Option 1: Competitive Tender	The best specialist provider for the service will be selected	Lengthy process	This is the recommended option

Option 2: insourcing the service	LBI will have direct control over the building, the staff and the service.	This needs to be a high support service 24/7 to engage with our complex needs rough sleepers, and there is a specific specialist market of providers. 24/7 coverage is achieved by providers having a large staff team because of their scale. Were the council to run the service inhouse we would need to develop a workforce and train up a staff team able to offer 24/7 coverage. The timescales and grant conditions for the programme do not allow for this, and the funding would be insufficient to cover costs.	Not recommended
Option 3: Use of a framework agreement	A suitable framework could offer procurement time saving.	Stacey Street is a bespoke rough sleeper service which needs a bespoke service provider and approach. No suitable framework was available	Not recommended

3.5 Key Considerations

The successful provider has confirmed that all its staff are paid the London Living Wage as a minimum and will continue to apply to this contract. The successful provider is committed to advertising locally for the staff team and will work with our in-house employment services to achieve this. They are also strong at recruiting staff with lived experience of homelessness which will be an advantage for this service.

TUPE does not apply to this contract as it is a brand new service.

Best Value will continue to be a feature of this project. Regular contract monitoring will be undertaken from the Council and its contract manager, in order to meet the key performance indicators for the project and also to ensure best value throughout the lifetime of the contract.

We will be driven by the outcomes achieved for the residents and the number of people that move through the project into longer term more independent accommodation. We will always be looking for ways to improve the service and ensure that the data captured on local need will be used to inform any service improvements.

Social Value was 20% of the award criteria.

The successful applicant scored 16% out of 20% on social value.

3.6 **Evaluation**

The contract was advertised on 21st May 2021 with a closing date of 21st June. The tender was 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.

The award criteria were 10% cost and 90% quality. The award decision was based on the most economically advantageous tender (MEAT).

The quality weighting was as follows:

- 30% proposed approach to delivery outcomes;
- 20% proposed approach to mobilisation;
- 20% proposed approach to social value;
- 20% proposed approach to coproduction.

The weighting represented what is important in this contract to ensure the best provider was selected. We needed to be sure they had experience in this field and able to deliver outcomes. We also needed to ensure they were able to mobilise in a short time frame if needed. The selection criteria reflects the significance of these elements in successfully providing the best service possible in Stacey Street.

Seven tenders were received. Two bidders were eliminated at the suitability stage as they were unable to evidence experience of operating similar services and did not demonstrate the skills and experience required.

To assess the quality criteria, answers to the method statement questions were marked using the following 0 – 5 scale. In order to be awarded a contract, organisations needed to score a minimum of three (3) points for each question.

Score	
0	There is no response to the question
1	An attempt has been made to respond, but does not meet requirements/solution does not cover any essential points
2	The response/solution partially meets requirements (covers some essential points)
3	The response/solution meets requirements (covers all essential points, may have included clear examples)
4	The response/solution exceeds requirements (covers more than the essential points, giving clear examples)
5	The response/solution will add significant value (covers more than the essential points, giving clear thorough examples to illustrate how value will be added)

Single Homeless Project exceeded requirements for delivery outcomes, social value outcomes and coproduction outcomes.

Final Scores of Bidders:

	Bidder 1	Bidder 2	Bidder 3	SHP	Bidder 5
Approach to delivering outcomes (weighting 30%)	18	18	18	24	24
Approach to mobilisation (weighting 20%)	16	12	12	12	12
Approach to social value 20%	8	12	12	16	16
Co-production and partnership working (weighting 20%)	12	12	12	16	16
Cost 10%	8.93	8.93	9.32	10	8.95
Total	62.93%	62.93%	63.32%	78%	76.95%

3.7 Business Risks

The risks associated with awarding the contract to Single Homeless Project are minimal. They are an experienced provider in the field.

There are other risks associated with the project which have previously been highlighted and they are:

The council has secured funding for four years. The council will review the need for the project and develop a succession plan during the final two years.

There is a risk of the provider not meeting key performance indicators and not performing under the contract. To mitigate this risk, a dedicated contract manager will ensure all KPIs are being met, liaise with the provider and partners and ensure a high performing service.

Rough sleeping in Islington is the lowest for a decade. This success has partly been the result of additional emergency accommodation as a result of "Everyone in". This emergency accommodation is expensive and not sustainable. It is currently only funded until 31st March 2022. Stacey Street will ensure that we have sufficient accommodation for people experiencing rough sleeping going into the future. Without enough accommodation we are likely to see higher numbers of people rough sleeping as we are unable to move them into a place of safety quickly enough. They will become entrenched on the streets, their health will suffer as a result. We aim to build a fairer Islington with this service, a place where everyone can thrive.

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	Stacey Street Somewhere Safe to Stay Hub. See paragraph 3.1

2 Estimated value	The estimated value over 48 months was advertised as £3,098,873. The winning bidder Single Homeless Project submitted a pricing schedule of £691,766.58 per annum (£2,767,066.32 over the maximum four-year duration). See paragraph 3.2
3 Timetable	Tendered: 21 st May -21 st June 2021 Award: Executive Meeting 14 th October 2021 See paragraph 3.3
4 Options appraisal for tender procedure including consideration of collaboration opportunities	Open Tender See paragraph 3.4
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	As outlined in this report See paragraph 3.5
6 Award criteria	Quality 90% including 20% social value, and Price 10% See paragraph 3.6
7 Any business risks associated with entering the contract	As outlined in this report See paragraph 3.7
8 Any other relevant financial, legal or other considerations.	See paragraph 4

4. Implications

4.1 Financial implications:

This proposal seeks to spend £2,767,066 on a contract award to the Single Homeless Project over a period of four years, covering financial years 2021/22 to 2025/26. This will be funded through the Rough Sleeping Accommodation Programme Revenue Grant (provided by the GLA) totalling £3.309m.

Permission has been given from the GLA to carry over the money throughout the financial years to meet the payment timings for the Single Homeless Project.

Contract officers will monitor spend with Single Homeless Project to prevent any overspends. Equally, any KPI failures will be flagged by contract officers to prevent contract failure.

If the GLA grant is reduced or withdrawn, Islington will be able to terminate the contract with the Single Homeless Project with 30 days' notice, limiting any financial liability.

4.2 Legal Implications:

The services being sought are to procure a service provider to provide supported accommodation for people sleeping rough in Islington. The Homelessness Reduction Act 2017 places various duties on the council in relation to homelessness. In addition the council has power to provide housing support services for young homeless people under the Housing Act 1996, Parts 6 and 7 and the Children Act 1989, sections 17 and 20. The council may enter into contracts for such services under section 1 of the Local Government (Contracts) Act 1997.

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 and therefore requires advertisement on the Find a Tender Service (FTS) and Contracts Finder. The Council's Procurement Rules require contracts of this value to be subject to competitive tendering. In accordance with the requirements of the Regulations and the Council's Procurement Rules the contract has been procured with advertisement on the Find a Tender Service (FTS) and on Contracts Finder.

Bids were evaluated in accordance with the evaluation model. Seven tenders were received and the contract was awarded based on the most economically advantageous tender (MEAT). Accordingly, the contract may be awarded to Single Homeless Project as recommended in the report. In deciding whether to award the contract as recommended the Corporate Director for Homes and Neighbourhoods should be satisfied as to the competence of the service provider to provide the services and that the tender price represents value for money for the Council.

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

An environment impact assessment has been completed.

The service will use No 1 Stacey Street, a purpose built care home. Environmental impacts from use of the building will include CO2 and NOx emissions from the gas boiler, electricity use, water use and waste generation.

In order to reduce energy consumption, energy efficiency measures will be implemented as far as it possible within the budget. This may include installing light sensors, low energy light bulbs and double glazing. Recycling will be encouraged and good facilities put in place to do so. Residents will be encouraged to participate in coproduction of the project and environmental concerns will be embedded in this work.

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 9th July 2021 and the summary is included below.

The equality impacts of the proposal are: the scheme will aim to eliminate discrimination, harassment and victimisation by offering accommodation to vulnerable adults and support them to live independently off the streets. Rough sleeping is incredibly harmful to individuals and communities and this project will aim to address the imbalance.

The safeguarding risks identified are: the scheme will promote the safety of the individuals and local residents. It will do this by having a skilled staff team available 24/7 365 days per year for the next 4 years, CCTV and other safety measures.

The potential human right breaches are: the scheme will not negatively impact upon anyone's human rights and will positively advocate where any inequalities are identified.

Key actions to be taken as a result of this:

Action	Responsible Team/Person	Suggested date of Action
Resident Engagement	Housing Needs, New Build and Community Safety, Communications Team, support providers, ward councillors	On going

5. Reason for recommendations

5.1 Seven organisations bid for the contract. Single Homeless Project scored 78%.

Single Homeless Project has a strong reputation in Islington and provide a number of our other support contracts for vulnerable adults across the borough. They are an experienced provider in the field and have knowledge of the local services that will ensure Stacey Street is a success.

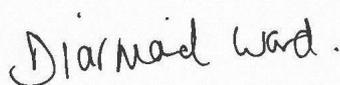
Appendices

- Resident Impact Assessment

Background papers: none.

Final report clearance:

Signed by:



30 September 2021

Executive Member for Housing and Development

Date

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E Equalities impact assessment

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Everyone In – 2020/21



Background

- This assessment will explore the impact of the Everyone In work undertaken by Islington Council between the Government's announcement of the programme on 26 March 2020 and 31 March 2021.
- This will include demographic analysis of:
 - All single adults who were placed in temporary accommodation in the study period. This population has been used as a proxy for all people housed through Everyone In, as there was no specific recording mechanism set up for these residents.
 - The population approaching Islington Council to lodge a homelessness application in 2020/21
 - And the borough's overall population.
- This assessment will seek to identify any areas where the Everyone In process might have an undue impact on the inequalities within the borough, with relation to the protected characteristics under the Equalities Act, 2010.

Background

- In the period studied, 429 people were housed in Islington through the Everyone In process. In 2020/21, Islington Council received 1,051 homelessness applications, and this population will be used as a comparator.
 - Overall, 33,139 rough sleepers were supported across the country by the end of November, according to the National Audit Office's estimates.
- Source: <https://www.nao.org.uk/report/the-housing-of-rough-sleepers-during-the-covid19-pandemic/>
- This figure far out-stripped all estimates of rough sleeping nationally, so while this EQIA will refer to the known rough sleeping population in Islington as a comparator we know that the actual population supported is larger than, and different to, the rough sleeping group.

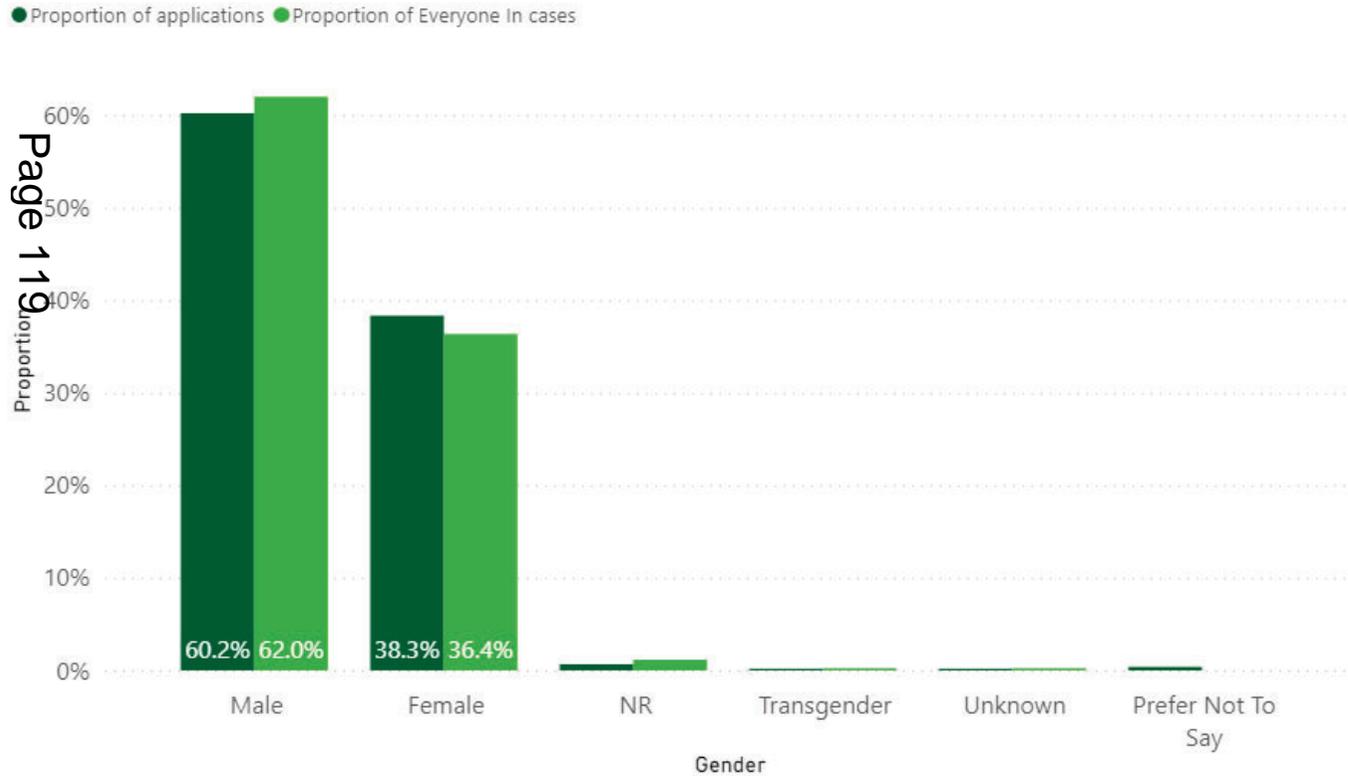


Executive Summary

- This analysis explores the demographics of people supported through the Everyone In programme in Islington, and compares them with the homeless applicant and general populations, as well as information from Chain reports where possible.
- It finds that those supported through Everyone In were more likely to be younger, male, and more ethnically diverse than the general population, and slightly older than the homelessness applicant population.
- The one area that may be of note is the difference between the Chain reports finding that around 25% of rough sleepers in Islington are from a White-European ethnic background, particularly Romanian, while the closest comparator in our data, White-Other, only accounts for 6.1% of the Everyone In cohort.
- Other than this, the differences seen are in keeping with the expected demographics of the rough sleeping population, and there is no obvious indication of inequitable processing in the Everyone In initiative.
- However, it should be noted that there may be gaps in the recording of disability, given the very low number of people with a recorded disability, and there is relatively little recording of religion and sexual orientation. There may be value in improving recording of these factors, to further inform future work in this area.

Gender

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21

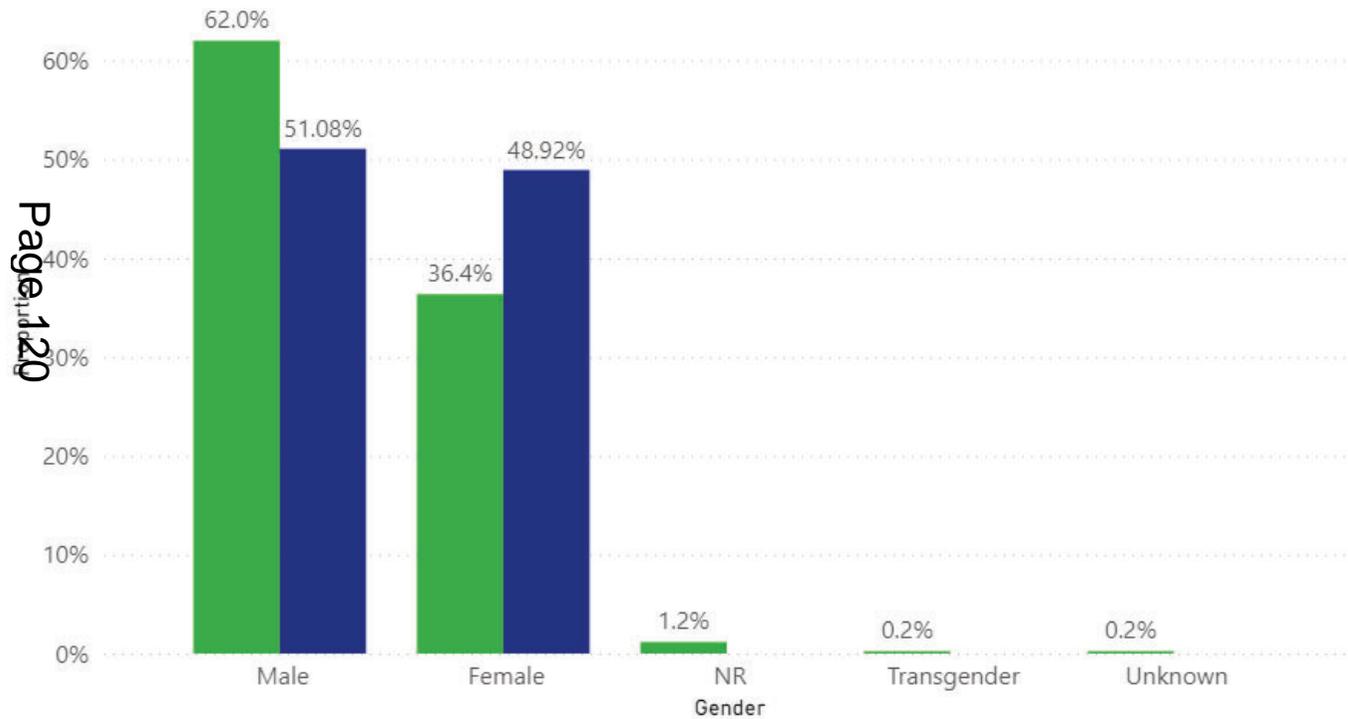


- These figures show a close similarity between the demographics of the population housed through Everyone In and the general applicant pool in Islington.

Gender

Comparison of people accommodated through Everyone In against the Islington population aged 16+

● Proportion of Everyone In cases ● Proportion of general population



- This chart compares the population housed through Everyone In against the Islington population, based on GLA estimates.
- The population housed through Everyone In had a significantly higher proportion of men; 62% to 51% in the borough population.

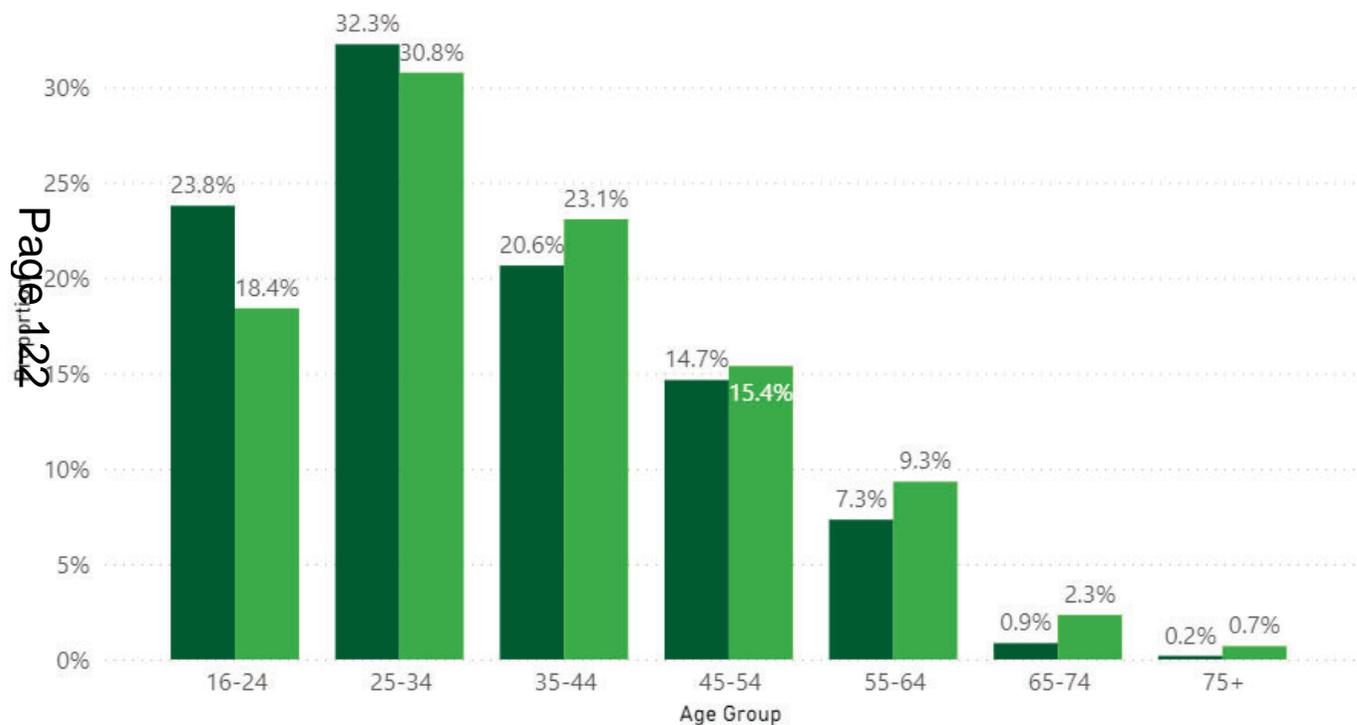
Gender

- This analysis shows that the population housed through Everyone In appears to bear similar demographic characteristics to the general applicant population – over 60% female.
- This is distinct from the borough population, which is only 51% female, but it is also distinct from the known rough sleeper population.
- Chain (Combined Homelessness and Information Network) reports for Islington, show that the population observed sleeping rough in the borough is over 80% male. In 2019/20, 365 people were seen sleeping rough in Islington, 82% of whom were male. The most recent figures, for January to March 21, found 65 people sleeping rough, again 82% of them were male.
- This may indicate that the population supported through Everyone In was not representative of the population in need, however it may also indicate the differences between those sleeping rough and those who were using shared sleeping sites that were also identified as being potential infection risks at the start of the pandemic.
- It may also be indicative of the greater vulnerability of women while rough sleeping - and that they may take more steps to make themselves invisible to passers-by (and therefore also to those doing street counts), whether through using other temporary housing services or by finding concealed spaces to sleep in.

Age groups

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21

● Proportion of applications ● Proportion of Everyone In cases

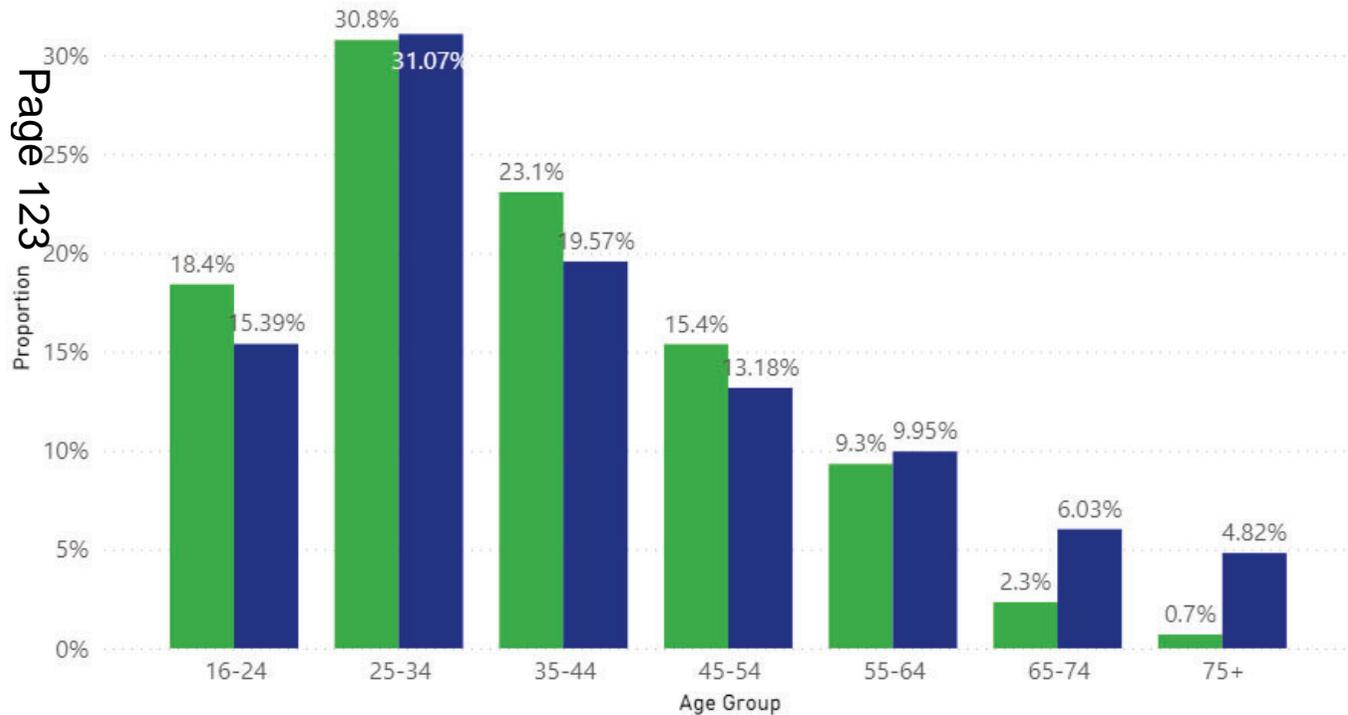


- In general, those supported through Everyone In were slightly older than the borough's housing applicant population.
- The age breakdown of applicants supported through Everyone In is similar to those identified through the Chain reports, as well:
- Chain reports for the past two years identify 26-35 and 36-45 years as the two biggest age groups for people observed rough sleeping in Islington, accounting for over half of cases.

Age groups

Comparison of people accommodated through Everyone In against the Islington population aged 16+

● Proportion of Everyone In cases ● Proportion of general population



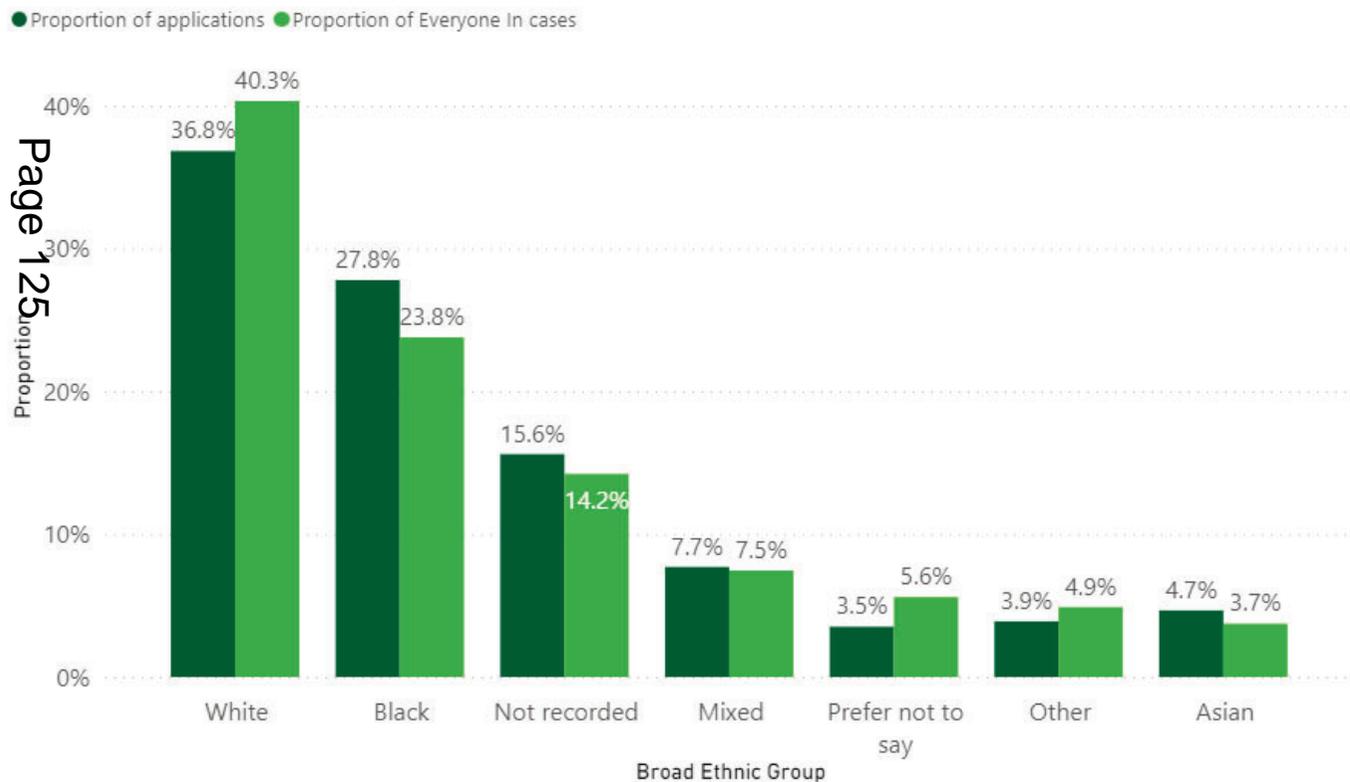
- Compared against the general population, the population supported through Everyone In was slightly younger than the general population.
- This is likely attributable to the lower life expectancy of people who are rough sleeping, as well as a clustering of home ownership among the older age groups in the general population.

Age

- These slides have shown that people accessing support through the Everyone In programme were generally a little older than the average homelessness applicant, but younger than the general population.
- These are small but notable differences between population served by the Everyone In work and the general population, however they are likely to be logical differences because of the population being served.
- It is likely that some of the rough sleepers who have been supported will have been engaged with homelessness services in the past – this subset of the rough sleeping population will contribute to an older skew in the Everyone In population.
- On the opposite end of the spectrum, those aged 55+ accounted for a smaller proportion of the Everyone In population than the general population – again this is to be expected as this age group will likely have a more settled housing status, while rough sleeping has a substantial health impact which means that there are generally fewer rough sleepers in this age range.
- However, the age range supported through Everyone In is similar to the age range of rough sleepers observed by St Mungo's in the Chain reports for the past two years, which suggests that the Everyone In programme in Islington has not significantly disadvantaged a particular age group.

Ethnicity

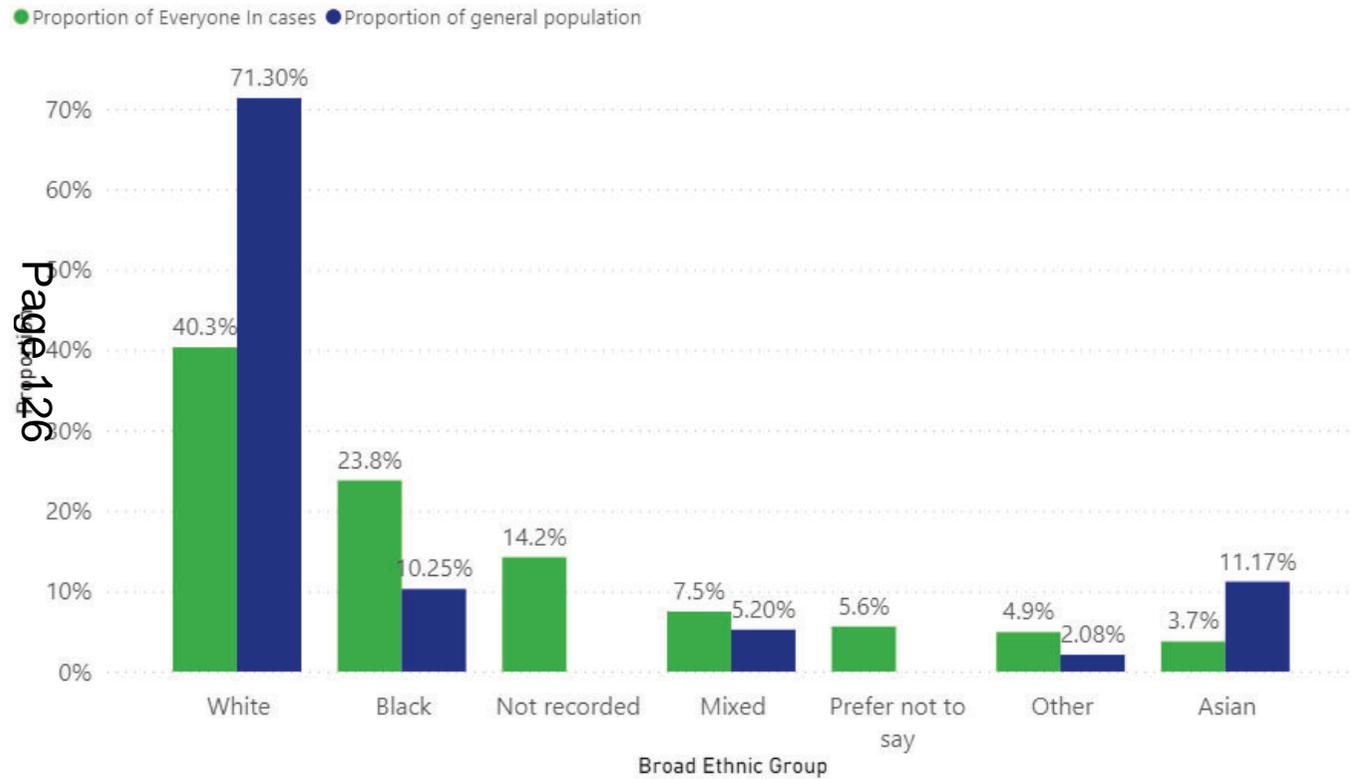
Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- There was a slightly higher proportion of people from White ethnic groups in the pool of residents supported through Everyone In, when compared to the homeless applicant pool, and a slightly lower proportion of Black people.
- The Everyone In group also had a slightly higher proportion of people who preferred not to give their ethnicity, though this was not statistically significant.

Ethnicity

Comparison of people accommodated through Everyone In against the Islington population aged 16+



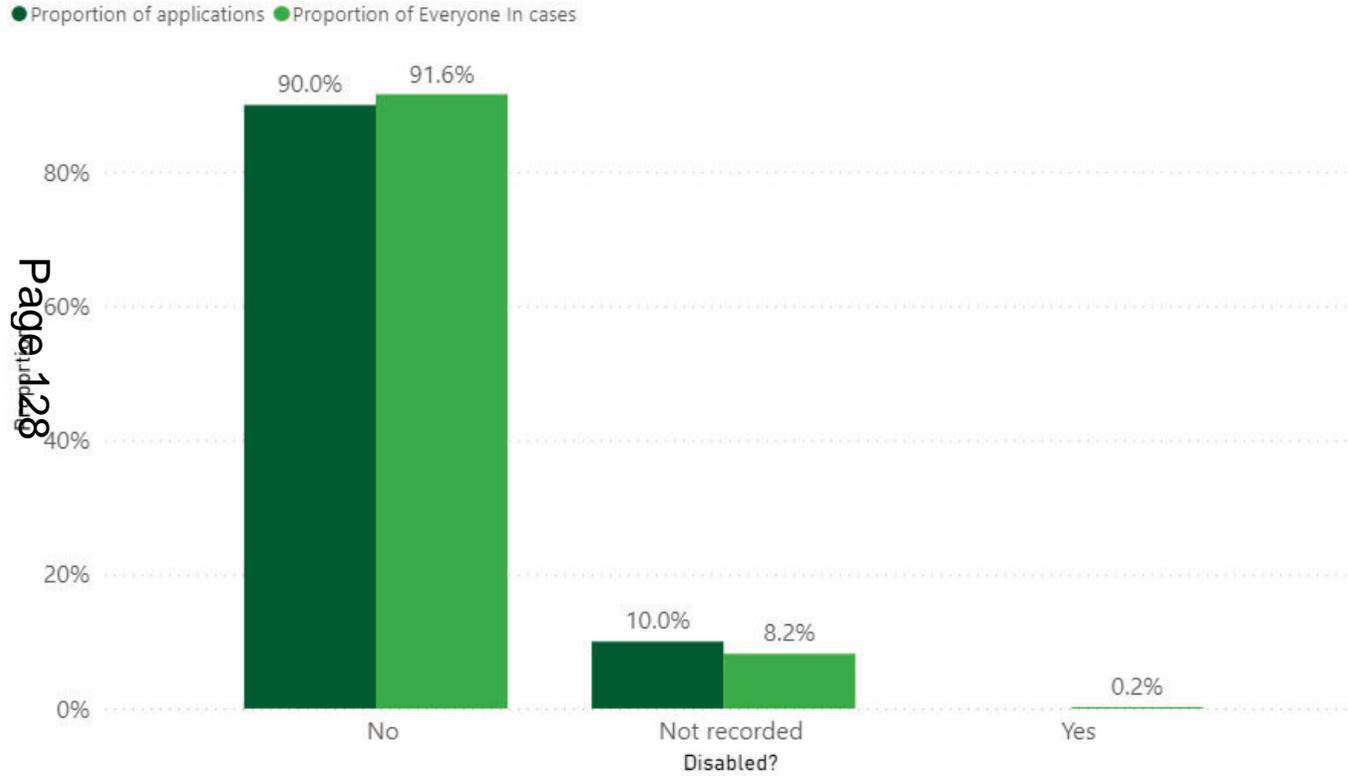
- Despite the differences with the applicant pool, those supported through Everyone In were still significantly more ethnically diverse than the borough's population.
- The borough's adult population, based on GLA estimates, is 71% White, compared to a 40% of those supported through Everyone In.

Ethnicity

- These slides have shown that while the borough population is almost three-quarters White, this ethnic group only accounted for 40% of those supported through Everyone In.
- This is in keeping with other known factors, including the ethnicity of those applying for homelessness support, as well as the known clustering of other forms of disadvantage experienced by non-White groups.
- However, it is worth noting that the Chain reports document a significant proportion of rough sleepers in Islington from White European groups, particularly people from Romania, who are not present in the Everyone In data. In 2019/20 this group accounted for 31% of rough sleepers in Islington compared with 50% from a White British background, and in 2020/21 they accounted for just under a quarter. Within Islington's Everyone In population, the closest comparator for this group is the 'White Other' ethnic group. This population only accounts for 6.1% of Everyone In and 8.6% of all homelessness applicants.
- The number of rough sleepers from this ethnic group has remained stable throughout 2020/21 so it seems unlikely that they have not engaged with Everyone In because they found alternative arrangements, so it may indicate that these people were not aware of, or contacted by, Everyone In services, or it might indicate a reluctance to engage with public services, following the EU Referendum, for fear of being deported.

Disability

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- This data shows that the Everyone In cohort has a fairly similar disability profile to the general applicant population.
- Around 90% of both groups have no disability, while almost all of the remainder have no disability status recorded.

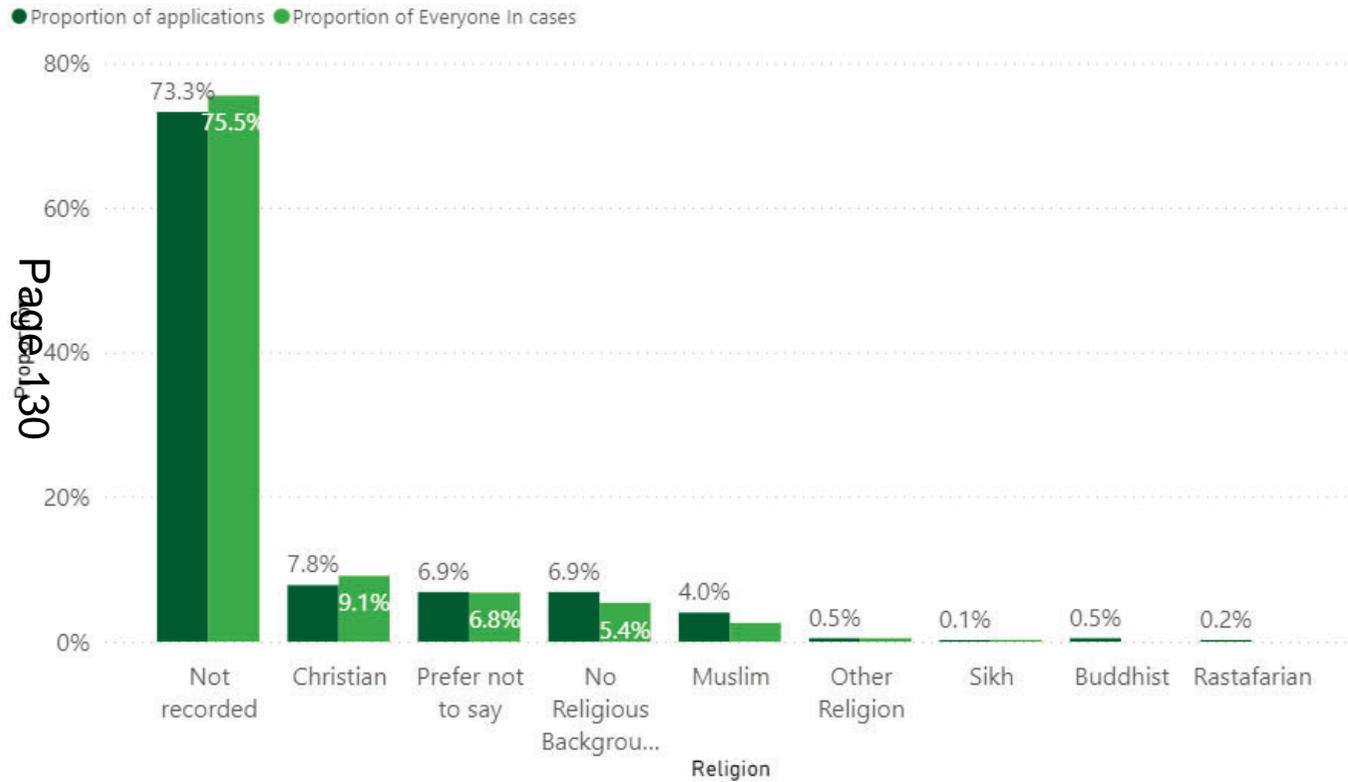
Disability

- This data shows that most people in both groups have no disability.
- The 10% of people in each group with no disability status recorded is a slight surprise – it would be expected that the rough sleeping population in particular would have some underlying prevalence of physical or mental health needs.



Religion

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



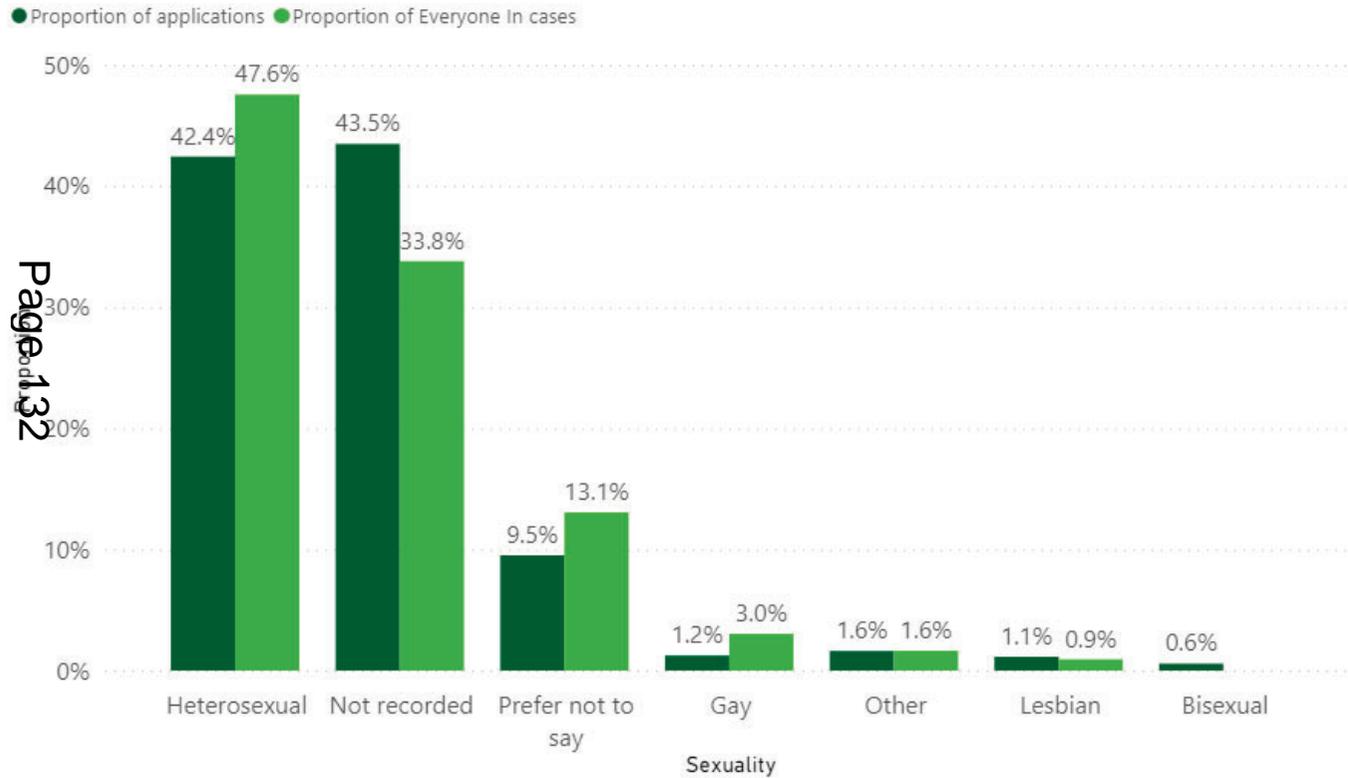
- A high proportion of people in each group have no religion recorded.
- Focusing on those with a recorded religion, the figures are similar, with no statistically significant differences.

Religion

- The clearest pattern from this analysis is that there is a low level of data recording for religion.
- There is a logical explanation for this, given that religion is not a key determinant of a person's eligibility for housing support, though it does inhibit equity analysis.

Sexuality

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



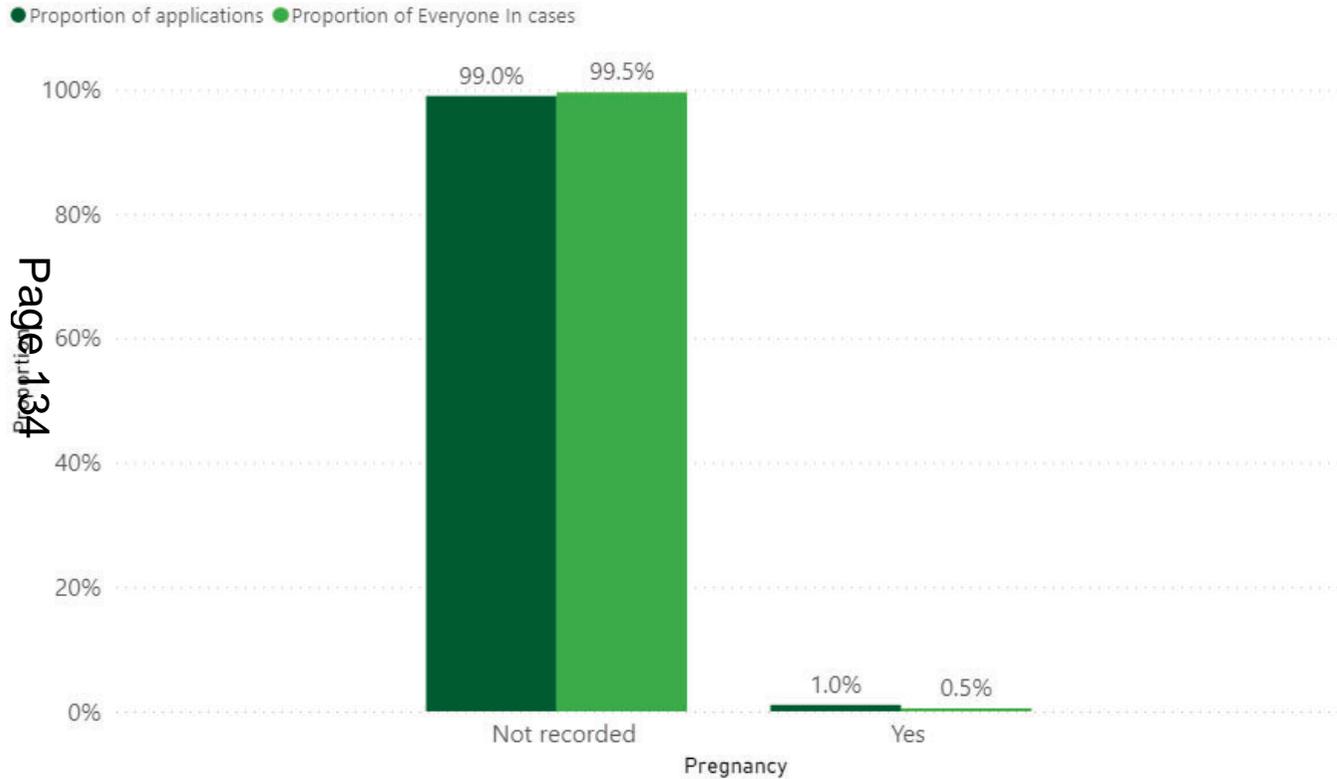
- Overall, the pattern between these two groups are similar.
- The level of data recording is slightly higher among the people supported through Everyone In.
- Once this group is removed, the proportions are broadly similar – most people supported identify as heterosexual, with small levels of people in each group identifying as gay, bisexual, or lesbian.

Sexuality

- A substantial minority of cases do not have a recorded sexual orientation, and a further 10-15% of cases preferred not to share their sexual orientation when asked.
- As with religion, this is somewhat expected as the category in itself is not relevant to a housing application, however it slightly restricts analysis of equity in service delivery.
- When comparing only those cases with a recorded sexuality, over 90% identify as heterosexual, which is broadly in line with national figures for the general population: the ONS reported in 2018 that 94% of the national population identify as heterosexual.

Pregnancy

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- Only 0.5% of those supported through Everyone In was pregnant, at the time of support.
- This is similar to the overall housing applicant population (1%).

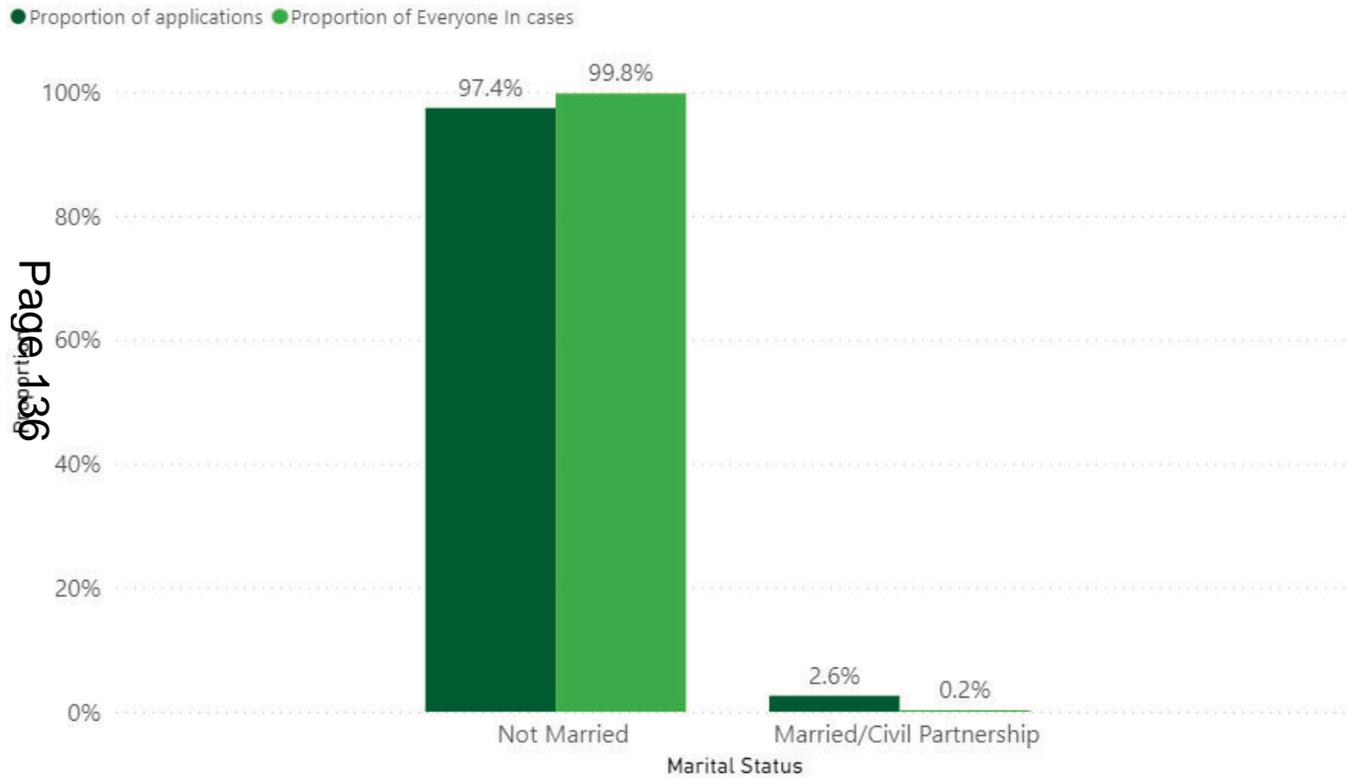
Pregnancy

- There is little difference between the level of pregnancy in the applicant pool and those supported through Everyone In.
- With no established national data on pregnancy among the homeless population it is difficult to determine whether this is in line with the expected prevalence. However, given that pregnancy is established as a priority need for homelessness applicants, we might expect that pregnant people would receive support before they reach the stage of rough sleeping, or at least shortly after they begin sleeping rough.
- Therefore, seeing that pregnancy to be lower in the Everyone In population than in the general population and the homelessness applicant population fits the expected pattern.



Marital status

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- This data shows that only 0.2% of the people supported through Everyone In was married or in a civil partnership.
- This is lower than in the homelessness applicant pool (2.6%), as well as much lower than the national average.

Marital status

- The very low rate of marriage and civil partnership in the Everyone In cohort is in keeping with expectation - the proxy methodology for identifying people supported through Everyone In, developed through consultation with the service, included 'single person household' as a criteria. Therefore, it is to be expected that most of those supported were not married or in a civil partnership.



Conclusions

- This slide pack explores the available data on the nine equalities strands for Islington's implementation of the Everyone In initiative, through comparison with the homelessness applicant population for 2020/21, as well as the borough population and data from the Chain reports, where possible.
- Broadly, it shows that those supported through Everyone In are:
 - Younger, more ethnically diverse, and more likely to be men than the borough population,
 - And slightly older than the homeless applicant population.
- There is a small question mark over the initiative's reach to the White-European population, particularly rough sleepers from a Romanian background. Beyond this, the differences by protected characteristic are, generally, in keeping with expectation given the various risk factors affecting a person rough sleeping.
- Overall, there is no obvious indication of inequitable processing in the Everyone In initiative.
- However, it should be noted that there may be gaps in the recording of disability, given the very low number of people with a recorded disability, and there is relatively little recording of religion and sexual orientation. There may be value in improving recording of these factors, to further inform future work in this area.



FURTHER INFORMATION



About Public Health Knowledge, Intelligence and Performance team

Public Health KIP team is a specialist area of public health. Trained analysts use a variety of statistical and epidemiological methods to collect, analyse and interpret data to provide an evidence-base and inform decision-making at all levels. Camden and Islington's Public Health KIP team undertake epidemiological analysis on a wide range of data sources.

All of our profiles, as well as other data and outputs can be accessed on the Evidence Hub at: <https://www.islington.gov.uk/about-the-council/islington-evidence-and-statistics>

About the Equalities Impact Assessment: Everyone In

This data pack/profile was produced by David Clifford, Principal Public Health Intelligence Specialist, Alan Richards, Performance Analyst, and Tara Hendry-Boord, Data Officer, reviewed and approved for publication by Mahnaz Shaukat, Head of Health and Care Intelligence.

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We would also very much welcome your comments on these profiles and how they could better suit your individual or practice requirements, so please contact us with your ideas.

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Report of: Executive Member for Housing and Development

Meeting of:	Date:	Ward(s):
Executive meeting	14 October 2021	All
Delete as appropriate:		Non-exempt

SUBJECT: The GLA/MHCLG Rough Sleeping Accommodation Allocation of Funding Programme 2021-2024

1. Synopsis

- 1.1 The aim of this report is to advise the Executive of the outcome of a capital and revenue funding bid made to the Rough Sleeping Accommodation Programme 2021 – 2024 managed by the GLA/MHCLG funding programme.

2. Recommendations

- 2.1 To approve the borrowing of £15 million within the Housing Revenue Account to supplement this funding provided by the GLA/MHCLG to enable the council to purchase 60 one bedroom properties.
- 2.2 To note the capital funding totalling £4.2 million allocated to Islington Council by the MHCLG/GLA and to commence the purchase 60 one bedroom former ex Right to Buy properties in Islington to accommodate former rough sleepers with a connection to Islington.
- 2.3 To note the revenue funding totalling £1,871,940, and commence the provision of this support service within the 60 properties purchased for people who slept rough on Islington.
- 2.4 To approve the budget increases as outlined in 4.1.3

3. Background

- 3.1 Islington Council accommodated 425 people who slept rough in Islington from the 23rd March 2020 to the 30th June 2021. 105 of these people remain in first stage emergency temporary accommodation.
- 3.2 The council and partner agencies conducted a physical rough sleeping count on the evening of the 22nd July 2021 and the morning of the 23rd July 2021. This rough sleeping count identified 11 people sleeping rough in Islington. 3 of these people identified sleeping rough had been provided with accommodation and 8 people were new to sleeping on the streets of Islington during the week of the 22nd July 2021.
- 3.3 During the last 18 months the council has significantly reduced the numbers of people sleeping rough to between 3- 8 people sleeping on the streets of Islington each night. However, it appears people are starting to live on the streets of Islington due to the economic fallout of the COVID19 pandemic. 68% of people sleeping rough on the streets of London are new to sleeping on the streets, due to the financial fallouts of COVID 18 and Brexit.
- 3.4 The GLA/MHCLG has now secured further funding for London from the Government's four-year £433m national fund to deliver longer-term move-on accommodation and associated support for rough sleepers – the Rough Sleeping Accommodation Programme (RSAP). £194.4m nationally is being made available for 2021-24, of which £66.2m (£48.3m of capital and £17.9m of revenue) has been allocated to the GLA.
- 3.5 Therefore, Islington Council secured 9% of the available capital funding in London and 10% of the revenue funding available in London.
- 3.6 In 2020/21, the GLA was allocated £93.4m of Rough Sleeping Accommodation Programme funding to deliver 900 homes and provide up to four years' support to the residents of those homes - £57.8m of capital funding and £8.9m a year of revenue funding for four years. Allocations for 903 homes were announced in October 2020. Please note Islington Council secured capital and revenue funding for 30 properties located at Stacey Street £3.309m revenue grant and £3.433m capital grant.
- 3.7 This fund was launched last summer, at a momentous time for rough sleeping in Islington. In response to the COVID-19 pandemic, the GLA, in partnership with Islington Council, took swift action to ensure Islington's rough sleepers were protected from the virus. Since March 2020, 352 homeless people have been given emergency accommodation in Islington.
- 3.8 Islington Council and the GLA are committed to implementing Sadiq Khan the Mayor of London's In For Good principle, so that everyone accommodated receives an offer of support so that they do not need to return to rough sleeping. The operation to move people on is at least as challenging as that to move everyone in and longer-term accommodation will be needed for the vast majority of those accommodated.
- 3.9 The current crisis underlines the importance of this funding. But it is not only needed for those in emergency accommodation as a result of the pandemic. It is also required to provide longer-term homes for those who left the streets a while ago and are currently in hostels or other supported housing and ready to move on with their lives. There is also a pressing need for longer-term homes for those who remain or arrive on the streets, particularly given predictions of increasing homelessness arising from the economic impacts of COVID-19.

- 3.10 The funding is flexible and can be used for a wide variety of schemes and approaches on a capital or revenue-only basis or with a combination of capital and revenue.
- 3.11 A key feature of this fund is that it includes an element of revenue funding. For every home delivered with the 2021-24 funding, up to three years' support may be able to fund.
- 3.12 Islington Council propose to submit a revenue bid totaling £1,871,940 to provide support for the 60 homeless people accommodated through this funding programme. This funding will be distributed, as follows:

Role	Yr 1 21-22	Yr 2 22-23	Yr 3 23-24
1 x project manager – PO4	53,500	54,770	56,050
6 x officers – PO1	269,700	274,800	281,580
1 x monitoring/contract officer - PO2	46,930	48,150	49,460
2 x psychologist	£182,000	£185,000	190,000
Personal Budget for residents	60,000	60,000	60,000
Total	£612,130	£622,720	£637,090

Grand Total: £1,871,940

- 3.13 The aim of the programme is to boost delivery of affordable accommodation for rough sleepers, former rough sleepers or those at risk of rough sleeping, and to provide them with the support they need to move on and rebuild their lives.
- 3.14 **The key objectives are:**
- To ensure that as few people as possible return to the streets from emergency accommodation put in place during COVID-19. As COVID-19 remains a health risk, it is also essential that people, particularly those who are at increased risk of severe illness, are kept safe;
 - To continue to ensure a response to those who remain or arrive on the streets who are at risk of COVID-19;
 - To ensure longer-term accommodation and support solutions for those already in a rough sleeping pathway – enabling them to move on to independent living; and
 - To free up spaces in hostels so that supported accommodation is available for those that need it.
 - Access to affordable accommodation;

- Improved mental and physical health, well-being and resilience;
- Greater financial inclusion;
- Engagement with treatment, for those with substance misuse needs;
- Engagement with employment, education, training, volunteering or meaningful activity; and
- Move-on to fully independent living.

4. Implications

4.1 Financial implications:

- 4.1.1 It is estimated that the combination of GLA (HRA) capital grant of £4.2m and HRA borrowing of £15m will facilitate the purchase of 60 one bedroom dwellings in Islington and that the GLA (general fund) revenue grant bid totalling £1.9m (payable over 3 years) will enable the appropriate support to be provided.
- 4.1.2 The financial viability assessment based on a 30 year cash flow indicates a breakeven position based on rents being set at the relevant Local Housing Allowance (LHA) rate which means the cost of HRA borrowing (interest) is covered by the net rental income received.
- 4.1.3 Although the overall impact on both the HRA & General Fund budgets is net nil the following increases in both expenditure & income budgets are required in 2021-22:-

HRA EXP. Budgets

Capital (dwelling purchases) £19.2m

HRA INCOME Budgets

Revenue RCCO (short term) £15m

GLA (Capital) Grant £4.2m

In the medium term the HRA will borrow £15m at a cost of around £450k per year to be funded from NET Rents £450k – these budgets will be adjusted in a future budget setting cycle.

General Fund EXP. Budgets

Staffing £552.1k

Other Resident Exp. £60k

General Fund INCOME Budgets

General Fund GLA (Revenue) Grant £612.1k

- 4.1.4 In order to avoid GLA grant claw back & for the Council to retain the full £4.2m GLA capital grant the service needs to be provided for 30 years. At the end of the 30 year term, if the service was no longer required, the Council would need to sell an estimated 21 of the 60 dwellings in order to repay the debt the remaining 39 properties could be retained for general needs purposes & let at social rent.
- 4.1.5 Given the Council's aim to continue to house rough sleepers accommodated during the Covid-19 crisis & the fact that ongoing grant funding that currently supports this is

uncertain, the purchase of these 60 dwellings in the HRA will in the medium/long term prevent a future Housing General Fund budget pressure of around £150k.

- 4.1.6 There remains a risk that we cannot sustain the delivery of the service for the full 30-year period, this could arise for example if we cannot secure ongoing revenue funding & it is deemed critical to the provision of the service.
- 4.1.7 In this event we would potentially have the option to sell. House prices in Islington have risen by around 12% over the last 6 years so it is not unreasonable to assume we could sell the dwellings if necessary & both repay the proportion of the grant claw back & redeem the outstanding debt.

4.2 Legal Implications:

- 4.2.1 The Council has legal duties under the Homelessness Reduction Act 2017 to help secure housing accommodation for people who are homeless or under threat of homelessness. Under sections 9 and 17 of the Housing Act 1985 the Council has the necessary power to acquire land and buildings for housing purposes to provide housing accommodation as proposed in this report.

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

- 4.3.1 Purchasing 60 existing one bedroom properties will contribute positively to the council's environmental commitment, by purchasing existing properties and improving/reducing the carbon outputs through the capital works programme and reducing the use of natural resources.

4.4 Resident Impact Assessment:

- 4.4.1 The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 4.4.2 S149(3) provides that having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 4.4.3 This programme will contribute positively to the council equality of opportunity principles, the Human Rights of individuals and the elimination of rough sleeping in Islington.

- 4.4.4 A Resident Impact Assessment was completed on the 21st May 2021, and is attached to this report as Appendix one.
- 4.4.5 As a public authority, the council must take account of the provisions of the Human Rights Act 1998 and not act in a way, which is incompatible with a Convention right. Under Article 8, any interference with the right to respect for a person's private and family life and home must be proportionate and Article 14 requires that there must be no unjustified discrimination within the scope of human rights on any grounds, such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, or other status.

5. Reason for recommendations

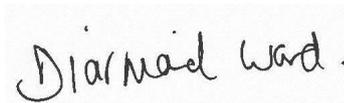
- 5.1 To assist the council's commitment of eliminating rough sleeping in Islington

Background papers: none

Appendices: Resident Impact Assessment

Final report clearance:

Signed by:



30 September 2021

Executive Member for Housing and Development

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E Equalities impact assessment

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Everyone In – 2020/21



Background

- This assessment will explore the impact of the Everyone In work undertaken by Islington Council between the Government's announcement of the programme on 26 March 2020 and 31 March 2021.
- This will include demographic analysis of:
 - All single adults who were placed in temporary accommodation in the study period. This population has been used as a proxy for all people housed through Everyone In, as there was no specific recording mechanism set up for these residents.
 - The population approaching Islington Council to lodge a homelessness application in 2020/21
 - And the borough's overall population.
- This assessment will seek to identify any areas where the Everyone In process might have an undue impact on the inequalities within the borough, with relation to the protected characteristics under the Equalities Act, 2010.



Background

- In the period studied, 429 people were housed in Islington through the Everyone In process. In 2020/21, Islington Council received 1,051 homelessness applications, and this population will be used as a comparator.
- Overall, 33,139 rough sleepers were supported across the country by the end of November, according to the National Audit Office's estimates.
- Source: <https://www.nao.org.uk/report/the-housing-of-rough-sleepers-during-the-covid19-pandemic/>
- This figure far out-stripped all estimates of rough sleeping nationally, so while this EQIA will refer to the known rough sleeping population in Islington as a comparator we know that the actual population supported is larger than, and different to, the rough sleeping group.



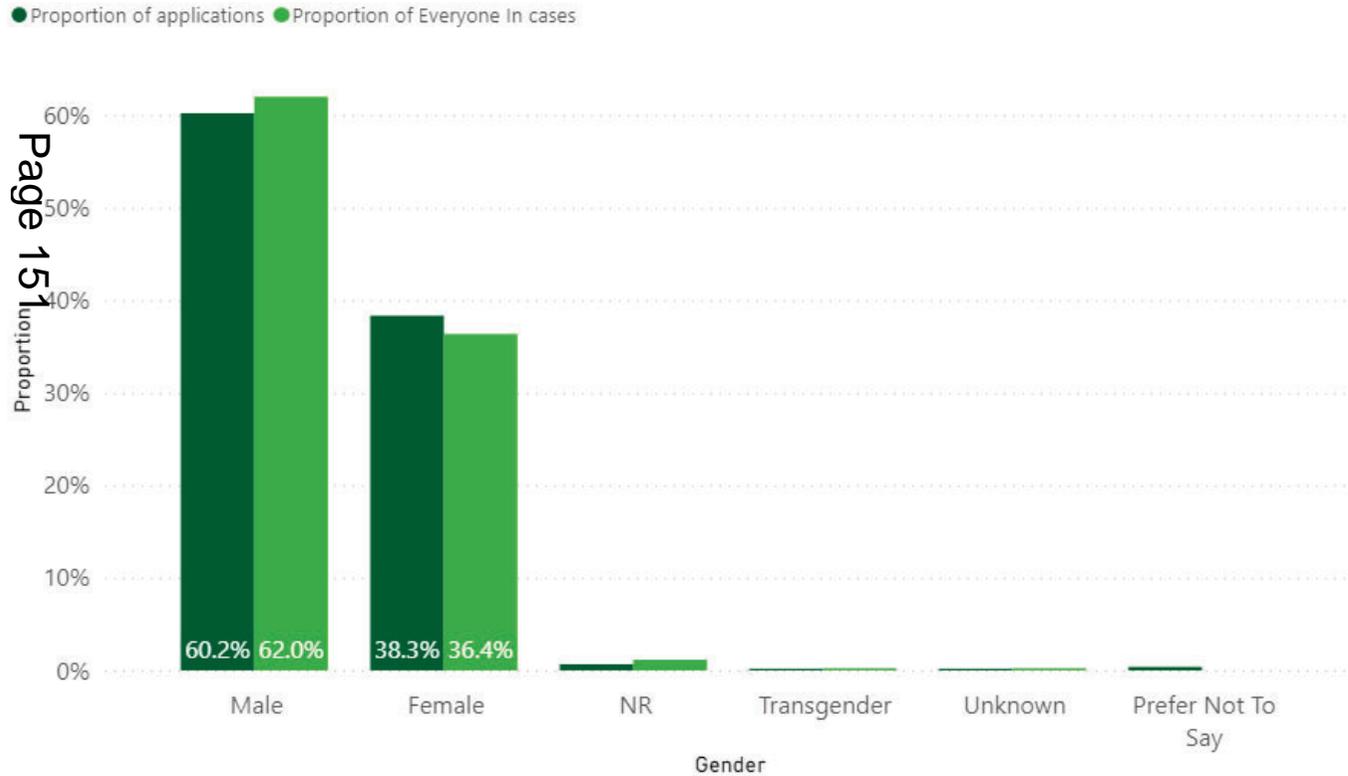
Executive Summary

- This analysis explores the demographics of people supported through the Everyone In programme in Islington, and compares them with the homeless applicant and general populations, as well as information from Chain reports where possible.
- It finds that those supported through Everyone In were more likely to be younger, male, and more ethnically diverse than the general population, and slightly older than the homelessness applicant population.
- The one area that may be of note is the difference between the Chain reports finding that around 25% of rough sleepers in Islington are from a White-European ethnic background, particularly Romanian, while the closest comparator in our data, White-Other, only accounts for 6.1% of the Everyone In cohort.
- Other than this, the differences seen are in keeping with the expected demographics of the rough sleeping population, and there is no obvious indication of inequitable processing in the Everyone In initiative.
- However, it should be noted that there may be gaps in the recording of disability, given the very low number of people with a recorded disability, and there is relatively little recording of religion and sexual orientation. There may be value in improving recording of these factors, to further inform future work in this area.



Gender

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21

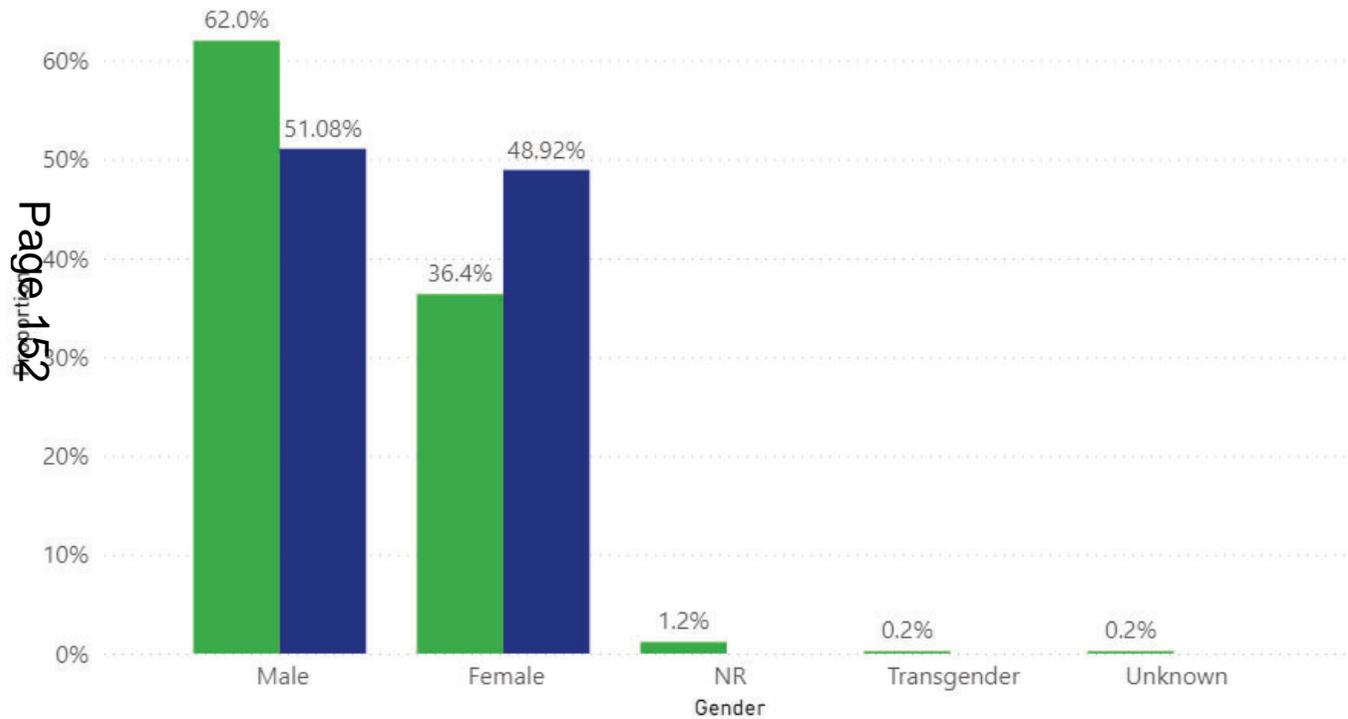


- These figures show a close similarity between the demographics of the population housed through Everyone In and the general applicant pool in Islington.

Gender

Comparison of people accommodated through Everyone In against the Islington population aged 16+

● Proportion of Everyone In cases ● Proportion of general population



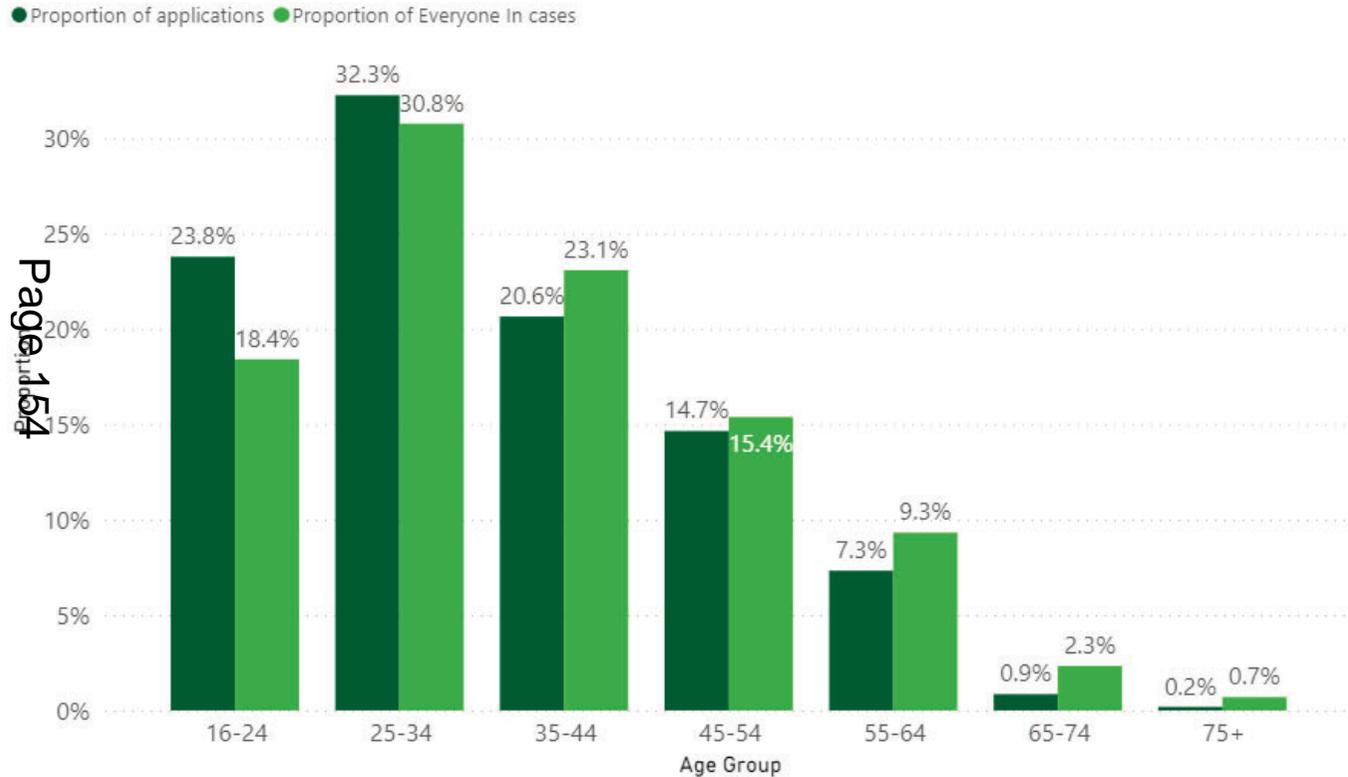
- This chart compares the population housed through Everyone In against the Islington population, based on GLA estimates.
- The population housed through Everyone In had a significantly higher proportion of men; 62% to 51% in the borough population.

Gender

- This analysis shows that the population housed through Everyone In appears to bear similar demographic characteristics to the general applicant population – over 60% female.
- This is distinct from the borough population, which is only 51% female, but it is also distinct from the known rough sleeper population.
- Chain (Combined Homelessness and Information Network) reports for Islington, show that the population observed sleeping rough in the borough is over 80% male. In 2019/20, 365 people were seen sleeping rough in Islington, 82% of whom were male. The most recent figures, for January to March 21, found 65 people sleeping rough, again 82% of them were male.
- This may indicate that the population supported through Everyone In was not representative of the population in need, however it may also indicate the differences between those sleeping rough and those who were using shared sleeping sites that were also identified as being potential infection risks at the start of the pandemic.
- It may also be indicative of the greater vulnerability of women while rough sleeping - and that they may take more steps to make themselves invisible to passers-by (and therefore also to those doing street counts), whether through using other temporary housing services or by finding concealed spaces to sleep in.

Age groups

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21

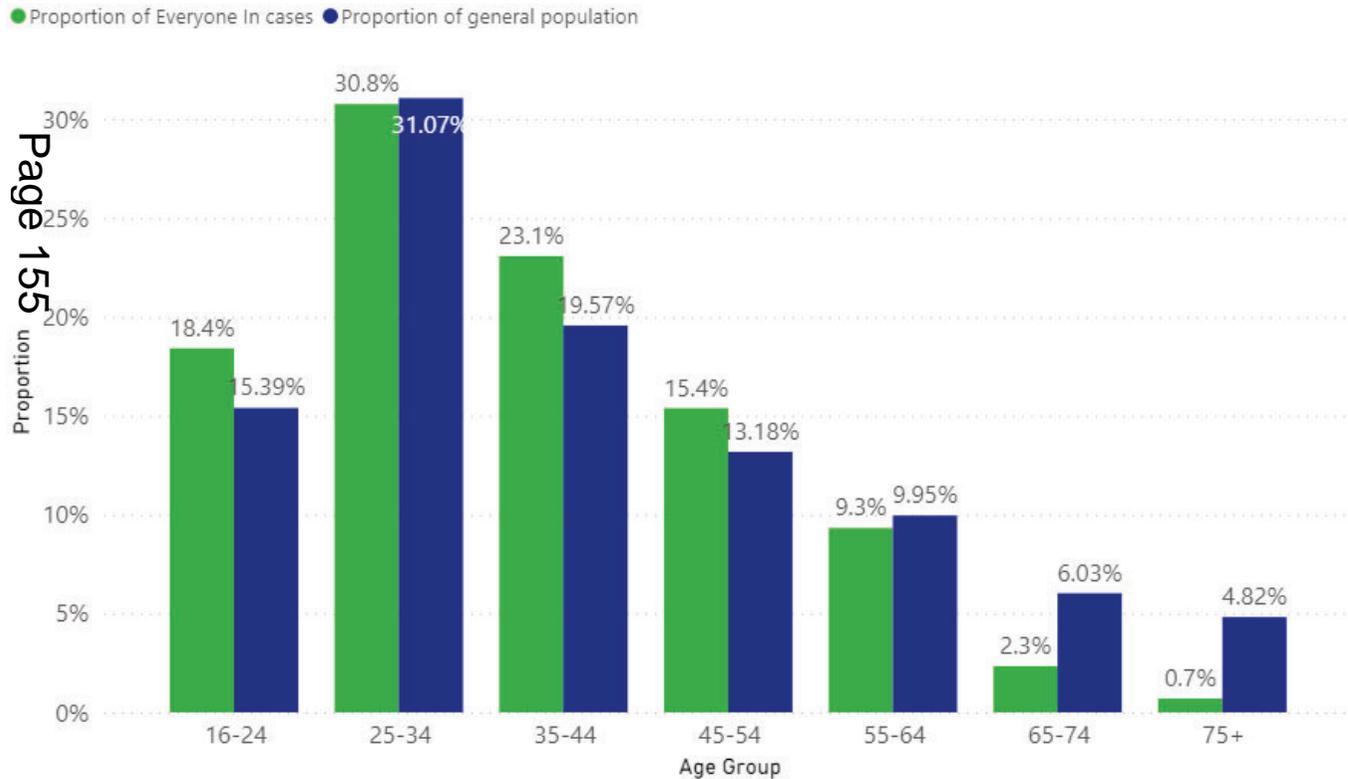


- In general, those supported through Everyone In were slightly older than the borough's housing applicant population.
- The age breakdown of applicants supported through Everyone In is similar to those identified through the Chain reports, as well:
- Chain reports for the past two years identify 26-35 and 36-45 years as the two biggest age groups for people observed rough sleeping in Islington, accounting for over half of cases.



Age groups

Comparison of people accommodated through Everyone In against the Islington population aged 16+



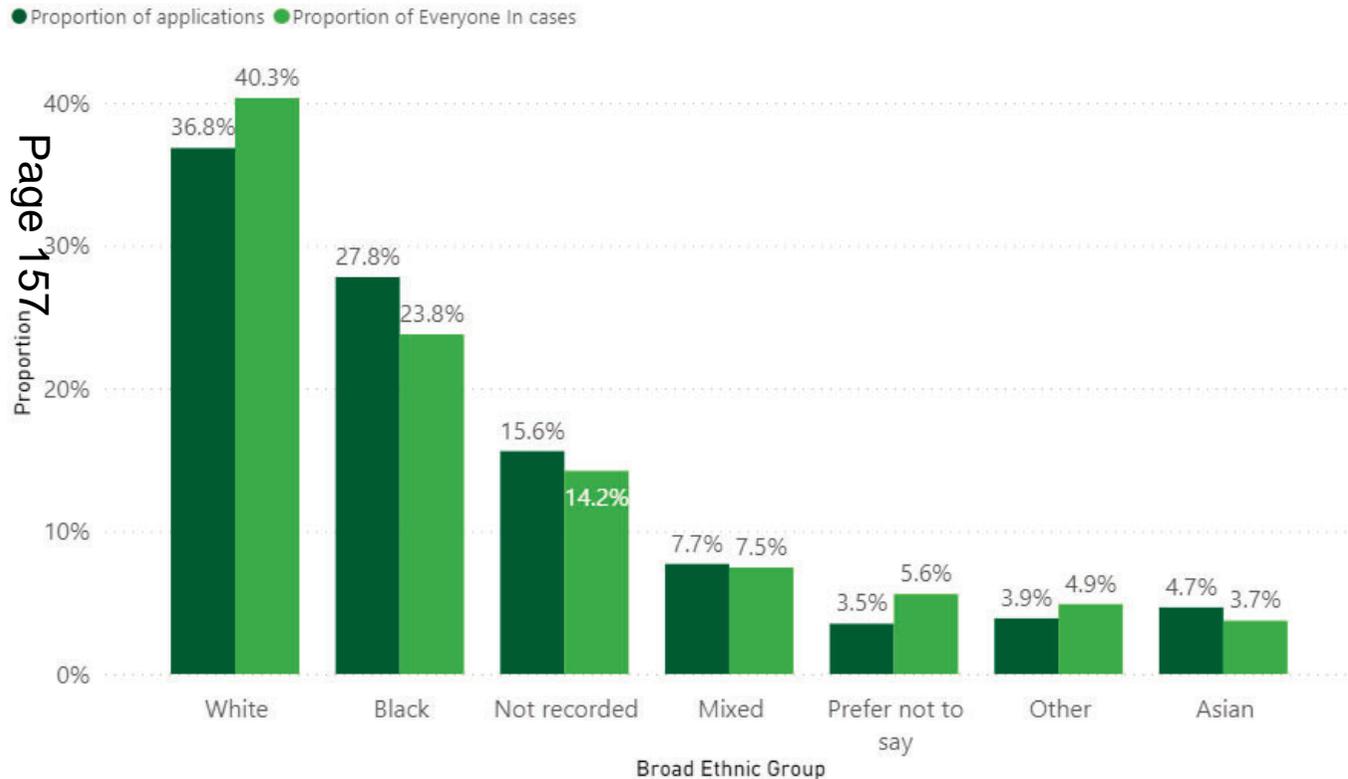
- Compared against the general population, the population supported through Everyone In was slightly younger than the general population.
- This is likely attributable to the lower life expectancy of people who are rough sleeping, as well as a clustering of home ownership among the older age groups in the general population.

Age

- These slides have shown that people accessing support through the Everyone In programme were generally a little older than the average homelessness applicant, but younger than the general population.
- These are small but notable differences between population served by the Everyone In work and the general population, however they are likely to be logical differences because of the population being served.
- It is likely that some of the rough sleepers who have been supported will have been engaged with homelessness services in the past – this subset of the rough sleeping population will contribute to an older skew in the Everyone In population.
- On the opposite end of the spectrum, those aged 55+ accounted for a smaller proportion of the Everyone In population than the general population – again this is to be expected as this age group will likely have a more settled housing status, while rough sleeping has a substantial health impact which means that there are generally fewer rough sleepers in this age range.
- However, the age range supported through Everyone In is similar to the age range of rough sleepers observed by St Mungo's in the Chain reports for the past two years, which suggests that the Everyone In programme in Islington has not significantly disadvantaged a particular age group.

Ethnicity

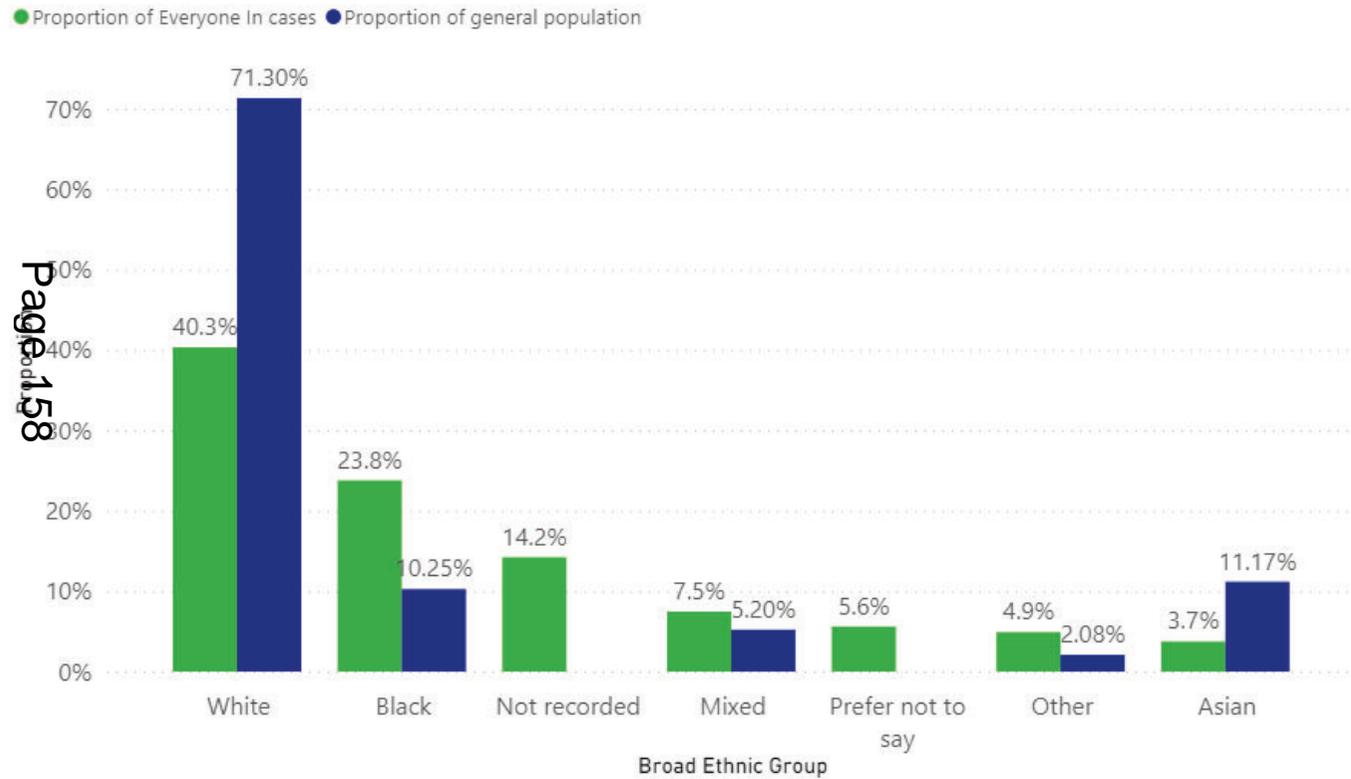
Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- There was a slightly higher proportion of people from White ethnic groups in the pool of residents supported through Everyone In, when compared to the homeless applicant pool, and a slightly lower proportion of Black people.
- The Everyone In group also had a slightly higher proportion of people who preferred not to give their ethnicity, though this was not statistically significant.

Ethnicity

Comparison of people accommodated through Everyone In against the Islington population aged 16+



- Despite the differences with the applicant pool, those supported through Everyone In were still significantly more ethnically diverse than the borough's population.
- The borough's adult population, based on GLA estimates, is 71% White, compared to a 40% of those supported through Everyone In.

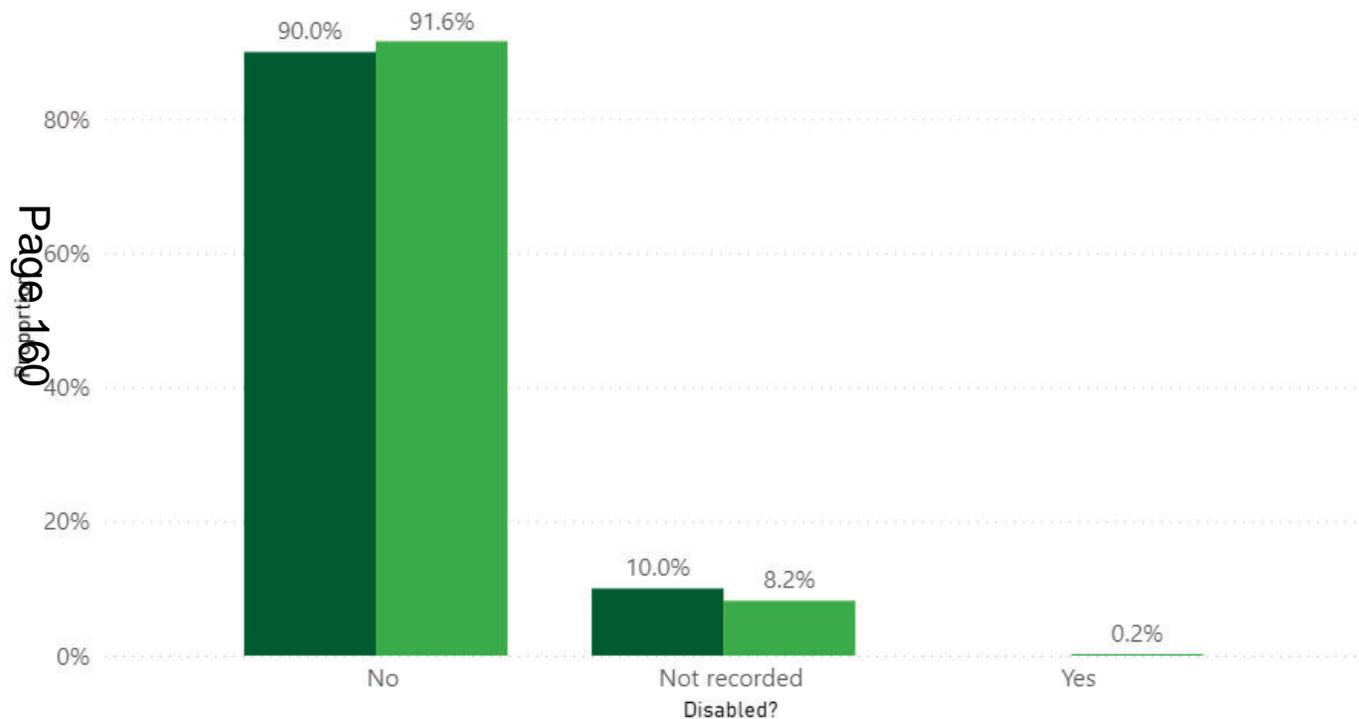
Ethnicity

- These slides have shown that while the borough population is almost three-quarters White, this ethnic group only accounted for 40% of those supported through Everyone In.
- This is in keeping with other known factors, including the ethnicity of those applying for homelessness support, as well as the known clustering of other forms of disadvantage experienced by non-White groups.
- However, it is worth noting that the Chain reports document a significant proportion of rough sleepers in Islington from White European groups, particularly people from Romania, who are not present in the Everyone In data. In 2019/20 this group accounted for 31% of rough sleepers in Islington compared with 50% from a White British background, and in 2020/21 they accounted for just under a quarter. Within Islington's Everyone In population, the closest comparator for this group is the 'White Other' ethnic group. This population only accounts for 6.1% of Everyone In and 8.6% of all homelessness applicants.
- The number of rough sleepers from this ethnic group has remained stable throughout 2020/21 so it seems unlikely that they have not engaged with Everyone In because they found alternative arrangements, so it may indicate that these people were not aware of, or contacted by, Everyone In services, or it might indicate a reluctance to engage with public services, following the EU Referendum, for fear of being deported.

Disability

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21

● Proportion of applications ● Proportion of Everyone In cases



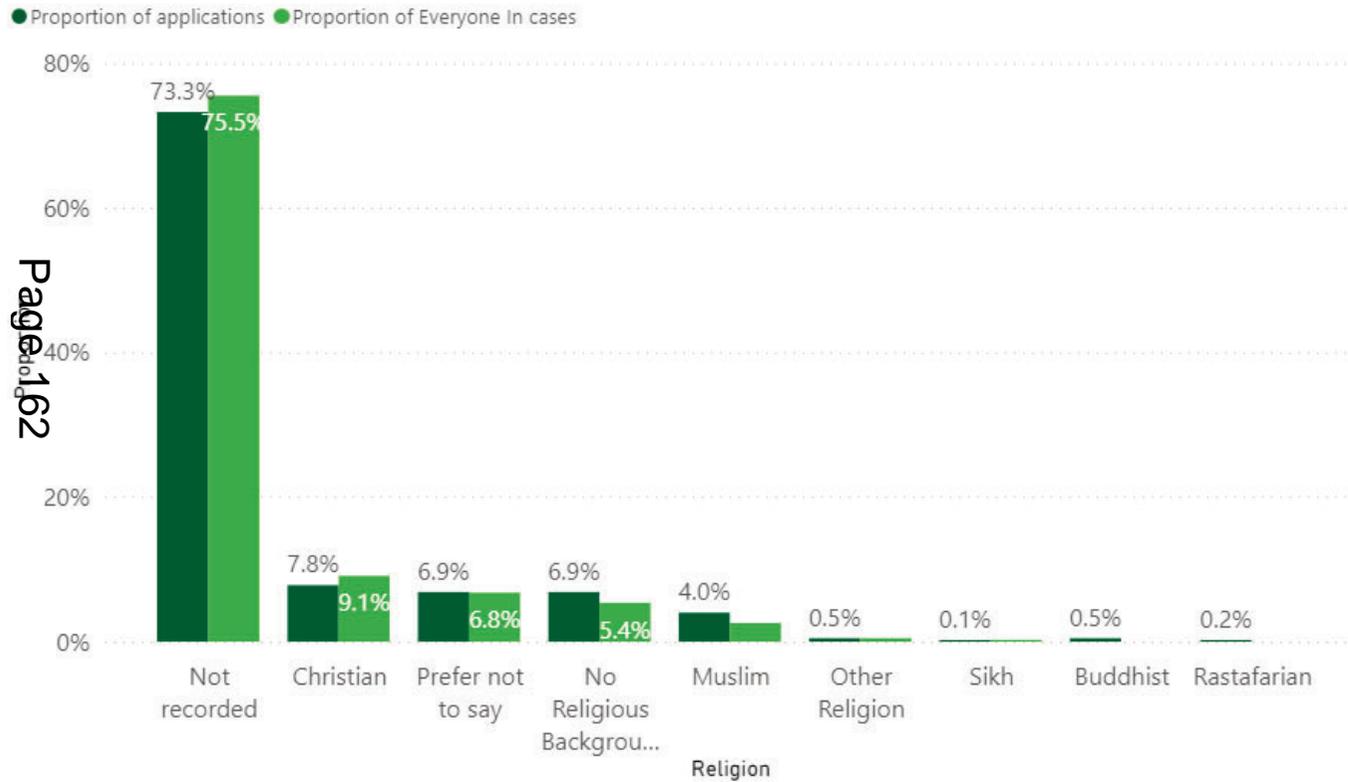
- This data shows that the Everyone In cohort has a fairly similar disability profile to the general applicant population.
- Around 90% of both groups have no disability, while almost all of the remainder have no disability status recorded.

Disability

- This data shows that most people in both groups have no disability.
- The 10% of people in each group with no disability status recorded is a slight surprise – it would be expected that the rough sleeping population in particular would have some underlying prevalence of physical or mental health needs.

Religion

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



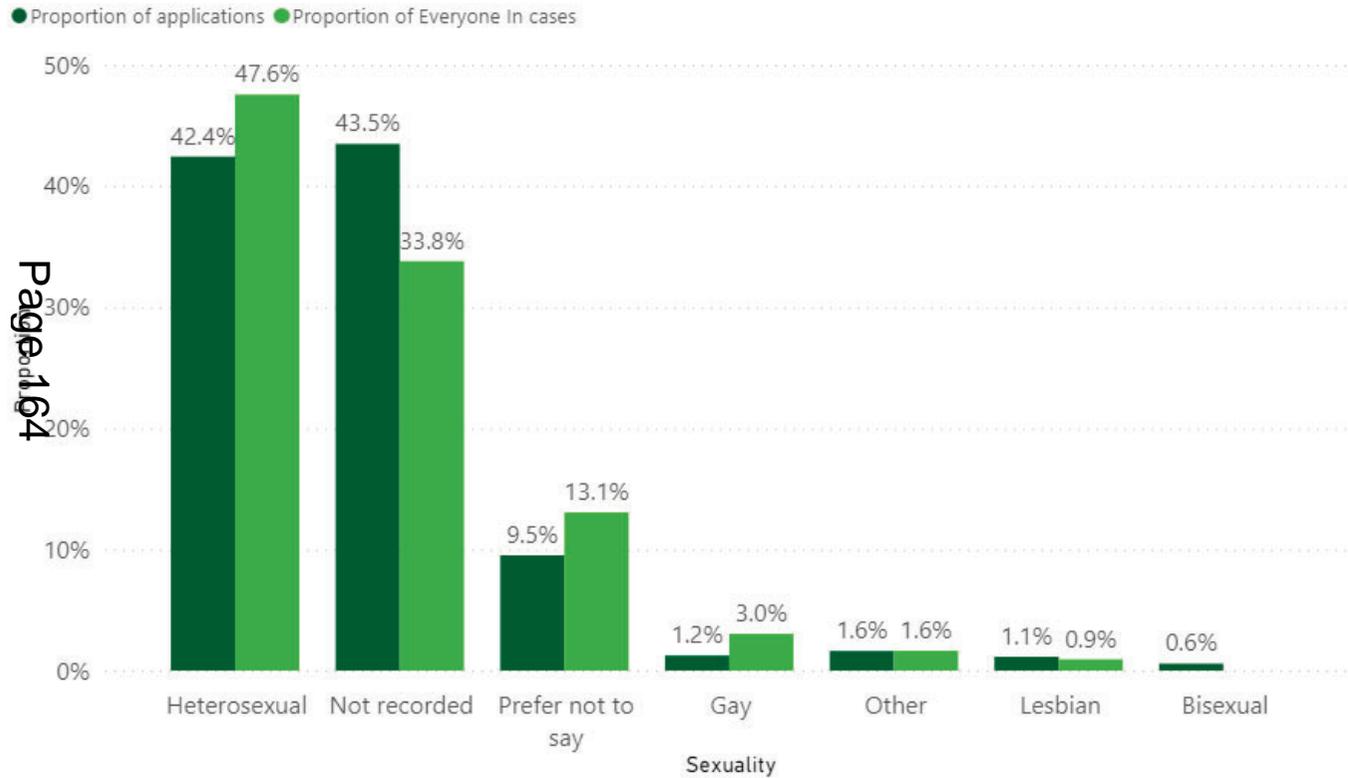
- A high proportion of people in each group have no religion recorded.
- Focusing on those with a recorded religion, the figures are similar, with no statistically significant differences.

Religion

- The clearest pattern from this analysis is that there is a low level of data recording for religion.
- There is a logical explanation for this, given that religion is not a key determinant of a person's eligibility for housing support, though it does inhibit equity analysis.

Sexuality

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



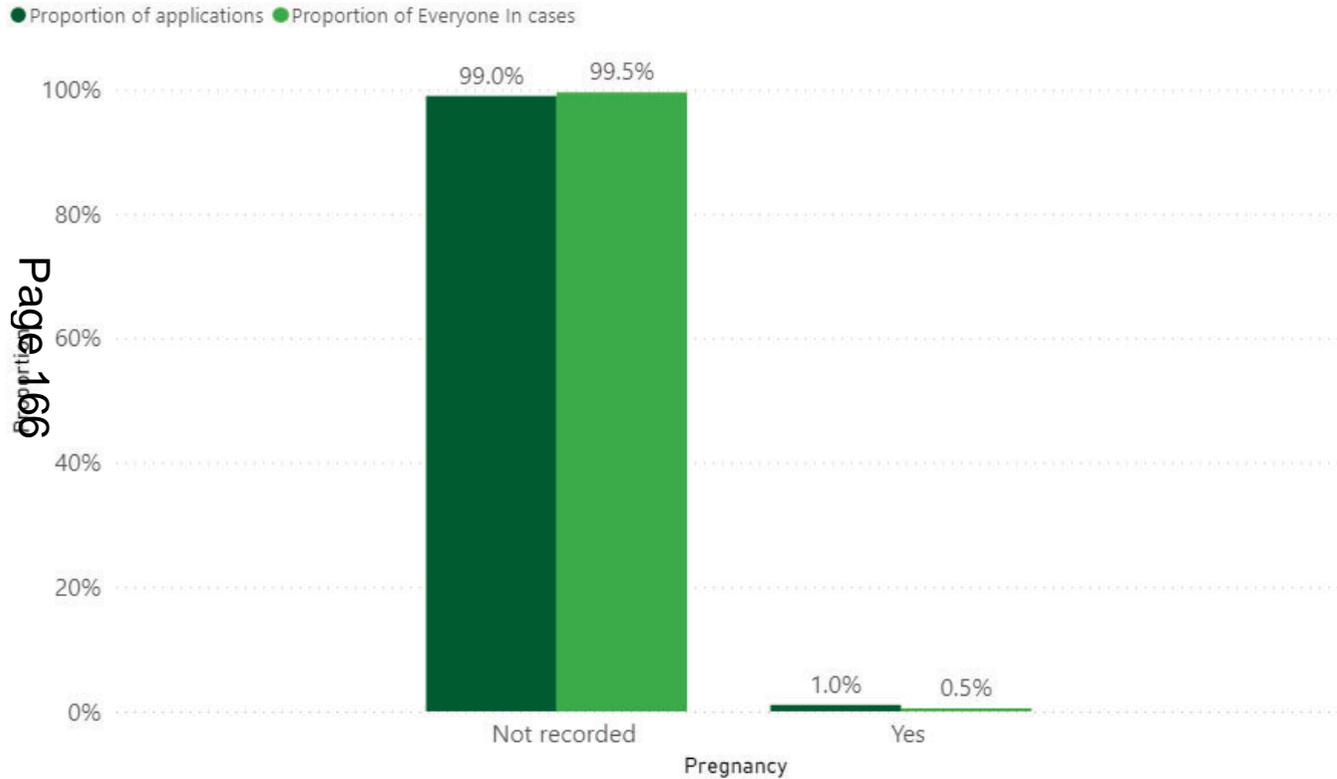
- Overall, the pattern between these two groups are similar.
- The level of data recording is slightly higher among the people supported through Everyone In.
- Once this group is removed, the proportions are broadly similar – most people supported identify as heterosexual, with small levels of people in each group identifying as gay, bisexual, or lesbian.

Sexuality

- A substantial minority of cases do not have a recorded sexual orientation, and a further 10-15% of cases preferred not to share their sexual orientation when asked.
- As with religion, this is somewhat expected as the category in itself is not relevant to a housing application, however it slightly restricts analysis of equity in service delivery.
- When comparing only those cases with a recorded sexuality, over 90% identify as heterosexual, which is broadly in line with national figures for the general population: the ONS reported in 2018 that 94% of the national population identify as heterosexual.

Pregnancy

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



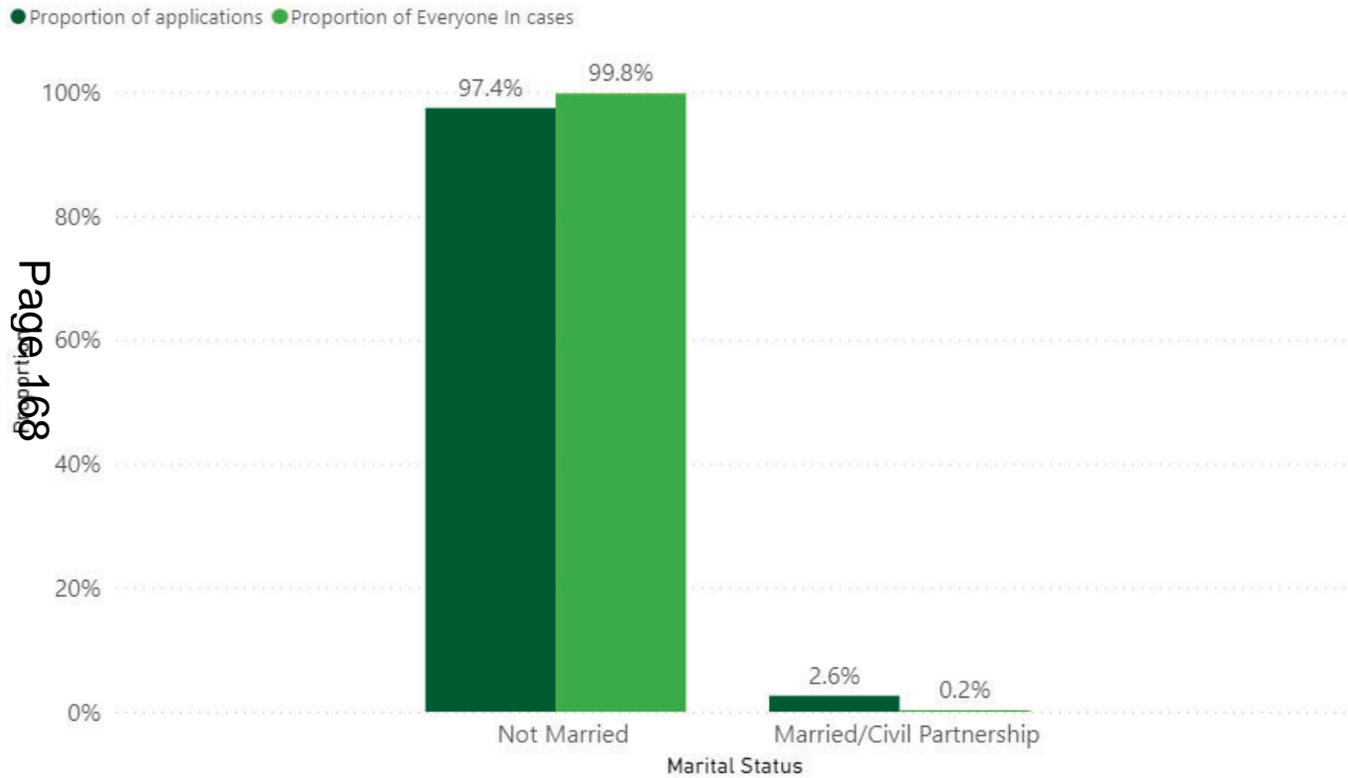
- Only 0.5% of those supported through Everyone In was pregnant, at the time of support.
- This is similar to the overall housing applicant population (1%).

Pregnancy

- There is little difference between the level of pregnancy in the applicant pool and those supported through Everyone In.
- With no established national data on pregnancy among the homeless population it is difficult to determine whether this is in line with the expected prevalence. However, given that pregnancy is established as a priority need for homelessness applicants, we might expect that pregnant people would receive support before they reach the stage of rough sleeping, or at least shortly after they begin sleeping rough.
- Therefore, seeing that pregnancy to be lower in the Everyone In population than in the general population and the homelessness applicant population fits the expected pattern.

Marital status

Comparison of those supported through Everyone In with those households applying as homeless in 2020/21



- This data shows that only 0.2% of the people supported through Everyone In was married or in a civil partnership.
- This is lower than in the homelessness applicant pool (2.6%), as well as much lower than the national average.

Marital status

- The very low rate of marriage and civil partnership in the Everyone In cohort is in keeping with expectation - the proxy methodology for identifying people supported through Everyone In, developed through consultation with the service, included 'single person household' as a criteria. Therefore, it is to be expected that most of those supported were not married or in a civil partnership.



Conclusions

- This slide pack explores the available data on the nine equalities strands for Islington's implementation of the Everyone In initiative, through comparison with the homelessness applicant population for 2020/21, as well as the borough population and data from the Chain reports, where possible.
- Broadly, it shows that those supported through Everyone In are:
 - Younger, more ethnically diverse, and more likely to be men than the borough population,
 - And slightly older than the homeless applicant population.
- There is a small question mark over the initiative's reach to the White-European population, particularly rough sleepers from a Romanian background. Beyond this, the differences by protected characteristic are, generally, in keeping with expectation given the various risk factors affecting a person rough sleeping.
- Overall, there is no obvious indication of inequitable processing in the Everyone In initiative.
- However, it should be noted that there may be gaps in the recording of disability, given the very low number of people with a recorded disability, and there is relatively little recording of religion and sexual orientation. There may be value in improving recording of these factors, to further inform future work in this area.



FURTHER INFORMATION



About Public Health Knowledge, Intelligence and Performance team

Public Health KIP team is a specialist area of public health. Trained analysts use a variety of statistical and epidemiological methods to collect, analyse and interpret data to provide an evidence-base and inform decision-making at all levels. Camden and Islington's Public Health KIP team undertake epidemiological analysis on a wide range of data sources.

All of our profiles, as well as other data and outputs can be accessed on the Evidence Hub at: <https://www.islington.gov.uk/about-the-council/islington-evidence-and-statistics>

About the Equalities Impact Assessment: Everyone In

This data pack/profile was produced by David Clifford, Principal Public Health Intelligence Specialist, Alan Richards, Performance Analyst, and Tara Hendry-Boord, Data Officer, reviewed and approved for publication by Mahnaz Shaukat, Head of Health and Care Intelligence.

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We would also very much welcome your comments on these profiles and how they could better suit your individual or practice requirements, so please contact us with your ideas.

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Report of: Executive Member for Health and Social Care

Meeting of:	Date:	Ward(s):
Executive	14 October 2021	All

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APPENDIX A TO THIS REPORT IS EXEMPT FROM PUBLICATION

SUBJECT: Contract Award for Mental Health Accommodation Pathway

1. Synopsis

This report seeks approval for the contract award in respect of the Mental Health Accommodation Pathway in accordance with Rule 2.7 of the Council's Procurement Rules.

The services are accommodation based specialist mental health supported living and residential care services for residents who experience a severe and enduring mental illness, such as psychosis and moderate/ severe depression. They enable people with eligible mental health needs to maximise their rehabilitation when moving along the pathway from hospital or other care setting to independent living in their own home. The redesign and procurement of the pathway proposed would enable people to be suitably accommodated closer to home within the least restrictive setting whilst preparing for independent living.

2. Recommendations

2.1 To approve the award of contracts for the Mental Health Accommodation Pathway Services as outlined in this report.

2.2 Table outlining contracts to be awarded, broken down by lot and provider.

Lot	Provider	Number of units	Annual value of contract	Total value of contract including all extensions
Lot 1 – Mental Health Residential Care	Rethink Mental Illness	12	£635,105.00	£4,445,735.00
	St Martin of Tours Housing Association	12	£527,994.24	£3,695,959.68
Lot 2 - High support supported living, fast track (self-contained or shared accommodation)	Look Ahead	22	£373,811.63	£2,616,681.41
	Peabody	7	£164,673.00	£1,152,711.00
	Peabody	10	£235,164.00	£1,646,148.00
	St Mungo's	21	£384,955.27	£2,694,686.89
	St Mungo's	12	£281,644.24	£1,971,509.68
	Richmond Fellowship	18	£356,522.37	£2,495,656.59
Lot 3 - High support supported living, fast track (self-contained accommodation, waking night cover)	St Martin of Tours Housing Association	12	£304,555.00	£2,131,885.00
Lot 4 - High support supported living, longer term (self-contained accommodation, waking night cover)	Look Ahead	17	£400,498.78	£2,803,491.46
Lot 5 - Medium support supported living (self-contained accommodation and shared accommodation)	Look Ahead	6	£53,039.99	£371,279.93
	Look Ahead	8	£70,719.61	£495,037.27
	Look Ahead	6	£53,040.38	£371,282.66
	St Martin of Tours Housing Association	7	£60,674.61	£424,722.27
	St Mungo's	6	£53,097.94	£371,685.58
	St Mungo's	7	£62,034.33	£434,240.31

3. Nature of the service

Mental health accommodation services house and support adults with severe and enduring mental ill health who are unable to live in their own home due to lack of skills or inability to live independently. Those entering the services originate from inpatient mental health wards, mental health rehabilitation wards, community rehabilitation units or are in mental health placements outside of the borough.

The services offer residents a clear and consistent pathway to independent living, providing them with an opportunity to reach their potential and enjoy a good quality of life. The combination of temporary accommodation, care and support, delivered closer to home rather than in and around hospital settings, or outside of Islington, enable people to learn or regain the skills and abilities necessary to live independently. The services empower residents to look after themselves, better manage their health, and build resilience. They provide residents with proactive and personalised support in a community setting, equipping them with the skills to live healthier for longer.

Islington currently block purchases 197 units via 17 contracts from 7 suppliers:

- 20 residential care places at a cost of £0.875m per annum (in borough)
- 177 supported living places at a cost of £3.271m per annum (in borough)

An additional £3.189m* is spent on spot purchased care packages. Out of this, £1.100m* is spent supporting 21 people in expensive spot purchased placements who could be supported in block contracts if there was additional capacity. The majority of the spot purchased placements are located out of borough.

**based on September 2020 forecasts*

Mental health accommodation services are funded by the Council and NHS North Central London CCG (NCL CCG).

Mental health accommodation pathway - approach and ethos

The accommodation services are arranged as a pathway with three levels of support – residential care (24/7 staff and personal care), high support (24/7 support staff) and medium support (support staff onsite every week day). There is a strong focus on recovery. Residents move into the level of provision that best meets their needs and move through the pathway as they become more independent, before moving into their own home outside of the pathway. They need not access all levels before moving to an independent tenancy. Continuous resident move through and out of the pathway is required to create the ongoing capacity needed to accommodate new referrals from hospital, other settings, or out of borough. A pathway coordinator role sitting within the council provides a single common entry into supported living and a multidisciplinary panel acts as a common entry into residential care.

Those living in the pathway have complex needs and these cannot be addressed by accommodation services working in isolation. The success of the pathway is dependent on the accommodation services working together with a range of health, social care, housing and community services across Islington to support an individual's recovery. A strong mental health accommodation pathway works to shared goals, principles and ways of working, with residents central to developing and directing their own experience. This integration and partnership

approach is a collective responsibility to be embraced by all services. There are exciting examples of innovative integrated working across organisations in the pathway, and opportunities to build on this existing good practice.

Fundamental to the pathway is a focus on the whole person, underpinned by a strengths-based philosophy that uses the person's existing independent strengths and community networks in the provision of care and support. Services have made great progress in incorporating this approach into their operations and are working to fully embed strengths-based practice.

The pathway consists of two main accommodation types:

1. Specialist mental health residential care

Specialist mental health residential care offers personal care and support throughout the day and night for the small number of people with serious mental illness and physical health needs that require a residential care service. Staff with the skillset to work with people with a serious mental illness provide meals, help with washing, dressing and administer medication, where necessary. Although the residents have physical care needs, their primary need for care and support under the Care Act relates to mental health.

2. Supported living

Mental health supported living provides housing and support services to enable people to live as independently as possible in the community. Residents live in accommodation blocks with staff onsite who proactively support them to develop skills (such as managing their health and wellbeing, managing medication, managing finances, nutrition, staying safe and building social networks) to enable them to live independently. These services do not deliver personal care.

What problems does this procurement try to solve?

A considerable amount of work has taken place in recent years to integrate the mental health pathway, embed a person centred recovery ethos, and improve efficiency. Despite this, a recent review of the pathway has shown that the current provision is not always proactively maximising people's readiness for independent living and has not evolved in recent years to adapt and keep pace with changing demand, best practice and changes elsewhere in the system. In addition to this, some of the buildings within the pathway are below the standard expected of a modern mental health accommodation service.

In summary, the existing model and infrastructure includes inefficiencies and inconsistencies. These are outlined below.

a) Out of area placements

The pathway services should enable people to be suitably accommodated within the borough with minimal need to use out of borough placements. Evidence shows that being close to family, friends, a familiar health team and local community have a positive impact on recovery. Local placements also provide better value for money, enable closer monitoring of providers and provide more positive clinical outcomes. Currently there are 19 residents living out of borough who could return to Islington if the provision was available (an additional two residents have already moved back in borough this year). In particular, a lack of local specialist mental health residential care placements is preventing people from returning to borough.

b) Waiting list

The pathway should enable quick access to accommodation, care and support to ensure that people do not spend time in unstable accommodation with inadequate support, or do not spend longer than necessary in NHS care settings, our pathway currently meets this requirement and we expect to be able to continue to do so.

c) Move through the pathway

Despite much progress, the pathway is not always working as an integrated service system that meets the needs of people in a holistic way. The mental health accommodation pathway could better support recovery opportunities and enable people to achieve independent living sooner by ensuring each component of the pathway interlinks as a whole pathway.

d) Varying levels of investment

The amount the council and CCG pay mental health accommodation service providers varies, leading to variations in value for money across services. There is inconsistency in price and quality.

e) Personalisation, choice and control

There is good evidence to suggest a strong focus on personalisation and asset based support planning which supports people's recovery. The current mental health accommodation pathway service contracts do not maximise choice and flexibility in care and support. Services are always working to a strengths-based approach.

f) Buildings

Services currently operate from multiple locations in a mixture of purposely designed buildings and designated buildings, offering self-contained flats or rooms with shared facilities. The current mix of layout and design in some buildings is dated. There is a shortage of buildings that can accommodate residents with accessibility needs.

Our Goals and Objectives

The overarching aim of the mental health accommodation procurement is to ensure that the provision of mental health accommodation services proactively work to ensure residents are equipped with the skills and capacity to live happier, healthier and more independent lives.

System goals and objectives

- People live healthy, independent lives, with access to good quality care and support when they need it
- People have the skills they need to access and sustain decent housing closer to Home
- People feel connected and have as much social contact as they want and opportunities to progress in employment
- People not able to live independently are supported to live well

Resident goals and objectives

- Residents experience the pathway's shared vision and way of doing things, and it meets their individual needs
- Residents' autonomy is maximised, they are able to thrive and contribute
- Residents are proactively supported to gain the skills necessary to move to an independent tenancy quickly, thereby minimising the time spent living in a mental health accommodation service setting
- People are supported to lead the life they want to live whilst accessing support from the

wider network of community offers, friends and family.

Recommendations

An in depth review of the mental health accommodation pathway was completed in 2019. The following recommendations incorporate the findings from that review, as well as the outcome of ninety-nine individual strengths-based reviews completed with residents out of borough or living in services affected by the proposal. They reflect current and emerging need. The recommendations have been tested and further developed with our providers, residents and other stakeholders, and were made explicit through this procurement and associated partnership working.

We have redesigned the pathway and intend to embed new ways of working - such as a strength based approach and partnership working - and procure new specialist mental health accommodation services to meet current and future needs. Residents will not be required to live out of borough when they could be accommodated in the local pathway.

The proposed future configuration of the pathway is as follows:

- Specialist mental health residential care - 24 units (increase of 4 units, compared with current provision)
- Mental health supported living - 159 units; 119 high support, 40 medium support (decrease of 15 units, compared with maximum units we set out in the procurement strategy).

The Procurement Strategy report stated a minimum of 174 supported living units would be purchased and we are recommending the award of 159 units. Commissioners undertook extensive market engagement and engaged with Registered Social Landlords. As a result, we received a positive response to the tender, however, fewer providers passed the quality requirements, resulting in a reduction in the number of places purchased.

In comparison to other London boroughs, Islington invests heavily in its NHS rehabilitation pathway and supported living pathways. Islington will still continue to provide a high number of places in the supported living pathway, and will therefore be able to absorb the reduction in the number of units. Colleagues from Camden and Islington NHS Foundation Trust and LBI Housing have reviewed the change in number of units being procured and are confident that resident needs can be met within the capacity of the pathway. They have also reported that some of the other improvements over the past few months, including taking a more strength-based approach and more collaboration between organisations/services, has seen an increased rate in the number of people who have stepped down to more independent living, we expect this trend to continue.

The underspend resulting from fewer supported living units being purchased will be held within the joint LBI/CCG pooled budget as contingency funds, should any future procurements be required due to the reduce number of units.

The pathway redesign and new mental health residential care and supported living service contracts will incorporate the recommendations from the 2019 review and resident strength based reviews in the following interlinked ways:

a) Improving efficiency of supported living

We will create additional capacity in supported living through improving efficiency. We will achieve this by creating a fundamental shift in approach in the pathway, encouraging

partnership working so services are working to shared goals and principles, as well as making use of Islington’s collective resources to ensure residents are proactively enabled to live independently. The coordinated and whole system approach to recovery and rehabilitation will reduce ongoing demand.

b) Reducing the need for out of borough placements

We will commission additional local mental health residential care places and ensure residents are proactively supported to move to independent living sooner by further embedding new ways of working, such as a strengths-based approach. These changes will ensure people are better supported closer to home.

c) Evidence based practice and values

We will embed into pathway services a more personalised approach that draws on the skills, experiences, strengths and resources of residents to help them find new and creative ways to manage their recovery. Central to this is the introduction of Individual Service Funds (ISFs) to the supported living contracts. An ISF is a sum of money managed by the support provider on behalf of the resident. The money is used to help the person achieve the outcomes set out in their support plan. It enables the providers to flexibly support each resident.

d) Buildings

Improved building stock has been sourced from which services can operate, thereby providing residents with a higher quality and homely environment. This includes a new 17 unit accommodation block consisting of self-contained flats within the Islington Council New Homes Initiative for use by the mental health pathway by Spring 2022.

e) Efficient and effective use of resources

The tender ensured consistency in price and quality across pathway services.

4. Estimated Value

The current services in the scope of this procurement are jointly funded by the council and NHS North Central London CCG (NCL CCG).

Table 1: Islington’s investment in mental health accommodation block contracts

	CCG	Council	Places	Total
Residential care block contracts	£ 428,920	£ 446,427	20	£ 875,347
Supported living block contracts	£ 1,499,846	£ 1,797,381	178	£ 3,297,227
Total	£ 1,928,766	£ 2,243,808	198	£ 4,172,574

In addition Islington Council spends £3,189,790 on spot purchased placements*, bringing the Council’s total investment in accommodation services (block and spot) to £5,433,598. Therefore the total amount spent on accommodation services across Health and Social Care amounts to £7,336,374.

The current contracts have been compared, based on quality and price, to similar contracts and contract awards to comparative London boroughs. The new contracts target fair market prices for good quality services.

The initial duration of the new contracts will be for a period of five years with the option to

extend up to a further two years (5+2).

The total annual value of the contracts is £4,017,530. Of this, £1,163,099 will be spent on residential care and £2,854,431 will fund supported living. The total contract value including all extension periods is £28,122,710.

The new contract value is a reduction on the current annual budget of £155,044 which will be held within the pooled commissioning budget as contingency.

Table 2 Islington Council’s agreed contribution from this Mental Health Accommodation Review as part of the Medium Term Financial Plan. These savings are to be achieved by reducing the number of out of area spot placements, moving residents back into the borough.

	2021-22 £000	2022-23 £000	Total £000
Mental Health (ASC03)	200	350	550
Total Saving	200	350	550

5. Options appraisal

Four procurement options were explored. These are set out below. **Option 4 was the recommended option that was implemented.**

Procurement Option 1: Re-procure services in their current form

Benchmarking All current contracts in scope will have ended within 15 months with no provision to extend. Existing services could be re-procured without any significant change in model. Benchmarking suggests the new contracts would cost more than the cost of the current contracts. Islington’s current contracts cost less than similar contracts in other boroughs.

Pros

- Deliverable by August 2021 with no disruption for residents.

Cons

- Full transformation to a strengths-based approach deferred to the next round of procurement, delaying improved outcomes for residents.
- Missed opportunity to incorporate new high quality buildings into the pathway.
- Missed opportunity to deliver financial savings by reducing high cost out of area spot placements.
- Continued shortage of in-borough mental health residential care.

Financial assessment This option does not represent value for money as it would not deliver the changes in practice or service provision needed to increase efficiency and enable residents to return from out of borough placements.

Outcome

Not recommended

Procurement Option 2: In-house service delivery

Benchmarking Nationally, the vast majority of supported living is externally commissioned.

From the Local Authorities consulted for this project, no example was identified of in-house provision. The impact of this option on quality and resident outcomes, therefore, is unknown.

Pros	Cons
<ul style="list-style-type: none"> • Ensures services share Islington’s vision and take a strengths-based approach to transform outcomes. • Enables full utilisation of the council’s local knowledge and relationships to improve community participation. • 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"> • Management capacity, expertise and specialisms could not be established quickly enough to maintain service quality and prevent disruption for residents. • The Council would have to source appropriate properties for all places. • Cannot benefit from the innovation offered by the specialist providers in this area. • Set-up costs and staff costs are much higher than current costs, negatively impacting on value for money.
<p>Financial assessment This option does not represent value for money due to high set-up and staff costs. It would not provide the expertise quickly enough to deliver the pathway improvements needed to enable residents to return from out of borough.</p>	
Outcome	Not recommended

Procurement Option 3: Re-procure with another borough

Benchmarking Benchmarking did not identify an instance of two boroughs re-procuring their accommodation pathways together

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. • Potential for increased value for money, achieved via economies of scale. 	<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. • Not guaranteed to meaningfully change the marketplace of providers and landlords available in the borough. • Reciprocal arrangements onerous to set up and maintain due to complexity.
<p>Financial assessment This option may deliver additional savings, the impact is not known. The council would relinquish some influence over the service design and configuration</p>	
Outcome	Not recommended

Procurement Option 4: Re-procure via competitive procedure with negotiation

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 	<ul style="list-style-type: none"> • Shared values/priorities reliant on developing strong relationships with

residents. • Advertised procurement likely to deliver competitive prices. • Opportunity to invigorate this service area with new providers. • Recognises the strategic value of the buildings. • Presents an opportunity to bundle contracts to achieve greater efficiencies	providers. • Providers will price market risk into their bids; however, this will not likely outweigh financial benefits.
Financial assessment Modelling, based on rates identified in benchmarking, suggests that this option will achieve the most savings and deliver required outcomes	
Outcome	Recommended

6. Key Considerations

Social value

In addition to the local economic benefits of the service being provided in Islington, these services will provide the following additional social value to Islington borough and residents:

- The services will be part of the fabric of the local community, supporting and encouraging residents to make use of local universal health and social support services;
- The services will contribute to developing skills and tackling unemployment amongst Islington residents including excluded communities;
- Providers will deliver 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; local recruitment, including working with iWork.
- Achieving community based actions, building local relationships and partnerships, and improving equality of access through engaging a range of communities within the borough;
- Delivering the services in a way that reduces its environmental impact;
- Developing peer support opportunities, including peer support training and direct or seconded employment opportunities for peer workers.

In the tender, providers identified additional opportunities for social value that will be undertaken as part of the new contracts and some of these are highlighted below:

- A commitment to recruit a specified number of paid staff from socially/economically disadvantaged groups, including those who are NEET, ex-offenders, and those with lived experience;
- Supporting and promoting purchasing from the local supply chain where possible;
- Co-producing community events with local residents;
- Having a graduated pathway of progression for residents to move from volunteer peer support roles into paid positions, including having dedicated Peer Support Coordinators to develop these opportunities and delivering accredited training for residents.

London Living Wage

LLW will be a condition of these contracts.

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 providers will submit information on services on a quarterly basis. This process allows for continuous improvement and service development. The service specification includes 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. A new Mental Health Accommodation Pathway Provider Forum of multiple partners across the pathway, including experts by experience, housing and mental health trust colleagues, meets every two months to support shared pathway goals and principles, and improve collaboration to create additional capacity to meet ongoing demand.

Economic, social and environmental sustainability

The service will help people lead healthier, fulfilling lives in the community, reducing social isolation and maximising life opportunities and independence. An environmental impact assessment was completed during the preparation stage.

Staffing implications

TUPE may apply. If TUPE applies, this may have financial implications for successful providers.

7. Evaluation

This procurement was 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 that the procedure is sufficient to ensure compliance with the principles of transparency and equal treatment of economic operators (service providers). The procedure was based on a one stage tender, allowing for negotiation if deemed appropriate. As per the open procedure, any interested economic operator (service provider) could submit a tender in response to the advertisement.

Tenders were evaluated on the basis of the price and ability to deliver the contract as set out in the evaluation criteria below. The evaluation panel included an Expert by Experience representative.

Thirty-one organisations submitted tenders; of these, seventeen successfully passed the suitability assessment stage and their tenders were evaluated against the published criteria. Thirteen organisations obtained the required scores on the written method statements and were invited to the presentation stage; of those invited to present eleven met the minimum quality criteria at the presentation stage. Out of eleven providers, six are recommended for contract award.

Contracts have been awarded to the Most Economically Advantageous Tenders based on the criteria of 80% quality and 20% cost, broken down as follows:

	Weighting %
Cost	20%
Quality	80%
<p><i>Proposed approach to service model and delivery (Part 1)</i></p> <p>Bidders were asked to describe the service model they would establish in order to deliver the outcomes outlined in the service specification.</p>	25%
<p><i>PRESENTATION: Proposed approach to service model and delivery (Part 2)</i></p> <p><i>Only those bidders who scored a minimum of three (3) for each of the questions requiring a written response (1.1 and 1.3, and 3.1 to 3.3) were invited to give a presentation.</i></p> <p>Bidders were asked to prepare a presentation that described:</p> <ul style="list-style-type: none"> • their understanding of how women’s needs are often expressed differently and require their needs to be met in different ways to men • how they would embed approaches and practices within their work to ensure the needs of women are met. 	5%
<p><i>Proposed approach to workforce management and contract implementation (Part 1)</i></p> <p>Bidders were asked to describe their staffing and management arrangements. Bidders were asked to submit a diagram of the workforce establishment and a sample fortnightly staff rota.</p>	8%
<p><i>Proposed approach to workforce management and contract implementation (Part 2)</i></p> <p>Bidders were asked to describe how they intend to implement and commence delivery of the service during the first six months of the contract. Bidders were asked to include a project plan and risk log.</p>	2%
<p><i>Proposed approach to safeguarding and risk management (Part 1)</i></p> <p>Bidders were asked to describe how they will manage risk effectively within the service/s.</p>	5%
<p><i>Proposed approach to safeguarding and risk management (Part 2)</i></p> <p>Bidders were presented with three scenarios and were asked to explain for each scenario:</p> <ul style="list-style-type: none"> • What actual or potential safeguarding concern(s) could be arising in each of these scenarios e.g. financial, sexual, etc. • How they would respond and who they would involve. 	5%

<i>Proposed approach to service user engagement and involvement/co-production</i>	10%
Bidders were asked to describe how service user engagement and involvement/co-production will be used to shape each element of the service.	
<i>Proposed approach to social value</i>	20%
Bidders were asked to describe their proposed approach to demonstrating social value in delivery of the contract, to improve the economic, social and environmental impact on the borough of Islington.	
Total	100%

The results of the tender evaluation are set out in the Exempt Appendix A.

The appropriate TUPE information was included in the tender documents. As the recommendation includes the award of contracts to four incumbent providers, TUPE implications will only need to be considered for a proportion of the staff roles identified in the TUPE information.

8. Business Risks

Risks in transition to the new service delivery model

The transition to the new services will need to be carefully managed to ensure continuity of support and to manage any resident anxieties arising from any changes in support provider and service location. Consequently, the transition to the new services will be carried out in conjunction with residents, care coordinators, and carers and family (where appropriate). Commissioners undertook robust engagement activity with residents and their families around the changes pre-tender and in the development of the new service specification; this level of engagement will continue post-contract award and throughout the implementation phase.

Risks in contract mobilisation delays

There is currently a reported delay to the completion date for the Beaumont Rise supported living development – the exact timeframes are currently unknown but it is estimated to be complete in Spring 2022. This would have an impact on the ability to mobilise the service by the 1 February 2022, and may impact on the start dates for other pathway services, although this is yet to be determined.

This risk is outside of commissioners' control, however, members of the commissioning team attend monthly meetings with the Beaumont Rise new build team and building contractors, where risks and mitigations are discussed.

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.

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
2 Recommendations	See table in 2.2
3 Nature of the service	Mental health accommodation services house and support adults with severe and enduring mental ill health who are unable to live in their own home due to lack of skills or inability to live independently. See section 3.
4 Estimated value	The total annual value of the contracts is £4,017,530.39. Of this, £1,163,099.24 will be spent on residential care and £2,854,431.15 will fund supported living The agreement is proposed to run for a period of 5 years with an optional extension of up to 2 years. See section 4.
5 Options appraisal for tender procedure including consideration of collaboration opportunities	Option 4 was the recommended option that was implemented: Re-procure via competitive procedure with negotiation See section 5.
6 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	<ul style="list-style-type: none"> • In addition to the local economic benefits of the service being provided in Islington, social benefits clauses will be in place (outlined in the report). • LLW will be a condition of these contracts where permitted by law. • The service will implement a robust performance-monitoring framework so that value for money, quality, outcomes and cost effectiveness can be assessed. • TUPE may apply. If TUPE applies, this may have financial implications for successful providers. This is being further explored with the current

	providers See section 6.
7 Award criteria	Contracts have been awarded to the Most Economically Advantageous Tenders based on the criteria of 80% quality and 20% cost. The award criteria price/quality breakdown is more particularly described within the report. See section 7.
8 Any business risks associated with entering the contract	<ul style="list-style-type: none"> • Risks in transition to the new service delivery model. • Risk in delay to service implementation due to Beaumont Rise build delays. See section 8.
9 Any other relevant financial, legal or other considerations.	See section 9.

9. Implications

Financial implications:

The Mental Health Accommodation Review project brings together contracts from across various budgets.

Area Block Contracts	Total Budget	LBI	CCG
Hanley Gardens & Caledonian Road	£1.135m	-	£1.135m
Mental Health Housing Related Support	£1.515m	£1.468m	£0.047m
Mental Health Commissioning Pool – Residential & Supported Accom	£1.523m	£0.777m	£0.746m

Islington Council also spends £3.189m on Residential and Supported Accommodation spot purchased care packages.

It was anticipated that the Mental Health Accommodation Review would contribute £0.550m efficiency and commissioning saving to the Medium Term Financial Plan.

The current expenditure budgets for all of the contracts within the Accommodation Pathway Review amount to £4.173m. The proposed new annual contract values amount to £4.018m. This creates an underspend of £0.155m which will be held in the Mental Health Commissioning Section 75 Pooled Budget for future procurements.

As part of this review process, individuals have been identified as being ready to move on from the pathway in this financial year, and others in spot purchased out of borough care packages

have been identified as suitable for these places. Savings will also be made through the improved flow in the Mental Health Accommodation Pathway which will enable residents to be discharged quicker than they currently are. This will result in a saving of £0.550m.

Finance attend regular project progress meetings and the Project Steering Group and will continue to monitor and report progress on any costs and savings involved.

Payment of London Living Wage is a requirement of the contract and should not result in any additional costs.

Any TUPE cost implications that may arise from this tender will need to be met by existing resources outlined above.

Legal Implications:

- a) The council has power to enter into these proposed Mental Health Accommodation Pathways contracts pursuant to the discharge of its statutory duties under the Care Act 2014 and section 1 of the Local Government (Contracts) Act 1997.
- b) The estimated total value of the procurement (c£28m) is above the current financial threshold for services contracts under the Public Contracts Regulations 2015. Accordingly, the contracts have been advertised and procured via a legally compliant route, namely the Open Procedure combined with negotiation. It will be necessary to publish the requisite public Contract Award Notices.
- c) The contracts have an estimated value which exceeds the delegated authority of the Corporate Director as set out in Procurement Rule 18 (£2 Revenue spend); these Contract Awards will therefore be approved by the Executive.

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

There are several environmental implications of supported accommodation services. These include energy use in the building for heating, cooking and appliances, water use in the bathroom and kitchen facilities and waste generation by residents. As well as carbon emissions from staff travel.

These can be mitigated by ensuring the building is well-insulated and uses an efficient heating system, ensuring appliances in the building have a good energy rating, that bathroom and kitchen fittings are water efficient, and that recyclable or compostable waste is separated and disposed of appropriately.

The successful providers demonstrated in the tender how they intend to minimise the environmental impact of the service/s, and have in place Environmental Sustainability Policies to support Islington in becoming a zero-carbon borough. Additional mitigations put forward by providers include:

- Setting specific environmental KPIs and targets for staff and residents to meet.
- Using economy settings on dishwasher appliances, installing more water-efficient washing machines, and installing energy-saving printers and photocopier devices.

- Operating a paperless service, using online systems rather than printing.
- Using low energy lightbulbs.
- Encouraging staff to use public transport and promoting a cycle to work scheme.
- Keeping neighbourhoods safe, clean and tidy by proactively managing neighbourhood issues and litter picks.

9.4 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 initially completed on 19th October 2020. A re-refresh of the RIA was undertaken in August 2021, following further engagement with residents and family members. The revised RIA is appended and a summary included below.

Potential impact on equality of opportunity for people with protected characteristics

People with a disability - mental health

The transition to new accommodation may impact on some residents' health and wellbeing.

Mitigation: We will work with current and new service providers and community mental health teams to ensure service users are supported throughout the procurement process and particularly leading up to and immediately following the transition to the new service. A robust process and methodology was followed for evaluating and assessing tender submissions, to ensure the new provider/s meet quality requirements, and there was an expert by experience representative on the evaluation panel. Where there is a change in provider some staff may transfer to the new service and this would bring continuity of care and support.

Opportunities for advancing equality of opportunity

People with a disability - mental health

We need to redesign and modernise our mental health supported living and residential care services so they are more flexible, scalable, and efficient. We want to develop services that are designed to support people in a strengths-based way, focussing on individuals' strengths and aspirations, and improving outcomes for people who use services, effectively supporting recovery and move on.

The new services will improve the standard of accommodation for vulnerable residents with long-term mental health conditions that:

- Offers high quality environments, are not institutionalised and that meet needs with a strength-based approach
- Meets different levels of need, including physical health needs
- Provides buildings that are more accessible with some ground floor accessible units and accessible en-suite bathroom facilities, which current services cannot offer.
- Provides more modern home environments, driving up the standard of people's homes and

improving dignity and privacy.

The new services will support people with severe and enduring mental illness to improve social inclusion and ensure that they make meaningful use of their time in order to achieve more independence and feel part of a community. This may include support to: access education, training or employment; identifying and accessing leisure, cultural, faith, and informal learning activities; and contacting external services, groups, friends and family.

Overall the proposed tender will have a positive impact on vulnerable adults in Islington.

10. Reason for recommendations

This report recommends awarding new contracts as part of the redesign of the accommodation pathway, which includes embedding new ways of working - such as a strength based approach and partnership working - and procuring new specialist mental health accommodation services to meet current and future needs. The redesign includes additional investment in local mental health residential care. It will enable people currently placed in expensive out of area residential care placements to return to borough.

The changes to supported living services will also ensure people are better supported closer to home. The holistic, coordinated and whole system approach to recovery and rehabilitation will reduce ongoing demand and crisis access to health, housing and social care services. It will also increase efficiency within the pathway.

Appendices

- Appendix A - Mental Health Accommodation Pathway Services Contract Award - **EXEMPT**
- Appendix B – Resident Impact Assessment

Background papers: None

Final report clearance:

Signed by:



30 September 2021

Executive Member for Health and Social Care Date

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Equalities Impact Assessment

Savings number ASC03: Mental Health Accommodation Pathway Review

Service Area: People - ASC

Lead Officer: Helena Quinn / Alice Clark

1. Please provide a summary of the proposal

Please provide background to the proposal and the intended outcomes.

This proposal is about the redesign and re-procurement of the mental health accommodation pathway to ensure mental health accommodation services proactively work to equip residents with the skills and capacity to live healthier and more independent lives.

Islington's mental health accommodation services are arranged as a pathway with three levels of support – residential care (24/7 support and support with personal care), high support (24/7 support staff) and medium support (support staff onsite every week day).

The local pathway consists of 198 block-contracted places. There are 178 supported living places and 20 residential care places. The 178 places are currently delivered by 7 providers across 18 properties.

The key objectives of this project are to:

- modernise our residential and supported accommodation services, to establish services that are flexible, scalable, and efficient
- commission services that are designed to support people in a strengths-based way and improve outcomes for people who use services.
- new services will provide more modern home environments driving up the standard of people's homes – improving dignity and privacy.

We expect efficiencies will be realised by the following:

- Savings from repatriating service users from more costly out of area placements to local facilities in Islington
- Bringing new models of care, providers and outcomes-based service design into the pathway, to reduce spot purchased top-up care and improve flexibility of care by commissioning new supported living and residential care services.

The system goals and objectives are:

- People live healthy, independent lives, with timely access to good quality care and support
- People have the skills they need to access and sustain good quality housing closer to home
- People feel connected and have the opportunity to progress
- People not able to live independently are supported to live well

Resident goals and objectives

- Residents experience the pathway's shared vision and way of doing things, and it meets their individual needs
- Residents' autonomy is maximised, they are able to thrive and contribute
- Residents are proactively supported to gain the skills necessary to move to an independent tenancy quickly, thereby minimising the time spent living in a mental health accommodation service setting
- People are supported to lead the life they want to live whilst accessing support from the wider network of community offers, friends and family.

2. What impact will this change have on residents, the local community or staff?

The proposed changes will impact the following groups of residents:

- a) Those living in supported living services that will close to enable relocation to new buildings

Fourty-nine residents live in services that will relocate to new buildings. These residents will be supported to move to new accommodation that meets their needs. We intend to commission two new mental health supported living services from modern and more accessible buildings, and to increase the number of mental health residential care beds available in the borough.

- b) Those living in supported living services where the level of support will change
Twenty-five residents live in services that will change from being a high support service to a medium support service or vice versa, as a result of the outcome of the tender. These residents's needs will be reviewed and they will be supported to move to new accommodation in the pathway that meets their needs or supported to step down to more independent living. A small number of these residents may stay where they are currently living depending on a review of their care and support needs.

- b) Islington residents living in mental health accommodation services located outside of the borough

A minimum of 15 residents living in mental health accommodation services located outside of the borough will be supported to return to services in borough.

- c) All residents in the mental health pathway

All residents in the pathway will experience a higher quality, person centred service that will proactively enable them to move towards greater independence.

Potential negative impact on residents

For some residents the location of where they live will change. The services have been competitively tendered and the service providers will also change for some of the services. Robust transition plans will be in place to ensure residents are supported throughout the change process and to settle into their new home, with support from the community mental health teams and support provider. During the tender process providers were required to demonstrate how they would effectively support residents through any change should they be awarded the contract.

Overall, the pathway redesign and re-procurement will have a positive impact for local residents. The key benefits of the proposal are outlined below:

- 1) Enabling people to be suitably accommodated within the borough, closer to home, with reduced need to use out of borough placements. This will be supported by increased investment in local mental health residential care. Currently there are at least 15 residents living out of borough who could return to Islington if the provision was available.
- 2) Enabling quick access to accommodation, care and support to ensure that people do not spend time in instable accommodation with inadequate support or do not spend longer than necessary in NHS care. The pathway is currently operating with a high waiting list.
- 3) Ensuring consistent integrated working between accommodation services and health, social care, housing and community services. Those living in the pathway have complex needs and these cannot be addressed by working in isolation. Improving and embedding integration and partnership working will be at the heart of the pathway redesign.
- 4) The new mental health accommodation service model will embed within practice a strengths based approach, improved resident choice and control, trauma informed care and psychologically informed environment approaches to proactively support residents' independence and move-on.
- 5) Introducing new high quality accommodation into the pathway to replace dated building stock. A new 17 unit accommodation block consisting of self-contained flats within the Islington Council New Homes Initiative will be available for use by the mental health pathway in 2022. Through the tender process, other opportunities for improvements to the building stock has been identified. This includes one of the existing supported living services and one of the residential care service buildings, both of which will undergo significant developments to improve their accessibility for residents with physical mobility needs, including those who use a wheelchair. This

includes provision of ground floor, fully-wheelchair accessible flats, accessible communal spaces and gardens, improving access to a lift and building access.

3. Impact on protected characteristics, local community and staff

3a. Please set out what data you have used to assess the impacts in the table below.

The following data has been used to assess impacts on protected characteristics:

- Service user demographics data for commissioned supported accommodation contracts, collated from contract monitoring data.
- Service user demographics data for out of area placements.
- Details of services that will be affected and numbers of service users that will be most impacted by the changes.
- Camden & Islington NHS Foundation Trust undertook ninety-nine strengths-based reviews with those who would most affected by these proposals. As well as protected characteristics, the following information has been analysed by commissioners and C&I service managers: service user support needs, additional care packages, the type of care and support they need, most suitable building type to meet need, the type of accommodation that has been identified as being most suitable to meet their need (e.g. step down into supported living pathway, step up to residential care). This information was provided by C&I on a placements tracker.

Refer to Appendix 1 for breakdown of service user demographics.

3b.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Age	X			The services will work with adults that are over 18 years of age. This represents a significant range.	The service and environment will offer an opportunity to deliver a person centred experience and meet age related needs.

	X		X	<p><u>Positive impacts</u></p> <ol style="list-style-type: none"> 1. These proposals will ensure we develop services that support people in a strengths-based way, focussing on individuals' strengths and aspirations. The services will improve residents' independence and outcomes. 2. There are a small number of people with serious mental illness and physical health needs that require a specialist mental health accommodation service that can also accommodate their physical health needs. An increase in mental health residential care provision will enable more people with personal care needs to be accommodated in borough. 3. The introduction of new and improved buildings will increase the provision of accessible mental health supported living and residential care placements in Islington. <p><u>Potential negative impacts</u></p> <ol style="list-style-type: none"> 1. There is a risk of breakdown in service users' mental health as a result in change of support provider and/or service location. 	<p><u>Opportunities for advancing equality of opportunity</u></p> <p>The services that are being procured will improve the support and accommodation for vulnerable residents with long-term mental health conditions by:</p> <ul style="list-style-type: none"> • Offering high quality environments, are not institutionalised and that meet needs with a strength-based approach. Some of the residents and their family reported that they would like to see a greater focus on increasing independent living skills, a proactive approach to increasing skills around daily living and encouraging participation in activities outside of the building. • Meeting different levels of need, including physical health needs. Some residents reported that support around their physical health was very important to them. • Providing buildings that are more accessible with some ground floor accessible units and accessible en-suite bathroom facilities, which current services cannot offer. Some residents and family members reported that their current accommodation cannot meet their physical needs and required more suitable, accessible accommodation. • Providing more modern home environments.
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			<p>2. There is a risk that residents without mental capacity or who are not able to articulate their views are not fully involved in decisions about their future accommodation, care and support.</p>	<p><u>Mitigating actions to reduce/eliminate negative impacts</u></p> <p>Mitigating actions for 1.</p> <ul style="list-style-type: none"> • Some residents reported that staff providing additional emotional support is important in supporting them to manage the change. We will work with current and new service providers and community mental health teams to ensure residents are supported throughout the procurement process and particularly leading up to and immediately following the transition to new service. Robust transition plans will be devised with each resident and carefully monitored. • Provide an opportunity for residents to view new provision and to have an input into the specification of the new provision. These will include visits to the new service and getting to know the local area. • Ensure appropriate and timely communications and engagement with residents, and their families. • Some residents reported that it was important they were still able to see their family when they move to new accommodation. The new support provider and care coordinators will ensure residents are supported to continue to maintain close relationships with family if this is their wish. • A robust process and methodology was in place for evaluating and assessing tender submissions, to ensure the new provider/s met quality requirements, and the evaluation
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Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
					<p>panel included an Expert by Experience representative.</p> <p>Mitigating actions for 2.</p> <ul style="list-style-type: none"> • Ensure all comms and briefings for residents are in plain English. • C&I to identify mental capacity needs for each resident and whether they have family members who can support them during the consultation, to understand their views, needs and the impact the change would have on them and their family. • Involve independent third party advocate to support individuals who do not have capacity or a family member who can support them during the consultation and a move to new accommodation.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Sexual Orientation	X				LGBTQ people experience poorer mental health outcomes compared to the general population. Key community providers, such as Islington Mind have developed strong links with LGBTQ communities to ensure that they can meet this need. Supported living and residential care providers will develop stronger links between these services and LGBTQ organisations, such as the London Friend and Opening Doors London, to share learning and better understand needs of this group, as well as support service users to link with local LGBTQ networks/services based on individual need/wishes.
Gender Reassignment	X				<p>People that have experienced gender reassignment experience poorer mental health outcomes.</p> <p>Commissioning will ensure providers of the new services have training plans around tailored support to different groups, including gender reassignment.</p>

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Marriage and Civil Partnership		X			The new services will support people to maintain important relationships, through a close partnership approach with, and inclusion of, families, where this is the individual's wish.
Pregnancy and Maternity		X			<p>Generally, women with mental health needs during pregnancy and post-birth will access more specialist clinical support through perinatal and maternal mental health services, as well as peer support groups. Some people may also access wider community resilience support, for example, where they have a housing issue.</p> <p>The new services will follow referral pathways with the new perinatal services where applicable, in liaison with Community mental Health Teams (if the person is already under their care).</p>

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Race	X				For current service users within the mental health accommodation pathway there is almost an equal split between those within BAME ethnic groups (55%) and white ethnic group (43%), reflecting the overall borough profile. The new services will engage with people from all ethnic backgrounds through personalised approaches to care and support.
Religion and Belief	X				The religion of current service users within the mental health accommodation pathway reflects the overall borough profile. The new services will engage with people from all religions through personalised approaches.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Sex	X			<p>A higher proportion of women experience common mental health conditions. Women often express themselves differently to men and require their needs to be met in a different way. They often present with behaviours and symptoms related to a history of trauma.</p> <p>Men are higher users of inpatient and crisis care and less likely to seek preventative support. They are also more likely to experience homelessness and use mental health accommodation services. This is reflected in the service demographics data; the majority of service users in the mental health accommodation pathway are currently male (73%).</p>	<p>The new services will continue to support both men and women, offering a tailored, person centred approach based on the individual resident.</p> <p>The new Service Specifications include specific requirements around providing a tailored approach to meeting women's needs, ensuring women feel supported and safe within their accommodation. Providers were also explicitly asked in their tender response to describe how they would embed approaches and practices within their work to ensure the needs of women are met.</p>

Socio-Economic

X

Positive impacts:

- The new services will help people lead healthier, fulfilling lives in the community, reducing social isolation and maximising life opportunities and independence.

The services will provide additional social value, enhancing positive impact in the following ways:

- the service being part of the fabric of the local community, supporting and encouraging residents to make use of local universal health and social support services;
- the service contributing to developing skills and tackling unemployment amongst Islington residents including excluded communities;
- 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; local recruitment, including working with iWork.
- developing peer support opportunities, including peer support training and direct or seconded employment opportunities for peer workers.

In the tender providers identified additional opportunities for social value to the community that will be undertaken as part of the new contract/s and some of these are highlighted below:

- A commitment to recruit a specified number of paid staff from

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
					<p>socially/economically disadvantaged groups, including those who are NEET, ex-offenders, and those with lived experience.</p> <ul style="list-style-type: none"> • Supporting and promoting purchasing from the local supply chain where possible.

X

Positive impacts

The new services will support people with severe and enduring mental illness to improve social inclusion and ensure that they make meaningful use of their time in order to achieve more independence and feel part of the local community.

The services will enhance positive impact in the following ways:

- Driving up standards in quality of accommodation for local residents;
- Enabling residents to move back into borough and closer to home;
- New services will be part of the fabric of the local community, supporting and encouraging residents to make use of local universal health and social support services;
- Supported housing providers engaging with relevant third sector services;
- Services will support residents to sustain local links with family and friends and;
- Services will support residents to make better use of community resources to support good mental health, coping strategies, and living skills.
- achieving community based actions, building local relationships and partnerships, and improving equality of access through engaging a range of communities within the borough;
- delivering the service in a way that reduces its environmental impact;

In the tender providers identified additional opportunities for social value to the community

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
					<p>that will be undertaken as part of the new contract/s and some of these are highlighted below:</p> <ul style="list-style-type: none"> • Co-producing community events with local residents; • Having a graduated pathway of progression for residents to move from volunteer peer support roles into paid positions, including having dedicated Peer Support Coordinators to develop these opportunities and delivering accredited training for residents.

Potential Impacts	Positive	Neutral	Negative	What are the positive and negative impacts?	How will potential benefits be enhanced and negative impacts be eliminated or reduced?
Staffing		X		No Council staff will be affected by these proposals.	

4. Consultation

Provide details of what steps you have taken or plan to take to consult the whole community or specific groups affected by the service or policy development.

The LBI engagement lead has advised that formal consultation is not required. This programme of work relates to re-designing services, which will involve movement of accommodation sites and types of provision.

Commissioning undertook in-depth engagement with service users and family carers, to obtain their views on proposals, understand the impact of proposals on service users and identify any mitigating actions that would minimise any impact. This fed into the development of the procurement strategy, and this EIA has been updated to reflect the findings from this engagement.

Commissioning and C&I are undertook a range of engagement activities Nov-Dec 2020 to ensure Islington residents were able to share their views about the proposed changes and are central to shaping the redesign.

a) Those living in services that will relocate to new buildings

A representative from commissioning, the current support provider and professionals from C&I met with each resident to discuss with them the proposed changes, and why they are taking place, what impact these proposals will have on each resident and how they can best be supported to mitigate any negative impact. Family members and carers were invited to attend. A mental health advocate also attended to support those residents who required/requested and independent advocate. Each resident was provided with FAQs relating to the changes. Key to this engagement was understanding what is of particular importance about the current service and how this can be continued by the future provider in the new location.

C&I's Community Rehab Team will also engage with residents and carers. They have already undertaken comprehensive assessments of the residents including understanding resident and carer needs, wishes and preferences. Transitions plans will be devised with each resident and carefully monitored. These will include getting to know the area where they will be moving to.

b) All residents in the mental health pathway and local user involvement groups

A programme of engagement with residents took place. This included:

- Sharing a summary of the proposed changes and what this would mean for residents.
- Small focus groups with current residents in the pathway for their feedback on the existing model and their thoughts regarding a strengths based approach, introduction of greater choice and control, and how they can be proactively supported to increase their independence.
- Providing residents and their families with the opportunity to meet with commissioning individually.

Commissioning also discussed with, and requested feedback from, IBUG (Islington Borough User Group). An expert by experience also sat on the tender evaluation panel.

5. Post Implementation Monitoring and Review

How will you review community and equality impact once the service or policy has been implemented?

Action	Responsible person or team	Deadline
Robust implementation of new contracts, including regular implementation meetings with providers that are minuted, monitoring progress against the service implementation plan and monitoring risks and mitigation using an implementation risks and issues log.	Mental Health Commissioner, Contracts Team and providers	Implementation of new services Nov 2021 – Feb 2022.
Ongoing contract monitoring with providers, including quarterly meetings and monitoring submissions from providers.	Mental Health Commissioner and Contracts Team	Ongoing post commencement of new services (Feb 2022 onwards)
Providers to embed service user engagement and coproduction into ongoing service delivery as outlined in new service specifications. To be monitored as part of ongoing contract monitoring arrangements.	Supported accommodation providers / Mental Health Commissioning Team / Contracts Team	Ongoing post commencement of new services (Feb 2022 onwards)

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

This Equality 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: _____  _____ Alice Clark

Signed: _____  _____ Jill Britton

Date: 16/08/2021

Date: 23/08/2021

Appendix 1 – Resident demographics information

		Borough profile	Service User profile
		Total: 206,285	Total: 198*
Gender	Female	51%	53 (27%)
	Male	49%	145 (73%)
Age	Under 16	32,825	0 (0%)
	16-24	29,418	11 (6%)
	25-44	87,177	74 (37%)
	45-64	38,669	92 (46%)
	65+	18,036	17 (9%)
Disability	Disabled	16%	76 (38%)
	Non-disabled	84%	109 (55%)
Sexual orientation	LGBT	No data	11 (6%)
	Heterosexual/straight	No data	181 (91%)
Race	BME	52%	109 (55%)
	White	48%	86 (43)
Religion or belief	Christian	40%	76 (38%)
	Muslim	10%	16 (8%)
	Other	4.5%	12 (6%)
	No religion	30%	47 (24%)
	Religion not stated	17%	46 (23%)

*Number of residents residing in existing commissioned supported living and residential care services. Figures accurate as of October 2020.

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Executive Member for Environment and Transport

Meeting of:	Date:	Ward(s):
Executive	14 October 2021	All

Delete as appropriate:	Exempt	Non-exempt

SUBJECT: PEOPLE-FRIENDLY STREETS PROGRAMME UPDATE

1. Synopsis

- 1.1 This Executive paper is an update on the ways in which the people-friendly streets programme has contributed to the council’s Covid-19 response and its progress against the longer-term plan to realise cleaner, greener, healthier streets for local people, and a recorded decision of Executive’s agreement to the areas it will focus on and changes to practice going forward.
- 1.2 The people-friendly streets programme was at the forefront of both responding to the Covid-19 public health emergency and preparing to move into the recovery phase. Guidance from the Department for Transport issued in May 2020 stated that: “local authorities in areas with high levels of public transport use should take measures to reallocate road space to people walking and cycling”. This guidance has subsequently been updated to: “As we emerge from the pandemic, local authorities should continue to make significant changes to their road layouts to give more space to cyclists and pedestrians and to maintain the changes they have already made” ([view source](#)). This has effectively accelerated the implementation of the long-term plan and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.
- 1.3 Having realised some of its earlier ambitions for people-friendly streets it is now right for the council to reflect to ensure that its plan is appropriate for moving forward to embed and continue the transformation it set out to achieve across the borough.

- 1.4 The ongoing implementation of the people-friendly streets programme will support the council's objective of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a more equal Islington by: making it easier and safer for people to travel on foot, using a wheelchair or other mobility aid, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

2. Recommendations

- 2.1 To agree the continuation of the people-friendly streets programme as outlined in the Executive report of 18 June 2020 and amended by this report, including: a) School Streets; b) low traffic neighbourhoods (including the new area of people-friendly pavements); c) cycleways and d) the borough-wide lorry control scheme.
- 2.2 To confirm the delegation of authority to the Corporate Director of Environment, in consultation with the Executive Member for Environment and Transport, to continue the implementation of the people-friendly streets programme through specific schemes.
- 2.3 To agree the initiation and approach to delivery of School Streets at schools on main roads as set out in this report in 3.2.4.
- 2.4 To note the changes in delivery of low traffic neighbourhoods (LTNs) in the people-friendly streets programme, as set out in this report, from 3.3.47 to 3.3.68.
- 2.5 To agree to trial the proposed approach to granting limited exemptions to Islington Blue Badge holders in the low traffic neighbourhoods as set out in this report, from 3.3.62 to 3.3.68.
- 2.6 To note the updated timescales for the future delivery of the people-friendly streets programme set out in this report, in 3.2.3 (School Streets), 3.3.21 (low traffic neighbourhoods) and 3.4.3 (cycleways).
- 2.7 To agree the approach to the delivery of cycleways in Islington, and to note the public consultation arrangements for those cycleways as set out in this report in 3.4.

3. Background

- 3.1.1. On 18 June 2020, Islington Council's Executive considered and approved a report on people-friendly streets, which recommended the introduction of a programme that included a) the acceleration of the School Streets Programme; b) low traffic neighbourhoods; and c) the introduction of a borough wide lorry control scheme for local streets.
- 3.1.2. The June 2020 Executive Report set out the council's transport response to the Covid-19 public health emergency. The proposed approach and measures were consistent with policies and objectives outlined in the council's then draft Islington Transport Strategy, which had been consulted on in 2019, and which was subsequently adopted in November 2020. This had made the case for the introduction of measures aimed at enabling a reduction in motor traffic, enabling more people to walk, cycle and wheel and lead active lifestyles, reducing road danger and reducing the impact of transport on local air pollution

and climate change. Because of the latter, it also forms part of the council's Vision 2030 (Net Zero Carbon) Strategy 2020. The Covid-19 transport response followed the updated statutory guidance in response to Covid-19 published by the Secretary of State for Transport in May 2020.

- 3.1.3. Prior to the Covid-19 pandemic, there was already a widely recognised need to reduce motor vehicle journeys as reflected in the draft Islington Transport Strategy (2019), the Mayor's Transport Strategy for London (2018) and Government policy. Between 2013 and 2019 there was an increase in traffic of almost 10 percent on Islington roads, adding 24.3 million miles to bring the total mileage on Islington's roads in 2019 to 278 million ([view source](#)).
- 3.1.4. In the decade since 2009, there has been an increase of over 70% of motorised traffic on London's local roads, which are not designed to take such large numbers of vehicles ([view source](#)). These local roads (defined as 'C' or 'unclassified' roads) serve multiple purposes: as places for communities to come together, for play, for local journeys which can be walked, cycled or wheeled (through use of a wheelchair or similar mobility aids). The 70% increase in motor traffic on these streets in the past decade has had a significant impact on the lives of both those who walk, cycle and wheel through those streets, and those who live on them. Transport for London (TfL) modelling predicted that if all car-owning households switched their usual public transport journeys to car, some boroughs would see a near doubling in the number of private transport journeys, causing massive congestion issues ([view source](#)).
- 3.1.5. The people-friendly streets (PFS) programme has facilitated the delivery of the changes envisioned by the Islington Transport Strategy (2020) and Vision 2030 (Net Zero Carbon) Strategy (2020) at an accelerated pace, to both respond to and influence the changing patterns of travel seen during the public health emergency caused by Covid-19. Research indicates that Islington's seven LTNs delivered as part of the PFS programme are likely to be bringing widespread benefits to Islington's most vulnerable residents, including helping to tackle childhood obesity.
- 3.1.6. There is now the opportunity to embed and evolve the PFS programme to make further progress towards the council's longer-term transport ambitions as we collectively look forward to stabilisation and recovery. The PFS programme has an important role in the wider public health agenda to encourage more active lifestyles (including walking and cycling), to help tackle the rise of obesity, to reduce the impact of air pollution on people's health, and to reduce road danger. After eleven years of austerity where Islington has experienced cuts to funding and impacts on staff and resources, implementing future schemes will be more challenging.
- 3.1.7. The Islington Vision 2030 (Net Zero Carbon) Strategy is a response to the Climate Change Emergency that the council declared in June 2019, and it identifies the PFS programme as a significant contributor to delivering the transport priority of reducing vehicular emissions in the borough by encouraging walking, cycling and public transportation. According to the Department for Business, Energy and Industrial Strategy (BEIS) data for 2017, transport in Islington accounted for 116,514 tonnes of carbon emissions annually, or 16% of the borough's total. Of this, 73,122 tonnes were from petrol and diesel vehicles on "A" roads (63%) and 42,327 tonnes from petrol and diesel vehicles on minor roads (36%) ([view source](#)). A transition to electric vehicles would reduce these emissions, although not to zero: "The lifecycle CO2 emissions of medium segment battery electric cars produced in

2020 and used for 250,000 km would be between 18% and 87% lower than those of equivalent internal combustion engine vehicles” ([view source](#)).

- 3.1.8. As testament to this, the people-friendly streets programme was recently recognised for its efforts to create cleaner, healthier and greener streets for everyone by winning the ‘Trailblazing public sector organisation of the year’ award at this year’s Global Action Plan Sustainable Cities Awards. Islington has also been named as the London borough highest on the Healthy Streets Scorecard ([view source](#)), having increased the borough score out of 10 to 7.2 from 7.03 (and third position) in 2020. This assessment covers LTNs, protected cycleways, CPZs, 20mph limits and School Streets. (Islington came top of the 32 boroughs, excluding the City).
- 3.1.9. The PFS programme in Islington is part of a nationwide effort to make walking, cycling and public transport the natural choice in towns and cities and to reduce the number of car journeys that people make, which aligns with central Government policy. This is manifesting as a range of initiatives around the country including: Greater Manchester Mayor Andy Burnham’s campaign for cheaper and better bus and tram services; clean air zones being introduced in Manchester, Nottingham and other places; the introduction of LTNs across the UK, especially London; and the deployment of segregated cycle lanes across the country, not least Islington’s new cycleways.

3.2 School Streets

- 3.2.1. **Objectives.** School Streets are a key component of the people-friendly streets programme. The objectives of Schools Streets are to:
- Improve air quality around the schools to improve the health and well-being of children and young people and their learning environment.
 - Reduce road danger for children and other road users.
 - Promote active travel to and from schools.

In the sections below, a brief update is provided for each of the School Streets programme elements: the acceleration of camera-enforced School Streets delivery and the initiation of School Streets on main roads.

- 3.2.2. **Implementation.** The School Streets acceleration is a key part of the council’s PFS programme. The acceleration has delivered 22 School Streets, covering 23 schools (post-Covid as 18-month trials), in addition to 13 permanent pre-Covid School Streets. The acceleration was delivered in two phases: Phase 1 (July – September 2020) and Phase 2 (December 2020 – January 2021). Consultation on these phases has now begun, as detailed in section 3.2.6. Phase 3 of the acceleration is planned to progress in autumn 2021. The acceleration of the programme was implemented under 18-month trials using experimental traffic orders (ETOs). All existing School Streets can be seen on [this map](#). 9,605 children in Islington now attend a school with a School Street, and a further 1,960 children will be included in the programme when planned School Streets are delivered.
- 3.2.3. **Programme going forward.** The Islington Transport Strategy and Vision 2030 set a timescale to deliver School Streets or similar interventions where possible at all primary schools in the borough by 2022. The programme for the next two years of School Streets delivery includes consultation and final decisions on the School Streets Acceleration phases 1 and 2, and the delivery of phase 3 as ETO 18-month trials. The delivery of phase 3 will

mean that School Streets have been delivered (where feasible) at all primary schools not on main roads by the 2022 target.

- 3.2.4. **School Streets and main roads.** To build on the success of the School Streets programme so far, the council will also start to design and deliver School Streets on main roads over the next few years, starting with two schools in 2021. There are a further 16 primary schools located on main roads, for which officers have initiated the delivery of alternative School Street measures in 2021. Proposed interventions at most of the main road schools will include measures to reduce air pollution, reduce road danger and promote active travel amongst the school community. For the most part, it is not likely to be possible for School Street interventions at schools on main roads to take the form of camera-enforced closures. For some, changing of entrances may be an option for delivering them as camera-enforced School Streets as with the main programme described above.
- 3.2.5. **Monitoring.** The council has been monitoring School Streets and will be publishing monitoring results for each School Street in advance of the public consultation. The monitoring reports will reflect a before and after assessment of the trial using the following data: motorised traffic counts and speeds, cycling counts, and air quality data. The first full monitoring report was published in September 2021 for phase 1 schools, with the second one for phase 2 to follow in winter 2021/22. Monitoring reports, together with the outcomes of public consultation, will inform the final decision-making about each scheme.
- 3.2.6. **Public engagement and consultation.** School Streets delivered in phases 1 and 2 will be consulted on during September/October 2021 and January 2022 respectively. The consultations will allow officers to gather feedback, understand concerns, and to gauge the level of support for / opposition to the scheme in each location. Alongside consulting residents and businesses, a key objective is to focus engagement with the school community: pupils, parents, and staff. School Streets measures on the main roads will be consulted on prior to implementation for each of the schools. Where funding is available, it may be possible to make public realm improvements (including additional greening) when School Streets are made permanent.

3.3 **Low Traffic Neighbourhoods**

- 3.3.1. **Introduction:** The delivery of low traffic neighbourhoods is the cornerstone of the council's people-friendly streets programme. Since June 2020, seven low traffic neighbourhoods (LTNs) have been implemented in Islington, seeking to reduce traffic volumes, improve air quality, improve access to active travel, and provide new spaces for communities to use for socialising, exercising and play.
- 3.3.2. LTNs aim to transform the way people travel by significantly reducing the amount of motor traffic on local streets and enabling more people to walk, wheel and cycle. There are many visible and less visible impacts of traffic on the health and quality of life which often harm the most vulnerable residents; motor traffic can be dangerous, noisy, polluting and can discourage community interaction and healthy activity including walking, wheeling, cycling and play. Implementing low traffic neighbourhoods can bring widespread benefits to society as a whole by making places safer, healthier and more attractive.
- 3.3.3. LTNs are recognised for helping to make London and, by inference, Islington a more equal place. Research has shown that across London, people in deprived areas were more likely to live in a new LTN than people in less deprived areas, and also that Black, Asian and

Minority Ethnic (BAME) people were slightly more likely to live in a new LTN than White people ([view source](#)). As the Islington Transport Strategy notes, “Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road collision than children from other backgrounds”. As detailed in paragraph 3.3.9 below, road danger is greater on local streets than on main roads, so reducing road danger through implementing LTNs seeks to address this inequality directly.

- 3.3.4. Moreover, the same research showed that the extent of new LTNs was highly correlated at the borough level with lower car ownership, with greater ethnic diversity, and with greater district-level deprivation. Car ownership can be expected to further reduce as a London-wide network of LTNs emerges.
- 3.3.5. LTNs are realising the benefits that investment in active transport and cycling can have in terms of improving accessibility and mobility, by breaking down physical and psychological barriers to walking and cycling, enabling people from more deprived backgrounds to better access jobs and services ([view source](#)). Car ownership is highly correlated to income. The most recent UK data (from 2018) shows that in the top 40% of earners, more than 90% of households own one or more car. In the bottom 10% of earners, only 35% of households own one or more car ([view source](#)). Although the cost of motoring over the past ten years has risen at a lower rate than the cost of living (and significantly lower than rises in public transport costs) ([view source](#)) it is estimated that owning and running a car in the UK costs around £3,900 per household annually ([view source](#)). There is clearly a benefit to those who are economically disadvantaged if LTNs remove the perceived need for a motor vehicle, once less expensive options like walking and cycling become more attractive.
- 3.3.6. LTNs help improve access to walking and cycling, particularly for children and older people, and people with disabilities. Research by TfL shows modes of transport used at least once a week for disabled Londoners as:
- walking (81%)
 - bus (58%)
 - car as a passenger (42%)
 - car as a driver (24%) ([view source](#))
- 3.3.7. Furthermore:
- 52% of disabled Londoners do not have access to a car compared to 34% of non-disabled Londoners ([view source](#)).
 - 17% of disabled Londoners sometimes use a cycle to get around London, compared to 18% for non-disabled Londoners ([view source](#)).
 - 75% of disabled cyclists find cycling easier than walking ([view source](#)).
 - 81% of Londoners are able to ride a cycle, including 76% of disabled people ([view source](#)).
- 3.3.8. A survey by Wheels for Wellbeing found that inaccessible cycle infrastructure was cited as the biggest barrier to cycling ([view source](#)). (The council is committed to campaigning to improve the accessibility of public transport as set out in paragraph 3.6.4) Disabled people are five times more likely to be injured as a pedestrian than non-disabled people ([view source](#)).
- 3.3.9. LTNs installed in London in 2020 have been shown to reduce the number of injuries from road traffic collisions by half, relative to the rest of London, with no evidence of increased

injury numbers or risk on LTN boundary roads ([view source](#)). In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle ([view source](#)), with a mile driven on a minor road, compared to a mile driven on a main road, being twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist ([view source](#)). Moreover, research has shown that in the UK cycling is not seen as a transport option by most children. Only 1% of 5-10 year-olds and 3% of 11-15 year-olds cycle to school. Many would like to walk or cycle, but are not allowed ([view source](#)). These trends are driven by the very real danger posed by motor vehicles.

- 3.3.10. In the four full years 2017-2020, 461 people were killed or seriously injured (KSI) on Islington's roads:
- 55% of these were people cycling (170 people) or walking (128 people),
 - 21% of the total were aged 24 or under
 - 11% were aged 60 or over.
- 3.3.11. The KSI figures for 2020 in Islington were 33% lower than the average of the previous three years (84 in 2020, compared to an average of 126 across 2017-2019) ([view source](#) – select Islington on dashboard). National government data for 2020 was released provisionally on 24 June 2021, with an update and validation due in September 2021 ([view source](#)). This shows that nationally there were an estimated 23,486 KSIs in 2020, a decrease of 20% compared to the average of the previous three years (29,477 across 2017-19) ([view source](#)). This same source shows that motor traffic miles decreased by 21% in 2020 compared to 2019, and this strong correlation between lower vehicle mileage and lower KSI rates is indicative that reducing motor vehicles use directly reduces road danger. It should be noted that the KSI reduction in Islington of 33% in 2020 is significantly greater than the national reduction of 20% over the same timeframe. The Islington Transport Strategy has as its second objective to achieve "Vision Zero" by 2041 – the elimination of all deaths and serious injuries on Islington's streets. The PFS programme is intended to play a major role in achieving this objective.
- 3.3.12. By reducing motor traffic volumes on minor roads, which have increased over recent years, the introduction of LTNs helps reduce road danger and open up active transport and play to children. The importance of taking action to create active travel opportunities for children is recognised as essential to tackling rising childhood obesity rates, with obesity in year 6 children increasing from 17.5% to 21% since 2006/07 ([view source](#)), and 22% of Reception-age children in Islington's schools being overweight and obese, rising to 38% in Year 6 ([view source](#)). Moreover, child obesity rates are highest in the most deprived 10% of the population ([view source](#)), so LTNs covering areas of deprivation is helping to tackle this inequality, as even modest amounts of walking and cycling can be an effective tool in tackling obesity ([view source](#)).
- 3.3.13. The situation is similar for older people. Cycling is virtually absent among over-65s, with only 8% of men and 3% of women in this age group doing any cycling in a month, compared to 20% and 10% for all ages. Some studies suggest mixing with motor traffic is particularly off-putting for older adults ([view source](#)). A study of 'near misses' (where people cycling reported on dangerous close passes by motor vehicles) showed that people who maintained an average speed of under 8mph reported three times as many near misses per mile as did those maintaining an average speed of 12mph or more ([view](#)

[source](#)). Thus, the reduction in motor traffic and motor traffic speeds as a result of LTNs, evidenced by the interim monitoring reports for Islington's LTNs published to date, improves the cycling environment and promotes independence for both younger and older people as well as disabled people. Those older people who are able to increase their active travel will see benefits to their mobility and health.

- 3.3.14. There will be benefits to many businesses within LTNs if the local area becomes a more attractive place to move around and spend time in. Evidence shows that walking and cycling improvements can increase retail spend by up to 30%, as people who walk and cycle to local shops tend to make more visits and spend more than people who drive ([view source](#)). Islington Council's Inclusive Economy team works with local businesses to help them adapt to new situations and is supporting some businesses that have been adversely affected in the past 18 months of the pandemic. Residents are encouraged to use local independent business for the following reasons: money spent locally stays in the community, with every pound spent at an independent business contributing three times more money into the local economy compared to money spent at a chain; local business owners have roots in the community, and tend to make decisions with their community in mind; local businesses also create more jobs in the community since they often use other local business such as printers, accountants, lawyers and others; shopping locally is generally better for the environment, helping to cut transportation, air pollution and packaging waste. There are a number of pilot initiatives running and planned to encourage a switch to cargo bike deliveries, which can remove larger vehicles from the road, cut costs for business, and improve local delivery times.
- 3.3.15. In summary, the benefits of LTNs in terms of reduced motor traffic and associated road danger, reduced air and noise pollution, and improved opportunities for active transport, are generally making the borough cleaner, greener, and healthier for all.
- 3.3.16. **Objectives.** The primary objectives of each low traffic neighbourhood (LTN) are to:
- Reduce motorised traffic and vehicle emissions across internal roads, aimed to improve air quality.
 - Reduce motorised traffic overall across internal and boundary roads.
 - Increase levels of walking and cycling across internal roads.
 - Reduce road danger and the levels of speeding on internal roads.
- 3.3.17. These are measured through interim and pre-consultation monitoring reports. As of October 2021, interim monitoring reports have been published for five of the LTNs (St. Peter's, Canonbury East, Clerkenwell Green, Amwell and Canonbury West), and these show that the schemes are largely having the desired effects up to this point (as set out in paragraphs 3.3.26-31). The pre-consultation monitoring report has been published for St Peter's. Other reports will follow as the programme progresses.
- 3.3.18. **Implementation.** As of October 2021, the council has implemented seven LTNs as 18-month trials in Islington: St Peter's (July 2020), Canonbury East (August 2020), Clerkenwell Green (September 2020), Amwell (November 2020), Canonbury West (November 2020), Highbury West (January 2021) and Highbury Fields (January 2021), plus similar measures in the Mayton Street area in the Nag's Head. The Highbury West and Highbury Fields LTNs operate in effect as one large LTN, as there is no boundary road between them open to motor traffic. These LTNs can be seen on [this map](#).

- 3.3.19. The LTNs contain a mixture of physical (bollard) filters and camera-enforced filters which together have been designed to prevent motor traffic from cutting across areas between boundary roads whilst maintaining vehicular access to homes. Each filter location is clearly marked with a standard traffic sign ('No Entry', 'No Motor Vehicles', or a 'bus gate'). Emergency vehicles and some council service vehicles are exempt (for safety or legal reasons).
- 3.3.20. New LTNs now cover 3.3m square metres of the borough, or 23% of its 14.9m square metre area. The number of households which are inside the boundaries of an LTN implemented in 2020 are shown in Table 1.

Low traffic neighbourhood (LTN)	Households inside LTN
St Peter's	5,882
Canonbury East	4,146
Canonbury West	2,553
Amwell	1,332
Clerkenwell Green	439
Highbury West & Highbury Fields	8,555
Total	22,907

Table 1 - Number of households within Islington LTNs

(Data taken from the Local Land and Property Gazetteer for Islington).

A further 8% (1.25m square metres) of Islington's area is in 'historic' LTN areas, meaning that 31% of the borough is inside an LTN ([view source](#)).

- 3.3.21. **Programme going forward.** Before the end of 2021 one new LTN will be delivered, at St Mary's Church (east of Upper Street / south of Highbury Corner). The location of this LTN completes and complements a network of LTNs in the nearby area, including St Peter's, Canonbury East and Canonbury West, and its implementation in 2021 was a commitment in the borough's Transport Strategy. In addition, the engagement and design process for neighbourhoods in the Cally (west of Caledonian Road), Barnsbury & St Mary's, Highbury New Park and Mildmay East will begin in autumn 2021. Other schemes related to people-friendly streets projects are being developed for implementation – these may include new cycleways, changes to traffic flows, public realm improvements and other improvements to make local neighbourhoods work better for people walking and cycling.
- 3.3.22. The council is committed to rolling out low traffic neighbourhoods wherever feasible across the borough. In areas not currently included in the PFS programme (which may already have historic traffic calming measures) there may be complexities and difficulties which will require cross-borough working and working alongside TfL where the strategic road network may be impacted, particularly where banned turns on main roads need to be reconsidered. The council is also exploring what improvements can be made in other areas in the meantime to contribute to a pleasant, safe and sustainable environment. This includes the people-friendly pavements programme (see 3.3.56 onwards) and the greening programme across the borough.
- 3.3.23. **Liveable Neighbourhoods.** Highbury New Park, Mildmay East, the Cally and Barnsbury & St Mary's areas are proposed to be the first designed as 'Liveable Neighbourhoods'. These operate with the same objectives as LTNs, by removing motor traffic taking short cuts through the area, but also include wider public realm improvements which are implemented

alongside traffic measures. These improvements will include additional greening, as part of the council's ambitions in this area in line with the 'Vision 2030' (Net Zero Carbon) Strategy on the natural environment. Liveable Neighbourhoods may also include Play Streets (community-led short closures of streets to enable outside play for children), parklets (miniature green spaces), use of sustainable urban drainage systems (SUDS), improvements to footways, additional pedestrian crossings, freight and home delivery consolidation centres, better signage and wayfinding, and additional cycle parking (including secure bike hangars). It is the intention of the PFS programme to uplift all of the permanent LTNs to Liveable Neighbourhoods in due course, and subject to funding.

- 3.3.24. The ambition to deliver a borough-wide network of Liveable Neighbourhoods to contribute to the broader place-making agenda is set out in the Islington Transport Strategy (2020). The delivery of low traffic neighbourhoods so far has accelerated the delivery of Liveable Neighbourhoods by providing the traffic reduction aspect of these schemes. This acts as a first step towards the further public realm improvements, greening, and place-making activities to follow in due course, which will deliver the full benefits of a Liveable Neighbourhood. The council is also working with other boroughs to look at the practicalities of introducing cross-borough LTNs where necessary. The council is working with TfL to examine the feasibility of lifting historic banned turns at junctions on boundary roads, which will help traffic flow around LTNs and take pressure off a small number of local roads near these junctions.
- 3.3.25. **Monitoring.** For each PFS scheme an interim monitoring report will be published, based on data collected after five to six months of operation (these are timed to avoid utility and other works where possible). Below is a summary of the monitoring reports published to date. These reports show that LTNs are meeting most of the overall objectives – traffic volumes across internal roads are significantly lower and on most boundary roads there is an insignificant change, rates of speeding have reduced and air quality improvements are in line with borough trends. Cycling rates in most of the interim reports compare summer cycling rates (before implementation) with winter rates (at the six-month monitoring point) so a firm conclusion cannot be drawn. The St Peter's 12-month report, comparing summer with summer, shows a 72% increase in cycling. The robust monitoring strategy also provides for monitoring reports to be prepared and published prior to consultations scheduled for 12 months into each 18-month trial scheme.
- 3.3.26. Highlights from St Peter's interim report (published March 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 57%. In volumes, this amounts to an overall reduction of 20,746 vehicles on average per day.
 - Traffic on Prebend Street (Western site) has decreased by 87%, the greatest decrease of any street.
 - On local streets within the neighbourhood, rates of speeding fell by 65%.
 - Cycling has increased on 43% of the internal roads.
 - The greatest cycling increase has been on Wharf Road, which has seen a 51% increase in cycling.
 - No significant impact on London Fire Brigade response times.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the St Peter's area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

- 3.3.27. Highlights from St Peter's 12-month report (published September 2021) ([view report](#))
- The fall in traffic volumes has been sustained in the second six-month period. There has been an overall reduction of 20,221 vehicles per day (on average) between June 2020 and June 2021 on streets within the neighbourhood (this is a 56% reduction).
 - Traffic on Prebend Street (Western site) has decreased by 84%, the greatest decrease of any street.
 - On local streets within the neighbourhood, the number of speeding vehicles fell by 78%.
 - On average across internal roads, cycling has increased by 72% - this is an average daily increase of around 5,200 cyclists between June 2020 and June 2021.
 - No significant impact on London Fire Brigade response times, and no reports of delays from the Metropolitan Police Service or London Ambulance Service.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the St Peter's area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.28. Highlights from Canonbury East interim report (published May 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 78%. In volumes, this amounts to an overall reduction of 12,120 vehicles on average per day.
 - Traffic on Downham Road has decreased by 98% and on Englefield Road by 87%, the two greatest decreases of all streets.
 - On boundary roads traffic has decreased by 10%, which equates to an overall reduction of 10,162 vehicles per day. Across all traffic monitoring sites, the reduction amounts to 21,972 vehicles per day.
 - On local streets within the neighbourhood, rates of speeding fell by 88%.
 - London Fire Brigade response times are within the service's targets in the Canonbury ward overall.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the Canonbury East area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.29. Highlights from Clerkenwell Green interim report (published May 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 34%. In volumes, this amounts to an overall reduction of 1,041 vehicles on average per day.
 - Traffic on Bowling Green Lane has decreased by 59%, the greatest decrease of any street.
 - On local streets within the neighbourhood, rates of speeding fell by 73%.
 - No significant impact on London Fire Brigade response times.
 - No significant impact on anti-social behaviour and crime rates.
 - Air quality data from within the Clerkenwell Green area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.
- 3.3.30. Highlights from Amwell interim report (published August 2021) ([view report](#))
- Local streets within the neighbourhood are healthier, with traffic falling overall by 44%. In volumes, this amounts to an overall reduction of 1,329 vehicles on average per day.
 - Traffic on Great Percy Street has decreased by 77%, the greatest decrease of any street.

- On local streets within the neighbourhood, rates of speeding fell by 47%.
- No significant impact on London Fire Brigade response times.
- No significant impact on anti-social behaviour and crime rates.
- Air quality data from within the Amwell area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

3.3.31. Highlights from Canonbury West interim report (published October 2021) ([view report](#))

- Local streets within the neighbourhood are healthier, with traffic falling overall by 67%. In volumes, this amounts to an overall reduction of 4,973 vehicles on average per day.
- Traffic on Clephane Road (northern site) has decreased by 83%, the greatest decrease of any street.
- On local streets within the neighbourhood, 85th percentile speeds have fallen by 12% on average.
- On average across internal roads, cycling has increased by 48% - this is an average daily increase of around 460 cyclists between July 2020 and June 2021.
- No significant impact on London Fire Brigade response times.
- No significant impact on anti-social behaviour and crime rates.
- Air quality data from within the Canonbury West area, including on boundary roads, shows that nitrogen dioxide levels have fallen in line with borough trends.

3.3.32. **Public engagement and consultation.** The council invited feedback on the PFS programme through a number of channels: a Commonplace portal was open between May 2020 and March 2021; ETOs were advertised with the details of how to raise objections (in line with current regulations, they were advertised on <https://www.thegazette.co.uk/>); engagement took place with local groups representing people with disabilities and mobility needs; a dedicated email address was set up to receive correspondence, along with trial feedback surveys for each LTN. Each trial will be subject to a scheme specific consultation approximately 12 months after implementation. All consultation responses and other feedback will be considered along with the monitoring results in the future decision making on each scheme.

3.3.33. Commonplace. Since the early stages of the first Covid-19 lockdown, residents from Islington's local communities and other stakeholders had the opportunity to suggest ways the council could help them to walk and cycle more safely and easily using the online engagement tool, Commonplace. This was set up on 29 May 2020 to enable residents and others to indicate locations and measures for the people-friendly streets programme to respond to the challenges that the Covid-19 pandemic posed.

3.3.34. The Commonplace tool closed for comments in March 2021 but the comments made are taken into consideration as part of the development of PFS schemes and can still be viewed on the website at: <https://islingtonpeoplefriendlystreets.commonplace.is/>

3.3.35. A total of 6,447 respondents left comments on the Commonplace site. For each point placed on the map, users were prompted to select pre-populated problems or barriers which prevented them using active travel methods more frequently and to select pre-populated solutions. Many respondents made multiple sections with the most common options being:

- 'volume of traffic' (selected by 36% of respondents)
- 'traffic rat-running' (32%)
- 'fast traffic' (29%)

Commonly selected solutions were:

- 'make the road access only' (27%)
- 'slow down traffic' (23%)
- 'more space for cycling' (20%)
- 'road closure except for cycles and buses' (19%)

- 3.3.36. There was also a 'free text' option (listed as 'Other') where residents could outline problems and solutions not available on the pre-populated lists. 27% of respondents used this to list more specific local issues, such as uneven paving/trip hazards, local crime issues, and parking provision.
- 3.3.37. The vast majority (77%) of respondents self-reported as living in the area they were commenting on, with 15% working in the area, 11% shopping in the area, and 9% commuting through the area (multiple options could be selected, so percentages do not sum to 100%).
- 3.3.38. The most common mode of travel for respondents was walking (69%), followed by cycling (49%), bus (37%), 'car as driver' (33%), and tube (28%).
- 3.3.39. Objections to Experimental Traffic Orders. There is an initial six-month statutory objection period as part of the ETO process; the feedback must be taken into account when deciding whether to make a trial scheme permanent. As of 22 September 2021, 1,870 objections have been received across all of the ETOs implemented. All schemes are now beyond the six-month period (with the exceptions of a new ETO in St Peter's connected to the repositioning of the Prebend Street filter, and a new ETO in Amwell to allow for the operation of the Margery Street filter). If changes are made to an ETO then the objection period is restarted, but this does not apply to any extant ETOs in Islington.
- 3.3.40. All objections will be reported on and considered in detail in scheme specific decision making on the future of all the individual low traffic neighbourhoods. This decision will be made prior to the end of the 18-month trial period.
- 3.3.41. Correspondence. The PFS programme has attracted a large amount of correspondence (4,010 as of 22 September 2021) though the numbers have varied greatly between the different schemes; the volume of correspondence is generally representative of the size of the LTN. The majority of correspondence has contained negative feedback though there has also been expression of strong support, reflecting that low traffic neighbourhoods can polarise opinion.
- 3.3.42. Much of the negative feedback has been quite specific, relating to the experiences of individuals whose travel by motor vehicle has been affected rather than the collective impacts of the schemes which provide the rationale for LTNs. While concerns about inconvenience to individual drivers should not be ignored, they do need to be balanced against the collective benefits of the scheme in terms of reducing traffic and associated road danger, encouraging walking and cycling and improving air quality.
- 3.3.43. Trial feedback survey. Each LTN has a trial feedback survey in which residents can report on their experience and perception of the scheme. As of 20 September 2021 there were 5,473 completed surveys.

- 3.3.44. The trial feedback survey for each scheme will be open until the start of the consultation on each scheme. The results will be reported on and considered along with other feedback and monitoring results in future decision making on each scheme.
- 3.3.45. 12-month consultation. The council is committed to carrying out a consultation after approximately 12 months of each PFS trial. The first consultation will be for the St Peter's LTN which began on 13 September 2021 and runs for four weeks until 11 October 2021.
- 3.3.46. A consultation report will be prepared following the public consultation on each LTN scheme. This will:
- Include details of who was consulted.
 - Provide a summary of the main issues raised.
 - Explain how the responses have shaped the decision reported in the delegated decision report.
 - Provide a clear summary of responses received during the public consultation.
 - Where appropriate, include feedback to responses received during the public consultation.
 - Include a summary of feedback received outside of the set consultation including via Commonplace, correspondence, formal objections and trial feedback survey.
- 3.3.47. **Changes in delivery.** Since the introduction of the PFS programme, a process for planning and delivery of LTNs has developed. The following section outlines the key ways in which the delivery of the programme has progressed, as well as noting proposed future changes.
- 3.3.48. Change in delivery 1 – Utilities. The impact of utilities works around or near an LTN have tended to be much higher in the first few months of a scheme's operation. Based on early experience, a more rigorous protocol has been developed to ensure that LTN project managers are fully aware of all planned works, and that there are procedures in place to uphold the council's network management duty under the Traffic Management Act 2004.
- 3.3.49. Change in delivery 2 - Signage. Islington's LTNs have been implemented using standard signs from the Highway Code, which should be familiar to all drivers (these include 'No Motor Vehicle' signs and 'bus gate' signs where appropriate). At each location, advance warning signs were added prior to camera enforcement going live, and the visibility of signs was rigorously checked before enforcement began. At certain locations, there has also been physical narrowing of the road or the introduction of extra road markings to signal to road users that they are approaching an enforcement zone. During the early operation of some LTNs, particularly in Highbury, feedback from residents and councillors was that additional advanced warning signage would be of benefit in some instances. After investigation, this was installed, particularly on boundary roads to prevent drivers from entering an LTN which they cannot cut through to the next boundary road. The lessons learned from these examples have been incorporated in the signage protocol and will be applied at an earlier stage in future LTN implementations.
- 3.3.50. Change in delivery 3 - Increased engagement with residents and businesses in future areas. Due to the public health crisis from March 2020, the council decided to implement the LTNs under experimental traffic orders. There was a need to support active travel, with the risk of a car-led recovery once lockdown eased. This approach was consistent with the Department for Transport (DfT) statutory guidance from May 2020, which

recommended rapid and transformative changes in response to a public health emergency.

- 3.3.51. As the programme has progressed, the council has duly increased the level of engagement with local communities by introducing trial feedback surveys for each scheme which residents can complete on an ongoing basis until the time of the consultation. All feedback received by the council through the different engagement and consultation channels will be considered in future decision making on each scheme.
- 3.3.52. In addition, experience has highlighted that increased engagement with businesses and groups representing disabled people to inform the development of LTNs would have been beneficial. These additional elements of engagement have been incorporated in the delivery process for the St Mary's Church LTN anticipated for delivery in 2021.
- 3.3.53. Following that, as measures to control the pandemic have been eased, the PFS programme will revert to a more traditional approach of undertaking engagement and consultation before decision-making on most future LTNs or Liveable Neighbourhoods (including Highbury New Park, Mildmay East, the Cally and Barnsbury & St Mary's).
- 3.3.54. This will include three phases of engagement for each area prior to implementation: early engagement, co-design, and consultation.
- 3.3.55. Change in delivery 4 – Contributing to 'greening' of the borough. As the LTN schemes implemented under ETOs undergo the decision-making process, there will be the opportunity to make greater use of planters, buildouts and greening to establish permanent traffic filters for those schemes which are made permanent, in line with the place-making aspirations of Liveable Neighbourhoods. As traffic reduces on the roads, this will also create more opportunities to convert road space to greening with build outs for tree planting, rain gardens and pocket parks. During the Commonplace consultation on people-friendly streets, 756 comments specifically asked for more greening. School Streets have been identified as ideal candidates to target increased greening opportunities as part of the same initiative as they would support the promotion of walking and cycling, contribute further to reducing air pollution and enhance social cohesiveness around the school community creating a high quality green environment. Greening and sustainable urban drainage systems (SUDS) will also help Islington's resilience to flooding, an urgent requirement when the borough is one of the six most vulnerable to the effects of climate change ([view source](#)). The council will work closely with local residents and businesses on a number of pilot greening projects in the people-friendly streets areas. There is a clear demand from residents for more green space in the borough especially in areas with limited green space and large amounts of paving. It is important that any new opportunities for greening in the low traffic neighbourhoods are delivered in partnership with local communities and a process will be developed which will involve the communities in the design and maintenance of new spaces.
- 3.3.56. Change in delivery 5- People-friendly pavements and exemptions. In the resident impact assessment (RIA) for each scheme, the council committed to engage with groups representing people with disability and mobility restrictions about the impact of LTNs. This engagement revealed that the council should give further consideration to improving pavements and streets to make active travel accessible.

- 3.3.57. It is proposed to launch the people-friendly pavements programme and to introduce exemptions for Blue Badge holders from designated camera-enforced filters within their home LTN, for a vehicle registered to their address. The exemption for resident Blue Badge holders will apply to new LTNs (those within 12 months of beginning operation), and to existing LTNs if and when a decision is taken to make them permanent (and permanent traffic orders are introduced). The details of the exemptions will be considered on a scheme by scheme basis.
- 3.3.58. Officers have had a number of meetings with disability groups and groups representing people who have complex mobility needs. Groups met include Disability Action in Islington, the Carers' Forum, Islington Parents' Forum, London Travel Watch, Transport for All, Keeping Safe sub group, Power and Control. Officers have also had email exchanges with Horizon on cycle schemes, low traffic neighbourhoods and pavement obstructions.
- 3.3.59. Key feedback from these meetings covered issues encountered with pavement accessibility, difficulty to access active travel and open spaces in the borough. On the specific topic of car journeys, the LTNs were perceived as disruptive, sometimes creating confusion and anxiety, making door-to-door journeys complicated, creating longer trips or even social isolation as people travel less and receive fewer visits. Lack of clear signage and legibility was another key concern. It was also felt that schemes should accommodate the needs of people with complex mobility issue as well as those caring for them by providing exemptions from traffic filters – some groups expressed in that respect a clear preference for camera-enforced filters rather than bollard filters. Other key themes were a perception of increased traffic on main roads and potential impacts on air pollution.
- 3.3.60. People-friendly pavements. The council is launching the 'people-friendly pavements' programme which will become another key element of the PFS programme. This programme will make Islington's pavements more accessible through improvements such as:
- Footway repaving
 - Foliage maintenance
 - Additional dropped kerbs
 - Tactile paving
 - Street clutter removal
- 3.3.61. Residents will be able to feed into the planning of this programme through the consultations and the focus groups with disabled groups and individuals planned as part of each LTN consultation. An audit of the streets in each ward will be carried out to assess pavements and to identify areas to improve.
- 3.3.62. Exemptions approach. Originally, the LTN programme was designed so traffic filters applied to all people driving without any exemptions, beyond emergency vehicles and some council service vehicles.
- 3.3.63. The council's initial rationale to not provide exemptions was based on three reasons:
- Access to all addresses is maintained within LTNs, but routes may need to change.
 - To create a safer environment for people to walk, wheel and cycle by significantly reducing motorised traffic on local streets.

- To reduce congestion and air pollution on the main roads. The objective of people-friendly streets is to reduce the overall number of trips, by supporting a change of transport away from private cars.

- 3.3.64. However, the 2020 Executive Paper RIA for people-friendly streets had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. Following this RIA, the council engaged with disabled groups and people with complex mobility needs, reviewed correspondence, LTN trial feedback survey data, Commonplace comments, gathered data on car journey length and times, and reviewed research reports to better understand the nature of the constraints experienced by disabled people who travel by private car.
- 3.3.65. On the basis of this feedback and evidence, officers are now recommending the people-friendly streets programme offers an exemption to Blue Badge holders. The exemption will only apply for a single LTN and will allow Blue Badge holders to register a single motor vehicle for their personal use which is registered to their own address within (or on the boundary of) the low traffic neighbourhood in which they live. Proof of address, car registration and Blue Badge status are likely to be the evidence required. On successful application, a permit will be provided for this vehicle, which will allow the Blue Badge holder to drive, or be driven, through designated camera-enforced filters of the LTN in which they reside.
- 3.3.66. There will also be a separate route to obtain an exemption to drive through a designated filter in an LTN in which the applicant does not live, through an exceptional circumstance dispensation. Details around the application processes and exact criteria will follow in due course.
- 3.3.67. This is a carefully balanced recommendation taking into consideration the reasonable adjustments that this approach will offer to Blue Badge holders who may be disproportionately impacted by longer car journeys against the dilution of the benefits of the LTN for all, including for people with protected characteristics who are disproportionately impacted by traffic. More detail on the careful assessment undertaken by the council is in the Resident Impact Assessment (Appendix 1.)
- 3.3.68. The new exemption policy will apply from delivery of the St Mary's Church LTN this year as part of the LTN trials and be subject to continuous monitoring. In order to make the Blue Badge exemption policy legal, new traffic orders must be introduced in existing LTNs which include the new exemption. This gives the public a new six-month window in which to object to the new ETOs, which would mean that any original ETO trial which began more than 12 months ago will go beyond its 18-month maximum length, delaying a decision on whether to make the scheme permanent (or make changes). Therefore the new policy will not be retrospectively applied to any of the trial schemes which are more than 12 months old. For LTNs already implemented more than 12 months ago, these exemptions will only apply if and when the schemes are made permanent, following public consultations. The council will include questions on the Blue Badge holder exemption policy as part of the planned public consultations and focus groups.

3.4 Cycleways

3.4.1. **Objectives:** The council's Transport Strategy commits to "deliver a borough wide network of protected cycle routes and other cycling measures to enable more journeys to be made by bicycle". The council has further committed to:

- Deliver a dense borough-wide network of protected cycle routes on Islington's main roads and side roads.
- Ensure that 93% of residents live within 400 metres of the cycle network by 2041.

The delivery of improved cycling facilities further forms part of the council's response to the Covid-19 pandemic to avoid a car-based recovery resulting in higher levels of car use and resulting congestion and pollution on borough roads, and to help facilitate residents' transition to active travel.

3.4.2. **Implementation:** The delivery of cycleways in Islington, including pop-up cycle lanes, forms a further key part of the council's PFS programme. The council has worked in partnership with Transport for London (TfL) and neighbouring boroughs to introduce three new pop-up cycle lanes at: York Way, Liverpool Road (Cycleway 38), and Green Lanes, delivered between July 2020 and April 2021. These new cycle lanes have been introduced under 18-month trials using experimental traffic orders (ETOs). To inform the final decision at the expiry of the ETOs, monitoring reports will be published, and public consultation will be held for both York Way and Liverpool Road in autumn 2021. The Green Lanes scheme was consulted on pre-Covid by Hackney and they will manage any future decision-making process required. Cycleway 38 on Liverpool Road is complemented by the permanent stretch of Cycleway 38 on Drayton Park (including the new roundabout at the junction with Benwell Road). This scheme was consulted on prior to the pandemic and has its own Executive Report (published 17/10/2019).

3.4.3. **Programme for next two years:** The Islington Transport Strategy sets a timescale to deliver a dense borough-wide network of protected cycle routes by 2041. To support the delivery of this objective the council will (subject to funding): work with TfL to support the development of a pop-up cycle lane connecting Camden and Tottenham Hale (Cycleway 50); develop and consult on proposals for Old Street / Clerkenwell Road; implement other cycle improvements; and continue to develop the borough cycle network subject to funding. The council also has an ambition to deliver a Regents Canal to Highgate cycle route.

3.4.4. **Monitoring:** The council has been monitoring the cycle lane on Liverpool Road (Cycleway 38) and will be publishing monitoring results in advance of the public consultation. The monitoring report will reflect a before and after assessment of the trial using the following data: motorised traffic counts and speeds, cycling counts, and air quality data and will be published in autumn 2021. Monitoring reports, together with the outcomes of public consultation, will inform the final decision-making about each scheme.

3.4.5. **Public engagement and consultation:** Public consultation on the pop-up measures installed on York Way was carried out by Camden Council and completed on 20 September 2021. The pop-up cycle lane on Liverpool Road (Cycleway 38) will be consulted on during autumn 2021. The consultations will ensure public participation in the process and allow officers to gather feedback, understand concerns and to inform the decision whether to amend the scheme, make it permanent or remove it at the end of the 18-month trial period. The council will also work with TfL to develop an engagement strategy for residents

and businesses as part of the development of the Camden to Tottenham Hale Cycleway 50, and is developing a timetable for public consultation as part of the design and feasibility of proposals for Old Street / Clerkenwell Road.

3.5 **Lorry Control**

- 3.5.1. As stated in the Islington Transport Policy, the council is committed to reducing the impact of HGVs in the borough by introducing a borough-wide lorry control scheme restricting lorries from driving through the borough on local streets. This will improve air quality, and reduce noise vibration and road danger. Existing localised lorry restrictions currently cover approximately 60% of local roads in the borough. Through the implementation of the low traffic neighbourhoods programme, the lorry control scheme will be extended to every neighbourhood within the borough.
- 3.5.2. Where required, individual lorry control enforcement schemes will be delivered in advance of a low traffic neighbourhood in response to local feedback and traffic data.

3.6 **Complementary measures and behaviour change**

- 3.6.1. The council's Active Travel programme includes a range of initiatives which seek to enable changes in people's travel behaviour which complement the PFS programme including:
- A commitment to install 400 on-street [bike hangars](#) over four years, with 240 installed to date.
 - Work with schools on the [TfL STARS](#) programme to develop their active travel plans. This scheme has a track record of increasing walking and cycling for both pupils and parents.
 - Community-led active travel plans pilot in three residential communities in LTNs: Bevin Court, Dover Court and Packington.
 - Cycle hire is available in Islington from [three providers](#): Lime, TfL's Santander scheme and Human Forest.
 - Access to [Try Before You Bike](#), an affordable bike purchase scheme for adult bikes, child bikes and cargo bikes, including an option for businesses to purchase e-cargo bikes at a discount.
 - Extensive [free cycle training](#) programme to support the take up of confident and responsible cycling including: Bikeability in schools; family cycle skills; adult cycle skills; school holiday Learn to Ride courses; weekend Learn to Ride courses for adults; led rides; all ability cycling sessions with Pedal Power for adults with mild Learning Difficulties; bike maintenance courses; Dr Bike sessions.
 - Working with Tower Hamlets and Hackney on a [Zero Emissions Network](#), which offers free advice and services to business and residents looking to switch to low emission energy and travel options.

Additionally, officers will explore opportunities to promote the availability of options such as disability scooters and adapted cycles through micromobility operators or other avenues.

- 3.6.2. The council installed 80 cycle stands between January 2021 and March 2021 with funding from TfL. Locations included areas near town centres such as Angel and Fonthill Road in Finsbury Park as well as within PFS schemes such as low traffic neighbourhoods and near to School Streets. The council is looking to secure additional funding to further expand cycle parking across Islington later this year. Some existing stands can accommodate on-

street stands for cargo bikes or disability scooters, and the council will look to incorporate the required space as part of installing more Sheffield cycle stands.

- 3.6.3. The council works with neighbouring authorities, the Mayor of London and TfL to deliver a number of services that provide mobility for residents with disabilities who do not have access to a private car. These initiatives include:
- The Freedom Pass – free travel after 9.30am on buses, trains, underground, trams, Docklands Light Railway in London for both older people (60 and over) and those with statutory disabilities.
 - Taxicard – subsidised travel in licensed taxis and private hire vehicles (mini cabs) to residents with serious mobility impairments or who are severely sight impaired. It enables members who have difficulty in using buses, trains and tubes to get out and about.
 - Dial-a-ride – a shared bus service provided by TfL for residents with permanent or long-term disability who are unable to use public transport.
 - Scootability – free-mobility scooter hire for residents, aged over 16, with a mobility impairment.
- 3.6.4. The Islington Transport Strategy 2020 – 2041 includes the following commitments in relation to improving the accessibility of public transport:
- Continue to campaign for full step-free access for all Network Rail, Underground and Overground services in Islington with priority being given to major interchanges such as Highbury and Islington and Old Street stations.
 - Support the delivery of step-free access throughout Finsbury Park and Farringdon Stations.
 - Continue to campaign for all stations on the Overground network in Islington to be fully accessible.
 - Work with the Mayor of London, other London boroughs and taxi and private hire companies to create a sustainable and inclusive taxi and private hire service for those who need it.
- 3.6.5. The Transport Strategy also makes a commitment to managing freight services in Islington to reduce road danger and manage their impact on the local environment (which could include freight consolidation), as well as looking into noise and pollution issues around moped and motorcycles used by delivery companies. The introduction of the people-friendly streets programme should help to enable many of these local deliveries to be made by sustainable means, which would reduce road danger, noise and air pollution.
- 3.6.6. During the COVID-19 pandemic, severe funding constraints on TfL have limited its ability to commit to any further investment in accessibility improvements at TfL stations. As the pandemic subsides and fare income returns, the council will continue to lobby for improvements. Notwithstanding the recent pandemic, accessibility (step-free) improvements are taking place at Finsbury Park Station to install two lifts to provide step free access to the remaining Network Rail platforms.

4. Implications

4.1 Financial implications:

4.1.1. In February the council approved the following capital budgets for 2021/22 - 2023/24:

Low traffic neighbourhoods (LTNs) – £3.840m

Liveable Neighbourhoods (LNs) – £4.000m

School Streets – £1.200m

The LTNs budget includes £0.986m previously approved for Lorry Control and the LNs budget includes £1.000m previously approved for Highbury New Park / Mildmay East.

The council has received £0.362m in funding from TfL's Corridors programme to support the LTN and School Streets programmes in 2021/22.

This programme is also supported by £0.456m of Section 106 funding.

4.1.2. The council has received £0.124m in funding from TfL's Cycle programme to support cycling projects in 2021/22.

4.1.3. *Revenue*

Income received will be allocated to the ring-fenced parking account, with the level of income dependent upon the level of compliance. Any surplus from this account is appropriated into the council's General Fund at the year end. Expenditure from the General Fund includes highways investment, roads and footways, highways maintenance, environmental improvements, concessionary fares, and transport for pupils with special education needs. Total expenditure in these areas has consistently been greater than any surplus generated through the ring-fenced parking account. The impact of this will be modelled as part of the medium-term financial planning process.

4.2 Legal Implications

4.2.1. By Section 16 of the Traffic Management Act 2004) local traffic authorities must: "manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives–

- a) securing the expeditious movement of traffic on the authority's road network; and
- b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing–

- c) the more efficient use of their road network; or
- d) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;

and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network ...”

“Traffic” includes pedestrians.

These considerations are embedded within the report including at paragraphs 3.1.3–3.1.4, 3.1.6, 3.1.9, 3.3.2, and 3.3.48.

- 4.2.2. The Road Traffic Regulation Act 1984 (the “1984 Act”) Section 9 enables the council to make an experimental traffic order (“ETO”). An experimental traffic order may not last longer than 18 months. S10 of the 1984 Act gives a power to modify or suspend the ETO in certain circumstances.
- 4.2.3. In deciding whether to make an order under section 9 or modify / suspend under section 10 the council has to comply with the provisions of section 122 of the 1984 Act which requires the council to exercise that function (so far as practicable having regard to the matters specified below) to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway.
- 4.2.4. The specified matters are:
- (a) the desirability of securing and maintaining reasonable access to premises;
 - (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
 - (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
 - (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - (d) any other matters appearing to the local authority to be relevant.
- These considerations are embedded in the report including in paragraphs 3.1.1–3.1.9, 3.3.1–3.3.31, 3.3.47–3.3.68, 3.5 and 3.6.5.
- 4.2.5. The procedures to be followed before making a traffic regulation order are set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 (“the 1996 Regulations”).
- 4.2.6. The 1996 Regulations Part IV 22 (2) provides that a local authority must give a minimum of seven days’ notice of any provision of an experimental traffic order coming into force, beginning with the day on which a notice of making in relation to the order is published.
- 4.2.7. The 1996 Regulations Part II 6 provides that a local authority must, before making an order, consult any of the following who may be affected by the order: neighbouring local authorities, bus operators, Transport for London, the NHS trust/ambulance operator, the Metropolitan Police Service and the London Fire Brigade. Moreover, in all cases, the local authority must consult the Freight Transport Association, the Road Haulage Association, and such other organisations (if any) representing persons likely to be affected by any provision in the order as the order making authority thinks it appropriate to consult.

- 4.2.8. Once an ETO is in place, any person may object to the making of the permanent Orders within a period of six months beginning with the day on which the experimental Orders come into force or, if the Orders are varied by another Order or modified pursuant to section 10 of the 1984 Act, beginning with the day on which the variation or modification or the latest variation or modification comes into force.
- 4.2.9. In due course, in deciding whether or not to make the ETOs permanent, the council will need to consider any objections received during the 6 month period, feedback from the trial feedback survey, representations received from the public consultation and its own monitoring data.
This is discussed at paragraphs 3.3.32–3.3.46.
- 4.2.10. The Highways Act 1980 and the Highways (Traffic Calming) Regulations 1999 (as amended) gives the council power to install and construct any works on the public highways for which it is the highways authority. The construction of build-outs is specifically authorised by the 1999 Regulations. All signage related to the scheme should be compliant with Traffic Signs Regulations and General Directions 2016.
- 4.2.11. The proposals for people-friendly streets outlined in this report should have regard to the Department for Transport’s (DfT) statutory guidance ‘Network Management in response to COVID19’ published in May 2020 and updated on 13 November 2020. This is referenced in paragraphs 1.2, 3.1.2, 3.1.9 and 3.3.50.
- 4.2.12. In addition when deciding whether to make a traffic order the council must have regard to the Mayor of London’s Transport Strategy (sections 142 and 144(1)(a) Greater London Authority Act 1999). That strategy emphasises the importance of reducing emissions and improving air quality. On 20 January 2021, the High Court upheld a judicial review brought by the London taxi trade against Transport for London’s (TfL’s) Streetspace Plan and Interim Guidance to Boroughs and a specific scheme on Bishopsgate. A Court of Appeal decision on 16 June 2021 overturned the earlier decision, and the Court of Appeal Judgment was issued on 30 July ([view source](#)). In due course officers will consider the further implications of the Court of Appeal decision.
- 4.2.13. Regard should also be had to the Islington Transport Strategy (adopted in November 2020). The Islington Transport Strategy is referenced throughout the report, in paragraphs 3.1.2–3.1.3, 3.1.5, 3.2.3, 3.3.3, 3.3.11, 3.3.21, 3.3.24, 3.4.1 and 3.6.4–3.6.5.
- 4.2.14. These functions are functions within section 149(1) of the Equality Act 2010 attracting the duty to have “due regard” to the need to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- This dealt with in the resident impact assessment (Appendix 1) and the assessment is summarised below in paragraphs 4.4.1 – 4.4.10.

- 4.2.15. Regard should be had to the provisions of the Human Rights Act. In particular, the provisions of Article 1, of the First Protocol protection of property, Article 2, right to education and Article 8, right to respect for private and family life.
- 4.2.16. In relation to Article 1 some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report.
- 4.2.17. In relation to Article 2, access to educational institutes will not be affected by the proposals. Access to local educational institutes will be maintained by all modes of transport.
- 4.2.18. In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the schemes proposed in this report will impede on the right to individuals to respect for private and family life either in public or on private land. Further, the schemes are proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.
- 4.2.19. These human rights should be considered. To the extent that it is considered that they are infringed the schemes should only go ahead if it is considered that the infringement is necessary and proportionate.
- 4.2.20. Officers will ensure that the relevant considerations and legislation outlined above are taken into account when decisions are made on individual schemes by way of delegated decision reports. Officers are satisfied that the recommendations in this report have been arrived at after a careful weighing up of the various and sometimes competing considerations, that they strike an appropriate and proportionate balance and that, if adopted, the various legal duties set out will have been discharged.

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

- 4.3.1. Implementing School Streets at all primary schools (or similar interventions where a full School Street is not possible) and delivering low traffic neighbourhoods across the borough and making active travel (including cycling) the easiest option are identified actions in the council's Net Zero Carbon Action Plan (November 2020). The intention behind the schemes is to reduce traffic through School Streets during key hours, and through the LTNs during all hours. This reduction in traffic volumes (as already evidenced in the monitoring reports) will improve air quality outside schools and in LTNs by reducing harmful emissions like NOx and PM10s, and will also encourage residents and commuters to walk and cycle more by creating a lower traffic environment. The delivery of cycleways, including pop-up cycle lanes, also helps encourage and enable more people to cycle by providing dedicated and largely segregated facilities. In some cases – such as where parents stop driving their children to and from school, or residents choose not to drive for short trips, or traffic

“evaporates” due to the new restrictions – this will reduce traffic, emissions and congestion. However, there may also be cases where motorists take longer routes, leading to additional emissions and congestion elsewhere, including on boundary roads of LTNs. On balance, it is expected that the overall emissions (including carbon emissions) and congestion will reduce on the roads within the schemes, and surrounding areas, as more residents and others are encouraged to travel by sustainable means of transport. It is important to note that any reductions in traffic volumes and emissions should be compared not just to the pre-pandemic situation, but also to models which showed that in the absence of action, private motor vehicle journeys could have nearly doubled. (view source) From October 2021, the whole of Islington will be inside the expanded Ultra Low Emission Zone (ULEZ), which should reduce emissions on the borough’s roads. From October 2021, the whole of Islington will be inside the expanded Ultra Low Emission Zone (ULEZ), which should reduce emissions on the borough’s roads.

- 4.3.2. In addition, the works required to implement the schemes, such as building out kerbs and installing bollards or cameras will have implications including use of materials and energy, generation of waste, contractor vehicle use and potential nuisance issues such as noise. The new enforcement cameras and some signage will also have ongoing energy use. However, these impacts will be mitigated by the long-term reduction in emissions from traffic that the schemes are expected to deliver.

4.4 **Resident Impact Assessment**

- 4.4.1. The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.
- 4.4.2. **Purpose.** The RIA considers both positive and negative impacts of the proposals. In some instances a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may rely on cars for mobility there are also many disabled people who use other modes of travel and therefore, for most groups, the impacts will be a mix of positive and negative depending on the particular mode of travel generally used.
- 4.4.3. Taking this into account, the 2020 Executive Paper RIA for people-friendly streets had identified a series of negative impacts for people who have a protected characteristic, in particular for disabled people. Throughout 2020 and 2021 the council engaged disabled groups, people with complex mobility needs, gathered data and research on how LTNs can affect disabled people. The 2021 programme review includes two main outcomes to improve access and mitigate the negative impacts previously identified in trial schemes: the new local exemption policy for Blue Badge holders and the people-friendly pavement project.

- 4.4.4. **Positive impacts.** By implementing these changes and restricting through traffic, the PFS programme will continue to reduce road danger and improve accessibility. The measures should also reduce the negative impacts of traffic, improve air quality, and reduce injuries from road traffic collisions. The design of the schemes is developed with the aim to improve Islington's streets as aligned with the Healthy Streets indicators. The following Healthy Streets elements will deliver benefits to residents, businesses and visitors: enabling pedestrians from all walks of life to use the streets, easier to cross the street, reduction in noise, empowering people to cycle and walk more safely, and reduced air pollution within the local area. The people-friendly pavements project will benefit all people who walk, use wheelchairs or other mobility aids by removing existing barriers, reducing clutter and improving maintenance. Another key positive impact comes from the proposed exemption policy for Blue Badge holders, outlined in 3.3.62 – 3.3.68. Cycleways provide high quality, safe infrastructure to support people to cycle more, especially children, older people and those who use adapted cycles. The review also explores pathways to deliver four 'Liveable Neighbourhoods' with significant public realm improvements which will benefit all users of the public realm, and achieve greater comfort and sustainability for all users, with positive impacts on children, older residents, and disabled people.
- 4.4.5. **Negative impacts.** It is the purpose of the RIA to also examine any negative impacts on residents, particularly those with protected characteristics to ensure that a robust mitigation plan is in place and so that these negative impacts can be taken into account in decision making on the implementation of the scheme.
- 4.4.6. Whilst the purpose of LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel. The proposed exemptions policy for Blue Badge holders from their home LTN for a single vehicle partly mitigate this identified impact on shorter journeys, however the exemption does not address the needs of those who rely on taxis or other private hire vehicles due to mobility reasons, and who might be affected by longer journeys and increases in fares. On the other hand, exemptions could trigger an increase in local traffic levels and dilute the benefits of LTNs in a way that worsens active travel conditions and negatively impact on everyone. The full resident impact assessment in Appendix 1 weighs up both the positive and negative impacts that could materialise from the exemption approach on people with disabilities.
- 4.4.7. By design the changes will restrict through routes which will encourage non-local journeys to take place on the main road network surrounding the LTN area. Displacement might result in increases in congestion, community severance and worse air quality would affect residents living on the main road network or near junctions, which could also impact bus journey times. A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. The monitoring data and the potential for mitigation measures will be a key consideration in making any LTN changes permanent. Thus far, Islington's monitoring results have mainly shown overall negligible change of traffic volumes on main roads. Other borough's monitoring data such as Hackney or Lambeth have shown that traffic on main roads has not substantially increased following LTN implementation. However, if traffic displacement arises as a medium-term issue, the council can take a series of measures detailed in the RIA.
- 4.4.8. Several measures relating to School Streets or cycleways can have negative impacts on children, parents or carers who drive. The potential removal of parking bays outside School

Streets located on main roads – could negatively impact disabled drivers who need to access the street. Another impact is that School Streets reduce road space for vehicular movement – with the potential to increase congestion and increase travel times. This could also affect public transport services, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network.

- 4.4.9. Finally, cycleways might create accessibility issues for people who walk, wheel or use buses. The removal of certain traffic islands and pedestrian refuges and the addition of wands and stepped tracks to accommodate cycleways might make it harder to cross roads. Bus stop bypasses might also be required to deliver cycleways and can create hazards people using buses. Those negative impacts of cycleway infrastructure will be considered at design stage, through monitoring and engagement with particular groups.
- 4.4.10. A robust monitoring and mitigation plan are outlined in the RIA to address the negative impacts above, particularly with reference to how they impact people with protected characteristics. This includes continued engagement with people with protected characteristics and reviewing impacts of exemptions, specifically the volume of traffic travelling through the LTN areas.

5. Reason for recommendations

- 5.1 Islington has realised some of its earlier ambitions for people-friendly streets initially conceived in response to the Covid-19 pandemic based on Government guidance.
- 5.2 At the same time, the PFS programme has brought forward and given a name to the implementation of many parts of the council's longer-term plan laid out in the Islington Transport Strategy and the Vision 2030 (Net Zero Carbon) Strategy, with seven low traffic neighbourhoods covering 23% of the borough, three new pop-up cycleways providing key connections across the borough and 22 new School Streets (bringing the total to 35) expedited. Although consulted on before the pandemic, the implementation of the permanent cycleway 38 between Finsbury Park and Highbury Fields in May 2021 is a key cycling link, and provides a model for future infrastructure work. There is the opportunity to build on the foundations so that the PFS programme contributes to further improvements towards the council's wider ambitions related to health, active and sustainable travel, clean air, climate change and social justice.
- 5.3 It is therefore recommended that Executive renews the commitment to the PFS programme going forward as set out in the report of June 2020, and with the amendments proposed by this report, at this time when it seems probable that measures to control the pandemic will be eased. This includes: progressing with delivery of School Streets at schools on main roads and with Islington's first four Liveable Neighbourhoods to contribute to the broader place-making agenda alongside a commitment for people-friendly streets to contribute to greening of the borough.

- 5.4 Feedback and evidence from various sources showed that disabled people who rely on cars for their mobility are facing increased length, time and cost for journeys, in particular for shorter, local journeys due to LTNs. The approach to granting exemptions to Blue Badge holders in their home LTNs (complemented by an exceptional circumstance dispensation) set out in this paper to address this is considered a fair and proportionate response that will also preserve the integrity of the LTNs, . The details of the exemptions will be finalised on a scheme-by-scheme basis. This will be carefully monitored, as an LTN needs to have low traffic volumes, and if volumes increase significantly a review of these exemptions could be triggered. Moreover, the council is committed to progressing equality and its Fairness agenda.
- 5.5 It is therefore further recommended that Executive approves the approach to granting exemptions to camera enforced traffic filters set out in this report, specifically granting residents who are Blue Badge holders exemptions to camera enforced traffic filters in their home LTN.
- 5.6 Key feedback also covered issues encountered with pavement accessibility, difficulty to access active travel and open spaces in the borough. It is therefore recommended that the Executive approves the progression of the people-friendly pavements programme set out in this report.

Appendices

Appendix 1: Resident Impact Assessment

Appendix 2: Steer Journey Time Analysis (2021)

Final report clearance:

Signed by:



Executive Member for Environment and Transport

6 October 2021

Date

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Resident Impact Assessment

2021 Executive Paper – People-Friendly Streets Programme

Service Area: Climate Change & Transport

1. What are the intended outcomes of this policy?

This report addresses Equality impacts regarding the progress and future direction of the people-friendly streets programme, a key part of the council's long-term plan for transforming Islington, as set out in the Islington Transport Strategy (2020) and Islington's Vision 2030 (Net Zero Carbon) Strategy (2020). The future direction of the programme is detailed in the 2021 people-friendly streets Executive Paper.

The people-friendly streets programme of low traffic neighbourhoods (LTNs), School Streets and cycleways was at the forefront of both responding to the Covid-19 public health emergency and preparing to move into the recovery phase. This has effectively accelerated the implementation of the long-term plan and progress against wider council ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.

The people-friendly streets programme was implemented as a series of 18-month-long active trials, using experimental traffic orders (ETOs). The council is committed to listening to feedback on the schemes and taking decisions to make changes to improve the how the programme works for people.

Having realised some of its earlier ambitions for people-friendly streets, the council has reflected to ensure that its plan is appropriate for moving forward to embed and continue the transformation it set out to achieve.

The 2020 Resident Impact Assessment (RIA) identified the potential negative impacts that the trials could have on people who have protected characteristics. The RIA set out an initial plan to monitor the trials, and mitigate any negative impacts which were observed. The council undertook to implement the RIA recommendations by gathering evidence to

understand further the impacts that schemes might have on people with protected characteristics, in particular disabled people and those with complex mobility needs. The council engaged with various groups representing disabled people or people with complex mobility needs, analysed feedback including correspondence, trial feedback surveys and Commonplace comments, reviewed existing literature on LTNs and commissioned data on car journeys. This resulted in a change in the approach, which is set out in the Executive Paper and in this document.

The review of the programme is therefore an update on the ways in which the people-friendly streets programme has contributed to the council's Covid-19 response and its progress against the longer-term plan. It also sets out the Executive's decision on the areas it will focus on and changes to practice going forward.

The 2021 Executive Paper covers the following points:

- The continuation of the people-friendly streets programme as outlined in the Executive Paper of 18 June 2020 and amended in the 2021 Paper, including: a) School Streets; b) low traffic neighbourhoods (including the new area of people-friendly pavements); and c) the borough-wide lorry control scheme.
- Finalising and implementing the people-friendly streets programme, taking into account the consultation responses and monitoring.
- The initiation and approach to delivery of School Streets at schools on main roads.
- The initiation of at least four Liveable Neighbourhood schemes, incorporating wider physical and environmental improvements, contributing to the broader place-making agenda.
- The proposed approach to granting exemptions.
- The people-friendly pavements project, which seeks to deliver accessibility improvements for people walking, using wheelchairs or other mobility aids. This will include additional dropped kerbs, decluttering and maintenance, amongst other measures.
- A programme of cycleways: three cycleways have already been implemented under 18-month trials, on York Way, Liverpool Road, and Green Lanes and a timetable is in place to deliver a dense network of cycleways.

The ongoing implementation of the people-friendly streets programme will support the council's objectives of achieving net zero carbon emissions in Islington by 2030. It will also contribute to the delivery of a more equal Islington by: making it easier and safer for people to travel on foot, using a wheelchair or other mobility aid, by cycle and public transport; supporting people to live healthier lives; supporting local shops, markets and businesses; and enabling residents to remain socially active and connected to their community.

Improvements to the borough's streets will ensure that they are friendly to all users – especially children, young people, older people, people with impaired mobility, and people with disabilities and/or in poor health. The council is therefore committed to continuing the roll out of a borough-wide programme of people-friendly streets, which includes the delivery of low traffic neighbourhoods (LTN), School Streets and cycleways.

This RIA relates to the implementation of the people-friendly streets programme as set out in the 2021 Executive Paper.

2. Islington Residents Profile

The programme is borough-wide.

Who is going to be impacted by this change i.e. residents / service users / tenants?

	London	Islington
	Total: 8,173,941	Total: 206,125
Gender: Female	51%	51%
Gender: Male	49%	49%
Age: Under 16	20%	16%
Age: 16-24	12%	14%
Age: 25-44	36%	42%
Age: 45-64	21%	19%
Age: 65+	11%	9%
Disabled	14%	16%
Ethnic group: BME	40%	32%
Ethnic group: White	60%	68%
Religion or belief: Christian	48.5%	40%
Religion or belief: Muslim	12%	9%
Religion or belief: Other	10%	4%
Religion or belief: No religion	51%	51%

	London	Islington
	Total: 8,173,941	Total: 206,125
Religion not stated	49%	49%

Table 1 - demographics of London and Islington

Source: 2011 Census data available at: <https://www.nomisweb.co.uk/>

Profile analysis

16% of people living in Islington identify themselves as having a disability compared to the London average of 14%.

Whilst private cars, taxis, and private hire vehicles can be an important means of transport for disabled people, the main means of transport used by disabled Londoners at least once a week are walking (81%), bus (58%), car as passenger (42%) and car as driver (24%).¹

Analysis of the London Travel Demand Survey (LTDS)² during the period 2016-19 shows the breakdown of all trips by mode shown in Table 2:

Mode	All users in London	People with disabilities in Islington
Walk	42.0%	41.2%
Pedal cycle	4.9%	1.2%
Car driver	7.4%	8.9%
Car passenger	6.2%	16.7%
Motorcycle	0.1%	0.0%
Van	0.3%	0.2%
Bus (public)	14.3%	14.4%
Underground	15.0%	11.4%
National Rail train	4.9%	1.7%
Taxi - London black cab	0.8%	1.7%
Taxi - other/minicab	1.6%	1.5%
London Overground	2.2%	1.1%

Table 2 - Percentages of different trips by mode by different users

The LTDS analyses a sample of over 18million trips every year, and as such it provides a comprehensive picture of travel patterns. It is worth noting that when focusing on trips

¹ Travel in London: Understanding our diverse communities 2019, (TfL, 2019)

² London Travel Demand Survey: <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/consultations-and-surveys#on-this-page-1>

undertaken by Islington residents with disabilities, the size of the sample is only a small proportion of the overall sample. However, this is considered the best data source available which links travel patterns such as journey lengths and trip purpose to demographic characteristics.

Islington has a lower proportion of Black, Asian and minority ethnic people (32%) than the London average (40%).

Socio-economic data indicates that the Islington deprivation index varies considerably between and within each ward. Some areas are within the top 15% most deprived areas in the country, whilst others feature in the top 50% least deprived areas of England.

13% of residents in Islington are listed as claiming out of work benefits, compared to 12.2% in London. The Islington average for the Index of Multiple Deprivation is 36 (the higher, the greater the deprivation). For reference, London's average IMD score is 24.

3. Equality impacts of People-Friendly Streets

Overview

The council has a responsibility to its residents to ensure that the Equality Act (2010) is upheld in all its work and projects.

This assessment considers both positive and negative impacts of the proposals. In some instances, a balanced view is taken between positive and negative impacts, in particular where the impacts are considered to have both a positive and negative impact on one group with protected characteristics, especially where there is variation between the requirements of different individuals within such a group. For example, while some disabled people may predominantly travel by private car for mobility there are also many disabled people who use other modes, and therefore for most groups the impacts will be a mix of positive and negative depending on the particular mode of travel generally used. This split between different modes of travel is shown in 'Islington Residents Profile' under the heading of 'Profile analysis'. It shows, for example, that the proportion of trips walked by people with disabilities in Islington is roughly the same as the proportion of trips walked by Londoners as a whole (41.2% compared to 42%, respectively). The proportion of trips taken by car, as a driver or passenger, is 25.6% for people with disabilities in Islington and 13.6% for Londoners as a whole.

What Islington is doing to improve the health and well-being of residents and people in the borough

The people-friendly streets programme is one part of a range of work Islington Council is undertaking to improve the health and well-being of people in the borough. As a programme, it was both a response to the Covid-19 public health emergency and a preparation for moving into the recovery phase, and helps progress against wider council

ambitions related to public health, road danger reduction, clean air, climate change, social justice, greening and place-making.

People-friendly streets aims to encourage, enable and support more people into making healthier travel choices, by walking, wheeling or cycling. The council also campaigns for more accessible public transport, as this can help people with reduced mobility make more sustainable choices. People friendly-streets has an important role in the wider public health agenda to encourage more active lifestyles (including walking and cycling), to help tackle the rise of obesity, to reduce the impact of air pollution on people's health, and to reduce road danger. Using cycles for daily transport also opens up more economic opportunities for people, who can travel further for work at much less expense than using a private motor vehicle or public transport.

Islington also supports all forms of active travel:

- by providing free cycle skills sessions to adults and children;
- through the STARS programme which works with schools to enable healthier school travel;
- by working with TfL and private companies to provide cycle hire;
- through Try Before You Bike, an affordable bike purchase scheme for adult bikes, child bikes and cargo bikes, including an option for businesses to purchase e-cargo bikes at a discount;
- through funding Pedal Power sessions for all-ability cycling, enabling people with a range of disabilities to experience safe cycling at the Emirates and Finsbury Park;
- through its Safer Routes to Estates programme, ensuring physical barriers to movement through council estates are removed and that residents feel safe on walking routes at all times of the day and night;
- through the Social Prescribing Link Workers, who can prescribe activities to patients with non-clinical needs – these include guided walks;
- through developing travel plans on three estates, running surveys and setting up working groups with residents;
- through the Mayor of Islington's support for guided walks in the borough

Future involvement and activity may include:

- projects like Beat the Street, which encourage walking and cycling through the use of games;
- Cycle Sisters, who run supportive cycling groups for women, particularly from Muslim backgrounds;
- increased engagement with disability groups to understand barriers, to increase the opportunities for walking, cycling and using mobility aids, to provide comprehensive advice on what schemes are available. For example, the Motability scheme can be used to lease mobility scooters or powered wheelchairs (not just cars) and we support Transport for All's recommendation that the scheme should be extended to adapted cycles.

Review of the people-friendly streets programme

Originally, the low traffic neighbourhood schemes (as part of the overall people-friendly streets programme) were designed without private motor vehicle exemptions. The traffic filters which were implemented applied to all people driving (including residents). The council initially took the view that exempting any motor vehicles would have significant negative impacts in regards to road danger reduction, uptake of active travel and air pollution, as allowing the continuation of local traffic would likely dilute the benefits of the LTN and impact people with protected characteristics who are disproportionately impacted by traffic.

This approach sought to carefully balance the benefits of reducing traffic within LTNs with the inconvenience caused to people who travel by private motor vehicles. In the schemes implemented between July 2020 and January 2021, exemptions were only permitted for emergency vehicles, TfL buses, the accessible Community Transport bus 812, and a small number of council vehicles, to maximise the benefits of low traffic on all groups. There were concerns that higher volumes of traffic would create significant negative impacts for people without access to private cars, especially disabled people, older people, women and children.

Section 1 of this RIA describes the review undertaken by the council to understand the impact of LTNs on people with disabilities in Islington. Through research, data collection and engagement, the council better understood the nature of the constraints experienced by disabled people who travel by private car, and that a blanket 'no exemption' policy could disproportionately affect people in this situation. Key learnings from the engagement and research highlighted that:

- disabled people who travel by private cars were being disproportionately impacted by LTNs, especially for shorter car journeys;
- the public realm in many areas of Islington is not accessible – especially pavements.

The 2021 Executive Paper includes two main outcomes to improve access and mitigate the negative impacts previously identified in trial schemes:

- the new local exemption policy for Blue Badge holders and;
- the people-friendly pavements project.

Blue Badge exemption policy for low traffic neighbourhoods

The exemption policy will offer an exemption to Blue Badge holders who live inside, or on the boundary road of, a low traffic neighbourhood (LTN). The exemption will only apply for a single LTN and will allow Blue Badge holders to register a single car for their personal use

which is registered to their home address within (or on the boundary of) the low traffic neighbourhood in which they live. Proof of address, car registration and Blue Badge status are likely to be the evidence required. On successful application, a permit will be provided for this car, which will allow the Blue Badge holder to drive, or be driven, through the camera-enforced filters of the LTN in which they reside. The proposed exemption will be complemented by an exceptional circumstance dispensation which will have its own application process.

This limited exemption shows the council's commitment to make reasonable adjustments towards people with protected characteristics (in this instance the protected characteristic of 'disability') if it can be demonstrated that such an adjustment will not increase the negative impacts on other people with protected characteristics (and all other local people) currently benefitting from the LTNs as they were originally implemented. This includes those who do not drive and/or those who have been benefitting from the reduction in traffic volumes and the decrease in road danger. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.³

Careful consideration was given to the extent of this exemption. The agreed exemption applies to Blue Badge holders who live in (or on the boundary of) an LTN, and who have access to a car registered to their home address within this same LTN. After a successful application for the exemption, the Blue Badge holder will be granted a permit for this vehicle which will allow it to pass through traffic filters installed in the LTN in which the Blue Badge holder lives. The Blue Badge holder would need to be in the vehicle (as a driver or passenger) and the Blue Badge would need to be displayed. Blue Badge holders with access to their own vehicle are likely to represent a very small minority of residents in LTNs. There are 7,788 Blue Badge holders in Islington, 1,713 of whom live within existing LTNs. There may be additional applicants via the exceptional circumstance dispensation, and these numbers will be recorded.

In order to understand if the exemption policy would allow too much traffic through the LTN and therefore reduce its benefits, officers carried out an assessment of these numbers, by combining them with current data for vehicles breaching the restrictions at each filter to construct a model for maximum vehicles per hour passing through each filter at peak time. This assessment showed that, while there were possible increases of traffic at each of the LTN filters following the exemption, the forecasted level of two-way traffic was acceptable. It must be noted that, based on feedback gathered through correspondence and surveys, many drivers with disabilities have continued to make motor vehicle trips with the existing LTN restrictions in place. This means that allowing these drivers exemptions to local filters may not increase actual total trip numbers significantly. Furthermore, the length of these essential car journeys might actually decrease as routes become more direct. There could be an increase in Blue Badge applications which could encourage shorter car journeys and increase traffic in the LTNs. Officers will monitor applications to review this risk. Additionally, the approach might incentivise disabled people who rely on car transport such as taxis to

³ <https://roadsafetygb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>

purchase their own cars, which would increase car ownership, pressure on parking and increase the number of car trips within LTNs.

Nonetheless, officers believe that actual traffic volumes might not increase following the introduction of the exemption policy, and that local traffic levels should be acceptable. However, the council will monitor traffic levels on local LTN streets to ensure traffic is kept at low levels, so that exemptions do not result in unacceptable local traffic impacts which could deter active travel. If there are problematic increases in traffic volumes, a review of exemptions would take place.

As well as increases in traffic volumes, another risk of the exemption is increased road danger at filters, as people would not necessarily expect vehicles to drive through areas. This could be particularly dangerous for people crossing the road or cycling. People with mobility or other impairments could also be vulnerable to collision in those areas.

It is recommended that the designated traffic filters allowing people with exemptions through must be adequately signposted with an 'exemption' plate. This plate will use the School Street exemption plate as a model, which uses the phrase 'Except permit holders XXX', where 'XXX' is a particular reference number to a local permit, issued to eligible vehicles. As the plate does not mention Blue Badges explicitly, this removes any potential confusion for drivers from another area (if they possess a Blue Badge) thinking they are exempt from the filter.

The limited nature of the exemption policy means that Blue Badge holders who do not live within an LTN are not eligible for the exemption, as journeys by car across their home neighbourhood are not affected by LTN restrictions. (These Blue Badge holders could apply via the exceptional circumstance dispensation if they have particular journeys which require access through a designated filter in an LTN). The decision not to exempt all Blue Badge holders in Islington from all the filters is informed by journey time and length data collected and analysed by Steer consultants (attached in Appendix 2), which showed that shorter car trips are most impacted by the LTNs while medium or longer journey lengths are not significantly impacted. As disabled people may be less likely to be able to replace these short car trips to and from their home LTN by other travel modes, they could be disproportionately affected by being unable to pass through the filters in their home LTN, which they would meet on every short local journey. Disabled people who do not live in an LTN do not have these short trips restricted in the same way, and impacts on medium and longer journeys are less significant.

Cars used by Blue Badge holders which are not registered to an address within the same LTN are also not included within the scope of this exemption – this could include vehicles used by carers, friends or family members, as well as taxis and private hire vehicles (PHVs). In some of these circumstances, the exceptional circumstance dispensation could be applied if there are particular journeys which require access through a designated filter in an LTN. It would not be feasible to implement a blanket exemption for vehicles not registered to a disabled person in an LTN in a way which (a) maintains the integrity of the

overall people-friendly streets programme and (b) applies the exemption only to journeys undertaken by residents with disabilities.

People-friendly pavements policy

The proposed people-friendly pavements programme is an additional complementary measure towards these reasonable adjustments so that all groups can benefit from the LTNs, and to enable equal access to active travel by:

- Footway repaving
- Foliage maintenance
- Additional dropped kerbs
- Tactile paving
- Street clutter removal

The main beneficiaries of the schemes will be people walking, using wheelchairs or other mobility aids, cycling (including cycles adapted for disabilities) or using mobility scooters by removing through-traffic from the scheme area and reducing road danger.

This RIA

This RIA identifies general positive and negative impacts for groups with protected characteristics and details the specific positive and negative impacts of the people-friendly streets programme review.

Islington has one of the lowest proportions of car ownership per household in the country, with 71% of households having no access to a car.⁴ Transport for London (TfL) has analysed that two thirds of car journeys in London can be walked or cycled⁵ - this proportion is likely to be even greater in an inner London borough like Islington. The implication of these figures is that there is great potential for a large number of trips in Islington to be made by modes other than private car, and even that many existing car journeys could be shifted to active travel modes, with public health and air quality benefits for all Islington residents.

⁴ LBI: [Streetspace funding guidance - Appendix 7 2021](#)

⁵ GLA: [Health Impact of Cars in London 2015](#)

24.3 million more miles were driven through Islington in 2019 than 2013 – an almost 10% increase.⁶ Traffic on London’s local (‘C’ or unclassified) streets has risen by 72%⁷ in the past 12 years, whereas traffic on A and B roads has seen a slight fall over the same timeframe. A and B roads were designed with signalised and multi-lane junctions, wider pavements, formal pedestrian crossings and bus lanes, all of which mean they are able to more safely manage higher volumes of motor traffic than local streets.

There is also a disparity in the road danger present on minor and main roads. In the UK, the most common non-natural cause of death amongst children aged 5 – 14 is being hit by a vehicle⁸ with a mile driven on a minor road, compared to a mile driven on a main road, twice as likely to kill or seriously injure a child pedestrian, and three times more likely to kill a child cyclist.⁹ However, LTNs installed in London in 2020 have been shown to reduce the number of injuries from road traffic collisions by half, relative to the rest of London, with no evidence of increased injury numbers or risk on LTN boundary roads.¹⁰ The people-friendly streets programme has therefore improved the safety of local roads without putting excessive burden on boundary roads.

As the Islington Transport Strategy notes, “Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road collision than children from other backgrounds”, so reducing road danger through implementing LTNs seeks to address this inequality directly.

Given the reasons above, more space needs to be allocated to active travel modes. These modes make a significant contribution to reducing road traffic congestion and improving health. They are also an affordable way of getting around.

a. Generally positive impacts

Successful implementation of the people-friendly streets programme review should support the continued delivery of streets that welcome people from all walks of life and represent a fairer balance of different modes of travel.

The actions as a result of the people-friendly streets programme review are aimed at improving accessibility (balancing this with road danger reduction), which should provide benefits to some residents with protected characteristics. The programme overall should also reduce the negative impacts of traffic, improving air quality, reduce noise pollution, reduce injuries from road traffic collisions and reduce community severance. The LTNs and

⁶ DfT: <https://roadtraffic.dft.gov.uk/local-authorities/96>

⁷ DfT: <https://roadtraffic.dft.gov.uk/regions/6>

⁸ http://www.sd-commission.org.uk/data/files/publications/fairness_car_dependant.pdf

⁹ <https://www.icevirtuallibrary.com/doi/pdf/10.1680/jmuen.16.00068>

¹⁰ <https://findingspress.org/article/25633-impacts-of-2020-low-traffic-neighbourhoods-in-london-on-road-traffic-injuries>

School Streets have the potential to make journeys more pleasant and easier, with benefits on mental and physical health.

The programme aims to improve the local area in alignment with TfL's Healthy Streets indicators and Islington Council's Transport Strategy. The list below shows how the programme meets each of the Healthy Streets indicators, with reference to the Islington Transport Strategy where relevant:

- Pedestrians from all walks of life: All people walking, using wheelchairs or other mobility aids will benefit from a reduction in road danger as a result of the lower volume of vehicles traveling through the people-friendly streets programme's LTNs.
- Easy to cross: There will be considerably less traffic on many roads in where the people-friendly streets programme is implemented. This will mean that there are more opportunities to cross informally and formal crossings will be safer for people who are walking or using pavements.
- Not too noisy: The reduction in traffic volumes will also lead to a reduction in noise pollution
- People choose to walk and cycle (and Islington's Transport Strategy 'Healthy' objective): It is anticipated that as a result of the reduction in vehicle traffic on the roads of Islington it will empower people with protected characteristics to cycle, as a big obstacle to cycling for many people is fear of traffic. Moreover, the expected increase in walking and cycling will heighten natural surveillance, and thus improve the sense of safety for those passing through the area.
- Clean air (and Islington's Transport Strategy 'Cleaner and Greener' objective): Cars and other motor vehicles are a major source of air pollution. The reduction of traffic delivered through the people-friendly streets programme roads is anticipated to improve the air quality in local areas, which includes public spaces with seating and nearby residential streets. It also contributes towards the council's target to achieve net zero carbon by 2030.
- People feel safe (and Islington's Transport Strategy 'Safe' objective): Motor vehicles are a source of danger to people walking and cycling on the roads. The reduction in motor vehicles is expected to make people feel safer when walking and cycling thereby empowering people to do so. The council is committed to working with the Mayor of London to achieve "Vision Zero" by 2041, by eliminating all deaths and serious injuries on Islington's streets and reducing the number of minor traffic collisions on our streets.

The people-friendly pavement project will benefit people from all walks of life who are pavement users, for example by removing existing barriers, installing dropped kerbs and improving maintenance of foliage.

People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside.

Protected cycle lanes would provide considerable benefits to many people with protected characteristics by facilitating and encouraging cycling, most notably for women, older people, younger people, those with various physical and mental disabilities and people from BAME groups.

Finally, the review explores pathways to deliver 'Liveable Neighbourhoods' at Highbury New Park, Mildmay East, Barnsbury & St Mary's and the Cally, which will include wider public realm improvements, implemented alongside traffic measures, in line with the Healthy Streets indicators and objectives of the Islington Transport Strategy. These may also include Play Streets (community-led short closures of streets to enable outside play for children), parklets (miniature green spaces), use of sustainable urban drainage systems (SUDS), improvements to footways, additional pedestrian crossings, freight and home delivery consolidation centres, better signage and wayfinding, and additional cycle parking (including secure bike hangars). It is the intention of the PFS programme to uplift all LTNs to Liveable Neighbourhoods in due course. These additional public realm benefits will benefit all users of the public realm, and achieve greater comfort and sustainability for all users, with positive impacts on children, older residents and disabled people.

Under the heading of 'Specific positive impacts' more details are given on how these could materialise for people with protected characteristics.

b. Specific positive impacts

Protected Characteristic: Age

An increase in activity, including walking and cycling, benefits children in terms of reducing childhood obesity.

The Fair Futures Commission found that some of the barriers to children and young people travelling independently revolved around concerns for personal safety, due to the threats from road danger. Reduced road danger and protected cycleways should facilitate independent travel for children and young people, which is crucial to healthy child development.

Older people, who have higher instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from reduced traffic and road danger because of the lower volumes of cars traveling through the LTNs and School Streets. In addition, older people are also more likely to live with dementia and will benefit from reduced noise pollution. Those older people who are able to increase their active travel will see benefits to their mobility and health.

The Liveable Neighbourhoods and LTNs create improved conditions for cycling, particularly benefitting those older or younger residents with less balance who may want to choose

adapted cycles away from traffic. Well-designed cycleways also provide protected conditions for people using adapted cycles.

Air pollution from cars has a significant impact on younger people who are closer to the car exhaust level and who have lungs that are still developing. A growing body of research demonstrates that this impact can result in significant health complications later in life impacting on their life expectancy and quality of life. Older adults are also known to be particularly sensitive to air pollution.

Older and younger people will benefit from safer crossings in particular because they can take longer to cross the road than the average-aged person.

People walking (including children) will be safer on School Streets because they will have less interaction with vehicles during pick-up/drop off times. This particularly applies to younger children in the community and older residents who are less able to walk. There will also be more opportunities to cross informally and formal crossings will be safer for people walking.

Alternative School Street measures, including green screens and green walls, will reduce noise pollution, improving learning environment for children.

Children who have disabilities or mobility impairments may benefit from the Blue Badge exemption policy, if their carers live with them inside an LTN. The exceptional circumstance dispensation for this exemption may also benefit children who, for example, attend a school in an LTN. It is also likely that older people with limited mobility who travel by private car are likely to have Blue Badges, and could benefit from the same policy. The positive impacts of LTNs on local traffic levels, as evidenced by interim monitoring reports, means less congestion for exempt vehicles.

The people-friendly pavements project will further improve conditions for older and younger people walking (or using mobility aids, including wheelchairs) on pavements, by removing existing barriers, reducing clutter and improving maintenance.

Protected Characteristic: Disability

Compared to the London average, there is a higher proportion of people in Islington who identify themselves as being disabled (16%, compared to the London average of 14%).

LTNs and School Streets can enable easier or more pleasant journeys for disabled people; an increase in independence, a decrease in traffic danger and benefits to physical and mental health.

Pedestrian enhancements could be of particular benefit to people with a disability in terms of navigating the urban environment, including but not limited to those using walking aids, a wheelchair or a mobility scooter. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

In residential areas, those with cognitive disabilities could benefit from reduced levels of noise pollution, supported by the neighbourhood walking and cycling improvements and the removal of through-traffic. Moreover, some disabled people may feel more comfortable accessing the businesses in LTNs, due to the reduction in traffic as a result of the PFS measures.

Research has shown that one of the main reasons that disabled people do not cycle more is due to inaccessible infrastructure, even though 75% of disabled cyclists report that they find cycling easier than walking.¹¹ The proposals in LTNs will greatly improve conditions for disabled cyclists by reducing road danger without the need for further traffic calming measures. Well-designed cycleways with protected facilities and smooth surfaces provide safe and convenient means of travel for people using adapted cycles.

In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with less balance who may want to choose adapted cycles away from traffic. All traffic filters in the LTNs have been designed in a way that is inclusive and accessible to larger cycles such as tricycles and cargo cycles in line with the London Cycling Design Standards. Cycleways with protected lanes are designed to accommodate adapted cycles.

When cycleways are implemented there is usually an opportunity to improve crossing facilities or widen footways which benefits disabled people.

People who are Blue Badge holders who live within an LTN and have access to a vehicle registered in that LTN will also benefit from the proposed exemptions at camera-enforced filters in the LTNs where they reside. The exceptional circumstance dispensation for this exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter (for example, for medical appointments). The positive impacts of LTNs on local traffic levels means less congestion for exempt vehicles.

Protected Characteristic: Gender reassignment

No specific impacts identified.

Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

¹¹Wheels for Wellbeing: [Assessing the needs and experiences of disabled cyclists 2018](#)

Reduced volumes of traffic and speeds in low traffic neighbourhoods and Liveable Neighbourhoods will create a less stressful environment, supporting a healthy pregnancy.

Parents and carers with prams will benefit from a better walking environment and reduced traffic flows when crossing roads, especially in the vicinity of schools. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

Parents or carers who use cycles or cargo cycles for family mobility will benefit from protected cycleways and from traffic filtering and reduced volumes of traffic. Road closures will be designed in a way that is permeable and accessible to larger cycles. It is anticipated that increased safety for people who are cycling will help to empower more parents and carers to use cargo cycles for family mobility.

Traffic filters will create informal play space for children specifically around closure locations, where there will be very low traffic following implementation.

Pregnant people and unborn children in particular may be adversely impacted by air pollution. LTNs and School Streets are expected to reduce traffic volumes and congestion on Islington roads, which is expected to contribute to improved air quality on these streets.

Parents and carers will be safer on School Streets because they will have less contact with vehicles during pick-up/drop off times. There will also be more opportunities to cross informally and formal crossings will be safer for people walking.

The Schools Street programme will create opportunity for safe social distancing which can have positive impacts on parents or carers with prams requiring more pavement space.

When cycleways are implemented there is usually an opportunity to improve crossing facilities or widen footways which benefits parents or carers with prams, and pregnant women.

Protected Characteristic: Race

Developing research has concluded that Black, Asian and Ethnic Minority people are twice more likely to die of coronavirus in the UK than white people making them specifically more vulnerable since the pandemic. As prescribed by Central Government guidance creating safe cycle routes provides an alternative means of travel to public transport as the country emerges from the health emergency. As the Islington Transport Strategy notes, "Children from black and minority ethnic backgrounds are one and a half times more likely to be killed or seriously injured in a road collision than children from other backgrounds". The reduction of traffic volumes and road danger in each LTN should make cycling a more accessible transport mode among BAME people who are underrepresented among people who cycle for transport and for exercise.

Protected Characteristic: Religion or belief

No specific impacts identified

Protected Characteristic: Sex

Women - who are more likely than men to be moving through public space with pushchairs and prams, and expectant mothers and mothers with young children - may also particularly benefit from improved walking and cycling conditions and reduced traffic levels. This includes the improvements made through the people-friendly pavements project, which will remove existing barriers, reduce clutter and improve maintenance.

In London, women are less represented than men in cycling, and lack of safe cycle infrastructure disproportionately impacts women, attributable in part to a more risk averse attitude to mixing with traffic. Research has shown that women particularly value protected cycle facilities and direct routes such as cycleways. Reduced traffic and new cycle infrastructure will benefit and empower more women to cycle.

Protected Characteristic: Sexual orientation

No specific impacts identified

Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010

Busier roads can, in some areas, dominate more deprived communities. Walking and cycling improvements will benefit those living near busy roads and collision hot-spots when they are moving around their local area. Islington is an extremely diverse borough and the index of deprivation across the borough shows that deprivation does not strictly follow main roads. One of the key findings of a 2021 paper on the interaction of socio-economic status and LTNs is that "Across London as a whole, people in the most deprived quarter of OAs [output areas, administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter."¹²

Generally, car ownership correlates to household income in London. Therefore, less affluent households are less likely to own a car – and be reliant on walking, cycling and public transport. The low traffic neighbourhoods and cycleways in the PFS programme aim to benefit people who do not own cars by making it easier for them to travel by other modes.

Although the cost of motoring over the past ten years has risen at a lower rate than the cost of living (and significantly lower than rises in public transport costs)¹³ it is estimated that owning and running a car in the UK costs around £3,900 per household annually.¹⁴ There is clearly a benefit to those who are economically disadvantaged if LTNs reduce this

¹² Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

¹³ <https://www.racfoundation.org/data/cost-of-motoring-index>

¹⁴

<https://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/expenditure/articles/familyspendingexplorer/2020-03-26>

cost burden, by removing the perceived need for a motor vehicle once other options become more attractive.

Finally, the greater connectivity via new cycling and walking routes should support social distancing whilst providing better healthy access to employment.

c. Potentially general negative impacts

As has been outlined above, the people-friendly streets programme review measures will have many positive benefits for residents and businesses, and specifically for those with protected characteristics as discussed above. It is also the purpose of this RIA to examine any negative impacts on residents, particularly those with protected characteristics, to ensure that a robust mitigation plan is in place, and so that these negative impacts can be taken into account in decision-making on the implementation of the scheme. Research and engagement have highlighted that for some residents journey times have increased, and/or journeys are more difficult, with negative impacts on mental and physical health.

Key negative impacts of the people-friendly streets programme review have been identified and considered below:

C1: Impact on those who travel by private car

The purpose of the LTN measures is to create a safer environment to enable walking and cycling for people from all walks of life. However, this must be balanced with facilitating the travel requirements for vulnerable residents including those with disabilities and mobility impairments who may rely on cars to travel.

Following the implementation of the schemes, vehicles travelling to streets in and around each LTN will still be able to access all properties that can currently be accessed. None of the measures being introduced will stop people (including residents, businesses, visitors or delivery drivers) from driving to and from each area. However, some routes may need to be changed by driving to and from the nearest main road rather than across local streets.

These changes may therefore result in some increased inconvenience for motorists and could result in longer journey times with an increased cost if private vehicle hire or taxis are relied on.

The council commissioned a piece of research from the consultants Steer to examine the impacts of small, medium and large LTNs on 167 journeys in the borough.¹⁵ The research looked at how those journeys were impacted in length and time before and after LTN implementation. In conclusion, while shorter journeys are most impacted (+118% in length), medium and long journeys were much less impacted (+4% and +3% in length respectively). The research also highlighted that disabled people who travel by car are more likely to make shorter journeys.

¹⁵ This can be found as Appendix 2 of the people-friendly streets Executive Paper (2021).

It should therefore be acknowledged that longer routes are more likely to inconvenience some older or disabled residents, and the specific impacts on those groups is set out below. These should be considered on balance with the positive impacts the scheme will result in for those groups and the wider population, as is outlined above.

The proposed exemption policy at camera-enforced filters for Blue Badge holders within their home LTN for a single vehicle partly mitigate this identified impact on shorter journeys for some disabled people. The exceptional circumstance dispensation for this exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter (for example, for medical appointments). However, the exemption does not address the needs of those who rely on taxis or other private hire vehicles.

C2: The impact on residents who may reside on the main roads surrounding the LTNs and Liveable Neighbourhoods areas

By design, the LTN and LN schemes in the PFS programme review will restrict through routes between main roads, which will encourage non-local journeys to take place on the main road network surrounding each LTN area. Currently, 1/3 of car journeys in London are under 2km, a distance which could easily be walked or cycled by many.¹⁶ This switch between different modes of travel could become a reality when walking and cycling conditions are much improved by the people-friendly streets programme measures.

Despite the opportunities of modal shift, there is a risk that the measures could nevertheless displace traffic onto main roads, which could increase congestion, which would affect bus journey times as well as affecting air quality and community severance.

These impacts would affect residents living on the main road network or near junctions. Increased bus journey times would have a greater impact on certain groups with protected characteristics who are more likely to use bus services, and on those who would have the most difficulty dealing with the impacts of a reduced service.

A monitoring strategy has been put in place to understand whether displacement takes place onto Islington's main roads. Thus far, monitoring in St Peter's, Canonbury East, Clerkenwell Green and Amwell¹⁷ have shown an overall negligible change of traffic volumes on main roads. Similarly, other boroughs' monitoring data (such as Hackney or Lambeth) have shown that traffic on main roads has not substantially increased following LTN implementation. The council continues monitoring traffic and will publish findings.

For future schemes, it is anticipated that immediately following the scheme there will be some displacement while people get used to new road layouts and identify alternative routes. If displacement has arisen as an issue in the medium term, then this will trigger some of the reactive mitigation measures outlined in section 5.

¹⁶ https://www.london.gov.uk/sites/default/files/health_impact_of_cars_in_london-sept_2015_final.pdf

¹⁷ Monitoring reports can be found on each scheme's page at <https://www.islington.gov.uk/roads/people-friendly-streets>

C3: The impact on children, parents or carers who drive and public transport users in relation to School Streets or cycleways on main roads

Several measures relating to School Streets and cycleways can have negative impacts on children, parents or carers who drive.

The potential removal of parking bays outside School Streets or on cycleways located on main roads could negatively impact disabled drivers/pregnant women who need to access the street.

Another impact is that School Streets and cycleways reduce road space for vehicular movement – with the potential to increase congestion and travel times. This could also affect public transport service, which may have a greater impact on certain groups with protected characteristics. Increases in congestion, community severance and worse air quality would impact residents living on the main road network.

d. Specific negative impacts

Some specific impacts have been identified for protected characteristic groups (corresponding to the above general impacts).

Protected Characteristic: Age

C1: Although it will be possible to access all addresses once each scheme has been implemented, older people may travel by private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

Children and older people who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the low traffic neighbourhoods.

Protected Characteristic: Disability

C1: Although it will be possible to access all addresses once each LTN scheme has been implemented, disabled residents or visitors who travel in private cars, private hire vehicles (PHVs), or taxis may have to use new routes for their local trips and so may be inconvenienced by longer journeys (which may also involve higher costs).

However, it must be noted that private cars are just one means of travel for disabled residents and therefore should be considered on balance with the benefits. Evidence in section 2, 'Islington Residents Profile', under the heading of 'Profile analysis', shows that the proportion of trips taken by car, as a driver or passenger, is 25.6% for people with disabilities in Islington and 13.6% for Londoners as a whole. The main means of transport, used by 81% of disabled Londoners at least once a week is walking.

The council is committed to engaging with disabled people and has undertaken pre-consultation engagement with disabled people and groups representing them, and listened to feedback submitted via Commonplace, the trial feedback surveys and general correspondence. This engagement forms part of the evidence informing the proposed exemption policy. Once each PFS scheme has been in place for 12 months, a public consultation will be held to help inform the decision-making around the future of the scheme. Additional engagement with people with disabilities is planned during the consultation focus groups for each scheme.

The council is therefore now proposing exempting Blue Badge holders who live within (or on the boundary of) an LTN from certain local camera-enforced filters. Blue Badge holders will be able to register a single private car from their home LTN for these exemptions, which should improve journey times for local trips. The exceptional circumstance dispensation for this exemption may also benefit disabled people who do not live in an LTN, by allowing access through a designated filter (for example, for medical appointments). However, this policy does not extend to covering trips across neighbouring LTNs, as the council has chosen to limit the exemption to shorter trips that are more impacted in terms of journey time and length compared to medium and longer trips.

Blue Badge holders who do not live within an LTN will see no change from the current position after the exemption policy is implemented. These Blue Badge holders have been given consideration, but will not be included in the exemptions, as traffic filters do not currently affect journeys from their home to nearby main roads around their local neighbourhood. However, they may be able to use the exceptional circumstance dispensation to apply for an exemption which allows access through a designated filter in an LTN.

Similarly, people with disabilities who rely on taxis and PHVs, carers who are not eligible for the Blue Badge exemption and doctors will not benefit from the new exemption policy. As discussed in the 'Overview' paragraphs at the start of section 3, the council seeks to balance exemptions with the benefits of reducing local traffic for all residents, including those with protected characteristics who have benefitted from the LTNs as they currently exist.

At time of writing, it is not possible to implement an exemption for Blue Badge holders using taxis or PHVs, as enforcement cameras would not know whether a Blue Badge holder (who is resident in an Islington LTN) is travelling in a vehicle. To apply the exemption to these Blue Badge holders, the implementable solution would be to exempt all taxis and PHVs that could use Islington's roads, which would have significant impacts in terms of traffic volumes and dilute the benefits of the LTNs. There are 114,900 licenced taxis and PHVs operating in London, as of 2020.¹⁸ This alternative is not considered acceptable. Therefore, for the purposes of the experimental traffic order and any future traffic order which supersedes the ETO, Penalty Charge Notices (PCNs) will apply to non-exempt vehicles going through the filters.

If a technological solution can be found which allows specific and timed exemptions for only those taxi/PHV trips taken by Blue Badge holders who are resident in Islington, compatible with our current use of Automatic Numberplate Recognition (ANPR), then the council will consider exemptions for taxis/PHVs for the purpose of carrying a Blue Badge holder. This would be of benefit only to the 3.2% of trips taken by disabled people which are in taxis or PHVs (this is calculated in 'Islington Residents Profile' under the heading of 'Profile analysis').

The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes.

C2: An increase in traffic on main roads could lead to bus delays that could disproportionately impact disabled residents who rely on bus journeys for mobility.

Other: Disabled people who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs. Disabled people are five times more likely to be injured as a pedestrian than non-disabled people.¹⁹ Limiting the range of the exemption to Blue Badge holders within their own LTN should help to limit the increase in traffic volumes seen within LTNs, to mitigate this concern.

Disabled people could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous. Bus stop bypasses are a particular feature in

¹⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/944680/taxi-and-private-hire-vehicle-statistics-2020.pdf

¹⁹ <https://roadsafetygb.org.uk/news/disabled-and-low-income-pedestrians-at-higher-risk-of-road-injury/>

cycleways which are likely to become more common and can have a negative impact on disabled bus users.

Protected Characteristic: Gender re-assignment

No specific impacts identified.

Protected Characteristic: Marriage and civil partnership

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

C1: Although access to all addresses is maintained as part of LTN schemes, pregnant women and those with young children may rely on private cars, private vehicles for hire, or taxis more for their local trips and so may be inconvenienced by longer journeys. Longer journeys may also involve higher costs.

C2: Pregnant women or parents/carers with young children may have reduced mobility, take longer to cross the road, be more vulnerable to traffic collisions and/or be more reliant on car transport, therefore they may be particularly impacted if schemes result in increased traffic and congestion on streets they live on. Pregnant women and unborn children may be particularly impacted by poorer air quality which may result from increased traffic and congestion on their streets.

Other: Pregnant women or parents/carers with young children who do not drive could be impacted by the exemption policy if local traffic rises. This could make streets unsafe, and create an intimidating environment for people who do not rely on cars for their mobility, ultimately hindering the objectives of the LTNs.

Pregnant women or parents/carers with young children could also be disproportionately impacted by the introduction of new street furniture and infrastructure (such as signage or cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned. In particular, protected cycleways using features such as wands could make it more complicated and difficult to cross the road with a pram except at formal crossing points. The removal of central islands and pedestrian refuges for the implementation of protected cycleways can make crossing more difficult and potentially more hazardous.

Protected Characteristic: Race

No specific impacts identified

Protected Characteristic: Religion or belief

No specific impacts identified

Protected Characteristic: Sex

No specific impacts identified

Protected Characteristic: Sexual orientation

No specific impacts identified

Socio-economic status: To be treated as a Protected Characteristic under section 1 of The Equality Act 2010

C2: Lower-income households are less likely to have access to private cars and tend to be more represented amongst bus passengers. This means that any displacement of traffic onto main roads which affects bus journey times could disproportionately impact people on lower incomes. Should any traffic displacement occur, it could also have a disproportionately negative impact on some of Islington's more deprived communities, with consequences in terms of congestion, severance and air quality. However, as noted in the positive impacts, "people in the most deprived quarter of OAs [output areas, administrative areas containing around 300 residents] were 2.7 times more likely to live in a new LTN, compared to Londoners in the least deprived quarter."²⁰ This means that any increase of traffic volumes within LTNs as a result of the new exemption policy could disproportionately impact some of Islington's more deprived communities.

Other: Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure or not benefit so much from the improved cycling environment.

4. Safeguarding and Human Rights impacts

a. Safeguarding risks and Human Rights breaches

No safeguarding risks for children or vulnerable adults, or human rights breaches, have been identified as likely resulting from the people-friendly streets programme.

The council has considered the provisions of the Human Rights Act for potential breaches that may occur as a result of the proposal and considers that three articles are relevant:

²⁰ Equity in new active travel infrastructure: a spatial analysis of London's new Low Traffic Neighbourhoods (2021) <https://osf.io/preprints/socarxiv/q87fu/>

- Article 1 of the First Protocol – the protection of property;
- Article 2 of the First Protocol – the right to education; and
- Article 8 – the right to respect private and family life.

In relation to Article 1, some residents may no longer be able to use the most direct access to their homes. However, under the operation of these schemes, alternative access will be in place. Further, the right under Article 1 is qualified rather than absolute as it permits the deprivation of an individual's possessions or rights where it is in the public interest. The public interest benefits are outlined within this report and the Executive Paper. Exemptions are also proposed for some filters for Blue Badge holders. The council considers the proposal to be in the public interest.

In relation to Article 2, access to educational institutes is impacted by School Streets for people who drive private cars to Primary School. This is to encourage more people to use active travel, however those depending on private cars for their mobility, for instance disabled people who are Blue Badge holders are exempt from the restrictions. Emergency services are also exempt. Given that children are particularly vulnerable to traffic collisions, air pollution and inactivity, it is considered that restricting traffic actually improves access for children and parents or carers around schools, and that the proposals do not restrict access to educational institutes unacceptably.

In relation to Article 8, right to respect for private and family life has a broad interpretation and extends to being in a public place if there is a reasonable expectation of privacy there. This right can be interfered with where lawful, necessary and proportionate to protect a number of other concerns including public safety and health. It is not considered that the implementation of the people-friendly streets programme will impede the rights to individuals to respect for private and family life either in public or on private land. Further, the scheme is proposed in order to reduce the number of vehicles on the road, which will enhance public safety and health.

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

5. Actions

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

Negative Impact	Action	Responsible person or team	Deadline
<p>C1: More inconvenient car trips</p> <p>More costly trips if taxis or private hire vehicles are relied on for some people falling into protected characteristics groups such as age, disability and parental status.</p>	<p>The London Taxicard Scheme offers subsidised travel in licenced taxis and private hire vehicles to London residents with serious mobility impairments or who are severely sight impaired. This could offset some of the increase in costs resulting from slightly longer routes as a result of the LTN schemes. The council will work to promote uptake of this scheme amongst potentially affected groups.</p>	<p>Transport Projects and people-friendly streets team</p> <p>London Councils</p>	Ongoing
<p>C1: More inconvenient car trips</p> <p>The new exemption policy does not include taxis and private hire vehicles, doctors or carers.</p>	<p>The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.</p> <p>The exemption policy for Blue Badge holders is complemented by an exceptional circumstance dispensation which will benefit some people who do not meet the exemption criteria.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Transport for London</p> <p>London Councils</p>	Ongoing

Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact</p> <p>Possible increase of bus journey times which would impact on older, disabled or lower income residents disproportionately.</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Transport for London</p> <p>Traffic and Engineering</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>2025 for bus mitigation schemes</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>C2: Main roads impact</p> <p>Possible increase in air pollution on the main roads which would impact disproportionately on residents living on main roads</p>	<p>The council has a robust and comprehensive monitoring strategy to gather data on the displacement impacts on main roads including air quality data where possible. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures.</p> <p>Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Air quality Team</p> <p>Traffic and engineering</p>	<p>Various dates for 12 month monitoring data deadlines relevant to each scheme</p> <p>Air quality schemes roll out is ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>C3: Impacts on car users</p> <p>The potential removal of parking bays outside School Streets and cycleways located on main roads – could negatively impact disabled drivers/pregnant women who need to access the street.</p> <p>Reduced road space for vehicular movement might impact those who travel by private cars for their mobility such as certain disabled people. Extra congestion can also impact groups who suffer from community severance and congestion.</p>	<p>Ensure that parking provision is retained for Blue Badge holders in the vicinity (70m radius) of all school sites, in accordance with the council’s inclusive design guidance. Ensure sufficient parking remains accessible for Blue Badge holders based on need.</p> <p>Traffic monitoring – The council is continuing to proceed with a monitoring strategy to ensure that the impacts on traffic are considered.</p>	<p>Parking, Traffic and engineering; Transport projects and people-friendly streets</p>	<p>Ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other:</p> <p>Purchasing and maintaining a cycle is significantly less expensive than the comparable costs for motor vehicles, and can be cheaper than public transport fares. Nonetheless, people with less disposable income may be less able to own a cycle than those with more disposable income. This in turn would mean they would not have equal access to the new cycle infrastructure.</p>	<p>The council has a programme to help with the affordability of maintaining and securely storing cycles. Islington's 'Try before you bike' scheme helps people purchase a new cycle with monthly payments (£20 for an adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.</p>	<p>Housing, Community development</p> <p>Transport Strategy and Active Travel.</p>	<p>Ongoing</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other: People with restricted mobility could be disproportionately disadvantaged by the introduction of new street furniture and infrastructure (such as signage and cycleway wands) which may affect their accessibility if infrastructure is not suitably positioned.</p> <p>The removal of central islands and pedestrian refuges for the implementation of protected cycle lanes can make crossing more difficult and potentially more hazardous.</p> <p>Bus stop bypasses on cycleways can have a negative impact on disabled bus users.</p>	<p>The people-friendly pavement initiative will ensure impacts are minimised and accessibility improved in the public realm.</p> <p>Potential conflict to be minimised through the assessment of locations for proposed street furniture/ infrastructure to minimise and or eliminate negative impacts on accessibility.</p> <p>Cycleway design will be reviewed from an accessibility perspective, particularly for bus stop bypasses, island and pedestrian refuge removal. Always consider the needs of parents or carers with prams or wheelchair users when designing cycleways. Assess each situation for crossing desire lines and proximity of alternative crossing points.</p> <p>Engagement with disabled groups will also identify if there are outstanding issues with accessibility for people with restricted mobility.</p>	<p>Transport Projects and people-friendly streets team</p> <p>Traffic and engineering</p>	<p>On going</p>

Negative Impact	Action	Responsible person or team	Deadline
<p>Other: Traffic on local LTN streets rises as a result to the exemption policy.</p> <p>Benefits of the LTN are diluted, with worsening air and noise pollution, traffic danger, which will hinder uptake to active travel and the council's ambitions to achieve net zero carbon by 2030. Exempt vehicles might take people walking by surprise, which could result in collisions.</p> <p>This would impact in particular protected groups such as age, disability and parental status.</p>	<p>Monitoring traffic levels after implementation of the exemption policy to ensure traffic is kept at low levels. If traffic increases significantly, a review of exemptions would take place.</p> <p>Ensure signage is appropriate at camera-enforced filters.</p> <p>There might be no exemptions at traffic filters where there is a road danger such as lack of visibility.</p>	<p>Transport projects and people-friendly streets</p>	<p>Annual monitoring with a review at 12 months post exemption policy implementation</p>

Summary of actions:

- People-friendly pavements:** Ensure impacts are minimised and accessibility improved in the public realm. The engagement with disabled groups will also identify the opportunities for people-friendly pavements to be implemented and if there are outstanding issues with accessibility for persons with restricted mobility.
- Exemption policy:** Monitor local traffic levels within LTN after implementation of the exemption policy to ensure traffic is kept at low levels. If traffic increases significantly, a review of exemptions would take place. Ensure signage is appropriate at camera-enforced filters where there are exemptions.
- Engagement:** As part of the public consultation, proactively engage with groups representing those with specific mobility needs and disabled individuals in each LTN area or proposed cycleway to ensure that the interests and concerns of these groups and

individuals is represented, understood and considered in deciding to transition to a permanent traffic order.

- **Impacts on main roads:** Continue gathering data on impacts on main road, including on traffic volumes and air quality and bus journey times. This data will be one of the factors to be considered carefully in deciding to transition to a permanent traffic order or to introduce mitigating measures. If required and informed by monitoring data, the council will work with TfL to identify bus priority corridors to improve bus journey times. Bus priority schemes will be implemented in consultation with TfL to protect bus journey times if data demonstrates that there are increased delays in bus journeys for a sustained period. Air quality schemes are being rolled out in parallel, for instance the installation of Electric Vehicle Charging Points and the Ultra-Low Emission Zone extension from October 2021.
- **Cycle affordability:** The council has a programme to help with the affordability of maintaining and securely storing cycles. Islington's 'Try before you bike' scheme helps people purchase a new cycle with monthly payments (£20 for an adult cycle, £10 for children), with the option of returning the cycle and stopping payments if they choose to.
- **Technological and regulatory solution:** The council will work with other boroughs, TfL and taxi/PHV providers to explore the possibility of a technological and regulatory solution, which would allow specific and time-limited exemptions for taxis/PHVs which are carrying Blue Badge holders who are Islington residents.
- **School Streets:** Ensure the parking provision is retained for Blue Badge holders in the vicinity (70m radius) of all school sites, in accordance with the council's inclusive design guidance. The council is continuing to proceed with a monitoring strategy to ensure that the impacts on traffic are considered.
- **Cycleways.** Consider the negative impact of cycleway infrastructure on the protected characteristics of age, disability, pregnancy and maternity, particularly the impact of bus stop bypasses, wands and stepped tracks, and the removal of pedestrian islands, and engage with particular groups. Monitor the impact of changes to infrastructure and adapt or respond where necessary.

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

Staff members completing this form:

Julie Plichon, Owen Powell, Ayanda Collins
Transport Planners



Signed: _____ Date: 6 October 2021

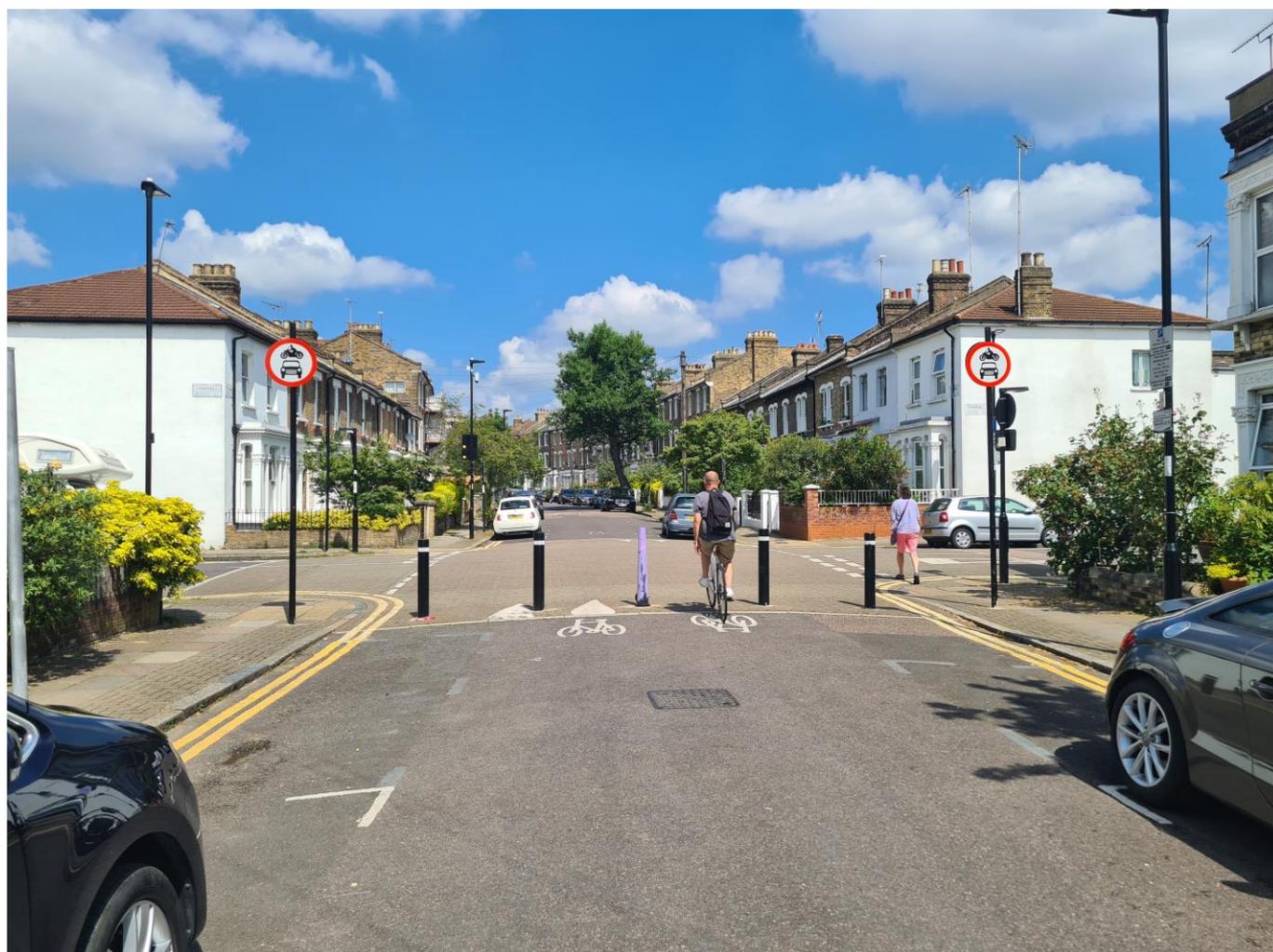
Martijn Cooijmans, Director of Climate Change & Transport



Signed: _____ Date: 6 October 2021

Owen Powell, Project Manager

People Friendly Streets - Journey Lengths and Times Analysis



People Friendly Streets - Journey Lengths and Times Analysis

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1 Introduction

- 1.1 This report outlines the methodology and the findings of an investigation into the impacts of Low Traffic Neighbourhoods (LTNs) traffic restrictions in Islington on journey times and lengths on car trips undertaken by people with disabilities (either as drivers or passengers).
- 1.2 The study is aimed at informing and shaping the potential introduction of exemptions to the motorised traffic restrictions introduced in 2020-2021 in several areas of the Borough as part of the People Friendly Streets (PFS) Programme. It will also inform exemption strategies for future LTN schemes in other areas of the Borough.
- 1.3 It is worth noting that, whilst this study has looked at trip patterns for people with disabilities as a homogeneous group, based on availability of data, it is recognised that people with different disabilities have different needs, movement patterns, views and opinions in regards to the impacts caused by Low Traffic Neighbourhoods, as highlighted in the Transport For All's report 'Pave the Way' (January 2021)¹.
- 1.4 Acknowledging the existing diversity in requirements, this analysis only shows part of the picture, based on available data. Engaging further with people with disabilities prior to implementation of exemption measures will be important to understand specific needs.

People Friendly Streets Programme

- 1.5 The People Friendly Streets programme has delivered a range of Low Traffic Neighbourhood schemes across Islington. Traffic restrictions have been introduced through experimental traffic orders, and no exemptions have been initially introduced (except for emergency services) for the following reasons:
 - **To maintain access to all streets**, the schemes have been designed so that all residents can access their homes. The only thing that may change in some circumstances is the route they have to take.
 - **To create a safer environment for people to walk, wheel and cycle**. By preventing all motor vehicle trips through camera-controlled filters (except for emergency vehicles) the scheme will make the environment feel much safer and make it much more likely that local people will begin to travel more by active means.
 - **To reduce congestion and air pollution on the main roads**. The objective of people friendly streets is to reduce the overall number of trips. This will only happen if some car trips are replaced by walking, wheeling or cycling.

Report Structure

- 1.6 This investigation included two tasks:

¹ <https://www.transportforall.org.uk/wp-content/uploads/2021/01/Pave-The-Way-full-report.pdf>

- The main body of work involved the journey time and length analysis, using a range of data sources (including telematic traffic data), to identify the impacts of the restrictions on a range of trips representative of the typical travel patterns for people with disabilities.
- The second task involved a benchmarking exercise to provide an overview of what other London boroughs have done regarding exemptions strategies in the context of LTNs, and includes and interpretation of the potential effects of such exemptions on traffic conditions across the network and on travel costs for users.

1.7 This report contains the following chapters:

- Chapter 2 details the methodology of the journey times and lengths analysis
- Chapter 3 details the key findings of the analysis
- Chapter 4 provides an overview of what other boroughs have done regarding exemptions to LTNs
- Chapter 5 provides conclusions and recommendations

2 Methodology

Introduction

- 2.1 This chapter outlines the scope, data sources and process followed in undertaking the journey time and length analysis.
- 2.2 The purpose of the analysis is to understand the impact of LTN restrictions on car journeys undertaken by people with disabilities, by analysing the change in journey time and length between the pre- and post- implementation network configuration for a sample of LTNs.
- 2.3 The analysis was structured as follows:
- **Background analysis**, aimed at selecting the appropriate study areas and understanding the key characteristics of journeys made by these residents with disabilities (such as trip purpose, travel distance);
 - **Identification of selected routes** to be assessed pre-and post-implementation of traffic restrictions, based on the findings of the previous stage;
 - **Journey length and time analysis** along the selected routes, using available telematic traffic data

Stage 1 - Background analysis

- 2.4 As this study is intended to help set the convention for the allocation of exemptions to currently implemented LTNs, as well as any future similar scheme across the Borough, the analysis needs to cover a variety of LTN types and a range of journey types. This is important in order to obtain findings that are general and transferable as much as possible within the available data capability.
- 2.5 The Background Analysis set about ensuring:
- **The analysis covered a varied range of LTNs**, based on size and geometry of the LTN boundaries
 - **The analysis covered a range of journey types**, focusing on those undertaken by car by people with disabilities

Further details on this are provided below.

Selection of study areas

- 2.6 Following a desktop review and discussions with Islington council, a representative sample of three LTNs were selected as shown in the table and image below. Geometry and size of the boundaries were the key criteria guiding the selection process. The selected LTNs include a small, medium, and large neighbourhood.
- 2.7 Moreover, in order to capture a wide range of destinations and journeys across the Borough, the three LTNs have been selected so that they are sufficiently isolated from each other (e.g.

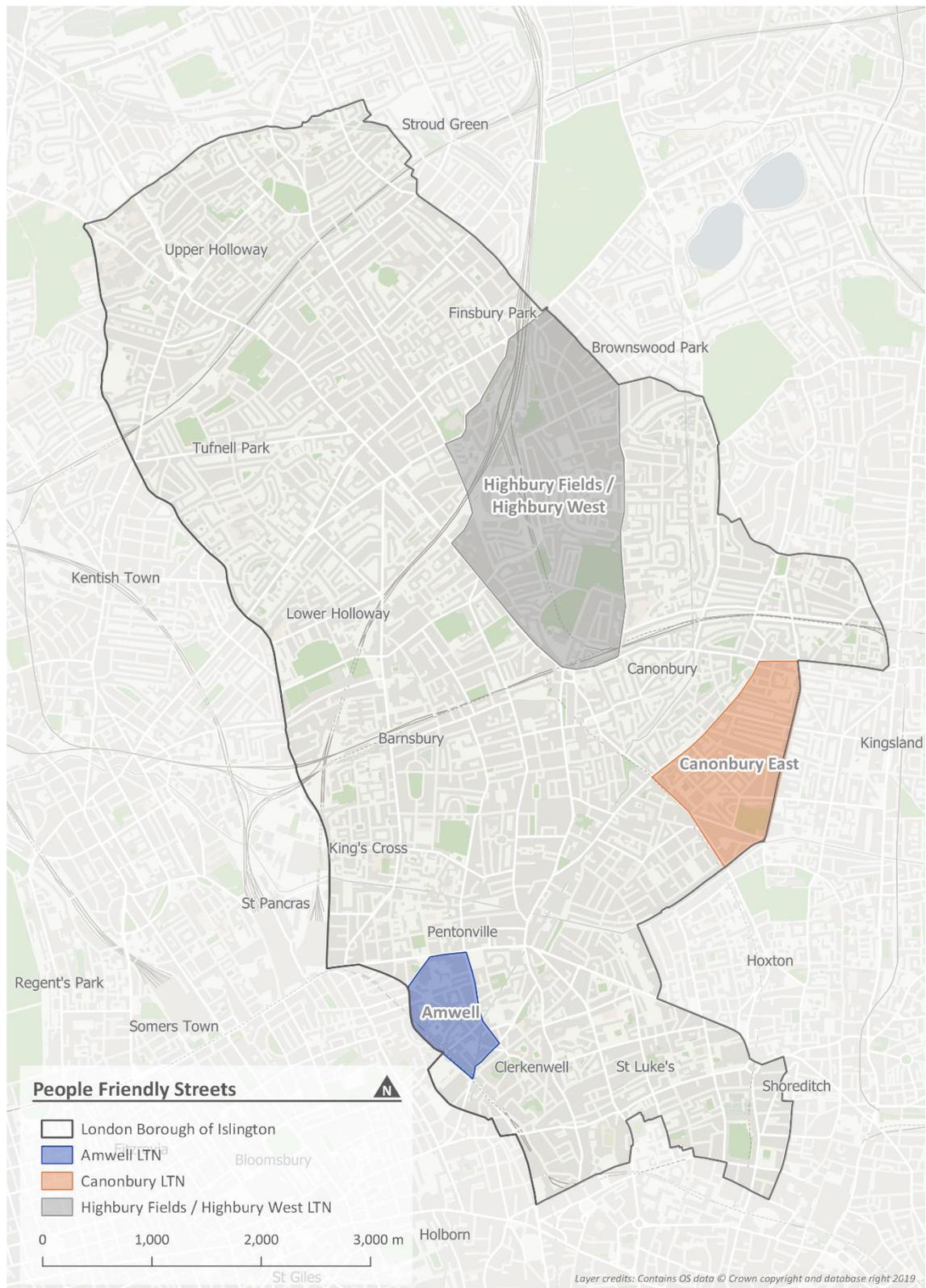
none of the study areas share a boundary road). A map of these selected LTNs is provided in Figure 2.1.

- 2.8 The analysis presented in the following pages of this report has investigated the impacts of each of the three LTNs individually, without taking into account potential cumulative effects on traffic redistribution.

Table 2.1: List of selected LTNs

LTN type	Selected LTNs (PFS Neighbourhoods)
Large	Highbury (Highbury Fields + Highbury West) PFS
Medium	Canonbury East PFS
Small	Amwell PFS

Figure 2.1: Map of the selected LTNs



Assessing a range of journey types

- 2.9 Since the aim of the study is to assess the impact on journeys undertaken by people with disabilities, it is important that the sample of journeys analysed reflects the pattern of journey lengths and destinations undertaken in Islington by people with disabilities, travelling by car (as passengers or drivers).
- 2.10 This was achieved through analysis of the London Travel Demand Survey (LTDS) data. It is a survey undertaken by Transport for London every year to understand travel habits of people living in London, including people with disabilities. The survey analyses a sample of over 18million trips every year, and as such it provides a comprehensive picture of travel patterns.
- 2.11 It is worth noting that, focusing on trips undertaken by Islington residents with disabilities, the size of the sample is only a small proportion of the overall sample. However, this is considered the best data source available which links travel patterns such as journey lengths and trip purpose to demographic characteristics.
- 2.12 The data used in this analysis covers the period 2016-2019. Table 2.2 provides modal split for all users and for people with disabilities in Islington. The investigation has focused on car users (drivers and passengers).

Table 2.2: London Travel Demand Survey (2016-19) – trips by mode

Mode	All users	People with disabilities (Islington)
Walk	42.0%	41.2%
Pedal cycle	4.9%	1.2%
Car Driver	7.4%	8.9%
Car passenger	6.2%	16.7%
Motorcycle	0.1%	0.0%
Van	0.3%	0.2%
Bus (public)	14.3%	14.4%
Underground	15.0%	11.4%
National Rail train	4.9%	1.7%
Taxi - London black cab	0.8%	1.7%
Taxi - other/minicab	1.6%	1.5%
London Overground	2.2%	1.1%

- 2.13 This analysis provided the understanding of the key characteristics of journeys made by this specific group of residents (such as trip purpose, travel distance) and ensure that the pool of journeys selected in the next stage of the project reflects such patterns. In particular:
- Understanding the range of journey lengths undertaken by people with disabilities included in the LTDS informed the **selection of thresholds for short, medium and long journeys** and allowed to select journeys providing a similar split;
 - Similarly, the range and split of trip purposes (leisure, education, shopping...) by disabled car users in Islington included in the LTDS informed the **selection of origins/destinations** for the journeys.

Journey Length

- 2.14 Table 2.3 below shows the findings of the LTDS analysis. Here there is a breakdown of journey lengths with thresholds chosen to define journey types. This also includes all car users for comparison (those not classed as having a disability).
- 2.15 As the analysis focuses on trips starting and/or ending within the Borough of Islington, journey length is capped at 8.0 km, and longer journeys are not included in the analysis: since the dataset used for the analysis only included streets located within the Borough boundaries, any longer journeys would likely include roads outside of the borough and as such could not be assessed. Similarly, trips shorter than 0.6km have been excluded from the analysis as the coverage of the available data did not allow an exhaustive analysis of very short trips.
- 2.16 Based on the distribution of trip lengths in the database, trips are divided into short, medium and long trips. Thresholds are established for the three groups, with the aim of achieving a balanced split among the three groups.

Table 2.3: London Travel Demand Survey (2016-19) - car trips length analysis

		All car users	Car users with Disability
Journey Type	Length in km (Thresholds)	Average	Average
Short	Greater than 0.6 km & less than 1.5 km	36%	41%
Medium	Greater than 1.5 km & less than 4.0 km	41%	29%
Long	Greater than 4.0 km & less than 8.0 km	22%	31%
		100.0%	100.0%

Trip Purpose

- 2.17 Table 2.4 below shows the breakdown by trip purposes. It provides a breakdown of journey purposes highlighting what proportion of journeys were taken by car users with disabilities. Once again, the sample analysed only includes trips undertaken by Islington residents with disabilities (a sample of approximately 2,500 trips across 2016-2019). People with disabilities appear to travel by car mainly to visit other residential addresses (relatives and friends), retail/leisure destinations, health centres/hospitals.
- 2.18 Values in Table 2.3 and Table 2.4 were used later in the route identification stage of the analysis as benchmarks.

Table 2.4: London Travel Demand Survey (2016-19) car trips - purpose analysis

	All car users	Car users with Disability
Purpose	Average	Average
Visit friends/relatives at home	18%	47%
Entertainment/Shopping/Leisure	34%	27%
Drop off/pick up	17%	6%
Education	4%	6%
Health or medical visit	1%	5%
Personal business / Other	7%	4%

Worship or religious observance	1%	3%
Work - Usual workplace	10%	2%
Work - Other	8%	0%
	100%	100%

Stage 2 - Identification of selected routes

2.19 The second stage in the analysis consists of the identification of a representative pool of Origin/Destination pairs for each study area, to be investigated pre-and post- implementation. Each O/D pair can then be assigned two routes (with and without restrictions in place):

- **Baseline routes** – routes before schemes were introduced as part of the People Friendly Street Neighbourhoods programme
- **Post Implementation routes** - routes after schemes were introduced as part of the People Friendly Street Neighbourhoods programme

2.20 Figure 2.2 below shows to examples of baseline and post-implementation routes in Highbury and Canonbury, affected by the introduced traffic restrictions.

Figure 2.2: Examples of pre- and post-implementation routes



Origins and Destination Assignment

2.21 The location of the journey origins and destination (ODs), play a key role in representing typical journeys made by car users with disabilities as they define the end to end points of the journeys.

2.22 To ensure a representative analysis for each of the three LTNs, an appropriate number of origin and destination pairs (ODs) were distributed across the study areas depending on the size of the selected LTNs.

2.23 The size and geometry of the neighbourhoods and the availability of alternative routes are all factors restricting the number of permutations on journeys through the LTNs. Table 2.5 shows the number of OD pairs selected for each area. Small LTNs have fewer streets and fewer restriction points, and therefore fewer route permutations – they thus require fewer routes to ensure a comprehensive analysis.

Table 2.5: Number of routes for each PFS

People Friendly Street Neighbourhood Size	People Friendly Street Neighbourhoods	Number of routes (ODs pairs)
Small PFS	Amwell PFS	35
Medium PFS	Canonbury East PFS	58
Large PFS	Highbury (Highbury Fields and Highbury West) PFS	74

2.24 As described above in Stage 1, the selection of O/D pairs has been informed by the results of the LTDS analysis, with start and end locations selected to match the profile of journey lengths and purposes identified as part of the background analysis. This ensure fair representation of real-life journeys made by car user with disabilities.

2.25 Locations in Islington which are of interested to vehicle users with disabilities were used as reference points during the assigning of ODs. This included:

- Blue badge parking bays
- Supermarkets / shopping districts
- Transport hubs
- Medical centres
- Schools and education hubs with parking
- Parks and recreational areas

2.26 The selection of O/D pairs has also been influenced by the availability of traffic data: telematic data used for the Stage 3 analysis does not provide coverage for several minor roads within the Borough. As such, locations have been selected along those streets that provided accurate data coverage to ensure robustness in the analysis.

Creation of road networks using GIS analysis

2.27 Once Origin/Destination pairs have been selected, the identification of routes is carried out through the creation of two distinct road networks for each study area (using ArcGIS network analysis):

Baseline - The first represents the road network prior to the introduction of the schemes and did not include the PFS restrictions – it enables the calculation of ‘baseline’ routes from each origin to each of the destinations;

Post Implementation – By adding into the network analysis the restrictions introduced as part of the PFS programme in each area (the changes introduced as part of each LTN have been considered in isolation, and the cumulative effect of the simultaneous introduction of multiple LTNs have not been assessed). With the restrictions in place, the ‘post implementation’ route could be calculated.

2.28 Routes are determined as the quickest route between two points using telematic data embedded in ArcGIS (*Street Pro Speed Profiles* from the data provider *Precisely*). Whilst the quickest route available between two points might change throughout the course of the day due to varying traffic conditions, the routes used for the analysis are based on average travel time values. For ease of comparison and analysis, the quickest routes determined through this step have been used in the analysis for all time intervals, without distinction.

- 2.29 As expected, whilst ODs are fixed between the 'Baseline' and 'Post Implementation', the routes between the two points can be altered by the introduction of the PFS schemes. The next stage of the analysis illustrates how these changes impact journey lengths and times.
- 2.30 The following pages include maps displaying the distribution and coverage of routes for the 'Baseline' in blue (without PFS restrictions) and 'Post implementation' in pink (with PFS restrictions). The changes introduced by the restrictions are clearly visible on the maps.
- 2.31 Please see:
- Figure 2.3: 'Baseline' routing of small PFS (Amwell PFS)
 - Figure 2.4: 'Post implementation' routing of small PFS (Amwell PFS)
 - Figure 2.5: 'Baseline' routing of medium PFS (Canonbury East PFS)
 - Figure 2.6: 'Post implementation' routing of medium PFS (Canonbury East PFS)
 - Figure 2.7: 'Baseline' routing of large PFS (Highbury PFS)
 - Figure 2.8: 'Post implementation' routing of large PFS (Highbury PFS)

Figure 2.3: 'Baseline' routing of small PFS (Amwell PFS)

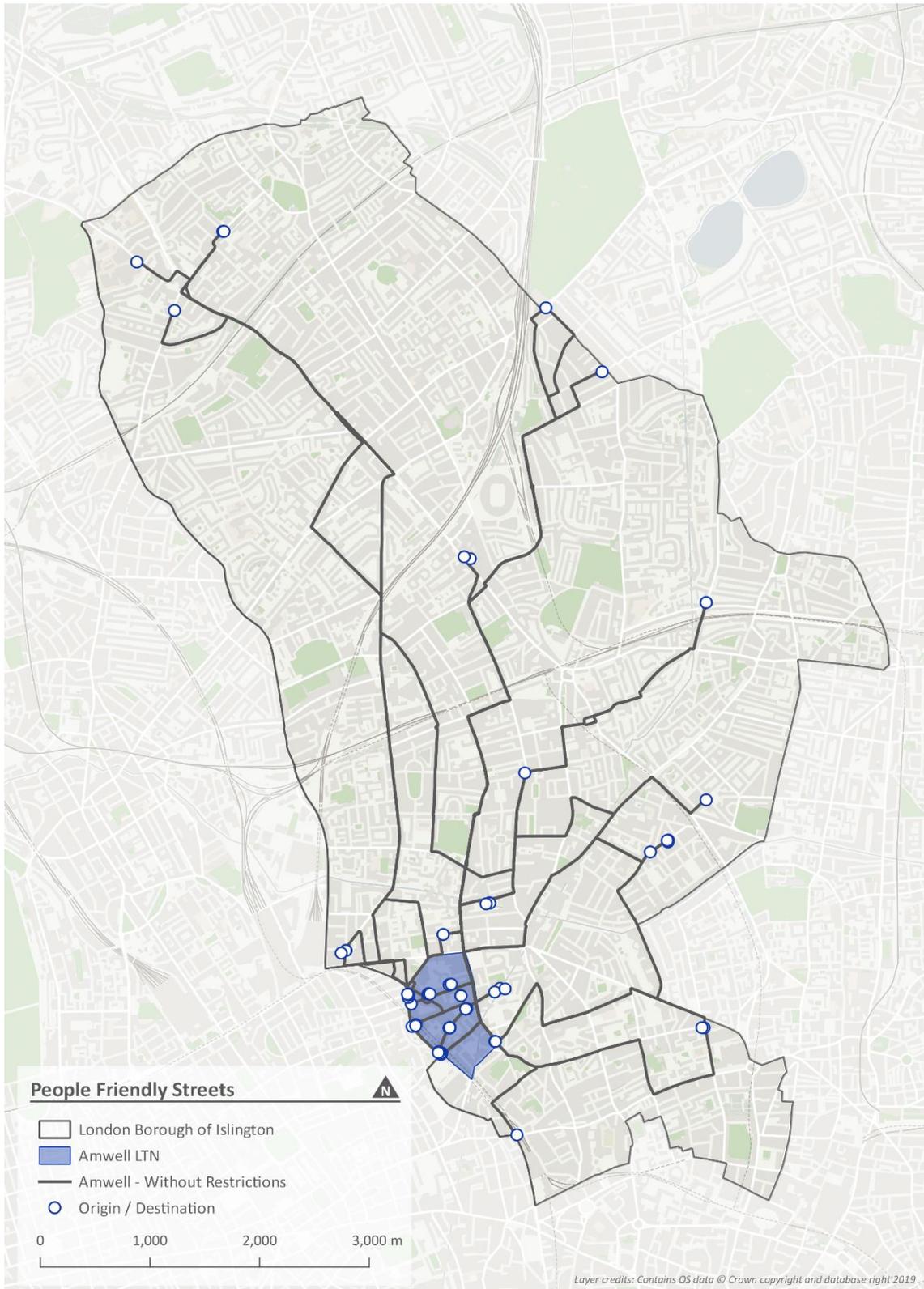


Figure 2.4: 'Post implementation' routing of small PFS (Amwell PFS)

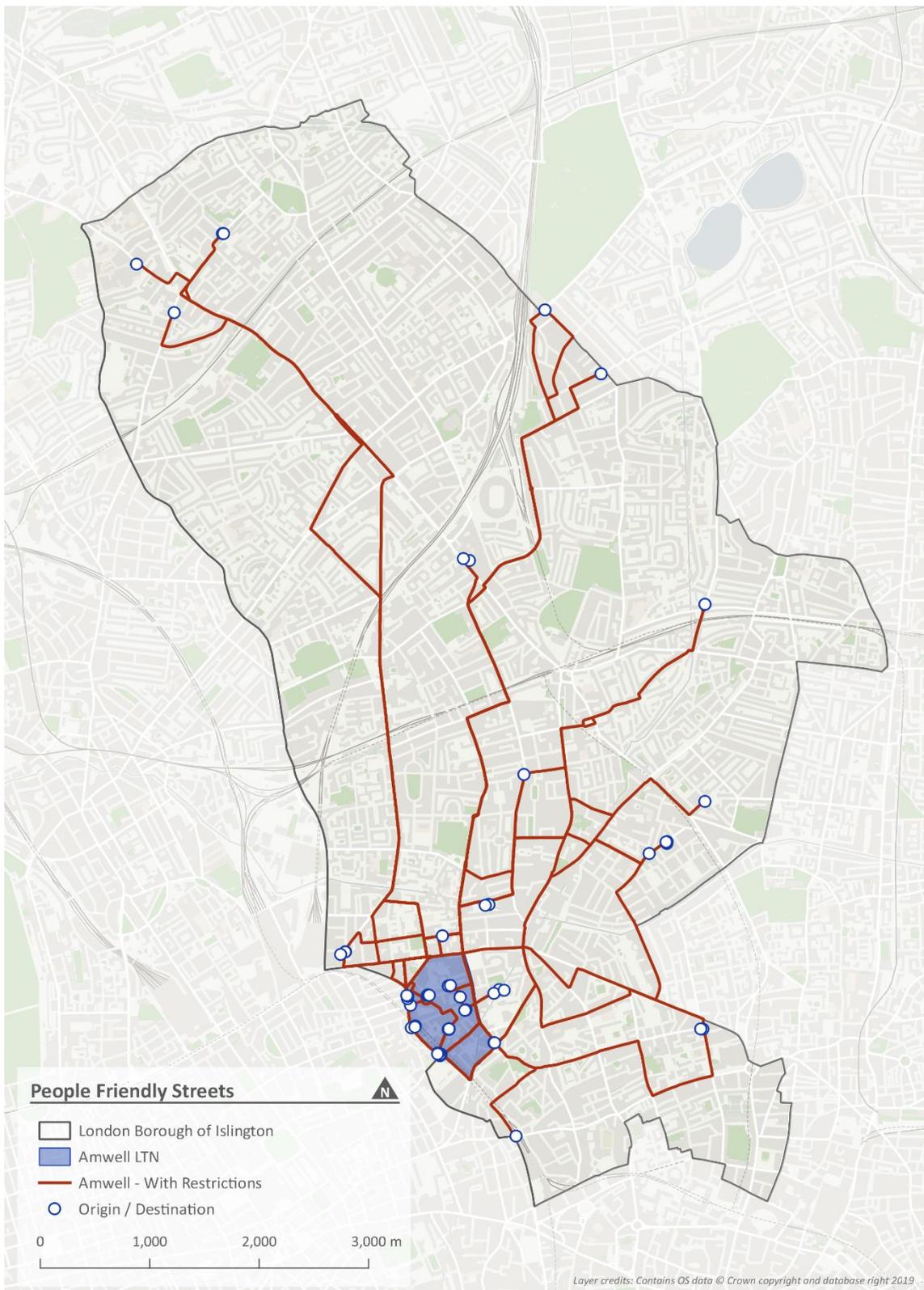


Figure 2.5: 'Baseline' routing of medium PFS (Canonbury East PFS)

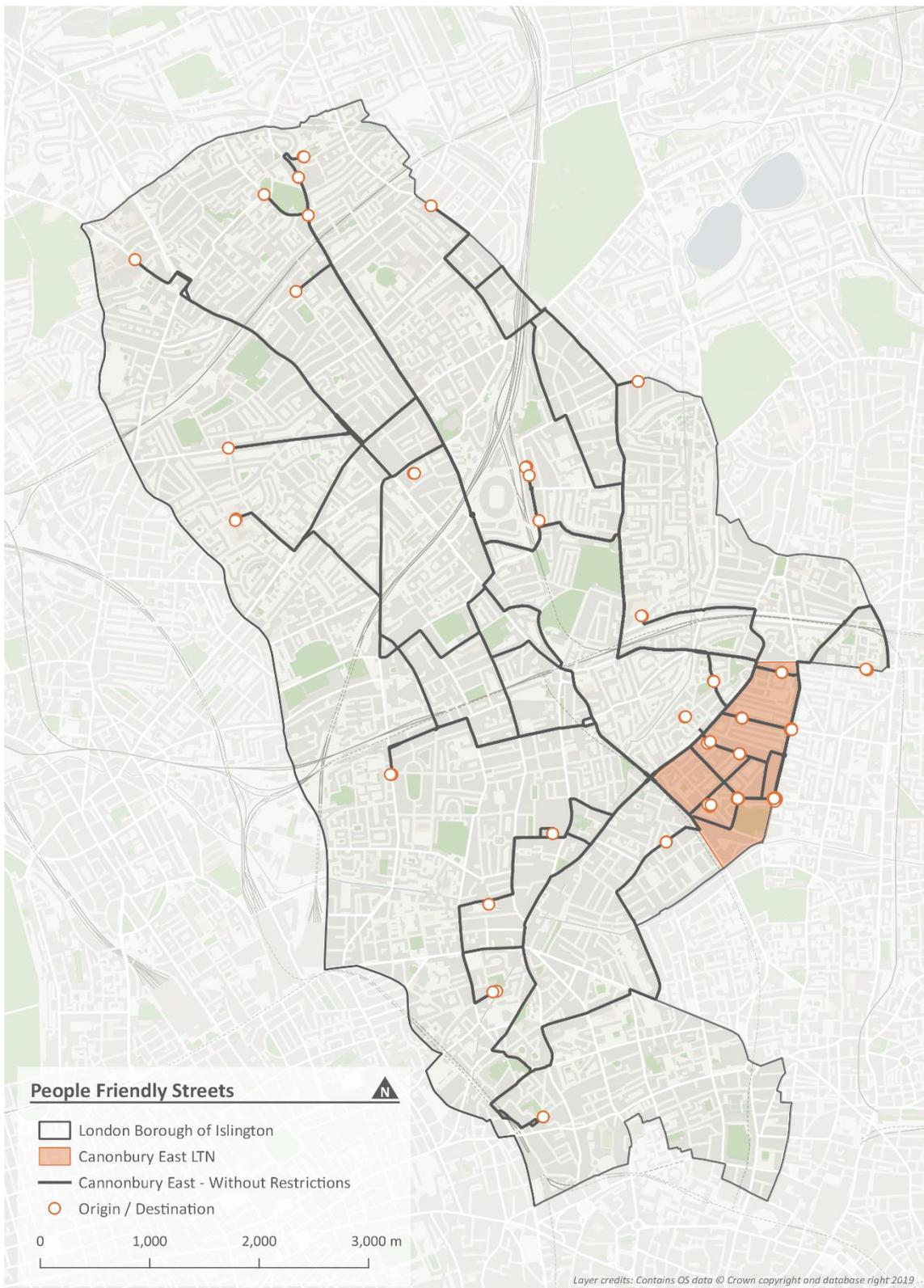


Figure 2.6: 'Post implementation' routing of medium PFS (Canonbury East PFS)

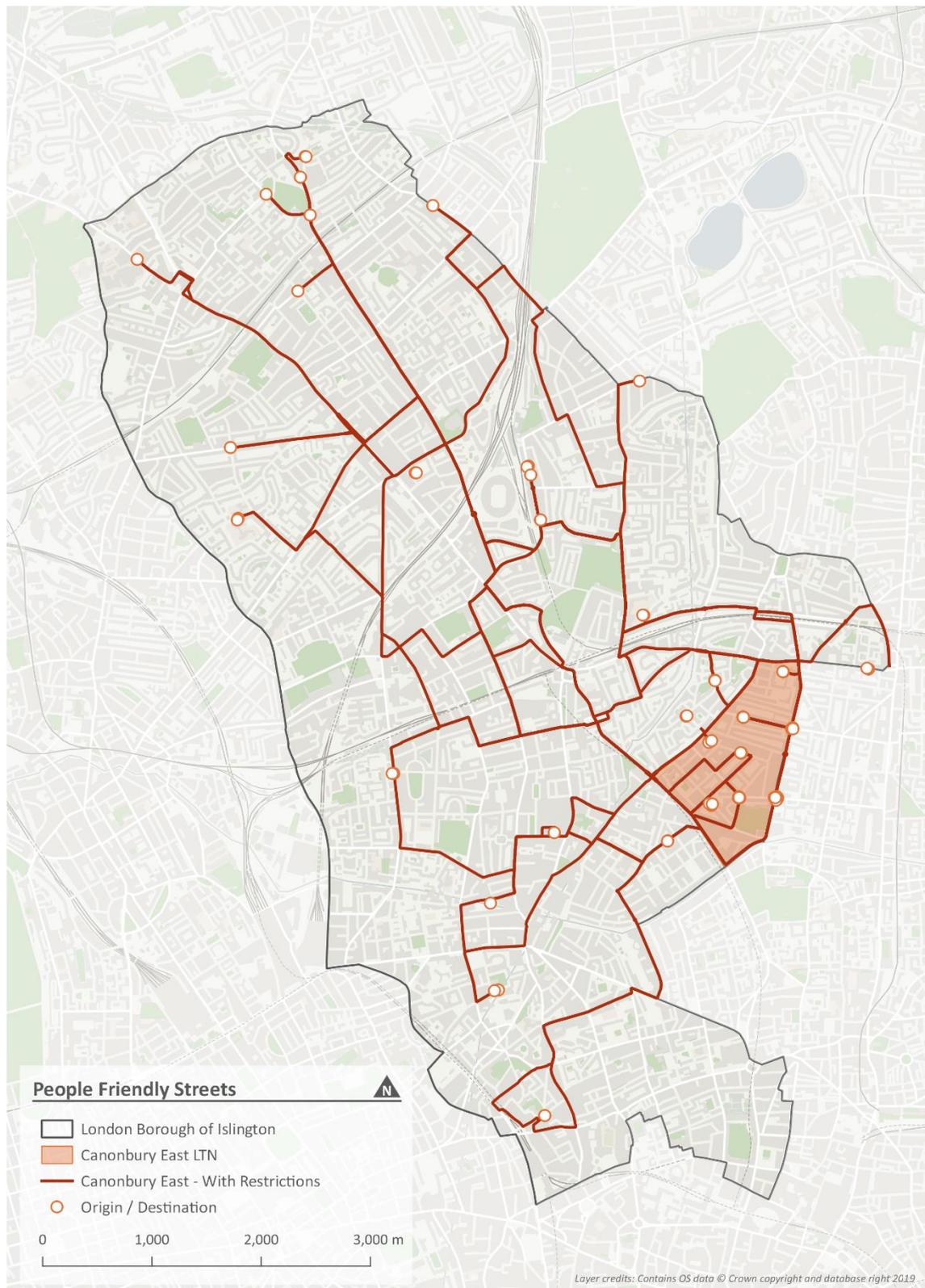


Figure 2.7: 'Baseline' routing of large PFS (Highbury PFS)

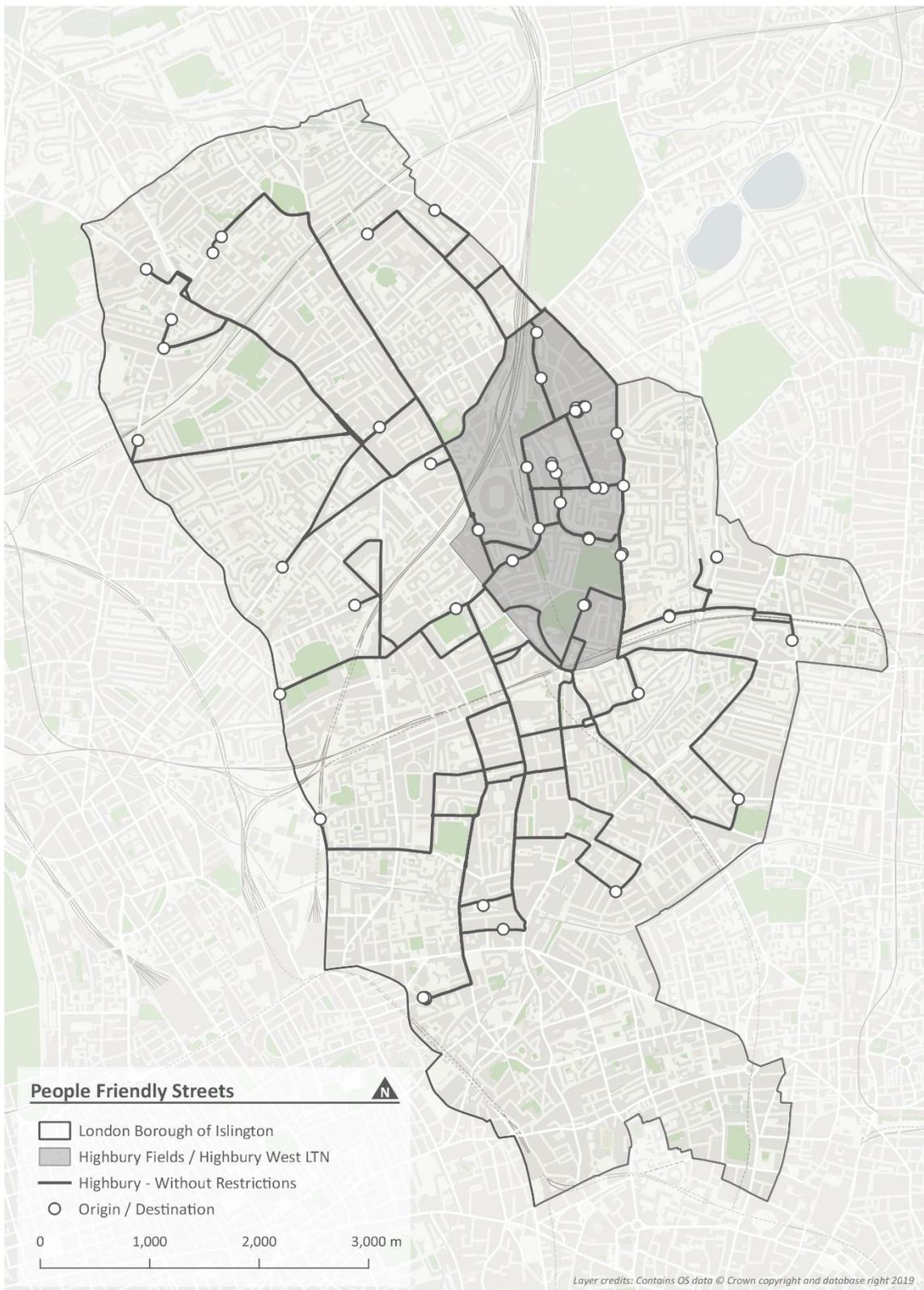
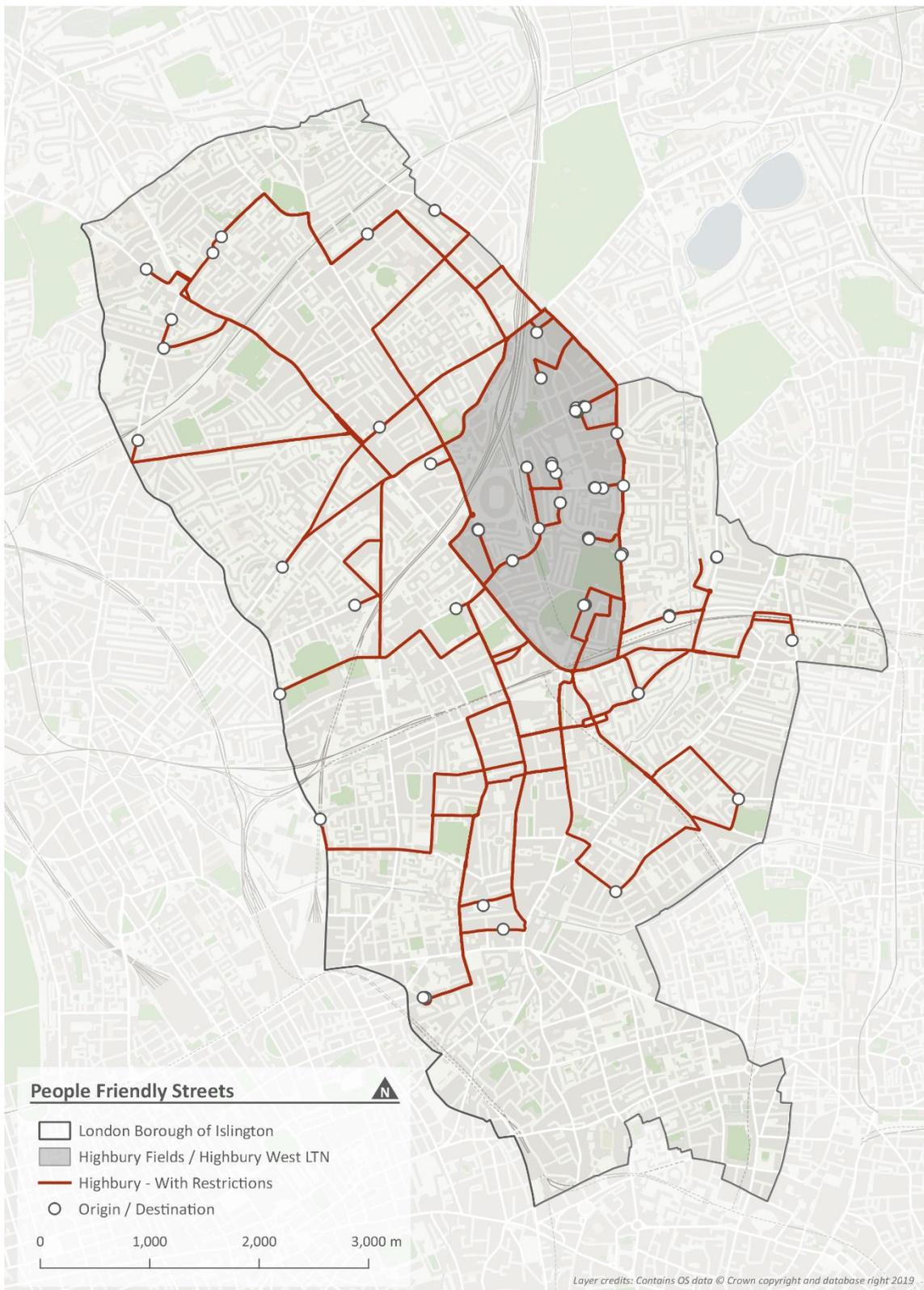


Figure 2.8: 'Post implementation' routing of large PFS (Highbury PFS)



Stage 3 - Journey length and time analysis

- 2.32 With the ‘baseline’ and ‘post implementation’ routes determined, the journey times and lengths can be calculated for each time period. This was achieved by overlaying INRIX Telematic data over the road network, providing journey time values for each road segment.
- 2.33 INRIX Road Analytics data is based on anonymised motorised traffic movement data from GPS devices and provides information on speed along each link in the road network based on recorded trips, therefore it is useful to provide indicative data on journey times. This data is sourced from both fixed GPS devices (i.e. in-car GPS systems) and mobile ones (i.e. apps on mobile phones). Several individual trip records are used to determine average speeds and average hourly travel times for all main roads in the network.
- 2.34 Travel time data has been extracted for the entire year of 2019 and averaged for each hour of the day. To assess the impact on journeys over different time periods throughout the day, several time periods are considered. This included the following time periods:
- AM peak 07:00 – 10:00
 - Inter peak 10:00 – 16:00
 - PM Peak 16:00 – 19:00
 - All-day average 07:00 – 19:00
- 2.35 The analysis focuses on weekdays only, considering that journey times are likely to be higher due to higher traffic volumes on the network and, as such, they represent the worst-case scenario for all users.
- 2.36 Data for 2019 was used as this was representative of typical traffic patterns prior to COVID-19 and not affected by the introduction of PFS schemes. The same speed data was used for both ‘before’ and ‘post implementation’ analysis, this approach means the journey times changes are purely based on route choices and isolated from other changes in the network (including short-term disruptions such as roadworks) making them more directly comparable to one another.
- 2.37 It is important to note that, whilst using 2019 data for both ‘before’ and ‘post implementation’ analysis allows to isolate the impact of rerouting from other perturbations to traffic, it does not take into account effects to the wider network resulting from the introduction of the LTNs themselves, School Streets and other major transport schemes (for example the Old Street roundabout and Highbury Corner works). However, due to disruptions to traffic patterns relating to the Covid-19 pandemic, it has been considered preferable to avoid using 2020 and 2021 in the analysis. Future monitoring is recommended when more post-implementation data is available.
- 2.38 Using the routes created in ARCGIS and the INRIX journey time data, the difference in journey times and length between the two routes have been calculated. The averages for this are presented below.

Assumptions and limitations of the data

- 2.39 As mentioned above, it should be noted that telematic data used for this study does not provide 100% coverage of roads within the Borough. Data for major roads as well as key connectors within the residential neighbourhoods are included in the dataset and provide an accurate representation of traffic conditions. On the other hand, minor residential roads with very low vehicle traffic have a smaller pool of data records associated with them and the

Roadway Analytics software excludes them from the analysis due to the lack of reliability and representativity of the data.

- 2.40 In order to extend the analysis and increase the number of route permutations, the available INRIX data has been supplemented with average speed data from the Street Pro Speed Profiles dataset embedded in ArcGIS, for a small proportion of minor roads that were instrumental in the analysis of pre- and post- journey lengths and times. Unlike INRIX data, they are not time-specific and represent a speed value for typical daytime traffic levels. As this is used on minor residential roads, where congestion is not an issue, it is likely this is close to the true value. The integration was only required for 6% of the Borough road network.

3 Findings of the journey analysis

3.1 This section details the findings of the journey time and length analysis. Data is presented for each individual LTN, as well as an overview of all LTNs.

3.2 For clarity, some of definitions outlined in the previous chapters have been re-provided here, to aid interpretation of the following outputs:

- **Baseline routes** – routes developed using the network configuration available before schemes were introduced as part of the People Friendly Street Neighbourhoods programme
- **Post Implementation routes** - routes developed using the network configuration available after schemes were introduced as part of the People Friendly Street Neighbourhoods programme (the changes introduced as part of each LTN have been considered in isolation, and the cumulative effect of the simultaneous introduction of multiple LTNs have not been assessed).
- **Short Journeys** – Journeys between 0.6 km and 1.5 km
- **Medium Journeys** – Journeys between 1.5 km and 4 km
- **Long Journeys** – Journeys between 4 km and 8 km

3.3 Findings are firstly presented for each category of LTN (small, medium, large) analysed individually, and secondly analysed in aggregate.

Small LTN (Amwell People Friendly Streets)

3.4 The data below represents the findings of the journey length and time analysis on routes affected by the introduction of a Small LTN. This analysis includes the assessment of 34 routes across the Amwell PFS.

Change in average journey length

3.5 The data in Table 3.1 shows the average change in journey length, across the whole day (07:00-19:00). Due to the restrictions introduced to create the LTN, overall journey lengths increase by 6%. The analysis shows, short journeys increased in length by the most in terms of percentage and absolute values, 23%. Medium journeys increased by an average of 4%. Long journeys increased by 3% on average.

Table 3.1: Change in average journey length (Small LTN) (2019)

	Short Journeys (>0.6km&<1km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (metres)	770	2,918	5,299	2,594
Post Implementation (metres)	947	3,042	5,478	2,753
Change (metres)	178	124	178	159
Change (%)	23%	4%	3%	6%

Change in average journey time

- 3.6 The data in This has most likely to do with the fact that medium and long journeys have a wider potential pool of alternative routes to choose from by approaching the LTN from further away, rerouting in advance of the restrictions and finding an efficient route to the destination.
- 3.7 Table 3.2 shows the average change in journey time across the whole day (07:00-19:00). As the outputs indicate, short journeys experienced the largest increase in journey times, increasing 126%. This is more than double the ‘baseline’ journey time and equates to just under 2 minutes.
- 3.8 As the trip length increases the total additional journey time decreases. This has most likely to do with the fact that medium and long journeys have a wider potential pool of alternative routes to choose from by approaching the LTN from further away, rerouting in advance of the restrictions and finding an efficient route to the destination.

Table 3.2: Change in average journey time (Small LTN) (2019)

	Short Journeys	Medium Journeys	Long Journeys	Total
	(>0.6km<<1km)	(>1km<<4km)	(>4km<<8km)	
Baseline (mins)	1.4	13.0	21.3	10.2
Post Implementation (mins)	3.2	14.0	21.5	11.3
Change (mins)	1.8	1.0	0.2	1.1
Change (%)	126%	7%	1%	11%

Medium LTN (Canonbury East People Friendly Streets)

- 3.9 The data below represents the findings of the journey length and time analysis on routes affected by the introduction of a Medium LTN. This analysis includes the assessment of 58 routes across the Canonbury East PFS.

Change in average journey length

- 3.10 The data in Table 3.3 shows the average change in journey length, across the whole day (07:00-19:00). Overall journey lengths increase by 12%. This is disproportionately distributed across the short, medium and long Journeys. Short journeys have been adversely impacted, as journey lengths have increased by 89%, equating to 0.8km. Medium journeys increased by an average 11%, or 0.3km; and long journeys did not show any significant change (2%).

Table 3.3: Change in average journey length (Medium LTNs) (2019)

	Short Journeys	Medium Journeys	Long Journeys	Total
	(>0.6km<<1km)	(>1km<<4km)	(>4km<<8km)	
Baseline (metres)	922	2,726	5,246	3,104
Post Implementation (metres)	1,742	3,014	5,371	3,530
Change (metres)	820	288	125	427
Change (%)	89%	11%	2%	14%

Change in average journey time

- 3.11 The data in Table 3.4 shows the average change in journey time across the whole day (07:00-19:00). The outputs show an increase in journey time across all journey lengths of about 3 to 4 minutes.

- 3.12 When looking at the increase as proportion of the total trip time, short journeys experienced the largest increase in journey times, 91%. Medium journeys increase by 39% and long journeys by 25%.

Table 3.4: Change in average journey time (Medium LTNs) (2019)

	Short Journeys (>0.6km&<1km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (mins)	3.7	9.8	16.0	10.2
Post Implementation (mins)	7.1	13.6	20.0	14.0
Change (mins)	3.4	3.8	4.0	3.8
Change (%)	91%	39%	25%	37%

Large LTN (Highbury People Friendly Street)

- 3.13 The data below represents the findings of the journey length and time analysis on routes affected by the introduction of a large LTN. This analysis includes the assessment of 74 routes across the Highbury Fields PFS and Highbury West PFS.

Change in average journey length

- 3.14 The data in Table 3.5 shows the average change in journey length, across the whole day (07:00-19:00). Overall journey lengths increase by 25%. The greatest impact is to short journeys which on average increases by about 2km (275%), almost quadruples in length. Medium journeys show a negligible difference in journey length. Long journey experience an average increase of 0.3km (6%).

Table 3.5: Change in average journey length (Large LTNs) (2019)

	Short Journeys (>0.6km&<1km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (metres)	761	2,761	4,460	2,549
Post Implementation (metres)	2,871	2,799	4,746	3,187
Change (metres)	2,109	37	287	638
Change (%)	277%	1%	6%	25%

Change in average journey time

- 3.15 Data in Table 3.6 shows the average change in journey time for the assessed Large LTN, across the whole day (07:00-19:00). Again, short journeys are the worst affected, with an average increase of 8 minutes to journey time. Medium journeys also see a significant increase of 17%, this is less than 3 minutes delay. The increase in journey time for long journeys is 6% or 1.2 minutes.

Table 3.6: Change in average journey time (Large LTNs) (2019)

	Short Journeys (>0.6km&<1km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (mins)	3.0	9.9	19.7	9.4
Post Implementation (mins)	10.8	12.3	20.9	12.7
Change (mins)	7.9	2.5	1.2	3.3
Change (%)	265%	25%	6%	35%

Overview of all LTN journeys

- 3.16 Since LTN-specific outputs can be influenced by a range of factors relating to street network geometry, selection of routes, presence of additional barriers reducing the availability of alternative routes (e.g. railway lines, rivers), the analysis is also presented using all 150 journeys analysed in aggregate. The data below represents the findings of the journey length and time analysis for all three LTNs combined (Amwell PFS, Canonbury East PFS and Highbury PFS). The outputs here show trends as averages across all types of LTN in the analysis.
- 3.17 As previously mentioned, the changes introduced as part of each LTN scheme have been considered in isolation, and the cumulative effect of the simultaneous introduction of multiple LTNs have not been assessed.

Change in average journey length

- 3.18 The data in Table 3.7 shows the average change in journey length for all journeys in the analysis, across the whole day (07:00-19:00). Due to the restrictions introduced as part of the LTNs, overall journey lengths increase by 17%. As the analysis shows, short journeys increased in length by the most, both in terms of percentage and absolute values, 118% and 974m respectively. Medium journeys increased by 4%, or about 119m. Long journeys increase by 3%, or 163m on average.
- 3.19 This has largely to do with the fact that medium and long journeys have a wider potential pool of alternative routes to choose from, rerouting in advance of the restrictions. Short journeys, most of which are undertaken within the LTN’s boundaries, have to undertake far more circuitous routes to avoid the restrictions.

Table 3.7: Change in average journey length (All LTNs) (2019)

	Short Journeys (>0.6km&<1.5km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (metres)	825	2,774	5,140	2,751
Post Implementation (metres)	1,799	2,893	5,302	3,216
Change (metres)	974	119	163	465
Change (%)	118%	4%	3%	17%

Change in average journey time

- 3.20 The data in Table 3.8 shows the average change in journey time for each type of journey length assessed. This is for all journeys in the analysis, across the whole day (07:00-19:00).
- 3.21 The average increase is under 3 minutes across all journey lengths. However, this has a much more significant impact on short journeys than medium and long journeys: these journeys

increase by over 4 minutes on average, more than doubling the journey time. As the trip length increases the total additional journey time appears to decrease, as medium journeys and long journeys are not as negatively impacted. Again, this is in terms of both percentage and absolute values.

Table 3.8: Change in average journey time (All LTNs) (2019)

	Short Journeys (>0.6km&<1km)	Medium Journeys (>1km&<4km)	Long Journeys (>4km&<8km)	Total
Baseline (mins)	2.7	10.3	17.8	9.9
Post Implementation (mins)	6.9	12.9	20.5	12.9
Change (mins)	4.1	2.6	2.7	3.0
Change (%)	151%	25%	15%	30%

3.22 Figure 3.1 shows the percentage change in journey time for each LTN and for each type of journey length. For further context Table 3.9 shows the additional values associated with the figure. This clearly illustrates short journeys experienced the largest impact across all LTN sizes. The graph also clearly highlights that the impact (on short journeys in particular) is amplified as LTNs increase in size.

Figure 3.1: Percentage change in journey time, given by different journey lengths within each LTN size

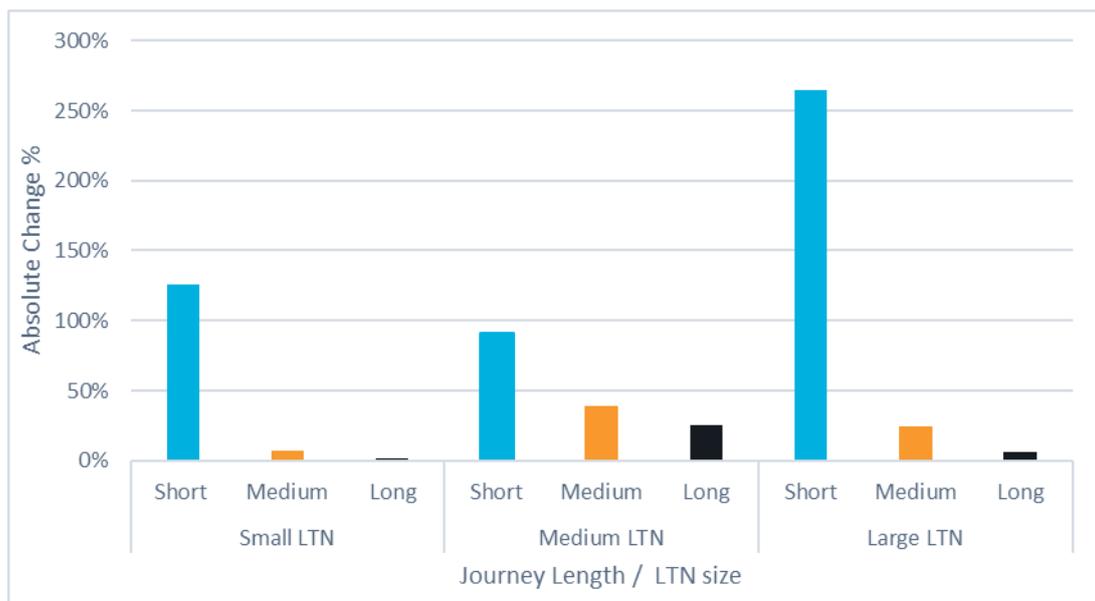


Table 3.9: Change in Journey time, given by different journey lengths within each LTN size (2019)

Journey length	Small LTN			Medium LTN			Large LTN		
	Short	Medium	Long	Short	Medium	Long	Short	Medium	Long
Baseline (mins)	1.4	13.0	21.3	3.7	9.8	16.0	3.0	9.9	19.7
Post imp. (mins)	3.2	14.0	21.5	7.1	13.6	20.0	10.8	12.3	20.9
Change (mins)	1.8	1.0	0.2	3.4	3.8	4.0	7.9	2.5	1.2
Change (%)	126%	7%	1%	91%	39%	25%	265%	25%	6%

Change in average journey time by peak

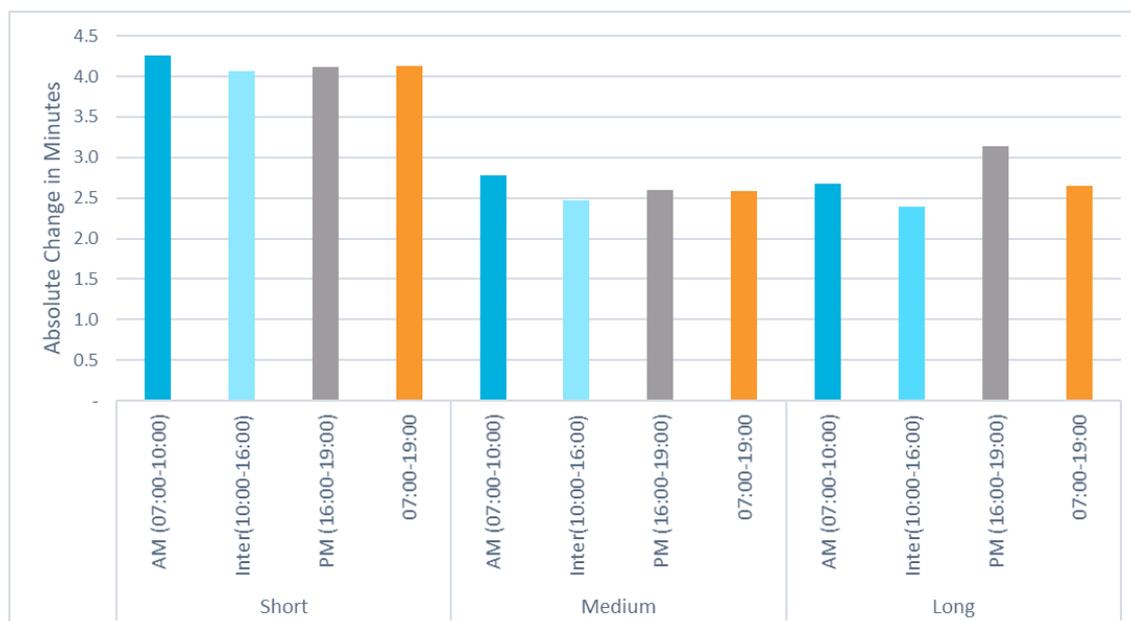
3.23 The data in Table 3.10 shows the average change in journey time for each peak assessed for all LTNs, as well as the average over the whole day (07:00-19:00). The comparison of journey time impacts across the different time of day show little variation between peaks.

Table 3.10: Change in average journey time by peak (All LTNs) (2019)

	AM (07:00-10:00)	Inter (10:00-16:00)	PM (16:00-19:00)	All day (07:00-19:00)
Baseline (mins)	10.0	9.6	10.2	9.9
Post-Implementation (mins)	13.2	12.5	13.3	12.9
Change (mins)	3.1	2.9	3.1	3.0
Change (%)	31%	30%	30%	30%

3.24 Figure 3.2 shows the variation in journey time increase during different traffic peaks. Travel time does not show significant variation for short journeys, however as journey length increases, the external background traffic conditions appear to have a greater influence on journey times, making hourly fluctuations marginally more evident.

Figure 3.2: Change in journey time across different peaks, given by different journey lengths



Change in average journey time by origin/destination

- 3.25 Table 3.11 shows the change in average journey time by origin/destination across all LTNs, dividing all journeys into three categories:
- Trips which start and end outside the LTN
 - Trips which either start or end within the LTN
 - Trips which both start and end within the LTN
- 3.26 In the sample considered, trips starting and ending outside LTNs are generally longer trips than those originating or ending within the LTNs.
- 3.27 The analysis illustrates that journeys with both origin or destination within the LTNs experienced the largest impact. Journey time impacts increase if journeys start or end within an LTN, and increase further if they both start and end within one.
- 3.28 As other data has shown, short journeys have been impacted the most severely, findings here are consistent with those elsewhere in this analysis. This is because journeys which start and end within an LTN are almost all classed as short journeys in baseline conditions.

Table 3.11: Change in journey time broken down by starting point (in an LTN)

	Start and end outside LTN	Start or End within LTN	Start and End within LTN	Total
Baseline (mins)	14.2	11.1	2.7	9.9
Post-Implementation (mins)	15.1	13.9	7.6	12.9
Change (mins)	0.8	2.7	4.8	3.0
Change (%)	6%	25%	177%	30%

Summary for an overview of all journeys

- 3.29 Generally, the outputs indicate the short journeys are severely impacted both in terms of journey length and journey time, whilst medium and long journey do not record significant changes in journey length and time.
- 3.30 Short journeys increase in length an average of 118%, more than doubling. In terms of absolute numbers, short journeys also had to travel the largest additional length, close to 1km extra. Whilst the average lengths of medium journeys and long journeys also increased, the impacts were not as significant.
- 3.31 Short journeys experience the greatest average increase in journey time (151%), more than doubling. Medium journeys increased by nearly 25%; and long journeys by nearly 15%.
- 3.32 These findings confirm how the proposed strategy addresses one of the main objectives of the People Friendly Streets programme, which is to encourage residents to leave their cars behind for shorter journeys, by making the streets more pleasant and safer to walk and cycle, use buggies and wheelchairs.

4 Informing the introduction of exemptions

Introduction

- 4.1 This chapter provides further information based on the benchmarking and literature review, aimed at informing the selection of an exemption strategy that is proportionate to the outcomes of the analysis on journey times and lengths impacts.
- 4.2 It explores the approaches taken in other Boroughs in regards to exemption strategies for LTNs; it provides commentary on the impacts of exemptions on traffic flows along residential streets and on the combined impacts of the simultaneous implementation of multiple LTNs; and it provides guidance on the assessment of costs connected to an increase in journey times and lengths.

Approach taken in other Boroughs

- 4.3 The table below provides a summary of approaches taken by other Boroughs regarding exemptions to LTNs.
- 4.4 The most common approaches taken by Local Authorities are the following, in order from the most to the least common:
 - Only Blue Badge Holders living within the LTNs are allowed to apply for a specific permit to drive through the proposed restrictions;
 - All Blue Badge Holders are allowed to apply for a permit;
 - All residents of the LTN or of a defined list of streets are allowed to apply for a permit;
 - No vehicles are exempted from the measure except for Emergency services and, where necessary, waste lorries;

Borough	Approach to exemptions
Camden	<p>Arlington Road Area The LTN scheme has been introduced through Experimental Traffic Orders in September 2020. The following vehicles are exempt from the restrictions to motorised traffic introduced in the area:</p> <ul style="list-style-type: none"> • Pedal Cycles • Any vehicle acting on behalf of a Police Constable or Uniformed traffic warden • Emergency Vehicles • Waste lorries • Council Vehicles in pursuance of statutory purposes <p>Neighbourhood of the future (Netherhall Gardens/Maresfield Gardens) A longer list of exemptions has been developed for the Neighbourhood of the Future scheme. This scheme differs from traditional LTNs as the traffic restrictions are only in place during school start and end time, making the proposal more similar to a School Street scheme.</p>

Borough	Approach to exemptions
	<ul style="list-style-type: none"> • Residents of the affected roads, including those with driveways; • Businesses with valid parking permits registered to an address in the Healthy School Street zone; • Blue badge holders who need to visit a residential or business address in the Healthy School Street Zone. Blue badge holders cannot be given an exemption simply to drive through the HSS zone on their journey from A to B; • Carers who need to visit an address in the HSS zone as a carer for a resident; • Vehicles providing transport to Special Educational Needs and Disabilities (SEND) schools in the borough or delivering SEND pupils to those schools in the Healthy School Street zone; • School coaches and/or private minibuses (e.g. those funded by NW3 School Run Group) providing transport to pupils attending schools in the HSS; • Pure electric vehicles (0g/km CO₂); • Refuse vehicles.
Croydon	<p>Broad Green LTN All residents can apply for LTN Driving permits. Eligibility is based on registration on the electoral roll or by a named Council Tax Bill. It is stated that no permits or exemptions will be provided for visitors.</p>
Ealing	<p>Low Traffic Neighbourhoods</p> <ul style="list-style-type: none"> • Emergency Vehicles and Waste Collection vehicles will maintain access • Blue Badge Holders residing within the LTN can apply for a specific permit (this is free of charge) but requires them to apply by supplying proof of residency and vehicle registration document
Lewisham	<p>Lewisham and Lee Green LTN Camera enforced restrictions are in place at 5 locations with different exemptions at each:</p> <ul style="list-style-type: none"> • Manor Lane – all vehicles can pass barring HGVs • Manor Park – Driving southbound is prohibited for all vehicles. • Ennerdale Road – Driving east to west is prohibited. • Dermody Road – Driving east to west is prohibited. • Leahurst Road – Driving east to west is prohibited. Driving west to east is prohibited for HGVs <p>Exemptions are available for all Blue Badge Holders who are residents in Lewisham; they need to submit a request for a specific permit supplying blue badge number, address and vehicle registration documents.</p>
Hounslow	<p>South Chiswick LTN All residents within a list of addresses included in the LTN can apply for permits based on their vehicle’s registration address. There is no specific exemption for Blue Badge Holders.</p>
Hackney	<p>Low Traffic Neighbourhoods No exemptions are currently available to any categories, other than emergency vehicles, buses (at bus gates) Exemptions for people with disabilities are currently under review at specific locations.</p>
Southwark	<p>Dulwich and Walworth LTNs Southwark Council has recently (April 2021) granted Blue Badge holders an exemption to drive through modal filters and Bus Gates in Low Traffic Neighbourhoods in Dulwich and Walworth.</p>

Borough	Approach to exemptions
	The exemption is limited to Blue Badge holders living within two defined LTN areas and is not open to Blue Badge holders who may want to drive through the LTN as part of a longer journey. Blue Badge holders may nominate one vehicle for exemption – either their own or a carer’s.
Tower Hamlets	<p>Low Traffic Neighbourhoods</p> <p>The existing LTNs have been classified using an ABC system, based on a range of criteria such as presence of key attractors (school, green spaces), geographical characteristics, air quality, journey time impact. Each category has been assigned a different exemption strategy:</p> <p>A - blue badge holder living within the restricted areas B - all blue badge holders and registered carers C – all of B plus electric vehicles and electric taxis</p>

4.7 A recent survey was undertaken by the London Technical Advisers Group (LoTAG) among London Boroughs, to investigate the approaches taken in the development of LTNs. Eight local authorities responded to the questionnaire anonymously, with an equal split between Inner and Outer Boroughs.

4.8 One of the questions relates to the type of exemptions introduced (see results below); most respondents highlighted that exemptions were only in place for emergency vehicles and waste lorries.

What types of users / vehicles are exempt from camera enforcement? (Sample of 8)

	Responses	Percentage
Emergency vehicles on blue lights	7	88%
Emergency vehicles on routine patrols	6	75%
Council refuse & re-cycling vehicles	6	75%
Buses	3	38%
Carers visiting residents	1	13%
NHS staff	1	13%
Car club vehicles	1	13%
Blue Badge holders	1	13%
Licensed taxis (black cabs)	1	13%
Residents	1	13%
Private hire vehicles (minicabs)	0	0%

4.9 The response to the survey paints a different picture from the one provided in the summary table summarizing experience in seven Boroughs, however the pool of local authorities might be different. Other findings of the survey include:

- In only 1 of 8 cases, all or most point closures are enforced using cameras
- In 3 out of 8 cases the point closure was introduced using bollards, in 5 cases without any physical barriers

Impacts of exemptions on traffic flows along residential streets

4.10 The key objective of the People Friendly Streets schemes is to make neighbourhoods better and safer, for living, working and playing, for everyone. This is achieved by reducing traffic

dominance on residential streets and creating more space for everyone to enjoy their neighbourhoods as they walk, wheel and cycle around.

- | | |
|------|---|
| 4.11 | The reduction in traffic on residential roads is achieved by removing some of the potential shortcuts using residential roads as alternative to principal roads and encouraging people to undertake shorter trips by active modes, whilst access to all addresses is maintained for residents, businesses and visitors. The impact on such trips is an increase in journey length and time, but not a limitation on the trips themselves. |
| 4.12 | As such, whilst the introduction of exemptions could be perceived as a way to allow more traffic to use the streets, this is not necessarily true in all scenarios. |
| 4.13 | Exemptions targeted at users living in the neighbourhood would not necessarily add any additional journey on the residential network, as those vehicles would be routing through the residential streets in the LTNs independently from the presence of restrictions. Potentially, the exemption would actually make some of these trips shorter by avoid long rerouting (as those observed in the analysis of the Amwell PFS), reducing the overall impact on the neighbourhood. |
| 4.14 | On the other hand, exemptions could increase motorised traffic flows by reducing the incentive to switch modes. As such, it may be appropriate to limit exemptions to users that may find it disproportionately difficult to switch to non-car modes of travel. |
- 4.15 The only net increase in car movements in this scenario would be observed along the street(s) where the restriction is in place, but it is likely to be counterbalanced by decreases along other routes.
- 4.16 Exemptions allowing certain types of vehicles (e.g. all Blue Badge Holders, Taxis etc.) to drive through a LTN even if their origin and destination are outside the area, can result in an overall increase in the number of trips in the LTNs.
- 4.17 Whilst it is extremely difficult to determine how many vehicles traveling on a typical street would undermine the benefit realisation of the low traffic neighbourhood scheme by compromising a safe environment for pedestrians and cyclists, TfL's Healthy Streets Check for Designers provides a set of thresholds that should be used in assessing the quality of the street environment for cyclists, pedestrians and users in general.
- 4.18 In particular, the key figures quoted in the tool are:
- 500 vehicles/hour is the maximum bi-directional peak flow recommended on streets where cyclists share the carriageway with motorised traffic;
 - 200 vehicles/hour is the maximum bi-directional peak flow recommended on streets where pedestrians can perform uncontrolled crossing safely;
 - 55 vehicles/hour is considered the maximum bi-directional peak flow that minimises the impact of traffic on noise values (<58 dB)
- 4.19 Based on the objectives of the People Friendly Streets schemes, prioritising both pedestrians and cyclists, it is recommended that 200 vehicles/hour should be considered a target for all streets within the LTNs, with the aim of achieving even lower volumes on some of the quieter roads.

Combined impacts of LTNs on journey times

- 4.20 This study has focused on assessing the impacts of restrictions on journey lengths and times across three selected LTNs, using 2019 speed data to quantify both pre- and post-implementation results, separating the impacts of individual LTNs. As such, this work has not taken into account the cumulative impact resulting from any potential reassignment of traffic across the road network as effect of the LTNs introduced so far across the Borough.
- 4.21 The main rationale behind this methodology is that many of the impacts currently observed on the road network are short-term impacts, determined by the immediate response to the introduction of the new schemes and severely affected by the disruptions to travel patterns caused by the Covid-19 pandemics: as such, a neutral approach focusing on pre-implementation journey times (2019) was deemed preferable. By making use of 2019 data, unaffected by the perturbations caused by the Covid-19 pandemics, this study aims at minimising the short-term changes in travel times and focuses on the route choice - related changes, which will remain applicable in the longer term.

- 4.22 It is recommended that combined impacts relating to the simultaneous introduction of PFSs, as well as the impacts of potential exemptions to the restrictions, should be monitored and assessed regularly going forward, with more traffic data becoming available and the coverage of telematic data becoming more extensive and detailed.
- 4.23 In particular it is recommended that a review of traffic data (including considerations on cumulative impacts) should be when undertaken 12 months' worth of data unaffected by lockdowns is available (most likely mid-2022) and repeated 12 months after. This is in line with the recommendations from DfT on post-implementation monitoring (1 year and 2 years after implementation). These reviews can be timed in parallel with other scheduled monitoring exercises, finding efficiencies in the gathering and analysis of data.
- 4.24 A consistent policy, with LTNs rolled out across the entire Borough, can potentially have a more substantial impact on people decisions in regard to modal choices, supporting the realisation of the objective set by the People Friendly Streets schemes of encouraging the replacement of car trips with walking, wheeling or cycling trips.

Future reviews of the impacts of restrictions and exemptions on congestion levels

- 4.25 The long-term effect mentioned above might not be easily appreciated at this early stage of the roll-out process and will require regular monitoring and review of traffic data to understand impacts of restrictions and exemptions. These should be conducted at regular intervals throughout the roll-out programme and after completion.

- 4.26 This study has highlighted the challenges of gathering reliable and comprehensive traffic data: whilst the telematic data used for this study presented some gaps in coverage that required the integration of different data sources, the coverage of telematic data has improved since 2019 and will allow more detailed and accurate analysis of travel patterns in the future.
- 4.27 Islington Council is currently rolling out a monitoring strategy which includes analysis of telematic data supplemented by on-street traffic surveys across the Borough road network.² These data can feed into in the definition and future review of exemption strategies.

² Monitoring reports are published for each area included in the PFS programme and available online.

Impacts of restrictions and exemptions on travel costs

4.28 Increases in journey time can impact cost in a variety of ways:

- Increased fuel costs,
- Increased maintenance cost;
- Costs associated with loss of time;
- Costs associated with alternative mode of travel; and
- Quantifiable benefit associated with modal shift to active travel.

4.29 It is assumed that the journeys considered for exemption, undertaken by car by people with disabilities, may be particularly difficult to be undertaken by a different mode. As such the quantifiable benefits associated with modal shift to active travel and the cost associated with alternative modes have not been analysed in detail.

4.30 This report does not provide an assessment of the cost of journey time increases resulting from the changes introduced on the road network by the three PFSs under investigation, however it provides an indication of the tools available for such assessments.

4.31 It is important to highlight that monetary costs only represent a proportion of the costs and impacts that users (and specifically people with disabilities) can experience as effect of a change in their travel patterns. These should be captured by an Equality Impact Assessment to be undertaken prior to the implementation of each LTN scheme.³

Fuel and Maintenance

4.32 The use of the road system by private cars and lorries gives rise to operating costs for the user. These include the obvious costs of fuel, oil and tyres, and an element of vehicle maintenance. Guidance for the estimation of these costs are provided by the Department for Transport as part of the Transport Analysis Guidance for Business Cases (TAG) and by HMRC. Both cost models are outlined below and can be considered in the assessment of journey time impacts.

4.33 TAG Unit 3.5.6 provides guidance for the assessment of vehicle fuel and maintenance cost⁴. Fuel consumption is estimated using a function of the form:

$$L = a + bv + cv^2 + dv^3$$

Where:

L = consumption, expressed in litres per kilometre;

v = average speed in kilometres per hour;

and a, b, c, d are parameters defined within TAG Unit 3.5.6 for each vehicle category

4.34 Based on typical parameters for an average car, and on an average speed of 20mph, the value of L is 0.093 litre/km.

³ EqIAs have been already undertaken for all LTNs introduced as part of the PFS programme and are available on Islington Council's website.

⁴https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/940962/tag-a1-1-cost-benefit-analysis.pdf

4.35 HMRC Government guidance⁵ outlines an amount that employees can be paid to cover fuel and maintenance costs when driving for business purposes. This is summarised in the table below:

Table 4.1: Values of Mileage Allowance Payments

	First 10,000 miles	Above 10,000 miles
Cars and vans	45p	25p
Motorcycles	24p	24p
Bikes	20p	20p

Source: HMRC Guidance

Value of Time

4.36 Time spent travelling is valued in WebTAG, the Department for Transport’s standard on transport analysis guidance.

4.37 Table 4.2, below, provides the values of working travel time savings per person, by mode, that should be used in transport appraisal. The recommended values for all non-working trips are shown in Table 4.3. The values given in this table are averages which include retired persons in the calculations.

Table 4.2: Value of Working Time per person (£ per hour)

Vehicle Occupant	Resource Cost	Perceived Cost	Market Price
Car driver	22.74	22.74	27.06
Car passenger	17.25	17.25	20.52
LGV (driver or passenger)	10.24	10.24	12.18
OGV (driver or passenger)	12.06	12.06	14.35
PSV driver	12.32	12.32	14.66
PSV passenger	13.97	13.97	16.63
Taxi driver	10.89	10.89	12.96
Taxi/Minicab passenger	21.96	21.96	26.13
Rail passenger	26.86	26.86	31.96
Underground passenger	22.08	22.08	26.28
Walker	17.54	17.54	20.88
Cyclist	17.47	17.47	20.78
Motorcyclist	19.42	19.42	23.11
Average of all working persons	22.75	22.75	27.07

Table 4.3: Value of Non-Working Time per person (£ per hour)

Purpose	Resource Cost	Perceived Cost	Market Price
Commuting	5.72	6.81	6.81
Other	5.08	6.04	6.04

⁵ <https://www.gov.uk/expenses-and-benefits-business-travel-mileage/rules-for-tax>

5 Conclusions and Recommendations

- 5.1 This report has provided an assessment of the impacts of the introduction of People Friendly Streets schemes on journey times and lengths undertaken by car by people with disabilities.
- 5.2 As mentioned in the introduction, traffic restrictions have been introduced as part of the PFS programme through experimental traffic orders, and no exemptions have been initially introduced (except for emergency services) for the following reasons:
- **To maintain access to all streets**, the schemes have been designed so that all residents can access their homes. The only thing that may change in some circumstances is the route they have to take.
 - **To create a safer environment for people to walk, wheel and cycle**. By preventing all motor vehicle trips through camera-controlled filters (except for emergency vehicles) the scheme will make the environment feel much safer and make it much more likely that local people will begin to travel more by active means.
 - **To reduce congestion and air pollution on the main roads**. The objective of people friendly streets is to reduce the overall number of trips. This will only happen if some car trips are replaced by walking, wheeling or cycling.
- 5.3 These aims have to be considered also in light of the Council's commitment towards a fairer Islington, outlined in the principles of the Fairer Together Islington Partnership, including:
- *Everyone – whatever their background – has a decent chance for a long and healthy life, lived on their own terms;*
 - *Older people and vulnerable users live healthier, happier, longer and more independent lives;*
 - *Everyone feels connected and having as much social contact as they want;*
 - *People live healthy, independent lives, with access to good quality care and support when they need it.*
- 5.4 Whilst the introduction of the LTNs is being undertaken following the principle of retaining accessibility to all streets, the changes brought to some journeys can affect the ability to travel and access services for the most vulnerable residents. It is also important to recognise that people with different disabilities have different needs, movement patterns, views and opinions in regards to the impacts caused by Low Traffic Neighbourhoods: whilst some might be impacted by the loss in accessibility, some might be disproportionately by high volumes of traffic. It is important that the potential impacts are investigated and mitigated where possible.
- 5.5 The findings of the analysis show that the introduction of restrictions to motorised vehicles has an impact on the length and time of journeys undertaken by people with disabilities, with the potential result of making their everyday life harder. Moreover, the study has found that

the impact of the restrictions on short journeys is significantly higher than the impact on long journeys, in all scenarios (small, medium and large PFS).

5.6	Based on this outcome and on the review of the scheme objectives, as well as on comparison with other Boroughs, it is recommended that an exemption covering only Blue Badge Holders residing in each LTN would provide an appropriate balance between fulfilling the PFS Scheme objectives and mitigating the impact on journeys undertaken by people with disabilities.
5.7	Journeys to/from further afield (including journeys between two separate LTNs) appear to be proportionally less impacted by proposed restrictions: retaining the current restrictions for those travelling not living within the LTN and travelling from further afield is considered an acceptable compromise to be made in order not to jeopardise the success of the traffic reduction scheme.
5.8	Engaging with people with disabilities prior to implementation of exemption measures will be important to understand specific needs and impacts in more detail. Moreover, engagement with neighbouring Boroughs should be pursued in order to coordinate exemption strategies where possible: this would greatly reduce the risks of misunderstandings and increase levels of compliance.
5.9	It is recommended that combined impacts relating to the simultaneous introduction of PFSs, as well as the impacts of potential exemptions to the restrictions, should be monitored and assessed regularly going forward, with more traffic data becoming available and the coverage of telematic data becoming more extensive and detailed. Data for these further reviews and assessments is already being collected as part of the monitoring exercise for each LTN.

Appendix A - List of routes

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
1	1	Small	531030.8	182915.1	531250.7	183383.3
2	2	Small	531250.6	183382.4	531032.7	182916.1
3	3	Small	531039.4	182663.7	531299.3	182593.1
4	4	Small	531030.2	182912.8	530611	183154.5
5	5	Small	530614.4	183147.7	531031.3	182910.9
6	6	Small	531321	182897.3	530819.1	182794.8
7	7	Small	530849.7	182677.5	532154.8	183698.7
8	8	Small	531291.7	182875.5	530994.4	182509.9
9	9	Small	531000.1	182518.9	531430.5	184132.7
10	10	Small	531229.6	183378	530992.5	182515.9
11	11	Small	530981.8	182526	531043.3	182913.9
12	12	Small	531040.7	182665.6	531302.9	182592.6
13	13	Small	532485.1	185283	530984.3	182525.3
14	14	Small	531042	182662	532116.7	186288.1
15	15	Small	532116.7	186288.1	531038.2	182663.1
16	16	Small	531037.3	182663.3	532485.7	185286
17	17	Small	532253.7	183758.9	530827.3	182666
18	18	Small	530847.3	182671.1	531130.3	182773.9
19	19	Small	530980.5	182520.6	532254.8	183769.8
20	20	Small	532249.6	183767.5	530912.4	182853.1
21	21	Small	531099.7	182850.2	530441.1	183092
22	22	Small	530439.7	183090.4	531100.8	182848.8
23	23	Small	532486.7	182701.7	530413.9	183075.6
24	24	Small	530413.4	183093.4	532474.4	182702.1
25	25	Small	531040.4	182663.2	531481.1	186793.7
26	26	Small	531481.1	186793.7	531037.6	182662.9
27	27	Small	531042.1	182666.1	529373	186724

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
28	28	Small	529151.7	186995.9	531041.6	182666
29	29	Small	531349.9	182894.5	530802.3	182845.4
30	30	Small	530796.6	182850.1	532464.4	184005.1
31	31	Small	531439	182061.4	531129.2	182774.1
32	32	Small	529635.8	187183.1	530915	182856.8
33	33	Small	530924.1	182854.8	529641.8	187183.2
34	34	Small	531041.6	182665.1	531088.6	185348.8
35	35	Small	531054.1	185359.1	531041.2	182664.7
36	101	Medium	532655.1	184023.3	532097.2	186270.1
37	102	Medium	532116.7	186288.1	532649.3	184029.8
38	103	Medium	532655.8	184281.5	532663.7	184485.6
39	104	Medium	532662.6	184486.7	532655.4	184281.9
40	105	Medium	532656.3	184281	529939.4	186939.7
41	106	Medium	529948.4	186939.9	532654.6	184282.6
42	107	Medium	532656.1	184281.1	532495.2	184693.2
43	108	Medium	532495.2	184693.6	532655.4	184280.8
44	109	Medium	532663.5	184485.5	530088.4	187633.5
45	110	Medium	530083.9	187634.8	532660.1	184486.2
46	111	Medium	532654.7	184279.6	531393.6	185888.8
47	112	Medium	531400.9	185893.5	532654.6	184281.9
48	113	Medium	532871.3	184028.6	531415.7	185843.1
49	114	Medium	531415.7	185843.1	532858.6	184029
50	115	Medium	532647.1	184023.1	532883	184752.5
51	116	Medium	532884.8	184752.4	532650.8	184025
52	117	Medium	532868.4	184031.8	529700.9	185955.9
53	118	Medium	529700.9	185955.9	532864.9	184022.8
54	119	Medium	532495.8	184692.5	532864.4	184037
55	120	Medium	532862	184023.6	532495.6	184692.7
56	121	Medium	532940.3	184428.9	531285.6	182881.3
57	122	Medium	531307.8	182886.4	532946.1	184433.5
58	123	Medium	532946.3	184429	530670.5	184111.5
59	124	Medium	530679.4	184111.8	532944.7	184430.5
60	125	Medium	532653.2	184022.9	530818.2	187372

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
61	126	Medium	530818.2	187372	532649.4	184025.7
62	127	Medium	532652.7	184026.6	531478.8	185586.7
63	128	Medium	531478.8	185586.7	532650.9	184023.2
64	129	Medium	532656.8	184281	530763.4	185838.5
65	130	Medium	530756.8	185838.3	532655.9	184281
66	131	Medium	532664.5	184486	532750.8	183803.6
67	132	Medium	532750.9	183803.1	532663.4	184486.5
68	133	Medium	532881.9	184753.3	531249.9	183382.6
69	134	Medium	531249.9	183382.8	532881.9	184753.3
70	135	Medium	532250.7	183766.6	533360.3	184785.4
71	136	Medium	533369.3	184781.2	532250	183764.6
72	137	Medium	532939.6	184426.6	532341.3	184486.2
73	138	Medium	532336.9	184483.5	532947.5	184426.8
74	139	Medium	532495.1	184694.1	532862.6	184014.2
75	140	Medium	532867.6	184021	532496.7	184691.3
76	141	Medium	532499.5	183984.1	529866.9	187412.5
77	142	Medium	529866.9	187412.5	532482.2	183986.1
78	143	Medium	532655.2	184280.4	529750.7	185542.4
79	144	Medium	529755	185551.4	532653.5	184282.2
80	145	Medium	532470.2	184336.9	532021.7	186397.3
81	146	Medium	532021.7	186397.3	532485.7	184346.9
82	147	Medium	532662.9	184486.6	532081	185055.5
83	148	Medium	532664.4	184485.9	532075	185056.8
84	149	Medium	532662	184487.9	532499.5	183984.1
85	150	Medium	532494.7	183976.5	532664.2	184485.2
86	151	Medium	532663.5	184485.5	531602.9	183796.4
87	152	Medium	531602.9	183796.4	532663.5	184485.5
88	153	Medium	532851.4	184031.4	529142.1	187020.7
89	154	Medium	529142.1	187020.7	532857.8	184029.7
90	155	Medium	532663.5	184485.5	531590.8	182173.1
91	156	Medium	531590.8	182173.1	532663.5	184485.5
92	157	Medium	532616.4	183849.6	530144.7	187296.1
93	158	Medium	530140.6	187224.7	532612.7	183848.8

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
94	301	Large	531402	185890.7	532494.6	185403.6
95	302	Large	531333.5	185354.7	530839.8	187346.8
96	303	Large	531765.4	185495.9	529583.9	187071.4
97	304	Large	531716.2	186246.2	531333.5	185354.7
98	305	Large	531725.1	186245	530903	182841.3
99	306	Large	531754.5	185112.9	531468.8	186403.1
100	307	Large	531745.6	185109.4	530890.3	182841
101	308	Large	531796.6	185783.3	529318.6	186518.4
102	309	Large	531789.1	185784.6	531401.2	185891.8
103	310	Large	532163.3	186306.5	531019.4	185071.3
104	311	Large	532097.7	186270.7	531135.7	185523
105	312	Large	532102.8	186262.5	530277.6	183847.4
106	313	Large	532234.4	185064.2	531468.8	186403.1
107	314	Large	531957.4	185410.4	531596.7	185692.6
108	315	Large	531836.3	185782.3	529630.7	187164.5
109	316	Large	531132.5	185529.1	532935.9	184939.4
110	317	Large	531675.2	186216.1	530557.4	186098.7
111	318	Large	531669.9	186220.4	531218.3	183376.2
112	319	Large	531542.5	185918.1	531766.7	185492.3
113	320	Large	531544.1	185901.8	530854	185896.2
114	321	Large	532496.1	185406	531133.8	185527.4
115	322	Large	532097.2	186270.1	531478	185542.2
116	323	Large	531761.9	185496.1	531681.7	186214.9
117	324	Large	531134.2	185525.2	529358.7	186684.4
118	325	Large	531333.5	185354.7	531335.6	183243.6
119	326	Large	531793.5	185783.7	529185.5	185987.7
120	327	Large	532234.2	185056.8	531468.8	186403.1
121	328	Large	531596.7	185692.6	529207.6	186968.4
122	329	Large	531950.1	185400.3	530460.5	187202.3
123	330	Large	531763	185492	531568.2	185862.8
124	331	Large	531953.7	185799.1	530025.5	185283.5
125	332	Large	531766.1	185487.8	531437.8	186663.8
126	333	Large	532097.2	186270.1	530443.3	185076.3

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
127	334	Large	531135.3	185524.8	532655.1	184023.3
128	335	Large	530029.6	184556.6	531672.9	186238.7
129	336	Large	532097.7	186270.7	529207.6	186968.4
130	337	Large	531468.8	186403.1	531970.5	183475.1
131	338	Large	532494.6	185403.6	531402	185890.7
132	339	Large	530839.8	187346.8	531333.5	185354.7
133	340	Large	529583.9	187071.4	531765.4	185495.9
134	341	Large	531333.5	185354.7	531716.2	186246.2
135	342	Large	530903	182841.3	531725.1	186245
136	343	Large	531468.8	186403.1	531754.5	185112.9
137	344	Large	530890.3	182841	531745.6	185109.4
138	345	Large	529318.6	186518.4	531796.6	185783.3
139	346	Large	531401.2	185891.8	531789.1	185784.6
140	347	Large	531019.4	185071.3	532163.3	186306.5
141	348	Large	531135.7	185523	532097.7	186270.7
142	349	Large	530277.6	183847.4	532102.8	186262.5
143	350	Large	531468.8	186403.1	532234.4	185064.2
144	351	Large	531596.7	185692.6	531957.4	185410.4
145	352	Large	529630.7	187164.5	531836.3	185782.3
146	353	Large	532935.9	184939.4	531132.5	185529.1
147	354	Large	530557.4	186098.7	531675.2	186216.1
148	355	Large	531218.3	183376.2	531669.9	186220.4
149	356	Large	531766.7	185492.3	531542.5	185918.1
150	357	Large	530854	185896.2	531544.1	185901.8
151	358	Large	531133.8	185527.4	532496.1	185406
152	359	Large	531478	185542.2	532097.2	186270.1
153	360	Large	531681.7	186214.9	531761.9	185496.1
154	361	Large	529358.7	186684.4	531134.2	185525.2
155	362	Large	531335.6	183243.6	531333.5	185354.7
156	363	Large	529185.5	185987.7	531793.5	185783.7
157	364	Large	531468.8	186403.1	532234.2	185056.8
158	365	Large	529207.6	186968.4	531596.7	185692.6
159	366	Large	530460.5	187202.3	531950.1	185400.3

Number	Route_ID	LTN	Easting- Origin	Northing -Origin	Easting- Destination	Northing -Destination
160	367	Large	531568.2	185862.8	531763	185492
161	368	Large	530025.5	185283.5	531953.7	185799.1
162	369	Large	531437.8	186663.8	531766.1	185487.8
163	370	Large	530443.3	185076.3	532097.2	186270.1
164	371	Large	532655.1	184023.3	531135.3	185524.8
165	372	Large	531672.9	186238.7	530029.6	184556.6
166	373	Large	529207.6	186968.4	532097.7	186270.7
167	374	Large	531970.5	183475.1	531468.8	186403.1

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

Meeting of: Executive	Date: 14 October 2021	Ward(s): All
Delete as appropriate:	Exempt	Non-exempt

SUBJECT: COMMUNITY MUNICIPAL INVESTMENT (CMI)

1. Synopsis

- 1.1 Islington Council declared a climate emergency in June 2019 and launched 'Vision 2030: Creating a Net Zero Carbon Islington by 2030' in March 2020¹. The vision includes a commitment to engage with residents to support the net zero carbon strategy and 'explore alternative funding opportunities such as community municipal bonds and crowdfunding.' The approved Net Zero Carbon Strategy also includes a commitment to 'investigate how we can employ innovative financial instruments such as community municipal bonds to fund onsite generation schemes.'
- 1.2 In February 2021 the Council approved the latest capital programme for 2021/22 to 2023/24 which includes investment in electric vehicles, electric vehicle charging infrastructure at the Waste Recycling Centre and LED lighting upgrades and solar panels on Council buildings. The alternative funding opportunities could part-fund a number of these approved programmes.
- 1.3 Officers have assessed the potential to launch a Community Municipal Investment (CMI) which is an opportunity to for residents to invest in specific projects in Islington. Islington's CMI scheme is fully regulated and specifically designed to be as beneficial and inclusive for residents as possible with a minimum investment of £5 and a competitive rate of interest alongside the environmental benefits. There is no additional cost to the Council to run the scheme. This opportunity was first highlighted in an earlier report to CMB and the Net Zero Carbon Executive Board in May 2021 ('Net Zero Carbon Programme Finance Update'). A CMI is a bond or loan instrument issued by local authorities directly to the public through an internet crowdfunding platform at a rate that is attractive to the Council and investors.

¹ https://www.islington.gov.uk/~/_media/sharepoint-lists/public-records/energyservices/businessplanning/strategies/20202021/20201209vision2030islingtonzerocarbonstrategy1.pdf

This means that a CMI will need to match or undercut Public Works Loan Board (PWLB) borrowing rates whilst at the same time being competitive against other investments.

- 1.4 Officers have held a series of meetings with Abundance Investment who are registered by the Financial Conduct Authority and have launched all of the UK CMIs to date. The intention is to launch a CMI at the festival, titled "Islington Together: Let's talk about a greener future" (18 to 29 October 2021) and before the UN Climate Change Conference COP26 (31 October to 12 November 2021).

2. Recommendations

- 2.1 To agree the launch of a CMI with Abundance Investment.
- 2.2 To note timeline so that a CMI can be launched at the "Islington Together: Let's talk about a greener future" festival and before COP26.
- 2.3 To note the plan to launch an initial CMI for £1.0m with a 5 year maturity at a rate which will match or undercut PWLB borrowing rates.
- 2.4 To note the plan to use proceeds to part-fund a package of approved programmes (paragraph 4.15) that contribute to a net reduction in carbon emissions in the Borough and authorise the Corporate Director of Environment to amend the schedule of projects following consultation with the Executive Member.

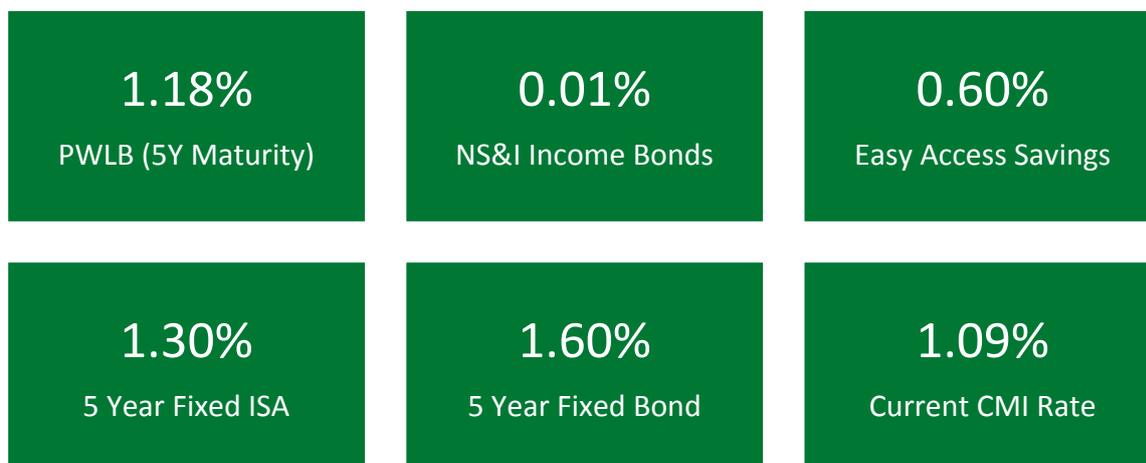
3. Community Municipal Investment (CMI) Explained

- 3.1 A CMI is a bond or loan instrument issued by local authorities directly to the public through an internet crowdfunding platform. It is considered an opportunity to engage with residents to support the net zero carbon strategy and due to the low-cost nature of crowdfunding a CMI can be issued via a proven, low risk, easy to use online process. A CMI will match or even undercut current borrowing rates whilst also providing a competitive 'safe' investment product as the risk of the investment is linked to the wider strength of the local authority.
- 3.2 The Council's Treasury Management Strategy approved in February 2021 outlined plans to 'investigate the possibility of issuing bonds and similar instruments' and on 23 September 2021 Council approved a change to include individuals lending via a peer-to-peer platform and investors in capital market bonds and retail bonds as approved sources of borrowing.
- 3.3 It is necessary to finance a proportion of the capital programme through borrowing and traditionally the Public Works Loan Board (PWLB) operated on behalf of HM Treasury provides loans to local authorities to support capital expenditure. Due to historically low interest rates if the Council were to borrow from the PWLB over a 5 year term the interest rate would be 1.18%². This is the PWLB Certainty Rate which reduces the rate on standard loans (where interest payments are made throughout the loan and the principal borrowed is repaid at maturity) by 0.20%. The Council is eligible for this reduced rate because it shares information on its plans for long-term borrowing and associated capital spending with the PWLB. To ensure the cost to the Council is comparable a CMI will need to match or undercut the PWLB and in discussions with Abundance Investment a CMI could (based on current rates) be launched at 1.09%. This is the PWLB Certainty Rate less fees for

² <https://www.dmo.gov.uk/responsibilities/local-authority-lending-pwlb/current-interest-rates/>

arrangement and administration (0.09%), consequently a CMI launched at 1.09% will cost the same as borrowing from the PWLB. Note that the rate of 1.09% is for illustration only and is subject to change and should therefore not be relied upon by potential investors.

3.4 A CMI launched at 1.09% is competitive against other 'safe' investments:



3.5 Investors may secure more favourable returns from other products but some rates are not always guaranteed over the full term and may offer limited tax advantages. Even then the difference is marginal as using a 5 Year Fixed ISA as an example the estimated difference in compound interest on £500 over 5 years compared to a CMI is £5.51. A CMI like other fixed rate products is expected to be held for the full term however there is a secondary market available where investors can exit an investment early (if there is a willing buyer and value can be agreed). Across all CMIs launched to date the average investment was approximately £2,000 and research indicates that local investors invest more on average.

3.6 Furthermore evidence shows that there are many reasons why individuals invest in a CMI including but not limited to supporting climate action and supporting their local communities. Investors are also given the option of donating their interest payments to the Council which would reduce the cost of borrowing compared to PWLB.

4. An Islington Community Municipal Investment (CMI)

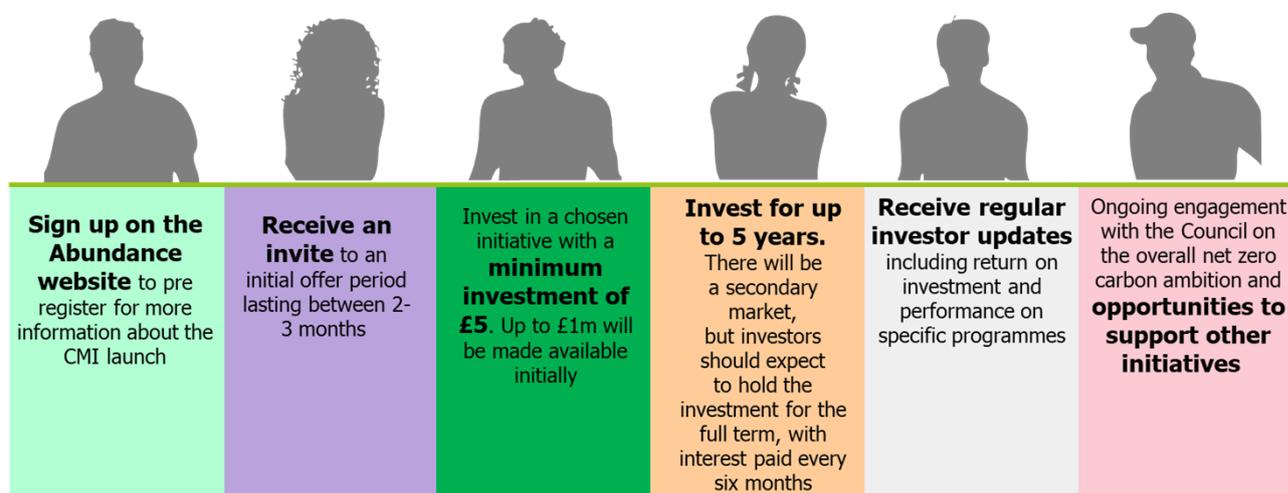
4.1 Officers have held a series of meetings with Abundance Investment³ who are registered by the Financial Conduct Authority and have launched all of the CMIs to date. These were at Warrington and West Berkshire Councils which have both launched CMIs for £1.0m in the last 18 months and both of these were fully subscribed from local and national investors. As a regulated firm Abundance Investment maintains a governance and risk management framework and holds high levels of regulatory capital to safeguard against risk of failure. As a B-Corp they are required to consider the impact of decisions on all stakeholders, including the environment, and they have also been awarded Best Buy Label from Ethical Consumer.

4.2 The Financial Conduct Authority regulates the UK financial services industry and will review company reports (including quarterly management accounts and audited annual accounts). The Financial Conduct Authority will monitor and investigate firms that breach specific Key Performance Indicators and require that all complaints are resolved within an agreed time. Abundance Investment have not been subject to any sanctions by the regulator, nor have

³ <https://www.abundanceinvestment.com/how-it-works/about-municipal-investments>

any customer complaints been reviewed and upheld by the Financial Ombudsman Service. There have been no claims on professional indemnity insurance to cover key risks and no operational errors have been identified which cause client money or reputational damage.

- 4.3 The Council has requested independent treasury advice from Arlingclose who provided a report on Abundance Investment and its activities which highlighted no material concern. The Council has also requested independent legal advice from Sharpe Pritchard who have provided a report on the key legal documents which is referenced in the legal implications.
- 4.4 Abundance Investment make clear in offer documents and factsheets for investments that part/all of an investor’s capital may be at risk and that investment values can rise and fall. Since inception no investments have failed however some have been restructured and the Council should be aware of the reputational risks even if the risks for a CMI is much lower. Abundance Investment have also partnered with Northern Gas Networks which is engaged in primarily fossil fuel activities and this could be seen to be at odds with the net zero carbon strategy. Abundance Investment recognise this and say that they are helping to create a hydrogen-ready gas network and investors on the platform can choose whether or not to invest. Nonetheless the Council should be cognisant of these wider issues in appointing Abundance Investment and this should be monitored as part of due diligence.
- 4.5 Abundance Investment will launch a CMI on behalf of the Council with an initial offer period of 2 to 3 months or until the CMI is fully subscribed at a minimum investment of £5. Abundance Investment would charge an arrangement fee and ongoing management fee which is not disclosed in this report for commercial reasons however the combined fee over the life of the product is comfortably within the procurement rules for a single quote (£5,000 to £24,999) therefore negating the need to secure three or more quotes.
- 4.6 The following graphic shows how a CMI will work for residents:



- 4.7 At Warrington and West Berkshire Councils between one fifth and one third of investors were local residents, and officers are committed to increasing this percentage if possible. Subject to approval it should be the first CMI to be launched in London and there is scope to proceed with additional launches in tranches of £1.0m if the initial launch is successful. Warrington Council raised £1.0m to put towards an innovative new solar farm with battery storage and is part of the Council’s strategy to become the UK’s first carbon neutral town. West Berkshire Council raised £1.0m to help fund electric vehicle charging infrastructure and solar panels and intend to issue several CMIs in the future to help fund this strategy.

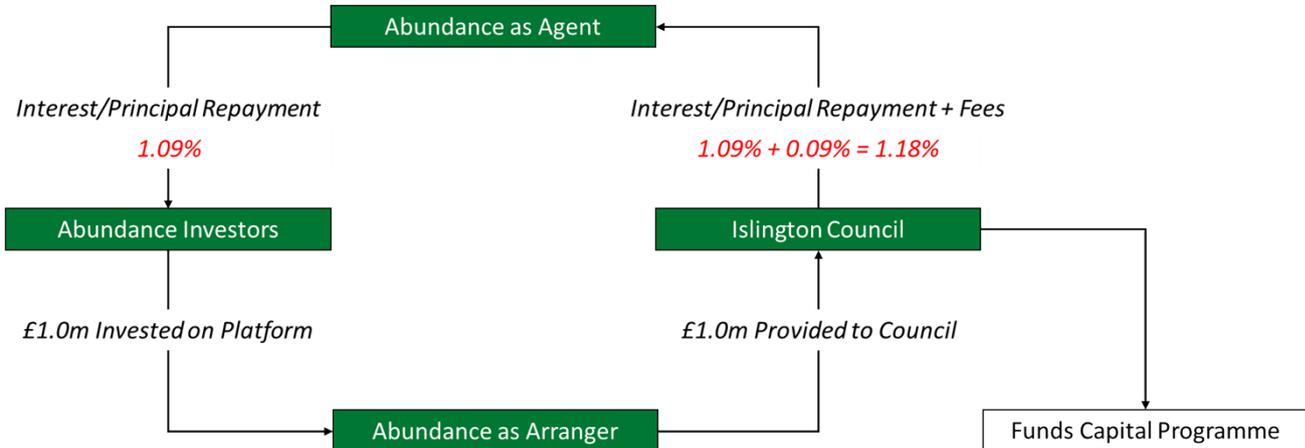
Abundance Investment say that it is important to make the initial launch a success and build the market and an initial CMI for £1.0m should help to achieve that for the Council. The ambition is to have multiple launches in tranches of £1.0m to help to secure funding more quickly for the capital programme which aids decision making on capital financing.

4.8 In contrast to earlier CMIs a CMI at Islington can now be launched as a loan rather than a bond which will result in the benefit of ISA status with its associated tax advantages to some residents. The reason a loan is ISA eligible and not a bond is due to the wording of the Innovative Financing ISA (a new type of ISA for debt crowdfunding products) which states that for bonds the ISA rules define who the issuer is and this does not currently include local authorities whereas the issuer is not specified for loans and it is therefore ISA eligible. The loan option is a more favourable route for the Council and residents and will be comparable to products launched by other local authorities (also expected to be loans). Abundance Investment expect Sutton Council and Blaenau Gwent County Borough Council to issue loans in late 2021, followed by West Berkshire Council and other Councils in early 2022. As mentioned in 3.2 a paper was presented to Council on 23 September 2021 who approved a change to the current Treasury Management Strategy to issue a loan.

4.9 Abundance Investment will administer the onboarding of new investors (including all Know Your Customer and money laundering checks) and are the first point of contact for queries. Investors will be investing for 5 years and whilst a secondary market is available investors should expect to hold the investment for the full term, with interest paid every six months. Abundance Investment will work with officers in the Communications Team to issue regular investor updates including return on investment and performance on specific programmes. Crucially the Council will be able to engage with residents and other investors on the net zero carbon strategy and investors may choose to support future crowdfunding activities.

4.10 It will be incumbent on Council departments including Finance and Communications to help publicise a CMI and administer it once established (including for example investor updates). However, technological advances in crowdfunding mean this is now much less burdensome as it is also possible to connect with investors through the Abundance Investment platform. The impact on Council resources will need to be monitored because it is also accepted that regular engagement with residents is a major component of the net zero carbon strategy.

4.11 The following diagram is designed to show how a CMI will work in practice:



4.12 An Islington CMI delivers a return on investment for investors many of whom may be local. More importantly, it is an opportunity for residents to help tackle the climate emergency

and support the Council in delivering a net reduction in carbon emissions in the Borough. Residents who invest will be making a difference in their local area and should feel more engaged.

4.13 Similarly for the Council a CMI represents a genuine example of resident-led, democratic finance and could also help the Council to develop long-term relationships with residents. This innovative form of funding should also help to optimise social value. Furthermore if it is the first CMI to be launched in London the Council could connect and communicate with an even wider audience and promote the net zero carbon strategy.

4.14 The following graphic highlights the key benefits for residents:

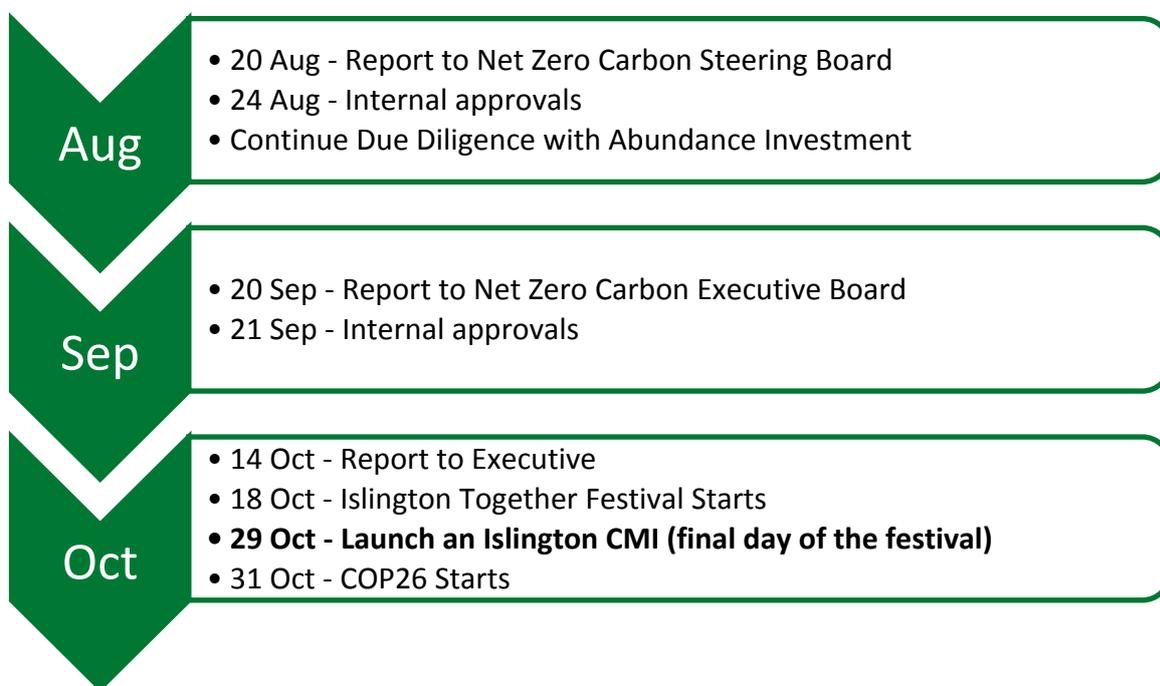


4.15 It is intended that the £1.0m is used to part-fund investment in a package of approved programmes and the table below agreed in consultation with Executive Members shows planned expenditure between October 2021 and September 2022. These programmes are considered ambitious both in value and scope and are therefore attractive to investors. Other projects on the capital programme including electric vehicle charging infrastructure at the Waste Recycling Centre (£2.9m) could be supported in subsequent launches. Abundance Investment will work with officers in the Communications Team to develop a communications plan informed by experience launching CMIs with other local authorities.

Project	Expenditure
School Streets Greening and Air Quality Programme	200,000
Zero Carbon Recycling & Waste Collection Lorry (Unit Cost, Conversion from Diesel)	280,000
Electric Vehicle Charging Points to encourage residents to switch to electric vehicles	160,000
Improved local recycling facilities to help residents increase recycling	100,000
LED lighting in public buildings to reduce carbon and cost of electricity	130,000
Solar Panels on public buildings to reduce carbon and cost of electricity	130,000
	1,000,000

4.16 The preferred timeline is set out below and the intention is to launch a CMI at the festival (18 to 29 October 2021) and before the UN Climate Change Conference COP26 (31 October to 12 November 2021). Both events are seen to be opportunities to promote a CMI at Islington and maximise both local and national interest. The Council will also commit to

joining a pledge coordinated by the Green Finance Institute to explore or launch a CMI within 18 months of COP26 further raising awareness of a CMI⁴. As part of wider Net Zero Carbon governance arrangements content has been circulated to the Steering Board on 20 August 2021, then the Executive members on 20 September 2021. Comments from officers and members respectively will help to develop the launch strategy and officers will continue to engage with stakeholders both before and after any launch.



5. Implications

5.1 Financial implications:

In February 2021 the Council approved the latest capital programme for 2021/22 to 2023/24 which includes a number of programmes that contribute to a net reduction in carbon emissions in the Borough. A fully subscribed CMI would replace existing approved funding including PWLB so there is no additional cost to funding the capital programme.

The cost to the Council is in relation to arrangement fees and ongoing management fees which are not disclosed in this report for commercial reasons however the combined fee over the life of the product is comfortably within the procurement rules for a single quote (£5,000 to £24,999) and the Medium Term Financial Strategy funds capital financing costs. These fees are incorporated into the cost of the loan so a CMI launched at 1.09% would incur 0.09% in fees making the total cost the same as the PWLB Certainty Rate (1.18%). Since this is not additional borrowing the capital financing costs are within the approved budget furthermore there are no differences in the cost of launching a bond or a loan.

As the Council is responsible for setting the rate for a CMI this could be agreed at a level which undercuts PWLB to reduce borrowing costs, but this will reduce the rate on a CMI. This may impact on interest from potential investors due to historically low interest rates and an Islington CMI will likely be launched at a lower rate than earlier CMIs (c. 1.20%).

⁴ <https://www.greenfinanceinstitute.co.uk/local-climate-bonds-a-cost-effective-way-to-raise-billions-for-councils-green-plans-says-new-campaign/>

5.2 Legal Implications:

This Report seeks the following:

1. To agree the launch of a CMI with Abundance Investment.
2. To note timeline for Executive (14 October 2021) approval so that a CMI can be launched at the festival (18 to 29 October 2021) and before COP26 (31 October to 12 November 2021).
3. To launch an initial CMI for £1.0m and 5 year maturity with similar rate to PWLB.
4. To use proceeds to part-fund a number of programmes that contribute to a net reduction in carbon emissions in the Borough.

Community Municipal Investments must comply with the Prudential Code for Capital Finance in Local Authorities (Prudential Code) and the Ministry of Housing Communities and Local Government's Guidance on Investment (MHCLG Guidance). Local authorities must demonstrate that the borrowing is affordable, sustainable and prudent.

Statutory guidance on Local Government Investments is issued under 15 (i) (a) of the Local Government Act 2003. Local authorities are required to "have regard" to "such guidance as the Secretary of State may issue". Where a local authority proposes to make a material change to its Strategy during the year a revised Strategy should be presented to full council or equivalent for approval before the change is implemented.

LBI Constitution Part 3 Responsibility for Functions, 4.1(j) states that the capital investment strategy and Treasury Policy statement is a matter reserved for Executive decision.

Part 3 (4.4) Finance and Property subject to the Council's financial regulations to take decisions on all matters relating to the Council's finances including 4.4 a(iv) the Council's borrowing and investment policy (for recommendation to Council).

Part 6 Financial Regulations 2.8 state that the Chief Finance Officer and section 151 Officer (Director of Finance and Property) is responsible for the proper administration of the Authority's financial affairs and treasury management.

Rule 6.1 (iv) states responsibility for the implementation and monitoring of its treasury management policies and practices is delegated to the Executive and the execution and administration of treasury management decisions to the Chief Finance Officer. That Director will act in accordance with the organisation's Treasury Management Policy Statements and Treasury Management Practices and CIPFA's Standard of Professional Practice on Treasury Management.

Rule 6.2 (i) requires that the Chief Finance Officer is to arrange the borrowing and investments of the Authority in such a manner as to comply with the CIPFA Code of Practice on Treasury Management in Public Services, the Authority's TMPS and the Annual Investment Strategy required under the Local Government Act 2003.

ii) To report on treasury management activities to the Executive and Council in compliance with the CIPFA Code and Guidance on Local Authority Investments issued by the Secretary of State.

Rule 6.3 the responsibilities of the Chief Finance Officer in relation to investments and borrowing will include: i) To ensure that all investments of money are made in the name of the Authority or in the name of nominees approved by the full Council.

A high level review of the contractual documents by Sharpe Pritchard make it clear that the FCA rules and the duties Abundance owes to Lenders take precedence. This is to be expected and does not give rise to any material concerns. The terms proposed, in the contractual documents with the changes suggested, represent a legal risk that is broadly 'on market' compared to similar peer to peer lending arrangements.

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

'Vision 2030: Creating a Net Zero Carbon Islington by 2030' includes a commitment to 'explore alternative funding opportunities such as community municipal bonds and crowdfunding.' The approved Net Zero Carbon Strategy also includes a commitment to 'investigate how we can employ innovative financial instruments such as community municipal bonds to fund onsite generation schemes.' A CMI itself has no direct environmental implications however it is a clear opportunity to engage with residents to support the net zero carbon strategy. Furthermore the funding will be invested in programmes that align with this strategy and contribute to a net reduction in carbon emissions in the Borough.

5.4 Resident Impact Assessment:

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

A Resident Impact Assessment has not been completed because the Council is not seeking to provide a service to residents, and residents can decide whether or not to participate.

5.5 Conclusion and Reason for Recommendations

An Islington CMI is an opportunity to engage with residents to support the net zero carbon strategy and part-fund the latest approved capital programme for 2021/22 to 2023/24. It is therefore recommended Executive agree the launch of a CMI with Abundance Investment so that a CMI can be launched at the festival before COP26.

Appendices: None

Background papers: None

Final report clearance:

Signed by:



Executive Member for Finance and Performance



4 October 2021

Executive Member for Environment and Transport

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Report of: Executive Member for Environment & Transport

Meeting of:	Date:	Ward(s):
Executive Board	14 October 2021	All

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SUBJECT: Procurement Strategy for Highway Works Contract 2022

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy for a new Highway Works contract in accordance with Rule 2.7 of the Council's Procurement Rules.
- 1.2 The contract is for the delivery of highways works and the area of this work includes carriageway and footway maintenance and renewal work and includes civil engineering schemes delivered through traffic services as well as specialist inspections, repairs through capital works and some minor reactive work. The contract also provides for new access junctions and alterations to the layout of the Highway to meet the Council's obligations under formal legal agreements with developers.

2. Recommendations

- 2.1 To approve the procurement strategy for Highway Works as outlined in this report at 3.4 with Option 5, a mixture external delivery through a competitive tender and a greater retention of work being delivered by the in-house resource, being the recommended procurement strategy.
- 2.2 To delegate authority to award the contract to the Corporate Director of Environment in consultation with the Executive Member for Environment and Transport.

3. Background

3.1 Nature of the Service

The current Highways Maintenance Works Contract provides for the construction of civil engineering works on Islington's highways, including carriageway and footway surfacing, paving, maintenance repairs and renewals and highway drainage repairs. The contract also provides for the construction of highway improvements to modernise the Highway in keeping with policy objectives and the Statutory function as the Highway Authority, undertake highway drainage repairs and improvements, introduce traffic management schemes, public realm schemes and projects within the People Friendly Streets programme and other programmes such as the Low Traffic Neighbourhoods.

The current contract also enables the Council to construct new access junctions and make changes to the Highway to fulfil legal agreements with developers. Importantly, the current contract allows the Council to meet its Statutory Duty to maintain Islington's Highway network in a safe condition through ongoing planned and reactive maintenance.

Highways maintenance works are currently delivered through an extended arrangement to the London Highways Alliance Contract which will end March 2022, with an option of a further short term extension to the end of June 2022. In March 2021 the Council decided to extend the current contract up to the end of June 2022 by means of a Key Decision of the Corporate Director of Environment and Regeneration dated 9th March 2021, as listed in the Background Papers to this report. The Council must have a contract in place after the end of the current contract to both enable it to continue to deliver this statutory requirement, as well as, delivery of a wide range of projects and works that have a high level of public interest and priority.

The new contract is to include the following works and services:

- Carriageway resurfacing programme and project works - planned inlay, overlay and patching schemes requiring machine lay surfacing.
- Footway reconditioning schemes and project works - planned footway schemes to replace or recondition footways, kerbs and edgings.
- Structures and bridge works – Inspections, repairs and replacements to structures.
- Drainage schemes – following inspections and cleansing covered elsewhere, any civil engineering works needed for repairs and replacements.
- Road Markings – provision of road markings for new and refresh works, parking enforcement, and schemes.
- Civil Engineering Schemes / Projects – Schemes delivered by Highways or Traffic Services, junction upgrades, cycleways and public realm schemes.
- Tree cutting, maintenance and removal – Option for Greenspace and Business Services to utilise this contract as a back-up service if required.
- Emergency Tree Response – To support the Direct Services Organisation to respond to emergency tree removal and felling.
- Pipe Subway (the underground tunnel in Rosebery Avenue) – Minor maintenance.

During the Options Appraisal process (detailed in section 3.4) it has been identified that some works carried out under the current contract could be retained in-house to reduce the exposure to any increase in market rates, make use of the increased in-house skill set and to allow some potential savings. The following lists those areas of works that were delivered externally and are now being delivered fully or partly by the in-house service.

Works to be continued to be retained in-house

- Guardrail (reactive repairs and planned maintenance)
- Small plant maintenance
- Minor signage works
- Highway call out service (out of hours 24hrs)
- Bollards (reactive and planned maintenance)
- Knockdowns as a result of Road Traffic Accidents (RTAs) and make safe

Works currently covered by the external contractor now to be delivered in-house

- Public Rights of Way
- Opening and closing of Pipe Subway and confined spaces works (pest control/cleansing)

Works currently covered jointly by both the external contractor and in-house but now to be delivered solely in-house

- Minor reactive Highway maintenance (civil engineering and asphalt/surfacing works)
- Parking signage (make safe and install and repair posts)
- Cycle stand installations
- Dangerous structure make-safe

Other areas which form part of the Highway services but due to their specialist nature are now to be commissioned separately and outside the new contract. These are:

- Structural inspections
- Condition surveys
- Flood Risk Management

3.2 Estimated Value

The duration of the new contract is to be five (5) years with an option to extend for a further two (2) years. The expenditure will be largely funded through the Highways and Traffic Services capital budgets and approval for future expenditure will be subject to the usual budget and project approval processes, which are separate to the approval of this procurement strategy.

For the Board's information:

- Approximately £9.5 thousand has been spent each of the recent past years from Revenue budgets on inspecting and maintaining the Pipe Subway (the underground tunnel in Rosebery Avenue).
- Approximately £385 thousand of works each of the recent past years has been delivered providing accesses and other changes to the Highway associated with new developments. This is external funding from developers but is received into a Revenue account on a rechargeable basis. For the purpose of this report this expenditure is effectively external capital funded.
- Approximately £2.16 million of works have been delivered each of the recent past years in maintaining the Highway from Capital funding.
- Approximately £1.5 million of works have been delivered on average in each of the recent past years in public realm improvements and other traffic management type projects from Capital budgets. This past and future value of project work does fluctuate and is largely dependent on funding from Transport for London budgets and grants.

From the above, the past average yearly spend was approximately £4.1 million via Capital or external funding, with less than 1% of past expenditure via Revenue budgets.

Including an allowance for an increase due to an inflation of rates and forecast additional spend on new public realm schemes, the yearly estimated annual spend for the service is approximately £4.5 million. Based on this estimated annual spend over the contract period of five (5) years will be £22.5 million and if the contract is extended by a further two (2) years then this increases to £31.5 million, or approximately £32 million. A figure of £32 million has been used throughout this report so as to not imply an undue level of precision in forecast expenditure and, as noted above, the expenditure will be subject to approval for each budget and project separate to the contract procurement strategy.

The current call-off contract was awarded as a competitive process via the London Highways Alliance framework agreement. The new contract is proposed to be awarded through a competitive process to ensure the market is tested and best value rates achieved.

As part of the Options Appraisal considered, detailed in 3.4, some potential efficiencies have been identified as follows:

- The new contract will be on a re-measured basis, the Council will only pay for works completed and measured, thus taking advantage of any reduction in scope on site which would not be realised through a lump sum arrangement.
- Specific clauses are included in the new term contract for Value Engineering. This incentivises the contractor to bring innovation and best practice to reduce cost. Value Engineering will be at the forefront of the efficiency process which will run through the life of the contract. These Value Engineering provisions will offer a share of the saving to the contractor as an incentive for highlighting potential savings and coming up with cost efficient solutions.
- A greater level of work will be retained for delivery by the in-house service, as detailed in section 3.1. The reduction in paying contractor fees that include risk and profit, along with the ability to further develop a multi-skilled service for reactive and minor works has a potential efficiency for those elements of highway works. This efficiency has been projected by comparing different operations against benchmarked contractor rate against items valued using in-house teams. As described in Business Risks at 3.7, this is likely not to result in a saving overall as the trend in construction costs is increasing above inflation, there are some shortages in materials and skills and the market is volatile. Bringing more maintenance work in-house does however reduce the Council's exposure to increased rates whilst strengthening in-house delivery and capacity.

Tender document prepared	September to October 2021
Competitive process (incl. evaluation)	November to December 2021
Tender outcome	January 2022
Executive Decision – new contract award	January 2022
Signing new contract	February 2022
Mobilisation for new contract	March to June 2022
New contract commences	1 July 2022

3.4 Options Appraisal

As part of the process of Options Appraisal has been a review of the operation of the current contract and a “Lessons Learned” exercise.

As noted above, the Council’s highway works are currently delivered under a contract through the London Highways Alliance Contract. Other London authorities and notably Transport for London (TfL) also make use of this arrangement and at times there have been difficulties in prioritising Islington’s programme of work. Contractors have tended to prioritise other workloads and programmes, especially the much larger programme of works promoted by TfL on their London-wide strategic road network. The London Highways Alliance Contract did not reflect Islington’s values and a London-wide contract does not easily provide for issues such as local employment and local apprenticeships. The review has also highlighted the capacity of the in-house service and its ability to deal with a greater level of straightforward highway works and its ability to respond to the need for minor repairs to Islington’s roads and footways.

The above issues have been factored into the Options Appraisal process. Details of the Options Appraisal are shown at appendix 2 and are summarised as follows:

Option 1 - Partnering with another borough and using their contract to deliver the Islington Service.

This option would involve identifying another borough with a suitable contract in place and using that contract to deliver highway works in Islington. This would be reliant on the other borough’s contract allowing for such arrangements.

Using this option has the advantage of not having to go through the full procurement process, as due diligence, statutory notifications and contractor selection has already been undertaken. Disadvantages to this option is that the procurement process will have been undertaken without the needs of Islington in mind. Contract rates, conditions and requirements specific to Islington will not have been tailored into the contract and the duration of the contract is unlikely to be a full term. This arrangement is also unlikely to prioritise Islington’s over the initiating borough/s.

Although the efficiencies in terms of procurement are of benefit, the specific needs of Islington, the likely limited duration and the limitations in terms of priority and a direct relationship with a contractor delivering high profile works means that this option is discounted.

Option 2 - Entering into a call-off contract from an existing Framework Agreement.

There are several framework agreements currently available for local authorities to use to procure highways works.

The framework agreement option comes with the advantage of not having to go through a full procurement process. Given the scale of the new contract value predicted as £22.5 million and its duration of 5 years with an option to extend to 7 years with therefore a value of approximately £32 million the procurement administration saving of using a framework agreement are proportionately much less than shorter contracts of smaller value. The disadvantage of these framework agreements is that the selection of contractors has already been undertaken without the Council's input. The review of contractor submissions would have been completed without Islington needs, location or contractual requirements in mind.

A review of the available frameworks has been undertaken as part of the detailed Option Appraisal in appendix 2 along with a Pro's and Con's schedule.

Due to the restrictive nature of the frameworks, in terms of budget restrictions, remaining framework periods and contract conditions the use of a framework is not the preferred option and has been discounted.

Option 3 - Undertaking a competitive tender exercise.

A full tender process will entail going out to the market with a procurement tailored to Islington specific requirements. This would be a direct contractual arrangement between the Council and the successful contractor. The procurement will be Islington specific. This approach has historically been proven to engage the contractor more positively with the authority and makes for a more partnered approach and better understanding of the Council's requirements.

The preferred choice of contract would be and NEC4 Term Service Contract as this is currently the industry standard for this type of works. The NEC suite of contracts (New Engineering and Construction) are tried and tested and have proven to be effective, encouraging a partnering approach to the works delivery. This approach would include the Social Value Policy, Carbon Zero Targets, apprentice requirements, local employment, London Living Wage and other social and environmental targets within the contract.

A contract analysis can be found in appendix 3.

There is no time restriction on expiring frameworks or other authorities' contracts for Islington to have to abide by. This means the Council can procure a long term contract, five years plus two years possible extension, which is a benefit as it allows the time for the contractor to establish efficient practices and working knowledge and for these efficiencies to be incorporated into shared benefit over the life of the contract. The use of Value Engineering clauses in the contract will require the contractor to look for and implement efficiency through best practice and innovation by both parties.

The time costs of a competitive procurement is more than the other options as Islington will have to undertake full tendering process. This is however balanced against the savings of the contractor's rates not including framework fees so over the duration of the contract this should prove cost efficient.

A bespoke contract tailored for Islington makes this the preferred option for procurement and delivery of planned and major works. Combining planned work delivered by an external contractor with a greater level of minor work and a greater level of reactive work delivered by the in-house service provides for efficient working as unplanned or reactive work includes the costs of risks and inefficiencies of downtime.

Option 4 - Insourcing and providing the service using Islington resources.

The use of the in-house service to delivery all of the highway works has been considered. In-sourcing the highway work in full offers the Council more control and ownership and allows for Islington's Values to be directly introduced. Fully in-sourcing this service will however require a substantial investment in terms of plant, labour, greater level of facilities such as a contractor's yard or depot and associated support services.

Work activities which require a large investment in equipment such as machine surfacing have been excluded as the level of investment required to purchase such equipment may not be available from the Council's budgets, such specialist and costly equipment would need to be used all year to recoup that investment whereas the levels of machine surfacing work in Islington means that this equipment would be unused for part of the year. An external contractor can spread this investment over other contracts with other clients. Work activities which are sporadic in their nature have also been discounted as it would require fluctuation in resource that is not suited to the Council structure and is better placed with an external contractor.

Due to the reasons above a full service being delivered through Insourcing has been discounted however there is merit in retaining a greater level of work to be delivered by the in-house team. This would strengthen the capacity of the in-house team and allow for a greater range of work to be directly delivered.

Utilising the in-house skill base each work stream has been assessed as whether it is appropriate or effective to insource. The amount of work that could be readily retained will be at the margins but an assessment of skills has been undertaken of the current workforce and this has identified that many minor reactive highway repairs can be carried out by the in-house team as well as a greater level of minor, straightforward highway work. This would allow the in-house team to carry out routine work whilst being available to react to the need to repair highway defects, such as damaged footways or defective patches of surfacing. Opportunities for further upskilling has been highlighted and is already underway in keeping with the Council's approach to continually training and improving its workforce.

In-sourcing all or part of the highway works has implications under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) and any procurement option that involves in-sourcing will need to observe the TUPE regulations.

Option 5 - A mixture of insourcing and external delivery through a competitive tender exercise.

As outlined in option 4, there is merit in service delivery and efficiencies to make greater use of the in-house service for the delivery of minor, straight forward highway work and for carrying out some additional reactive maintenance repairs.

The majority of the highway works will however require an external contractor with access to specialist labour and plant and the recommended route for the procurement of an external contractor is via a contract prepared for the specific needs of Islington.

Recommended Option (Option 5)

The recommended option is Option 5, a combination of award to an external contractor following competitive tender and a greater level of retention of work to be delivered by the in-house service. This provides for a direct contractual relationship and a focused procurement exercise that reflects Islington's needs, addresses past difficulties when part of a framework agreement and gives priority to Islington's programme of highway work. This approach also provides for a full test of the market.

Retaining a level of work to be delivered by the in-house service both strengthens the in-house works team and reduces the Council's exposure to increasing construction costs. It also allows for a greater level of work to be carried out in a manner that reflects the Council's priorities and objectives.

A similar report to this report was presented to the Council's internal Commissioning & Procurement Board at its meeting of 29th July 2021 and that Board gave its support to the report and gave its support to the recommended procurement strategy as outlined in Option 5 above.

3.5 Key Considerations

As noted above, a key consideration is the Council's duty as the Local Highway Authority to maintain the Highway network and keep it safe in accordance with the Code of Practice for Well Managed Highway Infrastructure. The Council has a number of legal agreements with developers under the Highways Act 1980 to arrange for new access junctions and other changes to the Highway layout following the town planning process. The Council also receives capital funding from partners such as Transport for London (TfL) to carry out improvements to the Highway network with the option of using its own funding for transport, traffic management and Highway improvement schemes which have a high level of community interest. For these reasons, it is key that the Council has the ability to carry out highway works by means of an appointed contractor.

The new contract will reflect Islington's priorities at the outset and will ensure these priorities are embedded in the appointed contractor's performance by means of Key Performance Indicators (KPIs) included in the new contract. These will be defined within the contract and monitored throughout its duration and will form the basis for assessing the ongoing performance. The KPI's and acceptable performance will be a contractual requirement with recourse should they not be achieved. A partnering contract should not just rely on penalising for poor performance and so the KPI performance will be linked to the approval of the extension period for the contract. KPI details will need to be agreed with the successful contractor and these will be in the following areas:

- Safety of workforce and public
- Budgets and finance performance
- Programme, delivery on time every time
- Submission of permits and documentation

- Cost savings and efficiencies
- Social Values
- Use of local workforce and apprentices
- Carbon neutral targets and green credentials

Recruitment of local employees, Islington and neighbouring borough's to be a strong Key Performance Indicators (KPI) in the new contract. KPI's are also to be included in the contract for use of local supply chain partners, community support projects, reduction in total travel miles for suppliers and staff, communication with the local residents on works and use of local apprentices as part of the contract delivery.

Social value will form an integral part of the award of the new contract. This is to include employees' terms and conditions to ensure the Council is working with a "good employer" based around best practice. Flexible working, training and development, diversity policies, trade unions and the like will all be factors in this evaluation. The London Living Wage to be a condition of the contract.

The works engaged through this contract promote the Council objectives with particular focus on: Jobs and Opportunity, A Safer Borough for All, and a Greener and Cleaner Islington. As such these objectives will form part of the KPIs so performance can be monitored and corrective actions taken where needed.

The new contractor will be required to sign up to Council's Carbon Zero policy and submit a plan to achieve this. This may include travel plans, use of different equipment, such as electric plant and vehicles and low carbon production of materials and these considerations will be part of the tender process and then incorporated into the contact obligations.

The use of the Value Engineering clauses in the contract will drive a continual focus on delivering efficiencies and cost savings to the services. This will be done in two ways, firstly straight cost savings, doing the same but cheaper. Secondly improving outputs, doing more for the same cost. Capturing these efficiencies will be beneficial to the contractor for the possible extension period and as part of the share of the saving process. The incentive to the contractor should be such that it makes it a worthwhile process becoming the way in which the contract is operated with a culture of highlighting and producing efficiencies and savings as a matter of course.

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. The award criteria will be made up of the proposed approach to:

- Implementation, maintenance, delivery, staffing and business continuity including management and supervision in delivering the contract (20%)
- Efficiency and effectiveness in use of the supply chain and contract management, particularly including quality management throughout the lifetime of the contract - quality assurance, monitoring performance, audit responses and maintaining quality (20%)

- Social value including inclusive economies and community wealth building with a focus on tackling inequality, sustainability, increasing/improving employment prospects and supporting the Council to become net zero carbon (20%)
- Price (40%)

The detail of the above will be developed and explicitly articulated within the tender documents.

3.7 Business Risks

- The Construction Industry which includes Highways is experiencing a very volatile period. Large national projects are taking resources (labour, plant and material) from an industry already full of shortages and supply issues. Infrastructure projects such as HS2 and the national drive for housebuilding are pulling in the raw materials quicker than they can be produced. The effect of this is contractors having to take on unknown risks which is being shown in rates and prices across all sectors. The competitive nature of the tender will reduce this risk but if base costs are rising then all contractors' costs will rise. The retention of a greater level of work to be delivered by the in-house service reduces the Council's exposure to this risk.
- The risks within the industry at present may reduce the interest in the tender however Local Authority contracts are considered a safe, long term contract.
- Highway maintenance is a statutory requirement and there must be a provision in place to provide this service.

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	Provision of highways maintenance. See paragraph 3.1
2 Estimated Value	The estimated is £32 million over 7 years. See paragraph 3.2.

3 Timetable	As outlined within the report. See paragraph 3.3.
4 Options Appraisal	As outlined within the report. See paragraph 3.4
5 Key Consideration	As outlined within the report. See paragraph 3.5
6 Award Criteria	60% quality: 40% price. The award criteria price/quality breakdown is more particularly described within the report. See paragraph 3.6
7 Any business risks associated with entering the contract	As outline with the report. See paragraph 3.7
8 Any other relevant financial, legal or other considerations.	As outlined within the report. See paragraph 4

4. Implications

4.1 Financial implications:

On average the contract spend for the last two financial years was £4.1 million but this is expected to increase under the new contract as the Council delivers new projects including those in the Pedestrian Friendly Streets project and major public realm schemes such as at Clerkenwell Green.

Spend against the new contract will be funded from the latest capital programme agreed by Members in February 2021, and all spend will be subject to internal approval process for payment of invoices.

4.2 Legal Implications:

The council has a duty under the Highway Act 1980 as a Local Highway Authority to maintain the Highway network and keep it safe.

Islington Council under the Localism Act 2011 has a general power of competency, as it gives the council the legal capacity to do anything that an individual may generally do subject to any statutory limitations. The council has the power under this section to agree to the proposals in the report.

In addition the council has a general power under section 111 of the Local Government Act 1972 to do anything that is calculated to facilitate, or is conducive or incidental to the discharge of any

of its functions. It provides council's with a general power to enter into contracts for the discharge of any of their functions.

The Local Government Act 1999, requires the council to make arrangements to achieve Best Value in the exercise of its functions when considering a service provision, which includes the works and services detailed in the body of the report.

The value of the proposed contract is £31.5 million over 7 years (5 years and 2 years option to extend). The Public Contracts Regulations 2015 (as amended) (PCR) requires relevant contracts over a relevant threshold must comply with the PCR. This is a mixed contract for the supply of services and works. The predominant element is the supply of works.

Works contracts over the value of £4,733,252 need to comply with the PCR. The council is under an obligation to publish a Contract Notice in Find A Tender.

The procurement must also comply with the council's Procurement Rules. Under Procurement Rule 1.7 band (iv) value contracts that exceed the PCR threshold require a formal tender process with a minimum of five (5) written competitive tenders. The report states that a tender process using the open procedure will be used. This must be in accordance with regulation 27 of the PCR.

Procurement Rule 24.2 states that all contracts over £24,999 will need formal conditions prepared or agreed by the Legal Services Team. The body of the report states that a NEC4 contract will be used. Legal Services will assist with the preparation of the contract.

It is stated in the report that some of the works will be undertaken in-house. The Transfer of Undertaking Protection of Employment Regulations (TUPE) applies where outsourcing terminates and the council brings services back in-house. In this situation, the employees of the supplier who are wholly or mainly assigned to the outsourced service will transfer to the council. The council will need to ensure that it complies with TUPE regulations.

All contracts with a value above £500,000 will need to be sealed. This should be carried out by Legal Services.

Under Procurement Rule 16.2 the Executive may delegate its responsibilities to Corporate Directors or the Chief Finance Officer.

The decision maker can approve the recommendations provided they are satisfied with the contents of the report and the recommendations represents best value for the council.

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

The Council is committed to achieving a net zero carbon Islington by 2030. The award of the new contract will fully reflect this commitment with the new contractor required to demonstrate how they will deliver this.

The work delivered through the contract will have a significant environmental impact. This includes the materials used in works, the generation of waste, fuel used in plant and machinery, nuisance aspects such as noise and dust, and impacts related to journeys made by the contractor. Contractors are however responding to this and the client demand for improvements. Initiatives such as the circular approach to construction and the increasingly

positive approaches to recycling and working in a cleaner greener manner are helping in driving moving towards meeting environmental targets. The recommended procurement strategy for the delivery of Highway Works is to appoint via a competitively tendered contract as opposed to using a framework arrangement, thus allowing forward facing approaches to environmental matters and net zero carbon targets that will not have been in place when a framework was put in place. In addition, in many cases, the works to be undertaken and projects to be delivered through this contract have the ambition of encouraging modal shift and reducing overall transport-related emissions.

The award of the contract will include a full assessment of the tender submission and the tenderers' approach to environmental matters and net zero carbon targets will form an important part of the decision to award the contract.

The contract is intended to operate from 2022 to a minimum of 2027 with an option to extend to 2029 and so the performance of the appointed contractor will be a key matter in delivering on the Council's commitments to achieve a net zero carbon Islington by 2030. The contractor's performance will be monitored as part of the contract management process and the contractor will be required to regularly submit reports on the Key Performance Indicators (KPIs) including environmental matters and progress to net zero carbon. This will ensure that the contractor delivers on this important KPI and any shortfalls will require remedial action to be agreed by the Council. Similarly, the contractor will be encourage to exceed the targets towards net zero targets as part of the contract.

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 (RIA) was completed on 1st September 2021 and the summary is included below. The complete RIA is at appendix 1.

The findings of the RIA are that the procurement strategy recommended within this report has no negative equality or resident implications and the approach to procurement offers the opportunity to include Social Values in one of the Council's main contracts. The contract will provide for the completion of civil engineering works in a manner that minimises disruption to residents and in a manner that keeps vulnerable road users safe.

5. Reason for recommendations

- 5.1 The recommended procurement strategy enables the appointment of a suitable contractor through a contract that reflects Islington's needs and priorities and that strengthens the in-house service and enables the Council to meet its Statutory Duty in keeping the Highway safe, enables legal agreements to be fulfilled and enables the delivery of the Council's high-profile programme of Highway improvements.

Appendices

- Appendix 1 Resident Impact Assessment dated 1st September 2021.
- Appendix 2 Option Appraisal Details
- Appendix 3 Contract Analysis

Background papers: None

Final report clearance:

Signed by:



Executive Member for Environment & Transport

4 October 2021

Date

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Resident Impact Assessment

Procurement Strategy for Contract Award for Highway Works for up to 7 years commencing April 2022.

Service Area: Environment and Regeneration

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

The main report outlines the strategy of securing a new five year contract to be in place from June 2022 with the option of an extension for a further two years. The Highway Works Contract will benefit all residents by providing the service in the most contemporary and best value manner in keeping with the Council's values.

2. Resident Profile

All residents in Islington rely upon the Highway network for their own travel, the travel of their visitors as well as the transport of goods and access to services. The Highway Works Contract will enable the Council to continue to deliver its statutory function of keeping the Highway safe for the travelling public including those travelling from outside of Islington.

		Borough profile	Service User profile
		Total: 206,285	Total:
Gender	Female	51%	51%
	Male	49%	49%
Age	Under 16	32,825	32,825
	16-24	29,418	29,418
	25-44	87,177	87,177
	45-64	38,669	38,669
	65+	18,036	18,036
Disability	Disabled	16%	16%
	Non-disabled	84%	84%
Sexual orientation	LGBT	No data	All
	Heterosexual/straight	No data	All
Race	BME	52%	52%
	White	48%	48%
Religion or	Christian	40%	40%

belief	Muslim	10%	10%
	Other	4.5%	4.5%
	No religion	30%	30%
	Religion not stated	17%	17%

Profile analysis

There are fewer people, compared to the London average of the following groups: younger (under 16) and older (65+); BME and Christians in Islington.

There are more people who identify themselves as having a disability in Islington (16%) than the London average of (14%). The larger percentage of Islington residents who have a disability is particularly significant for this RIA and is referred to in the assessments of Equality Impacts.

Whilst private cars, taxis and private hire vehicles can be an important means of travel for disabled people, the main means of transport used by Londoners at least once a week are walking (78%), bus (55%), car as a passenger (44%) and car as a driver (24%).

3. Equality impacts

Overview

The main report seeks pre-tender approval for the procurement strategy in accordance with the Council’s Procurement Rules. This Resident Impact Assessment is part of the pre-tender process for the procurement strategy and will ensure that residents’ needs and equality matters are fully embedded in each and every stage in the procurement process.

Making best use of the available funding for maintenance will particularly benefit people travelling on foot and by cycle by providing for a safe highway as these groups of road users are most disadvantaged by poor quality highways. It is important therefore that funding is used efficiently. Part of the procurement strategy is to both observe sound contract and procurement process and to ensure the Highway Works Contract provides Best Value for the benefit of Islington’s residents. As outlined in the main body of the report, the contract will provide opportunities to take benefit of Value Engineering to develop an efficient partnership with the appointed contractor. Value Engineering looks at efficiencies in the process in delivering the same outcome and this may include the use of more efficient and economic materials, construction practices as well as streamlining the administrative steps followed by both parties. Value Engineering does not however involve compromising design quality and construction methods that safeguard the travelling public and Islington residents.

The Council has resolved to promote Islington Values as it delivers its services. The development of contract documents and the contract award will ensure Islington’s Values including equality issues are addressed along with social values and will lead to Key Performance Indicators being monitored to ensure environmental performance, progress to net zero carbon as well as agreed local employment and apprenticeships targets are properly met.

As well as reflecting the Council's values as noted above, the new contract will provide for civil engineering works to undertaken in a manner to minimise the disruption to the travelling public and to all residents by means of controls on noise, temporary traffic management, restricted working and temporary arrangements that provide for vulnerable road users. Each project and scheme of works will be able to make use of these provisions within the contract as those projects and schemes are implemented.

The new Highway Works Contract will support the Council's commitments within the Islington Transport Strategy 2020-2041 to create a fairer, healthier and greener transport environment for all including during the contraction phases of new projects to promote sustainable travel and during the ongoing work to maintain Islington's Highways in a safe condition.

Civil engineering works can have significant environmental impacts and these can have potentially negative impacts on Islington's residents. The Council has also embraced the environmental challenge of climate change and has set a target of net zero carbon by 2030. The Highway Works Contract will be in place until 2027 with an option to extend to 2029 and so the contract provides an ideal mechanism to ensure environmental impacts and progress towards net zero carbon targets are achieved and the performance of the appointed contracted will be monitored as a Key Performance Indicator under the terms of the contract.

There are no equality and socio-economic negative impacts associated with this report and the approval of the procurement strategy.

Below are the positive impacts of a new contract tailored specifically to meet Islington's requirements, as recommended within the main body of the report, with commentary on how these benefits apply to people with protected characteristics.

General Positive Impacts

Temporary Arrangements during Construction

Islington has one of the lowest proportions of car ownership per household in the country, with only 69% of households without access to a car (the second lowest rate of car ownership of all of English local authorities (Gov, 2015). According to Census data collated in 2011, it was highlighted that 74% of households did not have access to a vehicle (Census, 2011). A majority of people in Islington therefore rely on walking and cycling for their daily trips rather than driving. When making temporary arrangements for works a greater emphasis on the safety and convenience of pedestrians and cyclists, if necessary resulting in small additional and temporary delays for motorised traffic will both further promote more sustainable travel and ensure any inconvenience to Islington's residents is minimised.

The new contractor under the Council's supervision is responsible for making proper temporary arrangements for the travelling public during works. The new contract will continue to maintain this responsibility but will also include overall monitoring of the contractor's performance by means of Key Performance Indicators. This will emphasise the importance of making safe and convenient temporary provision for pedestrians including the mobility and visually impaired, cyclists during all works under the contract.

Key Performance Indicators will be monitored with scheme and project specific shortfalls addressed not only as part the management of those schemes and projects but also as part of the contract management and any decision to enter into a contract extension after five years.

Environmental Performance

Construction activities can be particularly harmful to the environment and, whilst good progress is being made within the civil engineering profession and in the construction industry, further progress is still required. Focussing on the impacts on local residents and those with protected characteristics, the new contract will require a much greater level of green working. This will promote the use of electric plant, machinery and vehicles reducing emissions at works and associated with works and improving local air quality with lower noise levels.

The new contract will be awarded on a number considerations and each of these will be scored with the tender receiving the highest score being awarded the contract. 20% of the award score will be matters including environmental considerations and progress to net zero carbon by 2030. This level of the award score will drive environmental performance as this level of the percentage score will affect the award of the contract. There will also be a minimum requirement for tenderers including providing a costed action plan to achieve carbon reduction targets to net zero by 2030. These requirements at the tender stage will be incorporated into the contract as both contractual requirements and Key Performance Indicators.

Specific Positive Impacts

Protected Characteristic: Age

The Fair Futures Commission found that some of the barriers to children and young people travelling independently revolved around concerns for personal safety. Reduced perceived danger and reduced inconvenience associated with a high standard of temporary arrangements during road works should help encourage independent travel for children and young people, which is crucial to healthy child development.

Older people, who have higher instances of disabling conditions such as mobility impairment, deafness or blindness will benefit from a high standard of temporary arrangements during road works. In addition, older people, who are more likely to live with dementia, will benefit from reduced noise levels associated with increasing use of electric plant and equipment.

Reduced air pollution at works due to the increasing use of electric plant and equipment benefit younger people who have lungs that are still developing. A growing body of research demonstrates that this impact can result in significant health complications later in life impacting on their life expectancy and quality of life. Older adults are also known to be particularly sensitive to air pollution.

Protected Characteristic: Disability

Compared to the London average of 14%, the average Islington percentage of people identifying themselves as disabled is slightly higher at 16%. A high standard of temporary arrangements during road works will particularly benefit those with disabilities.

Disabled people may be more reliant on motor transport for many journeys. Providing a high standard of temporary arrangements during road works may potentially lead to marginally increased delays to motorised traffic however the priority should remain with the provision of

safe and convenient arrangements for those travelling by foot, wheelchair or cycle. Minimised delays for people who drive will also have a positive impact on people with long term injuries who cannot remain seated for sustained periods of time.

People with asthma, which is classed as a disability, are known to be particularly adversely impacted by air pollution. Reduced air pollution at works due to the increasing use of electric plant and equipment will be of benefit to those with asthma.

Those with cognitive disabilities could benefit from reduced levels of noise pollution as a result of the increasing use of electric plant and equipment.

Research has shown that one of the main reasons that disabled people do not cycle more is due to inaccessible infrastructure, even though 75% of disabled cyclists report that they find cycling easier than walking. Again, a high standard of temporary arrangements during road works will support disabled cyclists. In this way, providing better conditions for cycling can empower more disabled people to cycle, particularly those with less balance who may want to choose adapted cycles on streets with reduced traffic.

Protected Characteristic: Gender reassignment

No specific impacts identified.

Protected Characteristic: Pregnancy and maternity

Parents and carers with prams and buggies will benefit from a better walking environment due to a high standard of temporary arrangements during road works. It is also anticipated that increased safety for people who are cycling will help empower parents to use cargo bikes who don't currently use them.

Pregnant people and unborn children may be particularly adversely impacted by air pollution. The increasing use of electric plant and equipment will contribute to improved air quality at works.

Protected Characteristic: Race

Developing research has concluded that Black, Asian and Ethnic Minority people are twice as likely to die of coronavirus in the UK as White people making them specifically more vulnerable since the pandemic. As prescribed by Central Government guidance, creating safe cycling conditions provides an alternative means of travel to public transport as the country emerges from the health emergency. Again, a high standard of temporary arrangements during road works will support cyclists of all races and support more cycling among BAME people who are underrepresented among people who cycle for transport and for exercise.

Protected Characteristic: Religion or Belief

No specific impacts identified

Protected Characteristic: Sex

Women are more likely than men to be moving through public space with prams, buggies and young children along with expectant mothers and will particularly benefit from improved walking and cycling conditions as a result of high standard of temporary arrangements during road works.

In London, women are less represented than men in cycling and obstacles to cycling such as road works disproportionately impacts women, attributable in part to a more risk-averse attitude to mixing with traffic. A high standard of temporary arrangements at road works will benefit and empower more women to cycle.

Protected Characteristic: Sexual orientation

No specific impacts identified

Protected Characteristic: Socio-economic status

Car ownership is generally correlated to household income in London. Therefore, less affluent households are less likely to own a car and be reliant on walking, cycling and public transport. A high standard of temporary arrangements at road works will support people who do not own cars by making it easier for them to travel by other modes.

A greater connectivity to cycling and walking routes nearby should support social distancing whilst providing better healthy access to employment.

General Negative Impacts

Construction works on the Highway (roadworks) can be disruptive and involve temporary traffic management arrangements. There is guidance as to how to address the needs of vulnerable road users and this guidance forms part of the regulations that govern the operation of the Highway. Greater emphasis will be placed on better observing the guidance and regulations and whilst this is the responsibility of the new contractor, as overseen by the Council, the award of the new contract will better manage the contractor's overall performance.

Roadworks currently involve the use of heavy plant and tools commonly powered by diesel and diesel generators. These create noise and reduce air quality at street level. The construction industry is moving towards electric powered plant and equipment and whilst the performance of electric plant and equipment is not yet fully practical the rate of change within the industry is accelerating. During the contract period it is anticipated that electrically powered plant and equipment will become more common and the new contract will encourage investment and use of this cleaner, quieter plant and equipment with a costed method statement on progress towards net zero carbon.

Specific Negative Impacts

The procurement strategy and appointment of a new contractor does not lead to specific negative impacts as each scheme of works and projects to be implemented under the new contract will themselves be reviewed as to their potential equality implications and resident impacts. The mitigation table at section 5 of this appendix does however consider specific negative impacts and how these can potentially be mitigated along with mitigation of the general negative impacts of Highway works by means of the new contract to ensure these issues can be demonstrated to have been robustly considered.

4. Safeguarding and Human Rights impacts

Safeguarding risks and Human Rights breaches

a. Safeguarding risks and Human Rights breaches

The council has considered the provisions of the Human Rights Act for potential breaches that may occur as a result of the proposal and consider that two articles are relevant:

- Article 1 of the First Protocol – the protection of property; and
- Article 8 of the First Protocol – the right to respect private and family life.

The provisions of the Human Rights Act for potential breaches that may occur as part of the procurement strategy for a new Highway Works Contract have been reviewed and it is considered that this does not have any safeguarding risks and does not have potential for human rights breaches.

5. Action

No specific negative impacts have been identified in relation to the proposed procurement strategy. Road works however can by nature create negative impacts that the procurement strategy has identified as being potential issues. These are shown in the following table along with appropriate mitigations.

Potential Negative Impact	Action	Responsible person or team	Deadline
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Potential Negative Impact	Action	Responsible person or team	Deadline
<p>Temporary Arrangements during Construction</p> <p>Roadworks frequently involve temporary disruption to existing arrangements and can be noisy and may create pockets of poor air quality.</p> <p>Regulations and guidance exists to protect the travelling public and especially vulnerable road users however this is not always properly observed. Supervision and enforcement powers exist through the street works permitting process however the new contract enables broader monitoring to ensure a high standard of road works using the cleanest and greenest plant and equipment available.</p>	<p>The new contractor under the Council's supervision is responsible for making proper temporary arrangements for the travelling public during works with full adherence to the guidance within Chapter 8 of the Traffic Signs Manual, which deals with the temporary arrangements at roadworks</p> <p>The new contractor is to place a greater emphasis on the safety and convenience of pedestrians and cyclists when proposing temporary arrangements at roadworks.</p> <p>Tenderers will be expected to demonstrate their credentials in managing roadworks beyond the statutory minimum standards. This may include CLOCS (Construction Logistics and Community Safety) and status as CLOCS champion.</p> <p>Overall monitoring of the contractor's performance will be by means of Key Performance Indicators. This will emphasise the importance of making safe and convenient temporary provision for pedestrians including the mobility and visually impaired, cyclists during all works under the contract.</p> <p>Key Performance Indicators will be monitored with scheme and project specific shortfalls addressed not only as part the management of those schemes and projects but also as part of the contract management and any decision to enter into a contract extension after five years.</p>	<p>Contractor, Streetworks and Traffic & Highways</p> <p>Contractor and Traffic & Highways</p> <p>Tender Assessment Panel</p> <p>Head of Highways and Traffic</p> <p>Head of Highways and Traffic</p>	<p>Application for Street Works permit for individual schemes and projects and works supervision.</p> <p>Overall contract performance monitoring every six months.</p> <p>Prior to award of new contract.</p> <p>Overall contract performance monitoring every six months.</p>

Potential Negative Impact	Action	Responsible person or team	Deadline
<p>Environmental Performance</p> <p>See previous comments on roadworks in terms of noise and air quality.</p> <p>Civil engineering works can be harmful to the environment and have a relatively high carbon footprint. The new contract enables and encourages a more environmentally friendly approach for all Highway works and requires the best practices to be followed as these become available.</p>	<p>The new contract will require a much greater level of green working. This will promote the use of electric plant, machinery and vehicles reducing emissions at works and associated with works and improving local air quality with lower noise levels.</p> <p>The new contract will be awarded on a number considerations including environmental considerations and progress to net zero carbon by 2030.</p> <p>There will be a minimum requirement for tenderers including providing a Costed Action Plan to achieve carbon reduction targets to net zero by 2030 and will be part of the new contract's Key Performance Indicators.</p>	<p>Head of Highways and Traffic</p> <p>Tender Assessment Panel</p> <p>Head of Highways and Traffic</p>	<p>Overall contract performance monitoring every six months.</p> <p>Prior to award of new contract.</p> <p>At award of new contract and part of overall contract performance monitoring every six months.</p>

Potential Negative Impact	Action	Responsible person or team	Deadline
<p>Protected Characteristic: Age</p> <p>Children and young people travelling through roadworks.</p> <p>Older people, with disabling conditions travelling through roadworks.</p>	<p>Reduced perceived danger and reduced inconvenience associated with a high standard of temporary arrangements during road works should help encourage independent travel for children and young people, which is crucial to healthy child development.</p> <p>Reduced air pollution at works due to the increasing use of electric plant and equipment benefit younger people who have lungs that are still developing.</p> <p>Older people, with disabling conditions will benefit from a high standard of temporary arrangements during road works.</p> <p>Older people, who are more likely to live with dementia, will benefit from reduced noise levels associated with increasing use of electric plant and equipment.</p> <p>Reduced air pollution at works due to the increasing use of electric plant and equipment benefit older adults who may be particularly sensitive to air pollution.</p>	<p>Contractor, Streetworks and Traffic & Highways</p>	<p>Application for Street Works permit for individual schemes and projects and works supervision.</p>

Potential Negative Impact	Action	Responsible person or team	Deadline
Protected Characteristic: Disability	<p>A high standard of temporary arrangements during road works will particularly benefit those with disabilities.</p> <p>Disabled people may be more reliant on motor transport for many journeys. Providing a high standard of temporary arrangements during road works may potentially lead to marginally increased delays to motorised traffic however the priority should remain with the provision of safe and convenient arrangements for those travelling by foot, wheelchair or cycle.</p> <p>Reduced air pollution at works due to the increasing use of electric plant and equipment will be of benefit to those with asthma.</p> <p>Those with cognitive disabilities could benefit from reduced levels of noise pollution as a result of the increasing use of electric plant and equipment.</p> <p>A high standard of temporary arrangements during road works will support disabled cyclists.</p>	<p>Contractor, Streetworks and Traffic & Highways</p>	<p>Application for Street Works permit for individual schemes and projects and works supervision.</p>

Potential Negative Impact	Action	Responsible person or team	Deadline
Protected Characteristic: Pregnancy and maternity	<p>Parents and carers with prams and buggies will benefit from a better walking environment due to a high standard of temporary arrangements during road works.</p> <p>Pregnant people and unborn children may be particularly adversely impacted by air pollution. The increasing use of electric plant and equipment will contribute to improved air quality at works.</p>	<p>Contractor, Streetworks and Traffic & Highways</p> <p>Contractor, Streetworks and Traffic & Highways</p>	Application for Street Works permit for individual schemes and projects and works supervision.
Protected Characteristic: Race	Creating safe cycling conditions provides an alternative means of travel to public transport as the country emerges from the Covid health emergency. A high standard of temporary arrangements during road works will support cyclists of all races and support more cycling among BAME people who are underrepresented among people who cycle for transport and for exercise.	Contractor, Streetworks and Traffic & Highways	Application for Street Works permit for individual schemes and projects and works supervision.
Protected Characteristic: Sex	<p>Women with prams, buggies and young children along with expectant mothers and will particularly benefit from improved walking and cycling conditions as a result of high standard of temporary arrangements during road works.</p> <p>A high standard of temporary arrangements at road works will benefit and empower more women to cycle.</p>	<p>Contractor, Streetworks and Traffic & Highways</p> <p>Contractor, Streetworks and Traffic & Highways</p>	Application for Street Works permit for individual schemes and projects and works supervision.

Potential Negative Impact	Action	Responsible person or team	Deadline
Protected Characteristic: Socio-economic status	<p>A high standard of temporary arrangements at road works will support people who do not own cars by making it easier for them to travel by other modes.</p> <p>A greater connectivity to cycling and walking routes nearby should support social distancing whilst providing better healthy access to employment.</p>	<p>Contractor, Streetworks and Traffic & Highways</p> <p>Contractor, Streetworks and Traffic & Highways</p>	Application for Street Works permit for individual schemes and projects and works supervision.

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: Andrew Rawlingson

Signed: _____

Date: 01/09/2021

Date: [Click here to enter a date.](#)

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Appendix 2 Option Appraisal Details

Procurement Strategy for Contract Award for Highway Works for up to 7 years commencing April 2022.

Review of Operation of Current Contract -"Lessons Learned"

The current contract was entered into via the London Highways Alliance Contract (LoHAC). The LoHAC was a joint initiative between London's boroughs and Transport for London intended to deliver highways service across London and this arrangement expired in April 2021.

LoHAC provided a framework panel of highway contractors and prospective clients were able to procure contracting services via mini-tenders from within the panel. LoHAC was effectively managed by Transport for London and twelve London Boroughs were party to the framework. The remaining London Boroughs opted to deliver major contracts through other mechanisms such as competitive tenders. Four contractors formed the panel and LoHAC was in operation from late 2012 to early 2021.

TfL's intention was for the majority of major highway works in London to be delivered through LoHAC. Whilst the majority of Boroughs have made use of LoHAC on occasion this has often been for specialist projects and services and many have chosen to enter into contracts for the routine delivery of highway works directly with contractors following a competitive tender.

The contractors available within LoHAC are of a size capable of delivering major highway works projects across London. Islington officers have however experienced difficulties in receiving priority from LoHAC contractors who instead prioritise TfL's much larger work programme.

The conclusion of the review is that a direct and long term contractual relationship is important when delivering both the Statutory Duties of a Local Highway Authority and high profile programmes of works.

Criteria for Option Assessment

Procurement Guidance to make use of Framework arrangements where appropriate.

Direct and long term contractual relationship.

Capability of delivering the range and volume of highway works required by Islington.

The inclusion of Islington values such as supporting local employment, apprenticeships and environmental issues including net zero carbon Islington 2030.

Ability to carry out reactive maintenance works cost efficiently.

Value for money.

Option 1 - Partnering with another borough and using their contract to deliver the Islington Service.

The following summarises a review of identified current contracting arrangements across London with a focus on the twelve central authorities. It identifies that there are currently no suitable opportunities for a partnering arrangement to enable a medium to long term delivery of highway works from mid-2022.

City of London

Carried out their own procurement for highway works. The City of London have their own closed contract with no option for "buy in" so option dismissed.

Camden

Carried out their own procurement for highway works. A relatively short term contract arrangement in two parts. Recently extended to 2023. This arrangement is too short in duration and so dismissed.

Greenwich

Carried out their own procurement for highway works. Mid-way through a five year contract. This arrangement is too short in duration and so dismissed.

Hackney

Carried out their own procurement for highway works. Mid-way through a five year contract. This arrangement is too short in duration and so dismissed.

Hammersmith and Fulham

Carried out their own procurement for highway works. Mid-way through a five year partnership framework arrangement with Kensington and Chelsea. This arrangement is too short in duration, Islington may be a junior partner, and so dismissed.

Haringey

Has its own framework, the London Construction Programme, considered later in this appendix.

Kensington and Chelsea

Carried out their own procurement for highway works. Established own partnership framework arrangement with Hammersmith and Fulham. Whilst a central borough, this geographically remote. Islington may be a junior partner, and so dismissed.

Lambeth

Makes use of LoHAC framework, considered later in this appendix.

Lewisham

Carried out their own procurement for highway works. Elements of highway maintenance contracted separately. Major surfacing contract extended to 2022. This arrangement is too short in duration and so dismissed.

Newham

Makes use of LoHAC framework, considered later in this appendix.

Southwark

Some minor works brought in-house.

Carried out their own procurement for highway works. Remainder and major works under five year contract that commenced 2020. This arrangement is too short in duration and so dismissed.

Tower Hamlets

Contracting arrangements not established.

Waltham Forest

Progressing their own procurement for highway works. Contract due December 2022 for five years. Does not provide for highway works from June 2022 onwards. An option only it is accepted that Islington Values are compromised. Many values will however be shared. No direct contractual relationship though this could be strengthened in any partnering arrangements. This would require a short term "plug" between July and December 2022, discounted due to disproportionate procurement costs and limits the inclusion of Islington Values.

Wandsworth

Carried out their own procurement for highway works. Established a joint partnership with Richmond. Two years into a ten year contract. Whilst a central borough, this geographically remote. Islington may be a junior partner, and so dismissed.

Westminster

Carried out their own procurement for highway works. Six years into a possible twelve year contract. Informal officer contact indicates that this is a closed contract so option dismissed.

Ealing

Carried out their own procurement for highway works. A closed contract with no option for "buy in" so option dismissed.

Option 2 - Entering into a call-off contract from an existing Framework Agreement.

The following summarises the pros and cons of available framework arrangements.

General Pros

Making use of frameworks generally reduce the cost of procurement as contractors within a panel, in this instance highway works, have applied for inclusion on the panel, been vetted as suitable and been awarded a position on the framework panel. The details depend on the arrangements within individual frameworks but broadly potential clients prepare specifications and schedules of items and any specific requirements and commonly invite contractors on the panel to submit to a mini-tender exercise.

The framework costs are directly met by the contractors who then reflect their costs within their rates. The intention is that there are efficiencies in reducing duplication of the first stages of procurement, in this case across London, and that efficiency is reflected within contract prices.

Contractors of the scale suitable to be included on framework panels are able to share good practice and expertise, efficiencies of scale and stable supply chains though this would expected to be the case in the context of Islington's highway works contract with a predicted value of £32 million.

General Cons

The duration of Islington's highway works contract (five years plus an option of two years) diminishes the proportional cost of procurement when compared to short term contracts and those for individual projects.

Pre selection of contractors through a framework reduces the clients' ability to emphasise local values. Issues such as local employment and apprenticeships will be difficult to embed within a contract arrangement intended for use across London or indeed nationally.

Frameworks recently arranged and indeed contractors' working practices will reflect environmental issues but are unlikely to reflect the increasing requirement of net zero carbon. This potentially can be a requirement but may be subject to increased costs as this may not have been fully embedded in the framework arrangements. Frameworks will not reflect Islington's objectives of a net zero carbon Islington 2030.

Management of contractors' resources is subject to demands of other clients, notably Transport for London. Part of the assessment of an Islington tendered contract will be the ability of the tenderers to properly resource and deliver the contract outputs.

Frameworks have a fixed duration and may not readily provide for a five year contract with an option of a further two years.

Pros and Cons of Extending Existing London Highways Alliance Contract (LoHAC) Arrangement

Framework ends March 2021 and does not have any further extension clauses so cannot be extended. Option dismissed.

London Construction Programme

This Framework arrangement is operated by Haringey.

The general pros and cons of using a framework apply to this option.

A number of Boroughs make use of this framework especially for individual projects and this framework has a specific highways Lot with five contractors on that panel. Only three of the five could be considered true London contractors however all have committed to contracting in London. This level of competition is relatively limited.

This framework is fairly flexible in its contract conditions which allows for a greater reflection of Islington Values though these would not be fully embedded. The London Construction Programme operates until mid-2024. Whilst there is an option of extending any contract via this framework the duration is relatively short. For this reason this option is dismissed but it is a viable option.

Pros and Cons of Crown Procurement Framework

Broadly, the Crown Procurement Framework is available to the public sector nationally and includes for civil engineering and highway works. This is available to late 2026 with options for individual contracts to have extensions. These timescales, whilst not quite as long as ideal, do provide for a medium to long term contractual relationship.

The Crown Procurement Framework is split into regions with London being within the “South.” The working environment in the South does vary but London highway work has very specific demands. The panel of contractors within the South may be more geared to other working environments and therefore the potential attractiveness of a contract in Islington may be marginally reduced. There are some London based contractors within the panel but it is a reduced pool from which to draw tendered rates.

The general pros and cons of using a framework apply to this option.

The Crown Procurement Framework has annual financial limits of £3 million, not well suited to a London Borough, and this would require Islington’s works to be split, most likely between major carriageway surfacing and minor highway works. This duplicates procurement costs and is likely to lead to the appointment of two contractors for the two contracts. There are some contractual management advantages in appointing two contractors in this way however these are balanced against the scale of costs advantages that a single contractor would expect when submitting tenders.

Embedding Islington Values within a framework and the opportunity to prepare a contract that fully reflects Islington’s net zero carbon 2030 objectives means that the Crown Procurement Framework is not the preferred option. Using this framework would not reflect the “Lessons Learned” however it is a viable option but at the margins.

Pros and Cons of New London Highways Alliance Contract (LoHAC) Framework

A replacement for LoHAC has been developed and commenced in April 2021. If a framework approach is to be taken then this would be the mechanism to follow.

The general pros and cons of using a framework apply to this option.

The new LoHAC framework is intended to serve London authorities and has been in place for one year. The framework will be in place until 2026 and contracts arranged through this

framework can be extended for a further two years, so the potential duration is comparable to the recommended option.

The new LoHAC framework is relatively contemporary and will address London-wide issues in terms of sustainability and environmental approaches. It will not fully address net zero carbon Islington 2030 however this issue can be partly addressed within any contract entered into via the framework.

It will be more difficult to fully incorporate Islington Values as the framework has been established for works across London.

Industry feedback is not available and many London Boroughs have made their own contractual arrangements for their own reasons however the new framework was prepared to attempt to address criticisms of the previous LoHAC arrangements. It is however likely that the needs of Transport for London programme of works will dominate the contracting resources.

The potential dominance of Transport for London's programme during a period where contracting resources will be under increasing pressure combined with the difficulties in embedding Islington Values within a framework and the opportunity to prepare a contract that fully reflects Islington's net zero carbon 2030 objectives means that the new LoHAC framework is not the preferred option. Using the new LoHAC framework may not reflect the "Lessons Learned" however it is a viable option.

Option 3 - Undertaking a competitive tender exercise.

As identified within the details of appraising Option 1, a significant number of boroughs have procured highway works through a competitive tender process.

This approach was a traditional method of securing contracting services for highway works. Due to a number of factors such as the increasing value of these contracts lead to additional procurement regulations (notices within OJEU, now Find A Tender). To partly address additional administration and partly to take opportunities of efficiencies of scale, collaborative approaches such as framework agreements and partnerships have evolved. As noted in the "Lessons Learned" and the analysis summarised for Option 2 there are pros and cons in frameworks and other boroughs have chosen competitive tenders as a preferred procurement route.

The significant disadvantages (cons) of a competitive tender approach are associated with the procurement costs in terms of staff resourcing and timescales. This proportionately diminishes with longer term contracts and with contracts of high value. The preferred procurement approach is for a five year contract with an option for a further two years and the predicted contract value is approximately £32 million and in this context the costs of procurement are not considered to be a determining factor, though is still a factor.

Of importance is establishing a long term relationship with a contractor to ensure highway works programmes and high profile projects are delivered to agreed timescales. Similarly, embedding, monitoring and building on Islington Values and especially progress towards a net zero carbon 2030 Islington is a key issue. These important matters can be properly addressed through a contract prepared for Islington's needs whereas the use of partnering arrangements or frameworks will involve a level of compromise.

Option 4 - Insourcing and providing the service using Islington resources.

The capacity of Islington's in-house resource has been increased in recent years following on-going reviews and training. This increase in capacity will continue to be developed so that the in-house resource has greater flexibility in the range of highway works that can be delivered and a greater ability to deal with minor reactive repairs, typically small areas of defective carriageway surfacing and small areas of damaged footways. This allows the in-house resource to undertake minor, straight-forward highway works whilst being locally available for urgent minor repairs.

There are however difficulties in sufficiently resourcing the in-house capacity to deal with the full range of works required by the contract or service. Examples of this include major carriageway works which involve expensive plant and machinery that would likely not be utilised throughout a year, supply chain issues in securing specialist materials such as specific bituminous surfacing and paving, the likely need for a large contractor's yard and an upscaling in labour together with upscaling of support staff.

For the above reasons the in-house resource will not be able to deliver all of the services required and is unlikely to deliver the more complex works required under the contract at competitive rates. For these reasons this option is discounted.

Making greater use of the in-house resource is part of the analysis of Option 5, the preferred and recommended option.

Option 5 - A mixture of insourcing and external delivery through a competitive tender exercise.

As noted in the main body of the report, Option 5 is the preferred and recommended option for the reasons summarised within the report.

In-House Resource

Separate to the purpose of the main body of the report, that being the determining an appropriate procurement strategy for the delivery of highway works, the capability of the in-house resource will continue to be enhanced to meet staff development objectives and to meet the ever increasing complexity of carrying out highway works of all scales. This in parallel allows a greater range of minor works to be undertaken by the in-house resource and a greater capability of being able to respond to the need to carry out urgent highway repairs (reactive work). A greater level of skilled in-house resource ever present within the Borough allows more flexibility in responding to reactive work whilst routinely carrying out small scale work. This approach provides for a cost effective way of dealing with reactive works which would otherwise be carried out by an external contractor at rates that reflect the cost of having spare capacity on stand-by.

There will still be a requirement to have external stand-by resource available to supplement the in-house resource both for reasons of capacity and complexity. Reactive highway works range from damaged paving, carriageway surfacing defects (often referred to as “potholes,” though this is not necessarily a correct term) and dealing with damage resulting from road traffic accidents. Highway works frequently escalate upon commencement. As example, carriageway defects may occasionally result not from failure of surfacing but from the formation of hidden sinkholes, and so a fully equipped stand-by resource will need to be available. Reducing the use of external stand-by resource whilst making fully productive use of the in-house resource ever present within the Borough will however offer efficiencies as well as flexibility.

As noted in the main body of the report, the construction industry has experienced shortfalls of resources, both labour and materials, and making full use of the in-house resource reduces the Council’s exposure to these shortfalls and any associated price increases. Similarly, making full use of the in-house resource allows a greater level of application of Islington Values in that these works are under the Council’s direct control. Matters such as local employment, apprenticeships, investment in electric vehicles and plant and cleaner and greener ways of working, for example, will be matters that the Council will determine as will be the progression towards net zero carbon in Islington for 2030.

External Contractor Resource

The analysis of Option 2 has identified two viable options for making use of a framework arrangement to procure an external contractor. Neither of these two options is the preferred option in that they do not reflect past difficulties in receiving priority over demands from other London authorities, notably Transport for London. These two options would also involve a level of compromise in the delivery of Islington Values. Given these issues and the need for a long term contractual relationship that outweighs any additional procurement administration costs, the recommended option is for the appointment of an external contractor following a competitive tender exercise.

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Appendix 3 Contract Analysis

Procurement Strategy for Contract Award for Highway Works for up to 7 years commencing April 2022.

Summary

The contract is for the delivery of highways works and the area of this work includes carriageway and footway maintenance and renewal work and includes civil engineering schemes delivered through traffic services as well as specialist inspections, repairs through capital works and some minor reactive work. The contract also provides for new access junctions and alterations to the layout of the Highway to meet the Council's obligations under formal legal agreements with developers.

The option of extending the current contract was made by a Key Decision. The contractor agreed to an extension until the end of March 2022 and is being approached to agree to fully extend the contract until the end of June 2022 to avoid any difficulties associated with delays.

The duration of the contract will be five years with an option of extending for a further two years, totalling seven years. The predicted value of the contract is approximately £32 million. Spend through the contract will be subject to approvals for individual budgets and projects.

Form of Contract

The contract will follow the New Engineering Contract version 4 (NEC4). This form of contract has been used across the industry, it is tried and tested, it is the form contract most appropriate for this work and it is the form of contract expected by prospective tenderers.

The contract will include a schedule of items to be priced. These will form the basis for pricing individual works which will be re-measured upon completion.

Scope of Works

The new contract is to include the following works and services:

- Carriageway resurfacing programme and project works - planned inlay, overlay and patching schemes requiring machine lay surfacing.
- Footway reconditioning schemes and project works - planned footway schemes to replace or recondition footways, kerbs and edgings.
- Structures and bridge works – Inspections, repairs and replacements to structures.
- Drainage schemes – following inspections and cleansing covered elsewhere, any civil engineering works needed for repairs and replacements.
- Road Markings – provision of road markings for new and refresh works, parking enforcement, and schemes.
- Civil Engineering Schemes / Projects – Schemes delivered by Highways or Traffic Services, junction upgrades, cycleways and public realm schemes.
- Tree cutting, maintenance and removal – Option for Greenspace and Business Services to utilise this contract as a back-up service if required.
- Emergency Tree Response – To support the Direct Services Organisation to respond to emergency tree removal and felling.
- Pipe Subway (the underground tunnel in Rosebery Avenue) - Inspections and maintenance.

Tender Submissions

Tenderers will be required to submit rates for the schedule of items. Tenderers will also be required to provide submissions as to how the contract will be successfully delivered and how Islington Values will be incorporated in the service and delivered.

The tender submissions will be then evaluated and scored.

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.

The award criteria will be made up of the proposed approach to:

- 20% Contract Management
- 20% Quality Assurance
- 20% Social Values
- 40% Price

Each of the above elements of the submission will be assessed and scored to determine the most economically advantageous tender. This will include a requirement for the minimum competency expected for the delivery of the service.

Key Performance Indicators (KPIs)

The contract will include KPIs which will be monitored on an on-going basis, forming the basis for identifying contract performance.

The KPIs will include reporting on performance on delivery of the service:

Programme adherence, start, completion, submission of permits, target response rates, defects and snagging and remedial, correspondence, rates of complaints and responses.

Important KPIs include meeting net zero carbon targets, adherence to the London Living Wage, local employment rates, local apprenticeships and local supply chains.

The tender submission will help shape how the KPIs are to be addressed and contract performance monitoring will help identify and agree remedial action as well as support positive contract performance and delivery.

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