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Town Hall, Upper Street, London, N1 2UD

AGENDA FOR THE EXECUTIVE

Members of the Executive are summoned to attend a meeting to be held in the Council Chamber, Islington Town Hall, Upper Street, London N1 2UD on **19 October 2023 at 7.00 pm.**

Enquiries to : Mary Green
Tel : 0207 527 3005
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Despatched : 11 October 2023

Membership

Councillor Kaya Comer-Schwartz
Councillor Diarmaid Ward

Councillor Una O'Halloran
Councillor Rowena Champion

Councillor John Woolf
Councillor Santiago Bell-Bradford
Councillor Nurullah Turan
Councillor Michelline Safi Ngongo

Councillor Roulin Khondoker

Portfolio

Leader of the Council
Executive Member for Finance, Planning and Performance
Executive Member for Homes and Communities
Executive Member for Environment, Air Quality and Transport
Executive Member for Community Safety
Executive Member for Inclusive Economy and Jobs
Executive Member for Health and Social Care
Executive Member for Children, Young People and Families
Executive Member for Equalities, Culture & Inclusion

Quorum is 4 Councillors

Please note

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

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

Declarations of interest:

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

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

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

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

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

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

The next meeting of the Executive will be on 30 November 2023

WEBCASTING NOTICE

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London Borough of Islington

Executive - 7 September 2023

Minutes of the meeting of the Executive held in the Council Chamber, Islington Town Hall, Upper Street, London N1 2UD on 7 September 2023 at 7.00 pm.

Present: **Councillors** Kaya Comer-Schwartz, Diarmaid Ward, Una O'Halloran, Rowena Champion, John Woolf, Santiago Bell-Bradford, Nurullah Turan and Michelline Ngongo

Also: **Councillor:** Ernestas Jegorovas-Armstrong

Councillor Kaya Comer-Schwartz in the Chair

144 **APOLOGIES FOR ABSENCE**

Received from Councillor Roulin Khondoker.

145 **DECLARATIONS OF INTEREST**

None.

146 **MINUTES OF PREVIOUS MEETING**

RESOLVED:

That the minutes of the meeting held on 20 July 2023 be confirmed as an accurate record of proceedings and the Chair be authorised to sign them

147 **BUDGET MONITORING 2023/24 - QUARTER 1**

RESOLVED:

(a) To note the breakdown of the forecast General Fund outturn by variance at Appendix 1 and service area at Appendix 2 of the report of the Executive Member for Finance, Planning and Performance.

(b) To note the forecast 2023/24 General Fund position, as detailed in the report.

(c) To agree the latest earmarked reserve allocations and forecast drawdowns for 2023/24.

(d) To note, and where necessary agree, the virements of budgets between directorates.

(e) To note the Collection Fund forecast for council tax and National Non-Domestic Rates.

(f) To note progress on delivering the 2023/24 agreed budget savings, as detailed in Appendix 4 of the report.

- (g) To note the HRA forecast.
- (h) To note the capital expenditure forecast for Q1.

Reasons for the decision – to ensure the financial resilience of the Council

Other options considered – none

Conflicts of interest / dispensations granted – none

148 FLEXIBLE USE OF CAPITAL RECEIPTS

RESOLVED:

- (a) To recommend the “Flexible Use of Capital Receipts strategy”, detailed in the report of the Corporate Director of Resources, for approval at Council.
- (b) To delegate approval to the Section 151 Officer to make appropriate funding decisions in consideration of the Council’s overall financial position.

Reasons for the decision – To reduce the burden on the Council’s earmarked reserves and consequently support the financial resilience of the Council

Other options considered – none

Conflicts of interest / dispensations granted – none

149 MAKING CHILDREN VISIBLE - REPORT OF THE CHILDREN'S SERVICES SCRUTINY COMMITTEE

The Executive noted that Councillor Chapman had intended to attend this meeting to introduce the Children’s Scrutiny Committee report, but had had to extend apologies, due to personal reasons.

RESOLVED:

- (a) To note the contents of the report of the Children’s Services Scrutiny Committee and that the Executive Member’s response would be reported to a future meeting of the Executive, including having due regard to any relevant implications of the Children’s Services Scrutiny Committee’s recommendations.
- (b) That the Committee be thanked for their work on this report.

Reasons for the decision – As part of the process to improve the visibility of vulnerable children and ensure that there were equitable processes and inclusive practices that enabled the voice of these children and young people to influence the support and services for them to thrive.

Other options considered – none

Conflicts of interest / dispensations granted – none

**150 PROCUREMENT STRATEGY FOR FILM SERVICE
WITHDRAWN.**

151 **REDESIGNATION OF THE MOUNT PLEASANT NEIGHBOURHOOD FORUM**

RESOLVED:

(a) That the summary of responses to the consultation on the application for the Mount Pleasant Neighbourhood Forum, detailed in Appendix 3 of the report of the Executive Member for Finance, Planning and Performance, be noted.

(b) To approve the re-designation of the Mount Pleasant Neighbourhood Forum pursuant to Section 61F(5) and (7) of the Town and Country Planning Act 1990, as set out in the report.

Reasons for the decision – An application for the re-designation of the Mount Pleasant Neighbourhood Forum had been made to both Islington and Camden Councils. No objections had been received to the consultation proposals.

Other options considered – none

Conflicts of interest / dispensations granted – none

152 **ADOPTION OF LOCAL PLAN**

RESOLVED:

(a) To note that the Local Plan, attached as Appendices 5-7 to the report of the Executive Member for Finance, Planning and Performance, had been subject to further amendments (known as Modifications), as part of the Examination process as detailed in the Inspectors' report and appendices 1-4 of the report, as well as additional minor Modifications.

(b) To recommend to Council the adoption of the Local Plan, attached as Appendices 5-7, and the new Local Plan Policies Map attached as Appendix 8 to the report.

(c) To recommend Council to delegate authority to the Corporate Director of Community Wealth Building to make any typographical amendments and other minor corrections as required, prior to publishing the final Local Plan, following consultation with Executive Member for Finance, Planning and Performance.

(d) To note that the current Local Plan, which consisted of the Core Strategy (2011), Development Management Policies (2013), Site Allocations (2013) and Finsbury Local Plan (Bunhill and Clerkenwell Area Action Plan (2013)), would be superseded in its entirety by the new Local Plan.

(e) To note that a consolidated version of the Integrated Impact Assessment which included the Sustainability Appraisal and Equalities Impact Assessment had been created and updated to consider the Inspectors' final modifications.

(f) That thanks be extended to the Planning Team and Councillor Ward for their work on the Plan.

Reasons for the decision – To ensure that the Council had an up-to-date Local Plan

Other options considered – a wide range of matters were considered.

Conflicts of interest / dispensations granted – none

153 **PUBLIC SPACE PROTECTION ORDER - STREET DRINKING AND DOG CONTROL**

RESOLVED:

To approve the extension to the borough-wide Public Space Protection Order which was in place for dog control and alcohol related anti-social behaviour, as outlined in Appendices 1 and 2 of the report of the Executive Member for Community Safety, for a further period of three years.

Reasons for the decision – the current borough-wide Public Spaces Protection Order was due to expire on 19 October 2023 and the Council wished to ensure that it retained its powers to deal with alcohol related anti-social behaviour and issues around dogs in children’s play parks etc.

Other options considered – none

Conflicts of interest / dispensations granted – none

154 **CARE UK CONTRACT ARRANGEMENTS**

RESOLVED:

To note the contents of the report of the Executive Member for Finance, Planning and Performance and the Executive Member for Health and Social Care, updating Members on the three care homes in the Borough at which care services were being provided by Care UK Community Partnerships Limited (“Care UK”) and to agree the recommendations detailed in exempt appendix F2.

Reasons for the decision – to update members on the position with services provided by Care UK

Other options considered – none

Conflicts of interest / dispensations granted – none

155 **PROCUREMENT STRATEGY FOR MICROSOFT WINDOWS SOFTWARE ENTERPRISE AGREEMENT**

RESOLVED:

(a) To approve the procurement strategy for Microsoft Windows Software Enterprise Agreement, using the Crown Commercial Service Technology Products and Associated Services 68 – RM6068 – Lot 3 Software and Associated Services, via an aggregated call-off competition.

(b) That the Corporate Director of Resources be authorised to approve the contract award, following consultation with the Executive Member for Finance, Planning and Performance.

Reasons for the decision – The Council’s current 3-year Microsoft Windows Software Enterprise Agreement was due to expire on the 30 April 2024. To enable the Council to continue using this software, a new Microsoft Windows Software Enterprise Agreement had to be in place, with effect from 1 May 2024.

Other options considered – none
Conflicts of interest / dispensations granted – none

156 **CLOSURE OF ICO (ISLINGTON LTD)**

RESOLVED:

- (a) To note the steps required for members' voluntary liquidation and dissolution of iCo, as detailed in the report of the Executive Member for Finance, Planning and Performance.
- (b) That the Corporate Director of Resources, following consultation with the Executive Member for Finance, Planning and Performance, be authorised to sign a special resolution of the members of iCo and to appoint a liquidator.
- (c) To appoint Dave Hodgkinson and Jed Young as directors to the board of iCo.
- (d) To delegate authority to the Corporate Director of Resources to hold a final meeting of the members of iCo and to take any other administrative steps required to close the company.
- (e) To delegate authority to the Corporate Director of Resources to make whatever budget adjustments were required by the Council to accommodate the closure of the company.
- (f) To delegate authority to the Corporate Director Community Engagement and Wellbeing to establish a new commercial governance structure for the operation of the Memorials Service.

Reasons for the decision – It was considered that the trading company was no longer required. Only two of the original five services still traded through iCo and both services were in the process of exiting iCo.

Other options considered – none
Conflicts of interest / dispensations granted – none

157 **PROCUREMENT STRATEGY FOR FILM SERVICE - EXEMPT APPENDIX WITHDRAWN.**

158 **CARE UK CONTRACT ARRANGEMENTS - EXEMPT APPENDIX**

RESOLVED:

To note the contents of the report of the Executive Member for Finance, Planning and Performance and Executive Member for Health and Social Care, updating Members on an ongoing matter relating to three care homes in the Borough at which care services were being provided by Care UK Community Partnerships Limited ("Care UK") and to approve the recommendations in paragraph 2 of that report.

Reasons for the decision – to update members on matters relating to Care UK
Other options considered – none
Conflicts of interest / dispensations granted – none

159 **BUDGET MONITORING 2023/24 - QUARTER 1 - EXEMPT APPENDIX**
Noted.

The meeting closed at 7.25 pm

CHAIR

Children's Services
222 Upper Street
London N1 1XR

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

Meeting of: Executive

Date: 19 October 2023

Ward(s): All

- The appendices to this report are exempt and not for publication because they contain exempt information under Schedule 12A of the Local Government Act 1972) Paragraph 6 of Schedule 12A of the Local Government Act 1972, namely: information relating to a proposal to give a statutory notice)

Subject: Phase 2 of School Organisation

1. Synopsis

- 1.1. Islington is committed to Putting Children First by driving educational excellence through inclusive and sustainable schools. To do this, three strategic plans were agreed by the Executive Board on 13 October 2022: Islington's Plan for Education 2023-30; the School Organisation Plan and the SEND Strategy. The reason these were presented together was that no single plan can be delivered in isolation and that to achieve the ambition of our Education Plan - to 'Put Children First' - there needs to be inclusive and financially viable schools.
- 1.2. The School Organisation Plan sets the strategic direction for pupil place planning across the borough and has been developed alongside the Education Plan to ensure that the principles applied to managing our school estate reflect our corporate and political commitment to driving educational excellence through inclusive and sustainable schools and supports the delivery of a quality educational experience for all children and young people through a diverse curriculum offer.
- 1.3 Continuing to reducing the number of school places in a planned way will support schools to manage change within their national funding formula allocations.

Recommendation:

To note the contents of this report and to approve the changes proposed in exempt Appendix A

2. Background

- 2.1. There has been a significant decline in pupil numbers in Islington and the most recent pupil projections for reception admissions show an ongoing decline in pupil numbers in the coming years. This situation is not unique to Islington and is a trend across inner London.
- 2.2. Many of our schools are impacted by falling rolls with vacancies in reception at primary projected to be at 24% in September 2023, even after amalgamating Copenhagen and Vittoria primary schools. This level of vacancies has implications on the financial viability of the schools longer term and the quality of the educational experience for children as the number of pupils attending the school drives the level of funding received by a school. Lower pupil numbers mean less funding which affects staffing that then impacts the diversity of the curriculum offer.
- 2.3. Reducing the number of school places in a planned way will support schools to manage change within their national funding formula allocations.
- 2.4. Consideration is required on how to further reduce the surplus capacity in Islington's primary schools.

3. Implications

3.1. Financial Implications

- 3.1.1. It is becoming increasingly difficult for schools to remain financially viable when pupil numbers are falling as most school funding is pupil based in line with the School's National funding Formula. As pupil numbers decline, schools receive less funding. Per pupil funding in Islington is on average £5,500 per pupil depending on the characteristics of its pupils.
- 3.1.2. Individual school balances stood at £6.5m at the end of 2022/23, with 16 schools in deficit. School balances are forecast to reduce further over the course of this financial year, where more schools are projected to be in deficit. School balances in Islington have been in decline since 2018/19 when they stood at £11.732m. The main driver of declining school balances is falling pupil numbers alongside increasing cost pressures such as energy costs and pay.
- 3.1.3. Schools that are in deficit or are set to go into deficit are required to complete deficit recovery plans to bring their budget back into balance and eliminate their deficit within three years. This is becoming increasingly challenging for schools in the light of falling pupil numbers and increasing cost pressures and is a national issue.

3.2. Legal Implications

- 3.2.1. Section 14 of the Education Act 1996 requires local authorities to provide sufficient schools for primary and secondary education in their area.

3.3. Environmental Implications and contribution to achieving a net zero carbon Islington by 2030

3.3.1. Environmental Implications Islington Council declared a climate emergency in June 2019, committing the council to working towards making Islington net zero carbon by 2030. A 10-year Net Zero Carbon Strategy, with action plans, was adopted by Executive in November 2020. The implementation of the School Organisation Plan 22-25 will be progressed in a manner that aligns with and supports the delivery of the council's ambitions for creating a clean and green Islington. In particular key environmental implications that the school organisation plan impact are:

3.3.2. Improving the energy efficiency and reducing the level of carbon emissions of all buildings and infrastructure: schools form an important element of our non residential buildings and infrastructure net zero carbon workstream given their number, size and distribution across the borough. Decarbonisation Feasibility Studies have been undertaken at our schools. The impact on the environment and the findings from these decarbonisation reports will be fully considered in developing plans, and where there are falling rolls in making better use of the spare capacity thereby optimising energy efficiency.

3.3.3. Reducing emissions in the borough from transport. Schools again can play their part in delivering on this priority. In proposing specific measures as part of school organisation planning, the implications on school journey distances, school streets and potential changes to vehicle journey numbers will be fully considered in consultation with schools and key stake holders.

3.4. Equalities Impact Assessment

3.4.1. 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.

3.4.2. An Equalities Impact Assessment was completed in September 2023. This item is exempt from publication.

4. Appendices

- Appendix A – Proposal for Phase 2 2023 of School Organisation – **Exempt from publication (exemption 6: information relating to a proposal to give a statutory notice)**
- Appendix B – Equalities Impact Assessment – **Exempt from publication (exemption 6: information relating to a proposal to give a statutory notice)**

Final report clearance:

Authorised by:

Executive Member for Children, Young People and Families

Date: 9 October 2023

Report Author: Sarah Callaghan, Director of Learning and Achievement

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Financial Implications Author: Tim Partington, Assistant Director of Finance, Schools, Resources and Childrens

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Legal Implications Author: Rob Willis, Chief Corporate and Commercial Litigation Lawyer

Email: rob.willis@islington.gov.uk

Revised 16/10/23

Strategic Commissioning and Investment

222 Upper Street

London N1 1XR

Report of: Executive Member for Health and Social Care

Meeting of: Executive

Date: 19 October 2023

Ward(s): All

SUBJECT: Procurement Strategy for Mental Health Employment Support Service

1. Synopsis

- 1.1. This report seeks pre-tender approval for the procurement strategy in respect of Islington's Mental Health Employment Support Service in accordance with Rule 2.8 of the Council's Procurement Rules.
- 1.2. The Mental Health Employment Support Service will provide specialist support to residents with a mental illness in Islington to obtain and maintain paid employment.

2. Recommendations

- 2.1. To approve the procurement strategy for the Mental Health Employment Support Service as outlined in this report.
- 2.2. To delegate authority to award the contract to the Director for Adult Social Care following consultation with the Executive Member for Health and Social Care.

3. Background

- 3.1 North Central London (NCL) Integrated Care System (ICS) has the highest prevalence of Serious Mental Illness (SMI) compared to ICSs across London and England¹. Diagnosed SMI prevalence is particularly high in Camden and Islington. SMI prevalence has been increasing in recent years, and if the current trajectory continues, we expect to have just over 4,000 individuals with diagnosed SMI in Islington by 2030, an increase of over 100 individuals.
- 3.2 A higher than average proportion of Islington's working age population claim sickness and disability benefits (13.1% in 2020) and more than half of those claims are due to mental ill health. Employment outcomes for those with complex mental health needs under the Care Programme Approach² in Islington is 6%, below the national average (9%) and London average (7%). Nationally, there is a significant gap in the number of those in employment between the general population and people with severe mental illness; people with severe mental illness have a 6% rate of employment versus 75% in the general population.³
- 3.3 The NHS Long-Term Plan recognises that employment is a major factor in maintaining good mental health and is an important outcome of recovery for people with a mental health problem. It stipulates the expansion of Individual Placement and Support (IPS) with the ambition to support an additional 35,000 people nationally with severe mental illnesses (SMI) by 2023/24, with a total of 55,000 people per year having access to IPS services. NHS England has provided significant additional investment to support implementation of the Long-Term Plan in meeting stretched IPS access targets by 2023/24 and beyond, across the five NCL boroughs.
- 3.4 Islington Council's vision is that by 2030 there is a sustainable, inclusive, and locally rooted economy in the borough. The council's commitment to promoting economic wellbeing for residents includes:
- Empowering residents, particularly those who face the most disadvantage, to secure and retain good quality jobs that are well paid;

¹ North Central London Mental Health Strategic Review: Baseline Report, July 2021

² The Care Programme Approach (CPA) is a package of care for people with mental illness www.nhs.uk

³ National Health Service England (NHSE) : Individual Placement and Support (IPS) www.england.nhs.uk/mental-health/adults/cmhs

- Providing targeted employment support through the Islington Working Partnership;
- Actively promoting opportunities, such as volunteering, as a means of building skills and confidence for work.

3.5 The overarching aim of employment support for people with a mental illness is to:

1. Increase social and economic resilience within the target population
2. Reduced health inequalities for adults with mental ill-health
3. Increase independence for people with a mental illness
4. A wider range of employers offering opportunities for people with a history of mental illness.

3.6 The current Mental Health Employment Support contract ends on 31 March 2024. The council intends to competitively procure a new service offer from April 2024. The council conducted an in-depth review of the current mental health employment support offer to inform future commissioning intentions and the design and development of the new service, gathering learning and feedback from residents, voluntary sector and statutory health and social care partners around what currently works well, areas for development and opportunities to maximise employment outcomes for residents. The review highlighted a number of opportunities to further develop and improve the employment support offer for residents with mental ill- health, through redesign, collaboration and integration. Taking into consideration the unique strengths of in-house and externally commissioned VCS provision.

3.7 The following recommendations incorporate key findings from the review:

- a. Ensuring the mental health employment support offer in the borough is clear, raising the profile of specialist provision and the council's generic employment service and developing clearer referral pathways between employment support agencies, so that it is easier for residents, providers and referral agencies to navigate. The new service specification will cite the need to build and maintain specific relationships to achieve this, including with iWork, Islington Social Prescribers, Peer Coaches, GP's, higher education, ACL and other VCSE organisations.
- b. The procurement will provide an opportunity to develop a more integrated offer between commissioned specialist mental health employment support and the council's in-house adult employment service (iWork), developing the partnership approach to ensure the maximisation of collective resources in the borough and different areas of expertise across partners.

- c. The new mental health employment contract will provide tailored support for people with a mental illness. The specification for the new contract will require a successful bidder to have premises available, to provide an inclusive welcoming community atmosphere for residents, and to support rehabilitation and recovery.
- d. The council is committed to increasing the number of job outcomes for Islington residents, particularly groups that are most disadvantaged, such as those with a mental illness. The ambition for this contract is to develop a high-quality specialist employment support service for those with mental ill-health, that delivers a higher number of job outcomes, with stretched KPIs set locally and nationally (NHSE has set stretched access target year on year for IPS). Currently Islington (and the other NCL boroughs) are not meeting the national IPS access target and there is opportunity to expand reach through mobilisation of Mental Health Investment Standard (MHIS) growth funding, and to embed additional Employment Specialist roles within the new mental health Core Teams delivered by Camden and Islington NHS Foundation Trust, as part of the community mental health transformation programme.
- e. A key priority will be to ensure the service continues to reach, and supports residents from Islington's diverse communities, into employment.

The recommendations are being tested and the specification issued with the invitation to tender will be co-produced with providers, residents and wider stakeholders.

3.8 The service to be re-procured will comprise of two distinct components:

1. Individual Placement Support (IPS)

IPS is an evidence based, National Institute for Health and Care Excellence (NICE) recommended approach to supporting people with severe mental illness referred from statutory mental health services to gain and sustain employment. The IPS model involves intensive individual support, a rapid job search followed by placement in paid employment, and time-unlimited in-work support for both the employee and the employer. In Islington, this element of the service is integrated with community mental health teams, with Employment Specialist workers currently embedded in Camden & Islington NHS Foundation Trust's (C&I) Rehabilitation and recovery Teams, Early Intervention Service and new posts are currently being rolled out into the new Core Teams. Referrals to the service are by self-referral or NHS clinician.

2. Specialist mental health employment support (non-IPS)

Specialist mental health information, advice, and guidance that supports people into and to maintain education, training, paid employment, active volunteering or

work experience placements. The service will also provide opportunities to develop practical, professional and social skills (such as catering, admin, social media/website, creative skills, gardening) in an inclusive community-based setting.

The specialist mental health employment service will accept referrals from professionals as well as self-referrals from people not receiving statutory mental health services. The service and assessments are tailored to an individual's needs, providing opportunities for people who are economically excluded to move towards finding, securing and retaining work; thereby tackling inequality, promoting fairness, and improving economic wellbeing.

- 3.9 The council's Fairer Together vision seeks to ensure residents can access the right support for them, at the right time, and in the right place. Two partnership developments that are key to realising this vision are the Bright Lives Alliance which brings together VCS partners to help shape the early intervention and prevention space, and the newly developed Access Islington Hubs which bring together a range of statutory and VCS services, co-located together to offer wrap around support to local communities. The new Mental Health Employment Support Service will continue to build partnerships across the VCS sector to expand reach in the community, with opportunities to link into the Bright Lives Alliance and Access Islington Hubs, as a space for strengthening partnerships and referral routes, as well as potential for co-location. Key stakeholders from the Bright Lives Alliance will be involved in developing the new service specification.
- 3.10 The Mental Health Employment Support Service will work in partnership with, and complement, the council's in-house adult employment service, iWork, as well as being a key partner within the Islington Working Partnership, a network of organisations supporting residents into employment.
- 3.11 The iWork service is being re-modelled, with the following key developments:
- Greater focus on key employment sectors, supporting residents to employment for both iWork brokered roles and jobs in the open market.
 - Casework Officers with key sector specialisms, developing strong connections to employers in key sectors, enabling Officers to be better placed at negotiating adjustments to recruitment processes or job tasks and conditions.
 - Developing the partnership ethos of Islington Working partners, ensuring this approach is more strongly embedded.

It is envisaged that iWork will function as a hub and spoke model, with iWork as the front door service for local job seekers, providing specialist brokerage support with

employers. iWork will refer outwards to other specialist employment support partners for tailored 1-1 support, including the Mental Health Employment Support Service, who will similarly refer clients to iWork for collaborative working where they are interested in the iWork key employment sectors.

The iWork Service has strategic oversight of local borough performance around employment outcomes, capturing and monitoring data from local suppliers. It will be a requirement of the new Mental Health Employment Support contract, that the provider will report regularly on the number of Islington residents who they recruit, as well as the number of Islington residents they support into employment outcomes.

- 3.12 There is an opportunity as part of this procurement to make improvements to integrate the externally commissioned and in-house provision more fully, in-line with the new iWork model.

3.6 Estimated value

The Specialist Mental Health Employment Support Service is jointly funded by Islington council (51% contribution) and NHS North Central London Integrated Care Board (NCL ICB) (49% contribution).

The annual value of the current contract is £ 262,034 for 2023/24, which includes an inflationary uplift of 2% applied in 2022/23. The ICB has committed additional recurrent investment of £224,115 for 2023-24 and 2024/25 (and beyond 24-25) for the IPS specific element, via Mental Health Investment Standard (MHIS) funding stream, to support Islington in meeting the stretched IPS access targets set by NHSE. The table below shows the investment split between the council and NCL ICB for the current and proposed new contract.

Table 1: Islington’s investment in mental health employment block contracts

Financial year	LBI annual contribution (via S75 Pool)	NCL ICB annual contribution (via S75 Pool)	Additional recurrent ICB contribution for IPS element (via MHIS funding)	Total annual investment
2022/23	£133,637	£128,397	£0	£262,034

2023/24	£133,637	£128,397	£224,115	£486,149
Projected costs for new contract from 2024/25	£133,637	£128,397	£224,115	£486,149

The anticipated annual value of the new contract will be £486,149. The initial duration of the new contract will be for a period of 36 months from 1 April 2024, with break clause options at year one and year two of the contract, and an option to extend the contract on one or more occasions for up to maximum of a further 36 months (total 72 months). North Central London Integrated Care Board is currently going through an organisational change process. Break clause options have been built into the contract should the ICB change process have any potential impact on these contractual arrangements.

The maximum total contract value for the full duration of the contract is £2,916,894.

3.7 Timetable

Procurement timetable:

Tender document development and market engagement	August – October 2023
Procurement Strategy approved	October 2023
Invitation to Tender published	October 2023
Bid Evaluation	December 2023
Contract award	February 2024
Implementation of new contract	Feb - March 2024
Contract Start Date	1 April 2024

To inform this strategy, there has been engagement with a broad range of stakeholders which include:

- Islington Residents and Service users
- Mental Health Adult Social Care Lead (LBI)
- Heads of Service for Islington community mental health teams (Intensive Teams, Core Teams, Rehab and Recovery Teams and Mood Disorder Teams), Camden and Islington NHS Foundation Trust (C&I)
- Mental Health Social Work and Occupational Therapy Practitioners (C&I)
- NCL ICB Clinical Lead for Mental Health
- iWork Employment Service Management Team
- Voluntary and Community Sector Providers
- GPs
- Islington Pause Service
- Commissioning Leads in North Central London boroughs

3.8 Options appraisal

Four options have been explored. Due regard has been given to insourcing in accordance with Islington Council’s Progressive Procurement Strategy. **Option 4 is the recommended option.**

Option 1: Do nothing and allow current contract to cease from 31 March 2024	
Pros	This would release financial efficiencies for the council and NCL ICB.
Cons	<ul style="list-style-type: none"> • NHS England mandates in the NHS Long Term Plan that all areas nationally will have IPS services in place that operate in line with fidelity to the established, evidence-based model. It is therefore a requirement that local areas commission an IPS offer that meets NHSE access targets. • A review of mental health employment support offer shows continuing demand and need for this type of provision. • Loss of specialist employment support provision that plays a key part in achieving Islington Council’s strategic commitments around creating a more equal future for residents, and community wealth building, ensuring that there is a sustainable, inclusive and locally rooted economy in Islington by 2030. This includes developing Islington borough as a place where people are supported into, and progress in, well-paid, secure jobs.

	<ul style="list-style-type: none"> • Loss of valuable provision to some of Islington’s more vulnerable residents, many of whom are receiving support and treatment from statutory mental health services and whose mental health and wellbeing would be negatively impacted by not being able to access this support. • Risk of negative impact on the financial stability of highly valued local VCS partners, which in turn also poses a reputational risk to the council. • Risk to further developing and implementing a more holistic, joined up approach to employment support across partners within the borough, where there are opportunities to address gaps and equity of access to provision.
Outcome	<i>Not recommended</i>
Option 2: In-house service delivery	
<p>Comparable services delivered across the other NCL boroughs are all delivered by a Voluntary and Community Sector organisation. The impact of this option on quality and resident outcomes, therefore, has not been tested locally and is unknown.</p> <p>Islington residents have benefited from having multiple employment support options available in the borough delivered by in-house provision and specialist partners through the Islington Working Partnership, ensuring personalised support that is tailored to different needs.</p> <p>Two recent studies have highlighted the importance of the wrap around support this type of contract provides; a deep dive into the experiences of disabled people in the borough conducted by London Metropolitan University (LMU) (2019) in conjunction with Islington Council, and research carried out across central London by CLF (2022). Both studies concluded that there is a place for wrap around support services that work holistically with individuals on their health and wellbeing, employment and related needs, and that the existing mental health employment support service in Islington, works well as this type of holistic model. The LMU study recommended that the council should continue to work with partner services to further develop wrap-around, integrated employment support and related services targeting those groups which have particular high levels of unemployment and/or experience barriers to accessing employment including people with mental health conditions and should be rolled out more widely to support other groups of people with disabilities, impairments and long-term health conditions. This research shows that it is vital to maintain a vibrant provider market that ensures residents have choice in order to get the wide range of wrap around support people</p>	

need to obtain and sustain employment, and delivering this service in-house would limit our ability to do this. iWork do not have the specialism or capacity to offer this essential, wider support.

In-sourcing mental health employment support provision does not support the council's priority of developing and maintaining a strong VCS offer in the borough and does not meet the council's market shaping duty of providing choice and personalised support to residents.

Specialist mental health employment support provision is best placed to be delivered by a specialist VCS provider who have significant knowledge and experience of supporting individuals with mental ill-health into work and the complexities that this client group experiences. Delivery of the IPS service element, in particular, requires adherence to a strict service model and service processes and procedures have to adhere to this, managed by experts in the field. The council's internal employment service holds none of the relevant experience or processes in place and would need to go out to recruitment to meet the requirements both for the IPS and non-IPS elements of the service; it would take a significant amount of time and resource to develop this specialist status in-house. TUPE requirements may lead to increased expenses and lower outcomes for residents as the service would need to be reduced to fit within the financial envelope. The council would also be unable to replicate some of the unique aspects of the non-IPS service model delivered by the Voluntary and Community Sector which has proved so successful to date, in particular the strong community links that ensure residents get a wide range of wrap around support that helps them prepare for and maintain work.

A VCS provider is able to bring additional innovation thanks to these community connections and added value, which would reap social value benefits, including activity funded through fundraising and grants programmes that the VCS can access.

<p>Pros</p>	<ul style="list-style-type: none"> • Specialist employment support provision for adults with mental illness would be maintained within the borough. • Provides opportunities for local recruitment, with good terms and conditions for the workforce. • Ensures the service shares Islington's vision and works in close collaboration with Islington's in-house employment support service. • Enables full utilisation and leverage of the council's local knowledge and brokering employment opportunities with employers. • Council controls service strategy and retains full control to drive efficiencies / economies of scale and retains flexibility to change it. • In-sourcing contributes to the council's drive for quality services and value for money, including environmental and community wealth building priorities.
<p>Cons</p>	<ul style="list-style-type: none"> • The council would not be able to establish management and staff capacity, expertise and specialisms quickly enough to replicate the

	<p>full service offer, maintain service quality and prevent disruption to residents, to enable delivery from April 2024.</p> <ul style="list-style-type: none"> • Skill mapping and staff development to accomplish ‘specialist’ status, is not achievable within the timeframes of the procurement/award process. • Risk losing the mental health specialist nature of the service. • The service will require identification of a service base in borough with good transport links. The current service environment is also unique to the VCS sector and would be difficult to replicate in-house. • Cannot benefit to the same extent from the experience and connections of VCS providers within the borough. • Would not be able to take full advantage of benefits from social value via partnerships with VCS. • In-house service delivery could alienate and stigmatise residents who have had negative experiences/trauma of dealing the Council or who may not wish to be perceived as Council ‘service users’ and would therefore rather seek support from the VCS. • Staff development costs to commence the contract would be in addition to the TUPE costs for moving staff from the current provider. • Establishing in-house provision would have financial and resource implications in an already challenging financial context. There would be a cost pressure in staffing costs of approx. an additional £61,726 per annum to the council if in-sourcing the full service, which does not include ‘other’ costs such as recruitment, training, management, and building/ office costs. • Reduces opportunities for developing long term relationships and opportunities for collaboration with specialist providers, including VCS sector partners, to meet council priorities. • Cannot benefit from the innovation and potential added value from fundraising and grants VCS providers are able to access. • Risk of not meeting the Council’s market shaping duty to provide a wide range of choice to ensure residents can have access to personalised support.
Outcome	<i>Not recommended</i>

Option 3: Procure the non-IPS element of the service via a competitive tender and deliver the IPS element of the service in-house.

Benchmarking

None of the IPS services delivered across the other four NCL boroughs are delivered in-house, all are delivered by a VCS organisation. There is therefore no local evidence of impact on quality and resident outcomes should the IPS service be delivered inhouse.

<p>Pros</p>	<ul style="list-style-type: none"> • IPS can be delivered from different settings. • Provides opportunities for local recruitment, with good terms and conditions for the workforce. • Ensures the service shares Islington’s vision and works in close collaboration with Islington’s in-house employment support service. • Enables fuller utilisation and leverage of the council’s local knowledge and brokering employment opportunities with employers. • Council controls service strategy and drive efficiencies / economies of scale and retains flexibility to change it. • In-sourcing contributes to the council’s drive for quality services and value for money, including environmental and community wealth building priorities.
<p>Cons</p>	<ul style="list-style-type: none"> • Establishing Council in house IPS provision would have financial and resource implications in an already challenging financial context. • The council would not be able to establish management and staff capacity, expertise and specialisms quickly enough to replicate the full-service offer, maintain service quality and prevent disruption to residents, to enable delivery from April 2024. • Skill mapping and staff development to accomplish ‘specialist’ status, is not achievable within the timeframes of the procurement/award process. • In-house service delivery could alienate and stigmatise residents who have had negative experiences of the Council or who may not wish to be perceived as Council ‘service users’.

	<ul style="list-style-type: none"> • Cannot benefit to the same extent from the experience and connections of VCS providers within the borough. • Would not be able to take full advantage of benefits from social value via partnerships with VCS. • Cannot benefit from the innovation and potential added value from fundraising and grants VCS providers are able to access. • Risk of not meeting the Council’s market shaping duty to provide a wide range of choice to ensure residents can have access to personalised support.
Outcome	<i>Not recommended</i>
Option 4: Procure an external provider to deliver the service via competitive tender	
Benchmarking	
<p>This approach has been successfully adopted in Islington previously and by the other four NCL boroughs. Modelling, based on rates identified in benchmarking, suggests that this option could achieve the desired outcomes and contract flexibility required.</p>	
Pros	<ul style="list-style-type: none"> • Management and staff capacity, expertise and specialisms are likely to be established quickly enough to replicate the full service offer, maintain service quality and prevent disruption to residents. • The Council would benefit from a provider who has experience of delivering specialist mental health employment support and have the necessary expertise and experience of working with this cohort. • Residents may have had negative experiences of the council or not wish to be considered a Council ‘service user.’ It is easier to offer support in less stigmatising ways through a VCS organisation or an organisation independent to the council and based in the community, and thus also supports reducing inequalities through greater reach, supporting residents from Islington’s diverse communities. • This option is financially more viable than insourcing. • External organisations are agile, flexible and able to establish relationships with other partners which may be harder for the council. • Benefit from the innovation offered by VCS providers in this area. • Enables the benefits of a mixed model that balances the in-house iWork service’s expertise including brokering jobs in key sectors and relationship-building across those key employment sectors, and the

	<p>expertise of specialist providers with expertise in delivering support tailored to those with mental illness. This is in-line with the new employment front-door model to be rolled out by iWork.</p> <ul style="list-style-type: none"> • Opportunity to benefit from the innovation and potential added value from fundraising and grants VCS providers are able to access. • Provides opportunity to further develop robust partnership working between iWork and externally commissioned specialist employment support providers, as part of the new adult employment front door model. • Enables the opportunity to continue to expand the IPS offer to meet NHSE stretched targets, through growing the IPS workforce and continuing to embed Employment Specialists within community mental health teams. • External procurement can promote inclusive economy and social value priorities through a specification that stipulates measures such as payment of the London Living Wage and advertising jobs locally through iWork as well as a tender process that gives 20% weighting to social value.
Cons	<ul style="list-style-type: none"> • Shared values/priorities are reliant on developing strong relationships with providers (although it is noted strong partnership relationships are already in place between external providers and the council). • Council holds less control over service model and quality, and efficiencies/economies of scale. Relies on a strong specification, and robust contract management, quality assurance oversight and relationships with the provider. • Full utilisation and leverage of the council's local knowledge and brokering employment opportunities with employers is reliant on strong relationship/ integration with iWork. It is noted that strong working relationships currently exist and are being further developed.
Outcome	<i>Recommended</i>

3.9 Key Considerations

Social value

In addition to the social benefits delivered through this contract, social value will be a priority, and providers will be expected to deliver social value including clear, specific,

measures for monitoring this in their tenders. This will ensure the council is able to effectively monitor to assess progress and hold the provider to account. 20% of the tender award criteria will be allocated to social value. Examples of the types of social value we will expect to see in provider's tenders are set out below.

- Equalities, diversity, and inclusion – e.g., supporting local VCS organisations that specialise in supporting minority groups to develop plans to support organisational growth and financial security.
- Commitment from the provider to support and promote local employment opportunities in the borough, working in partnership with the Council's iWork Service and advertising all jobs on the Council's Islington Working job search website;
- Supporting diverse recruitment, ensuring the workforce reflects, and is able to support, the diverse communities within the local Islington population;
- Training and upskilling staff, including via apprenticeship and formal qualifications;
- Using local suppliers where possible in any sub-contracting supply chains;
- Community engagement commitments from the provider;
- Provision of peer support/volunteering opportunities for people with lived experience;
- Supporting staff wellbeing and mental health, for example via adoption of specific workplace health initiatives and employee assistance programmes;
- Delivering environmental and bio-diversity improvements within the service, including reducing waste, recycling, encouraging energy efficiency and water consumption.

London Living Wage

LLW (London Living Wage) will be a condition of this contract where permitted by law.

TUPE/Staffing

TUPE regulations may apply to staff currently employed by the incumbent provider.

Best Value

The quality and impact of the service will be monitored through a robust performance-monitoring framework with a focus on value for money, service quality, outcome measures, and financial activity. The monitoring framework will include activity levels, evidence of outcomes achieved, as measured against the desired service KPIs (Key Performance Indicators) set out in the service specification. Contract management will also include analysis of whether the service is reaching the borough's diverse communities and achieving equitable outcome for all groups. This process allows for continuous improvement and service development.

Providers will be expected to cite in their proposal how they will deliver quality assurance. IPS is an evidence-based model and the IPS service will need to be assessed against the national IPS fidelity model to measure the level of implementation

and quality of the IPS model every two years – with guided self-assessments produced in interim years.

IPS Grow⁴ (the implementation support package for IPS provided by the voluntary, community and social enterprise social finance) delivers all fidelity reviews. High-fidelity services can achieve the IPS Grow quality mark (good or exemplary). Evidence shows higher fidelity is linked to better outcomes.

The service specification will include provisions to ensure the provider offers continuous improvement against delivery targets and works with commissioners and service users to co-produce a service where innovations can be quickly implemented.

3.10 Evaluation

This contract is being procured under the Light Touch regime under Section 7 Social and Other Specific Services of Part 2 of the Public Contracts Regulations 2015. Under Regulation 76 the Council is free to establish a procedure, provided that procedure is sufficient to ensure compliance with the principles of transparency and equal treatment of economic operators (service providers) and is initiated by a contract notice. The process that the Council has designed is based on the open procedure.

The council reserves the right to not award the contract if the received tenders do not offer value for money.

Tenders will be evaluated based on the price and ability to deliver the contract as set out in the evaluation criteria below. The evaluation panel will include service user/family carer representatives.

Award Criteria	Weighting %
Quality – made up of method statement questions:	80%
Proposed approach to service delivery model	30%
Proposed approach to social value	20%
Proposed approach to engagement and coproduction	15%
Proposed approach to partnerships	15%
Cost	20%
Total	100%

3.11 Business risks

Risk	Mitigation/s
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⁴ [Story of IPS Grow - IPS Grow](#)

<p>Potential risk of lack of interest from the Voluntary and Community Sector provider market as the potential pool of providers is limited, which could result in a failed tender process.</p>	<p>A Prior Information Notice (PIN) will be issued in advance of the Invitation to Tender in summer 2023 to inform the market about future intentions for the service and upcoming procurement. The new contract value proposed takes into account feedback from soft market intelligence and benchmarking, ensuring that the service will be financially viable and sustainable for a provider to deliver. Commissioners will consult with providers on service development to secure market buy-in.</p>
<p>In the event of a transition to a new service provider this could have a detrimental impact on resident wellbeing and mental health.</p>	<p>If there is a change in provider, the transition to any new service will need to be carefully managed to ensure continuity of support and to manage any service user anxieties arising from a change in support provider. Consequently, the transition to a new service would be carried out in conjunction with service users, carers, and family members (where appropriate).</p> <p>As part of the mobilisation process providers will be required to develop a robust implementation plan to implement transition arrangements and continuity plans.</p>
<p>TUPE implications may apply which may impact on the timescale required to mobilise a new contract.</p>	<p>TUPE information will be published as part of the tender documentation to ensure transparency. Time has been factored into the mobilisation period to take this into account.</p>

3.12 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.

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

Relevant information	Information/section in report
1. Nature of the service	See paragraph 3.5
2. Estimated value	<p>The estimated value per year is £486,149.</p> <p>The maximum total contract value for the full duration of the contract is £2,916,894.</p> <p>The agreement is proposed to run for a period of 3 years with the option of three further extensions of up to one (1) year.</p> <p>See paragraph 3.6</p>
3. Timetable	<ul style="list-style-type: none"> • 19 October 2023 Strategy approval • October 2023 Contract Advert • December 2023 Evaluation • February 2024 Contract award • 1 April 2024 Start date for new contract <p>See paragraph 3.7</p>
4. Options appraisal for tender procedure including consideration of collaboration opportunities	<p>Details as described within the report. See paragraph 3.8</p> <p>Procurement Option 2 is the recommended option to continue to outsource all Mental Health Employment Support Service. To procure via a competitive tender</p>
<p>5. Consideration of:</p> <ul style="list-style-type: none"> • Social benefit clauses; 	See paragraph 3.9

<ul style="list-style-type: none"> • London Living Wage; • Best value; • TUPE, pensions and other staffing implications 	
6. Award criteria	<p>The award criteria 20% cost/ 80% quality breakdown is more particularly described within the report.</p> <p>See paragraph 3.10</p>
7. Any business risks associated with entering the contract	See paragraph 3.11
8. Any other relevant financial, legal or other considerations.	See paragraph 4

4 Implications

4.1 Financial Implications

The Mental Health Employment budget sits within the Mental Health Commissioning Pool within the Adult Social Care Budget. This is a S75 arrangement between the London Borough of Islington and NCL ICB. The Council contributes £133,637 (51%) and the ICB contribute £128,397(49%). The budget for this service for 2023-24 is £262,034.

The length of the contract is for three years with an option for the council to extend the contract on one or more occasions for up to a maximum of a further three years. The cost per annum for the new core contract will be £486,149.

The additional costs of £224,115 to the new contract will be funded by the NCL ICB as part of the Mental Health Investment Standard.

Therefore, the maximum estimated total cost of the new core contract for delivery of this service will be £2,916,894.

Payment of London Living Wage is already a requirement of the contract and should not result in any additional costs.

4.2 Legal Implications

- a) This Report recommends the Open Competitive Procurement Procedure to procure a contract of up to 6 years (3 years plus optional council extensions of up to a further 3 years in total).
- b) The total contract value over the maximum 6-year contract is £2,916,894 which is above the statutory threshold for “light-touch” contracts, therefore the provisions of the Public Contracts Regulations 2015 are engaged. The tender must be published on Find a Tender service and in due course a Contract Award Report must be published.
- c) Officers must ensure that the tender documents include a requirement for the winning bidder to provide the premises from which the contract services are to be delivered, if that is the case.
- d) The contract will be in the name of the council as sole contracting party on behalf of the council and North Central London Integrated Care Board, as funding is provided 51% and 49% respectively under a Section 75 agreement under the NHS Act 2006.
- e) The council has power to procure and enter into this contract pursuant to Section 111 of the Local Government Act 1972, Section 1 of the Local Government (Contracts) Act 1997 and Section 1 of the Localism Act 2011.
- f) The Open Competitive Procurement Procedure is compliant with the Public Contracts Regulations 2015 and with the council’s Procurement Rules for a contract of this value.
- g) The total contract value is above the delegated financial authority of Corporate Directors, which is £2m for revenue spend; accordingly, it is the council’s Executive which has power to make the decisions recommended at paragraphs 2.1 and 2.2 of this Report.
- h) The Corporate Director for Adult Social Care may award this contract to the winning bidder in due course following consultation with the Executive Member for Health and Social Care, subject to being satisfied that the winning bidder has capacity to deliver the contracted services and that the contract represents value for money for the council.

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

The re-procurement of the Mental Health Employment Support Service will have a negligible impact on the current existing levels of carbon emissions.

As a commissioned service, it will be delivered in-line with London Borough of Islington's net zero carbon policy.

There are some environmental implications arising from the delivery of a specialist mental health employment service. These include energy use in the building for heating, and appliances, water use and kitchen facilities and waste generation by service users and staff.

These can be mitigated by ensuring the building is well-insulated and uses an efficient heating system, that 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.

There will be no generation of hazardous waste and the service will comply with the Council's policy and procedures for waste minimisation and recycling.

The Council is committed to engaging residents and partner health sector organisations in their drive to meet emission reductions as part of the Net Zero Carbon 2030 Programme. The provider will be asked to demonstrate in the tender how they intend to minimise the environmental impact of the service and recommended environmental improvements that will be introduced, where feasible.

The Council will encourage measures that mitigate environmental impact and promote the council's ambitions, assessed as part of the 20% social value evaluation criteria.

5.4 Equalities Impact Assessment

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

An Equalities Impact Assessment Screening Tool was completed in June 2023 and full Equalities Impact Assessment completed in August 2023, which indicated that the service will have a positive impact on adults aged over 18 in the borough and people with disabilities (people with a mental illness) and neutral impact on

residents across other protected characteristic groups. Data suggests that the service is reaching residents from diverse community groups however there is potential for further targeted community engagement to increase reach and uptake of services from minority groups.

5.5 **Conclusion and reasons for recommendations**

This report recommends re-commissioning a Mental Health Employment Support Service, which will be procured through a competitive tender. This approach will secure best value for money and maximises opportunities to benefit Islington residents. The new specification will further develop an integrated pathway between specialist mental health employment support and the Council's adult employment service to ensure clearer pathways and improved job outcomes for residents. Commissioning review findings and resident feedback will inform the service specification development to ensure the resident voice is reflected in service design.

Appendices:

- Equality Impact Assessment

Background papers:

- None

Final report clearance:

Authorised by:

Executive Member for Health and Social Care

Date: 9 October 2023

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Equalities Impact Assessment: Full Assessment

Before completing this form you should have completed an Equalities Screening Tool and had sign off from your Head of Service and the Fairness and Equality Team.

This Equality Impact Assessment should be completed where the Screening Tool identifies a potentially negative impact on one or more specific groups but it can also be used to highlight positive impacts.

Summary of proposal

Name of proposal	Procurement of the Specialist Mental Health Employment Support Service
Reference number (if applicable)	N/A
Service Area	Strategic Commissioning and Investment
Date assessment completed	August 2023

Before completing the EQIA please read the guidance and FAQs. For further help and advice please contact equalities@islington.gov.uk.

1. Please provide a summary of the proposal.

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

The council currently commissions a specialist Mental Health Employment Support Service, delivered by a Voluntary and Community sector organisations. The current contract ends in March 2024. The service supports Islington residents with mental ill health to gain or retain paid work. The core components of the service include:

- A dedicated environment, described as part of a special community feeling welcoming, inclusive and safe by its members. The service is a component of the Hillside Clubhouse model, a community based-model of rehabilitation for adults with mental ill-health originating in New York city.
- The Information Advice and Guidance (IAG) service: specialist mental health advice, guidance and support to assist people into and to maintain education, training, paid employment, volunteering or work experience placements
- The provision of Individual Placement Support (IPS). IPS is an evidence-based model and the IPS service is assessed against the national IPS fidelity model to measure the level of implementation and quality of the IPS model
- Signposting within the wider Hillside club model to active volunteering principles within the Recovery Project which develops vital prevocational soft skills to become job ready including reliability, colleague relationships, team working and IT. This is not funded directly from the contract but through other sources including Camden council, and voluntary and community sector

In line with the Council's Progressive Procurement Strategy 2020/27, the Strategic Commissioning and Investment Team are proposing the procurement of the Specialist Mental Health Employment Support Service with the new contract starting 1st April 2024 to form an essential component of the wider employment support offer for Islington's residents.

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

The intended changes for this procurement are: -

- To bring clarity to the mental health Employment pathway, for both residents and providers, through redesign, collaboration and integration. A new Service Specification will be designed working alongside residents and Stakeholders to meet these aims. A schedule of engagement activities is planned for August to September 2023
- To join up ways of working with mental health employment support with existing London Borough of Islington (LBI) iWork employment expertise and established employment networks to strengthen the overall Islington employment support offer
- To enhance our mental health employment support offer to deliver a more flexible, scalable and efficient offer for residents. This will include an integrated process between iWork and the Commissioned service ensuring residents receive prompt feedback and review to support momentum and progress with their employment journey
- To ensure that the delivery of the new specialist mental health employment support offer is strengths based and improves outcomes for people using the service.

The intended outcomes which we expect to see through this procurement include:

- Reducing economic inequality in Islington
- Delivery of a sustainable and inclusive service which supports Islington's local economy and is underpinned by a strong community asset base
- Improving access to mental health employment support

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

- Supporting more people with mental ill health to gain or retain employment in the borough (linking to improved Adult Social Care Outcomes Framework (ASCOF) performance relating to employment and mental health and the NHS Long-Term Plan IPS ambitions)

The intended beneficiaries of this procurement include the following groups of people in the borough: -

- Residents in the borough with serious mental illness including those with moderate (including self- diagnosed) mental illnesses irrespective of their age, gender, disability, ethnicity, sexual orientation, religion or belief.
- Stakeholders across health and social care (particularly MH Social Work Teams and Camden and Islington Mental Health Trust staff)
- Residents accessing the Islington iWork service who may benefit from more specialist mental health employment support/ input

Savings are not being explored as part of this procurement.

2. What impact will this change have on different groups of people?

Please consider:

- Whether the impact will predominantly be external or internal, or both?
- Who will be impacted – residents, service users, local communities, staff, or others?
- Broadly what will the impact be – reduced access to facilities or disruptions to journeys for example?

The impact will predominantly be both external and internal Stakeholders, the different groups of people impacted by this procurement include:

Islington Service users

Islington Residents

Islington Voluntary or community groups

If there is a change in provider, the transition to any new service will need to be carefully managed to ensure continuity of support and to manage any service user anxieties arising from a change in support provider and travelling to a different community based service space. Consequently, the transition to a new service would be carried out in conjunction with service users, carers, and family members (where appropriate). As part of the mobilisation process providers will be required to develop a robust implementation plan to implement transition arrangements and continuity plans.

3. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

This section of the assessment looks in detail at the likely impacts of the proposed changes on different sections of our diverse community.

3A. What data have you used to assess impacts?

Please provide:

- Details of the evidence used to assess impacts on people with protected characteristics and from disadvantaged groups (see guidance for help)
- A breakdown of service user demographics where possible
- Brief interpretation of findings

The following data has been used to assess impacts on protected characteristics:

- Mental Health Employment Support (non-IPS) and IPS service user demographics data for the commissioned Specialist Mental Health Employment Support Service contract, collated from contract monitoring data.
- Details of services that will be most impacted by the changes.

Brief interpretation of Demographics findings

- 31% (non-IPS) and 51% (IPS) of current users of the Mental Health Employment Support Service are from BAME groups comparatively to the borough wide profile of 33% according to Fairer Together's Adult Social Care Needs Assessment 2022
- Demographics show 100% of Service users receiving the service consider themselves to be disabled or to have a long-term illness or impairment

Refer to Appendix 1 for breakdown of service user demographics.

3B: Assess the impacts on people with protected characteristics and from disadvantaged groups in the table below.

Please first select whether the potential impact is positive, neutral, or negative and then provide details of the impacts and any mitigations or positive actions you will put in place.

Please use the following definitions as a guide:

Neutral – The proposal has no impact on people with the identified protected characteristics

Positive – The proposal has a beneficial and desirable impact on people with the identified protected characteristics

Negative – The proposal has a negative and undesirable impact on people with the identified protected characteristics

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
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Age	Positive	<p>The service will work with adults that are aged 18 years and over with mental health needs. This represents a significant range.</p>	<p>The service and environment will offer an opportunity to deliver a person-centred experience and meet age related needs. The procurement for a new service will provide an opportunity Through the new service being joined up robustly with iWork the service will have greater access to a range of employment support opportunities for residents in the borough being firmly embedded into iWork and the LBI's established partnership arrangements with local businesses.</p> <p>Additionally, residents aged 18 and over accessing support from iWork who may be identified as having low level mental health needs will benefit from the expertise of the specialist mental health employment support</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
			service being integrated with iWork.

Disability
(include
carers)

Positive

The proposal will ensure we have a service that supports people in a strengths-based way, focusing on an individual's strengths and aspirations.

The service will have the expertise within it to ensure that people with complex mental health needs are provided with the specialist support they need to gain or retain employment and through in housing the service there will be less fragmentation in the employment support offer.

Demographics attached evidence 100% of Service users receiving the service consider themselves to be disabled or to have a long-term illness or impairment

Staff within the new service will work in an integrated way with Camden and Islington Mental Health Teams and more people with disabilities should be able to benefit from the expertise available through the mental health employment support service.

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Race or ethnicity	Neutral	31% (IAG) and 51% (IPS) of current users of the Mental health working service are from BAME groups comparatively to the borough wide profile of 32% according to Islington's state of Inequalities annual report:	The new service will continue to proactively engage with people from all BAME backgrounds through personalised approaches to delivering support and close partnership working with community groups and organisations.

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Religion or belief (include no faith)	Neutral	The new service will engage with people from all religions through personalised approaches.	

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Gender and gender reassignment (male, female, or non-binary)	Neutral	People that have experienced gender reassignment experience poorer mental health outcomes.	The service will ensure that staff delivering the service have training plans around tailored support to different groups, including gender reassignment.
Maternity or pregnancy	Neutral	The service will continue to be accessible to people during pregnancy and post birth and offer personalised support	Linking users to referral pathways within perinatal services where applicable in liaison with the Community MH Teams (if the person is already under their care).

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
	Choose an item.		

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Sex and sexual orientation	Neutral	The service will continue to support both men and women, offering a tailored, person centred approach based on the individual needs of the resident.	

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Marriage or civil partnership	Neutral	The service will continue to support people to maintain important relationships, through a close partnership approach with, and inclusion of where appropriate families if this is the individual's wish.	

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
<p>Other Age (e.g. elderly)</p> <p>(e.g. people living in poverty, looked after children, people who are homeless or refugees)</p>	<p>Positive</p>	<p>The Specialist Mental Health Employment Support Service service will continue to be accessible to people with mental ill-health who reside in the borough. Demographics evidence 100% of Service users receiving the service consider themselves to be disabled or to have a long-term illness or impairment</p>	<p>Shared expertise will result in supporting more residents who may not have accessed mental health employment support to have support with maintaining and maximising their mental wellbeing</p>

4. How do you plan to mitigate negative impacts?

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

Action	Lead	Deadline	Outcome Comments
<p>If there is a change in provider, the transition to a new service would be carried out in conjunction with service users, carers, and family members (where appropriate). As part of the mobilisation process providers will be required to develop a robust implementation plan to implement transition arrangements and continuity plans.</p>	Commissioning Manager	April 2024	<p>Smooth transition for Service users Will mitigate any anxieties the service users may experience when switching providers</p>

5. Please provide details of your consultation and/or engagement plans.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

Methods used to engage have included a series of workshops, focus groups and 1 to 1s, carrying out surveys- hard paper and online. The findings of these sessions have ensured that their views have been being fully reflected in our plans. Co-design with service users will be carried out to design the service specification and to evaluate the tenders deciding on the successful Provider to be awarded the contract

To date Commissioning have engaged with:

- Islington Residents and Service users
- Mental Health Adult Social Care Lead (LBI)
- Heads of Service for Islington community mental health teams (Intensive Teams, Core Teams, Rehab and Recovery Teams and Mood Disorder Teams), Camden and Islington NHS Foundation Trust (C&I)
- Mental Health Social Work and Occupational Therapy Practitioners (C&I)
- NCL ICB Clinical Lead for Mental Health
- iWork Employment Service Management Team
- Voluntary and Community Sector Providers
- GPs
- Islington Pause Service

Key Findings

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

An in-depth review of Islington mental health employment support provision was completed in March 2023. The aim of the review was to understand the local offer across commissioned and in-house employment support, what is working well, areas for development and opportunities to streamline service delivery to make the best use of resources and maximise employment outcomes for residents, in order to inform future commissioning intentions.

The following recommendations incorporate the findings from that review, including comprehensive feedback captured from stakeholders and local residents;

- Ensuring the mental health employment support offer in the borough is clear, raising the profile of specialist provision and the council's generic employment service and developing clearer referral pathways between employment support agencies, so that it is easier for residents, providers and referral agencies to navigate
- The procurement will provide an opportunity to develop a more integrated offer between commissioned specialist mental health employment support and the council's in-house adult employment service (iWork)
- The new mental health employment contract will provide tailored support for people with a mental illness. The specification for the new contract will require a successful bidder to have premises available, to provide an inclusive welcoming community atmosphere to its members, and to support rehabilitation and recovery.
- The new mental health employment contract will offer an opportunity to redesign the service model based on changing service user needs and aspirations, including ensuring the service continues to reach, and supports residents from Islington's diverse communities, into employment.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

We will continue engagement through to the new Service going live to ensure that we are co-designing the service and that users are central to how we move forward with implementing the new service offer. Engagement sessions are planned with service users to gather feedback to help inform the design of the new service. There will also be a service user representative on the tender evaluation panel. Additionally, a project oversight group will be established at Contract mobilisation.

6. Once the proposal has been implemented, how will impacts be monitored and reviewed?

Please provide details in the table below.

Action	Responsible team or officer	Deadline
<p>Ensure that the new service effectively captures equalities data on residents accessing the service to inform ongoing equalities monitoring. Robust contract monitoring framework is in place for the new contract.</p> <p>Ongoing contract monitoring with provider, including quarterly meetings and monitoring submissions from provider.</p>	Mental Health Commissioner and Contracts Team	Ongoing post contract award 2024
<p>Provider to embed service user engagement and coproduction into ongoing service delivery as outlined in new service specification. To be monitored as part of ongoing contract monitoring arrangements.</p>	Specialist Mental Health Employment Support Service provider / Mental Health Commissioning and Contracts Team	Ongoing post contract award in 2024

Please send the completed EQIA to equalities@islington.gov.uk for quality checking by the Fairness and Equality Team. All Equality Impact Assessments must be attached with any report to a decision-making board and should be made publicly available on request.

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

Member	Name	Signed	Date
Staff member completing this form	Emily Staines	<i>Emily Staines</i>	18/08/2023
Fairness and Equality Team	Hezi Yaacov-Hai	<i>Hezi Yaacov-Hai</i>	24/08/2023
Director or Head of Service	Jodi Pilling	<i>Jodi Pilling</i>	28/09/2023

Appendix 1 – Service user demographics information .

	Total no, of service users - Non-IPS Total 56*	Total no, of service users - IPS Total 73*
Gender		
Male	25 (41%)	44 (60%)
Female	31 (51%)	29 (40%)
Non-binary	0 (0%)	0 (0%)
Gender- A different preferred term	0 (0%)	0 (0%)
Gender- Prefer not to say	0 (0%)	0 (0%)
Gender- Unknown	0 (0%)	0 (0%)
Do not consider themselves to be trans or to have a trans history	0 (0%)	0 (0%)
Consider themselves to be trans or to have a trans history	0 (0%)	0 (0%)
Trans or trans history- Prefer not to say	0 (0%)	0 (0%)
Trans or trans history- Unknown	0 (0%)	0 (0%)
Ethnicity		
White British	19 (31%)	16 (22%)
White Irish	1 (2%)	1 (1%)
White Turkish / Turkish Cypriot	1 (2%)	0 (0%)
White Greek / Greek Cypriot	1 (2%)	0 (0%)
White Kurdish	0 (0%)	0 (0%)
White Gypsy/Traveller	0 (0%)	0 (0%)
White - Prefer not to say	0 (0%)	0 (0%)
White - Any other White background	6 (10%)	11 (15%)
Mixed - White and Black Caribbean	3 (5%)	1 (1%)
Mixed - White and Black African	2 (3%)	0 (0%)
Mixed - White and Asian	1 (2%)	1 (1%)
Mixed - Prefer not to say	0 (0%)	0 (0%)
Mixed - Any other Mixed background	2 (3%)	2 (3%)
Asian or Asian British - Indian	1 (2%)	0 (0%)
Asian or Asian British - Pakistani	0 (0%)	0 (0%)
Asian or Asian British - Bangladeshi	2 (3%)	2 (3%)
Asian or Asian British - Chinese	2 (3 %)	0 (0%)

Asian or Asian British - Prefer not to say	0 (0%)	0 (0%)
Asian or Asian British - Any other Asian background	1 (2%)	1 (1%)
Black or Black British - Caribbean	7 (11%)	12 (16%)
Black or Black British - Somali	0 (0%)	0 (0%)
Black or Black British - Eritrean	0 (0%)	0 (0%)
Black or Black British - Nigerian	0 (0%)	0 (0%)
Black or Black British - Ghanaian	0 (0%)	0 (0%)
Black or Black British - Other African	1 (2%)	16 (22%)
Black or Black British - Prefer not to say	0 (0%)	0 (0%)
Black or Black British - Any other Black background	4 (7%)	3 (4%)
Other ethnic groups - Arab	0 (0%)	3 (4%)
Other ethnic groups - Latin American	0 (0%)	0 (0%)
Other ethnic groups - Any other ethnic group	1 (2%)	0 (0%)
Ethnicity - Unknown	6 (10%)	4 (5%)
Age		
Under 16	0 (0%)	0 (0%)
18-24	12 (20%)	7 (10%)
25-34	15 (25%)	17 (23%)
35-44	13 (21%)	20 (27%)
45-54	11 (18%)	16(22%)
55-64	5 (8%)	12 (16%)
65-74	0 (0%)	(0%)
75-84	0 (0%)	(0%)
85+	0 (0%)	(0%)
Age - Unknown	0 (0%)	1(1%)
Disability		
Do not consider themselves to be disabled or to have a long-term illness or impairment	0 (0%)	0(0%)
Consider themselves to be disabled or to have a long-term illness or impairment	56 (100%)	73(100%)
Disability - Prefer not to say	0 (0%)	0(0%)
Religion		
Buddhist	0 (0%)	0 (0%)
Christian	23 (38%)	3 (43%)
Hindu	1 (2%)	0(0%)
Jewish	0 (0%)	0(0%)
Muslim	2 (3%)	1(14%)
No religion	22 (36%)	2 (29%)
Rastafarian	0 (0%)	0(0%)
Sikh	0 (0%)	0(0%)

Religion- Other	6 (10%)	1(14%)
Religion- Prefer not to say	0 (0%)	0(0%)
Religion- Unknown	2 (3%)	0(0%)
Sexual Orientation		
Bisexual	4 (7%)	0(0%)
Gay	3 (5%)	0(0%)
Heterosexual/Straight	47 (77%)	21 (51%)
Lesbian	0 (0%)	0(0%)
Sexual orientation- Use another term	0 (0%)	3 (7%)
Sexual orientation- Prefer not to say	0 (0%)	17(42%)
Sexual orientation- Unknown	2 (3%)	0(0%)
Employment Benefits		
Universal Credit	29 (48%)	20 (80%)
Employment Support Allowance	10 (16%)	3 (12%)
Job Seekers Allowance	1 (2%)	1 (4%)
Income Support	1 (2%)	1(4%)
DLA	0 (0%)	0(0%)
PIP	1 (2%)	0(0%)
No. Dependants		
Working parents into work (children under 18)	14 (25%)	4 (5%)

*Number of Service users receiving IPS and non IPS Hillside Clubhouse services. Figures accurate as of 31st July 2023 for quarter one April 1st to 31st July 2023.

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Community Engagement and Wellbeing
Islington Town Hall
N1 2UD

Report of: Executive Member for Equalities, Culture and Inclusion

Meeting of: Executive

Date: 19 October 2023

Ward(s): All

The appendix to this report is exempt and not for publication

Subject: Procurement strategy for the Islington Film Service contract

1. Synopsis

- 1.1. This report seeks pre-tender approval for the procurement strategy in respect of Islington Film Service in accordance with Rule 2.8 of the Council's Procurement Rules.

2. Recommendations

- 2.1. To approve the procurement strategy for Islington Film Service as outlined in this report.
- 2.2. To delegate the decision to award the contract to the Corporate Director, Community Engagement and Wellbeing following consultation with the Executive Member for Equalities, Culture and Inclusion.

3. Background

3.1. Nature of the service

- 3.1.1. The Islington Film Service protects the Council's interests and makes sure filming is conducted with minimal impact to residents or delivery of council services. It is responsible for working with production companies to arrange all film shoots in the borough, identify locations, negotiate fees and administer financial transactions. The Film Service also arranges facilitates services such as parking and traffic

management orders, issue filming licenses, and liaises with council departments, community groups and statutory bodies where appropriate.

- 3.1.2. The current contract was procured via a tender exercise led by Camden Council on behalf of the tri-borough partnership (Camden, Islington and Lambeth councils). It was done through an open tender process and was subject to the Concession Contracts Regulations 2016. The current contract expires 30 April 2024.
- 3.1.3. The Cultural Enrichment Team is proposing to re-procure the contract for Islington Film Service for a period of three years with options to extend for up to a maximum further five years.
- 3.1.4. The Film Service requires skills and expertise which are difficult, costly and time consuming to develop in-house. The role requires:
- working with production companies to arrange all film and TV shoots in the borough
 - liaising with council departments, statutory bodies, community groups and residents
 - negotiating fees and administering financial transactions
 - facilitating services such as parking and traffic management orders
 - identifying locations
 - issuing filming licenses
 - monitoring shoots of a particular size
 - feeding back regional and national policy changes to council services (e.g. drone use, privacy laws)
 - delivering a high quality skills development and employment offer within the industry for Islington residents
- 3.1.5. Through an increase in high-end television, animation and video game production in London, the film industry has boomed in recent years. At a local level, film production generates significant Council revenue and employment opportunities, and going forward it will provide more shadowing and training opportunities. Filming also raises the profile of the borough as a cultural destination and has the potential to increase local tourism.
- 3.1.6. In a small borough like Islington, the impact of film shoots can be significant. Production companies do not need to secure permissions or licenses for many common filming requests. News media can film almost anywhere without a license, anyone can arrange for a film shoot on private property, for example on a housing estate, but the Film Service helps to monitor unauthorised film shoots which minimises the adverse impact on residents. Having a managed Film Service enables Islington to take a coordinated approach to film facilitation in the borough.

3.1.7. Ensuring Islington's Film Service is managed by industry specialists is essential to optimising the benefits for Islington residents. The role requires engagement with many of Islington Council's service areas and public, private and voluntary sector partners. It demands a distinct skillset that combines industry intelligence with an understanding of working practises both within the screen industries and with relevant authorities. This is essential to coordinating a consistent, collaborative and responsive service, reducing pressure on council teams and ensuring a joined up approach. The growing importance of film to the economy also means that appointing a specialist contractor provides the Council with an opportunity to engage the industry in our skills and employment agenda.

3.2. **Estimated value**

3.2.1. We are proposing to procure a service using the same contract model that is currently in place via a services concession contract. This ensures a managed Film Service at no cost to the council and with minimal risks as costs associated with delivering the service are effectively covered.

3.2.2. The turnover from this contract for the period 2024-2032 is estimated at £7,917,288 equivalent to £989,661 per year (average of annual turnover in 2021-22 and 2022-23). Turnover in this context is defined as the total income generated by film shoots in the borough. The income is divided between the following parties, in order for magnitude from largest to smallest: direct payments to council services (e.g. Parking and Roadworks), a percentage of revenue assigned to the contractor, a percentage of revenue assigned to the council service commissioning the Film Service, and payments to third parties (community groups). The contract value is based on projected figures for turnover through income generated by film services. This estimation is based on projections made by Film London (the independent film and media agency developing London as an international film-making capital).

3.2.3. There has been no expenditure on this service in the last two years as it is a concession.

3.2.4. Through the tender development the Cultural Enrichment Team has consulted with internal teams working with the current contractor to explore efficiencies and the impact of film facilitation on officer time. Advice has also been sought from external partners such as Film London and the Greater London Authority, as well as the lead teams at Camden Council and Lambeth Council.

3.2.5. Through a thorough review process with the relevant Council services, processes have been streamlined and efficiency increased to reduce impact on officer capacity.

3.3. **Timetable**

- Strategy approved at the Executive meeting October 2023
- Publish tender October 2023
- Invitation to tender deadline November 2023
- Evaluation December 2023
- Contract award February 2023
- Mobilisation period February-April 2024
- New contract starts 1 May 2024

3.3.1. We have consulted externally with Camden Council (fellow member of the tri-borough partnership) and with Lambeth Council (former member of the partnership - Lambeth has run an in-house film service since March 2022), as well as Film London (the independent body overseeing and promoting London as a destination for film shoots) and the Greater London Authority. We have consulted with elected Members and internally with the following council services:

- Inclusive Economy - Youth Employment and iWork
- Strategic Procurement
- Legal
- Highways
- Parking
- Greenspace and Leisure
- Property
- Community Partnerships
- Communications

3.4. **Options appraisal**

- Option 1 - Not to undertake a procurement exercise and to cease having a managed Film Service
- Option 2 - Not to undertake a procurement exercise for an external film facilitation partner and instead to deliver the Film Service in-house
- Option 3 - Procure an external film facilitation partner independently of other boroughs
- Option 4 - Procure an external film facilitation partner within a multi-borough partnership

3.4.1. **Benefits and drawbacks**

3.4.2. Option 1 – Not to undertake a procurement exercise and to cease having a managed film service. This option presents the greatest risks to Islington residents, the local economy, in-house services and the Council's reputation. While this option would mean that officers across the Council would not need to liaise with a specialist film contractor, significant work would be passed to in-house teams in the absence of a Film Service. This would include managing speculative filming requests; shoot coordination; engagement with residents and community

groups; coordination with statutory services such as the Metropolitan Police and Transport for London; processing filming products and services; financial administration; and monitoring filming activity. As well as burdening council teams, this approach would present major issues in terms of coordinating complex shoots which require a range of services from the Council and its partners. Significantly, the Council would lose oversight of film and TV production in Islington which could present issues in reducing the pressure on particular filming hotspots. The impact on communities in Islington would likely be more significant without this oversight and with less capacity to manage filming activity. As a borough we would also be less responsive to productions, damaging Islington's 'film-friendly' commitment and reputation. This would affect the development of 'cultural destinations' within the borough, the broader tourist offer and impact the local economy. We would also not be able to be selective about the kind of film and TV productions we attract to Islington and would lose a link to this increasingly important industry and the opportunity to lever social value for residents.

- 3.4.3. Option 2 – Not to undertake a procurement exercise for an external film facilitation partner and instead to deliver the Film Service in-house. This option would require a significant investment in staff resources and technology. To develop a comparable service, the Council would need to be sure it could appoint multiple officers with the industry expertise in managing a Film Service and an understanding of relevant service areas within the organisation and its partners. These skills are not readily available within the Council and it is anticipated that the service would require a minimum of two full time staff, one at managerial level, costing approximately £105,000 per annum. This is greater than the profit share income generated in 2021-22 for the Cultural Enrichment Team. It is therefore possible that a comparable in-house service would operate at a loss for the service and present a financial risk to the Council. It is questionable whether we would be able to easily source staff with this expertise which also suggests there would be risk for business continuity if in-house staff delivering this service left the Council. In addition, the volatility of the market for film services could lead to a small team having insufficient capacity in times of peak demand and excess capacity in times of lower demand. Bringing the service in-house would make benchmarking Islington's film offer with other boroughs more complex, particularly as regional bodies such as Film London and the Greater London Authority (GLA) do not keep accurate data on filming fees by borough. It is very likely that a successful bidder will also be delivering film services in other London boroughs, which will enable them to make comparisons of best practice. It is also uncertain whether we would be able to maintain Islington's commitment to the London Filming Partnership, run by Film London with this arrangement, which could damage our relationship with Film London and the GLA. The London Filming Partnership helps the film industry, locations and film services to maintain best

practice and, as a consequence, increase attractivity to film production companies, as well as maintain public confidence.

- 3.4.4. Option 3 – Procure an external film facilitation partner independently of other boroughs. This option would enable Islington to partner with a specialist film facilitation company. It would benefit residents through a professional and tailored service and reduce the burden on in-house teams by managing complex filming activity which impacts on multiple service areas, often with very short turnaround times. Appointing an external provider would ensure a more professional and strategic approach through a managed service and facilitate partnerships with pre and postproduction companies to advance skills development and employment opportunities for residents.
- 3.4.5. Option 4 – Procure an external film facilitation partner as part of a multi-borough partnership. This option would continue the successful partnership model implemented for the current contract and give scope to introduce new boroughs into the partnership. Benefits include those highlighted in Option 3 - minimising in-house costs and burdens on council teams; a higher risk assurance through a specialist and dedicated resource; a professional and tailored service; industry intelligence to ensure the most competitive financial negotiations; and increased social value benefits to residents. There are two further benefits of working in collaboration with other boroughs: 1) Shared intelligence about good working practice; 2) Reduced internal running costs for administration of contract across the partner boroughs. However, shared intelligence can be gained by liaising with other boroughs through existing film office networks and the gain of reduced administration of contract is limited to the occasions of contract renewal or extension, so in practice leads to minimal savings. There are two drawbacks to working in collaboration with other boroughs: 1) Increased internal running costs due to additional requirements for negotiation with partner boroughs; 2) Increased time delays if variations required to contract. The obstacle to working with another borough is that the current partner Camden Council has indicated that it does not wish to continue in a partnership arrangement, and establishing a new relationship with another borough council will require that council film service current contract period to expire simultaneously with Islington's and would also require considerable negotiation. The tight time period for procurement makes this option unfeasible.
- 3.4.6. Our preferred procurement route is Option 3 - Procure an external film facilitation partner independently of other boroughs through competitive tender.
- 3.5. **Key Considerations**
- 3.5.1. The award criteria for the contract will include 30% weighting for social value including sustainability and environment.

- 3.5.2. Social value: the contractor will be required to deliver key social value outputs around the provision of youth employment and skills opportunities, and the generation of income for local community projects.
- 3.5.3. Youth Employment and Skills: The Council is committed to delivering positive social value benefits for Islington residents, working closely with schools and through the World of Work Programme (<https://www.islingtoncs.org/wow>) to offer exposure to a wide range of jobs and skills within the Creative Industry. This would be achieved through an active contribution to this programme through the provision of site visits, work experience opportunities, careers talks and workshops. The contract with the successful bidder will also include clauses relating to economic, social, and environmental sustainability.
- 3.5.4. Community benefit contributions: The Council actively supports the provision of services which benefit the community by improving outcomes for residents across the Council's corporate priorities and supporting the Council's early intervention and prevention ambitions - this could include cultural, heritage and library related activities provided by a range of partners and stakeholders. The provider will ensure that, through their services and links with the film industry, funds are made available to benefit Islington's communities in a tangible way. Particular focus should be on serving disadvantaged and vulnerable residents, often based in council housing estates and deprived neighbourhoods, and mirroring our commitment to create a more equal Islington by delivering the commitments in the [Islington Together 2030 Plan](#).
- 3.5.5. London Living Wage will apply.
- 3.5.6. The contract will be reviewed after an initial three year period and subsequently at regular intervals in order to ensure continuous monitoring of delivery.
- 3.5.7. There may be TUPE, pensions and staffing implications.

3.6. **Evaluation**

- 3.6.1. This contract is being procured under Schedule 3, social and other specific services, of the Concession Contracts Regulations 2016. The process shall treat all bidders equally and without discrimination in a transparent and proportionate manner. In accordance with Regulation 41 the contract shall be awarded on the basis of objective criteria which ensure that tenders are assessed in conditions of effective competition so as to identify an overall economic advantage for the Council.

3.6.2. The process will be based on the open procedure. The open procedure means that all bidders who successfully express an interest will automatically be invited to tender and have access to the tender documents. Those who submit a tender and meet the minimum requirements (by answering selection questions) will have their full tender, method statements and pricing evaluated.

3.6.3. Proposed award criteria:

Award Criteria	Total
Cost	40%
Quality - Made up of	60%
Proposed approach to social value, sustainability and the environment	30%
Proposed approach to business process and service methodology (including information and communications technology)	5%
Proposed approach to filming	5%
Proposed approach to organisational structure	5%
Proposed approach to business development	5%
Proposed approach to resident and stakeholder engagement	5%
Proposed approach to risk management and monitoring	5%

The cost element of the award criteria will include 25% allocated to revenue share. Bidders will need to include an offer of a revenue share within a range set by the Council in the published tender documents. The highest percentage offer within the range will achieve the highest marks (maximum 25%).

3.7. **Business risks**

3.7.1. The income from film is dependent on the macro-economic situation and film industry specific variables, such as demand for product from distributors such as Netflix. If demand decreases, income will correspondingly decrease. Mitigation in the past has been a) improving the Council's working practices to streamline processing of applications of licenses, which makes the borough more attractive to production companies and b) marketing Islington as a destination for filming. This forms part of the award criteria around approaches to business process, business development, and risk management

3.7.2. There are opportunities to increase further the income from film in the borough, in particular through the short term or medium term rental of vacant Council properties. These will be explored through a Service Level Agreement with Islington Property Services.

3.7.3. Film shoots in the borough risk inconveniencing residents and as a consequence pose a reputational risk to the council through:

- suspension of parking bays

- closures of roads, parks and amenities
- air, noise and light pollution
- littering of public spaces

3.7.4. It is essential that the successful bidder has a robust and well considered plan for resident engagement and consultation.

3.7.5. There are a number of risks involved in film facilitation but we believe these would be magnified without a professional film facilitation partner i.e. with no managed film service or an in-house 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 in accordance with rule 2.8 of the Procurement Rules:

Relevant information	Information/section in report
1. Nature of the service	The Islington Film Service is responsible for working with production companies to arrange all film shoots in the borough and thus generating income for the Council. See paragraph 3.1
2. Estimated value	The estimated value per year is £989,661 [total turnover]. The agreement is proposed to run for a period of three years with the option to extend for a maximum further five years. See paragraphs 3.1.3 and 3.2.2
3. Timetable	As outlined in this report. See paragraph 3.3
4. Options appraisal for tender procedure including consideration of collaboration opportunities	The preferred procurement route is to procure an external film facilitation partner independently of other boroughs through competitive tender. See paragraph 3.4
5. Consideration of: <ul style="list-style-type: none"> • Social benefit clauses; • London Living Wage; • Best value; 	As outlined in this report. See paragraph 3.5

<ul style="list-style-type: none"> • TUPE, pensions and other staffing implications 	
6. Award criteria	The award criteria for the contract will include 30% weighting for social value. 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	The principal business risks are around market demand for film and TV product and the impact on Islington residents of film shoots. See paragraph 3.7
8. Any other relevant financial, legal or other considerations.	See paragraphs 4.1, 4.2 and 4.3

4. Implications

4.1. Financial Implications

4.1.1. The contract type- service concession reduces the risk to the Council by not having to fund a team upfront in the Cultural Enrichment team to cover Filming activities. The contract also encourages the concession to strive for growth since the rewards are based on profit sharing, but previous turnover is not a guarantee that this will happen in the future. Thus, average turnover is a reasonable assessment for the value of the contract.

4.2. Legal Implications

4.2.1. This Report seeks approval to procure a concession contract for up to 8 years (3 years plus up to a further 5 years) at an annual turnover of £989,661 which means that the procurement is subject to the Concession Contracts Regulations 2016 as well as the council's own Procurement Rules; the proposed Open tender process to be published on *Find A Tender* is compliant with both.

4.2.2. The council has power to procure and enter into this contract pursuant to Section 111 of the Local Government Act 1972, Section 1 of the Local Government (Contracts) Act 1997 and Section 1 of the Localism Act 2011.

4.2.3. This is a decision which, due to the total contract value being over £2m, must be taken by the council's Executive, who may delegate power to the Corporate Director to sign the Contract Award Report in due course, subject to the Corporate Director being satisfied that the contractor is competent to deliver the service and that the contract represents value for money for the council.

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

4.3.1. This service cannot be delivered currently on a zero emission basis, because through the Islington Film Service, independent film production companies will

apply for licenses to film and the government has not yet introduced specific legislation to limit emissions by film production companies. The contract will include clauses relating to economic, social, and environmental sustainability. The successful bidder will be required to include material use and waste generation minimisation policies within its standard terms and conditions. The contract will include clauses relating to use of energy in environmentally sustainable ways.

4.4. **Equalities Impact Assessment**

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

- 4.4.1. An Equalities Screening Tool was completed to identify and positive or negative impacts on protected groups. The screening identified that there was low impact for groups and the majority of impacts would be positive and therefore a full EQIA is not required. Key issues identified in the screening were:
- Low/ negative: Ensuring disruption from film shoots at locations across the borough is managed to minimise any impact on residents.
 - Positive: Ensuring the selected provider has EDI policies in place and meets our equality standards.
 - Positive: Ensuring the chosen provider pays London Living Wage.
 - Positive: Ensuring the chosen provider contributes in terms of social value e.g. apprenticeships or work experience for young people.
 - Positive: Ensuring income from the film contract is reinvested in the cultural space and for the benefit of residents.

The team will continue to review the screening tool and update if any further impacts come to light.

5. **Conclusion and reasons for recommendations**

- 5.1. Following an analysis of the Islington Film Service, the recommendation is for the Council to undertake a procurement exercise for an external provider, because the other options considered are likely to incur greater expense and reduce income from film to the Council.
- 5.2. This recommendation is the result of extensive consultation including with external partners such as Film London. We have also been liaising with in-house teams, most significantly those in the Environment and Climate Change directorate, to

ensure relevant services are invested in the procurement process and that issues are anticipated and addressed.

Appendices:

- 1 Exempt Appendix

Background papers:

- None

Final report clearance:

Authorised by:

Executive Member for Equalities, Culture and Inclusion

Date: 9 October 2023

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Homes and Neighbourhoods Directorate
222 Upper Street, N1 1XR

Report of: Cllr O'Halloran, Executive Member for Homes and Communities
Cllr Khondoker Executive Member for Equalities, Culture, and Inclusion

Meeting of: Executive

Date: 19th October 2023

Ward(s): All electoral wards

Subject: Purchasing 310 Ex Right to Buy properties

The DLUH&C Allocation of Funding Programme to acquire 150 X 1, 2, and 3 bedroom Ex Right to Buy properties and a further 20 x 4 bedroom Ex Right to Buy properties for people who are eligible for the

- **Afghan Citizen Resettlement Scheme (including eligible British Nationals under this scheme)**
- **the Afghan Relocations and Assistance Policy**
- **Ukraine Family Scheme**
- **Homes for Ukraine and the Ukraine Extension Scheme.**

In addition to this the DLUH&C have allocated funding for 70 X 1, 2 and 3 bedroom Ex Right to Buy properties for homeless households and 70 X 1, 2 and 3 bedroom properties for homeless people from Afghanistan.

1. Synopsis

- 1.1. The aim of this report is to advise the Executive of the outcome of a capital funding bid made to the DLUH&C to purchase 310 Ex Right to Buy properties for people who are homeless from the Afghanistan and the Ukraine as part of the council's humanitarian housing response and for homeless households to reduce local housing pressures beyond those on Afghan resettlement schemes. The intention is to provide better quality temporary accommodation to families owed homelessness duties by Islington Council, reduce emergency, temporary and

bridging accommodation costs and to reduce impacts on the existing housing and homelessness systems as well as for those waiting for social housing.

- 1.2. Islington Council is the first council in London to access this funding from the DLUHC and 70 properties will be allocated to homeless households.

2. Recommendations

- 2.1. To approve the borrowing of £85,304,000 within the Housing Revenue Account to supplement the funding provided by the DLUH&C to enable the council to purchase 310 Ex Right to Buy properties.
- 2.2. To note the capital funding of up to £81,725,260 allocated to Islington Council by the DLUH&C to enter into the grant agreements and to commence the purchasing of 310 Ex Right to Buy properties in Islington to accommodate homeless households with a local connection to Islington.
- 2.3. To note the funding and to commence the purchase of these properties immediately.
- 2.4. To approve the budget increases as outlined in 4.1.3

3. Background

- 3.1. Islington Council is currently accommodating 1,112 homeless households who are living in temporary accommodation. This is the highest level of households living in temporary accommodation for a considerable period due to a combination of the cost-of-living crisis, and the financial fallout of Brexit
- 3.2. During the last 12 months, Islington Council has witnessed an increase in homeless households living in temporary accommodation from 913 homeless households to 1112 an increase of 22% (199) households.
- 3.3. London has a proud history of providing sanctuary to those in need and the Mayor of London has made it clear that he wants to do everything in his power to support people from Ukraine and Afghanistan to establish a long-term future in the city.
- 3.4. Equally, Islington Council has a long and proud history of offering sanctuary to people in need, and therefore stands ready to help people from Ukraine and Afghanistan in every way we can.
- 3.5. Homeless households are now spending longer periods of time living in temporary accommodation due to the reduction of available council and housing association lettings, again because of the effects of the cost-of-living crisis and Brexit with homeless presentations increasing by 22% in the last 12 months. In addition to this the number of homeless households living in temporary accommodation continues to increase.
- 3.6. Islington Council accepts the provision of 310 additional properties purchased through the Ex Right to Buy property programme will not the address all urgent needs. However, these properties will ensure homeless people have safe and secure accommodation locally in Islington to help with health improvements,

education attainment for children and reduce the time spent in expensive and inappropriate temporary accommodation.

- 3.7. This funding will secure 310 Ex Right to Buy properties for homeless households and households from Afghanistan and Ukraine living in Islington and the surrounding areas as part of the council's humanitarian response, with all purchases resulting in the acquisition of Ex Islington Council Right to Buy properties.
- 3.8. The acquisition of these properties will ensure homeless households and people fleeing Ukraine and Afghanistan are provided with good quality accommodation locally in Islington to enhance community well-being.
- 3.9. The current crisis underlines the importance of this funding. But it is not only needed for those in expensive emergency temporary accommodation as a result of homelessness and the financial effects of the cost-of-living crisis. It is also required to provide longer-term homes for those who need, to live in Islington for employment reasons or to provide or receive support from family and friends.
- 3.10. The aim of the programme is to boost delivery of affordable accommodation for homeless households locally in Islington.

4. Implications

Financial Implications

- 4.1.1. The DLUH&C Property Acquisition Grant Offer totalling £81,725,260m is broken down into 3 separate allocations in line with their MOUs - as follows:
LAHR1(1) 150 properties no specified bed sizes £31,800,000
LAHR1(2) 20 4 beds £9,885,260
LAHR2 140 properties £40,040,000

This is caveated as follows:

LAHR1(1) The grant across the portfolio cannot exceed 40% of the purchase price + legal fees + refurbishment costs + £20k per property.

LAHR1 (2) The grant across the portfolio cannot exceed 50% of the purchase price + legal fees + refurbishment cost + £20k per property.

LAHR2 The grant across the portfolio cannot exceed 40% of the purchase price + legal fees + refurbishment costs + £20k per property.

The financial modelling has been based on indicative likely purchase prices by bed size and estimated rents at 80% of market rent.

This indicates that we would be able to utilise the available grant funding which would require HRA Borrowing of £85,304,000 of HRA borrowing.

Table 1

BEDS	UNITS Purchased	Purchase Price	EST. 80% of Market Rent	BORROWING	GROSS GRANT
2	75	462,500	£377.33	-£19,855,900	-£15,705,000
3	75	475,000	£540.00	-£20,778,400	-£16,095,000
	150			-£40,634,300	-£31,800,000
4	20	625,000	£744.00	-£6,022,900	-£6,810,000
2	75	462,500	£377.33	-£19,855,875	-£15,705,000
3	55	475,000	£540.00	-£15,138,475	-£11,902,000
4	10	625,000	£744.00	-£3,652,450	-£2,764,000
	140			-£38,646,800	-£30,371,000
				-£85,304,000	-£68,981,000

4.1.2. Financial Viability Assessments:

The financial viability modelling has been based on a 30-year NPV approach using the following key criteria:

A discount rate of 5.65% aligned to the Council's cost of borrowing based on the PWLB 30-year rate at 12-09-23 5.73% less the certainty rate 0.20% less the HRA concession available to June 24 plus a buffer of 0.50%.

Purchase Prices based on the current market plus £10k-£15k refurbishment allocation.

Estimated rents at 80% of market rent; these are based on a desk top review of ex RTB market rents in Islington carried out by valuers at the end of Aug.23

Table 2

BEDS	Home.Co UK Ave Islington Market Rents (bst 14 days at 13-09-23) PCM	Home.Co UK Ave Islington Market Rents (bst 14 days at 13-09-23) P-WK	80% of Market Rent	Ave. (Bottom-Mid-Top) Ex RTBs Valuers Desk Top Review 80% of Market Rent	LHA Rate 23-24
1	£2,668	£616	£493	£297.33	£295.49
2	£3,832	£884	£707	£377.33	£365.92
3	£5,376	£1,241	£992	£540.00	£441.86
4	£8,116	£1,873	£1,498	£744.00	£593.75
5	£8,509	£1,964	£1,571		

- A one-off cost in relation to additional staffing resource to support valuers/legal & housing management in the sum of £200k.
- Running costs based on 23-24 budgets 100% Housing Management unit cost, caretaking & estate services loss of leaseholder income, £1k per property White

goods every 5 years, Repairs 100% unit cost 2 beds, 110% 3 beds & 120% 4 beds, MWs 0.8% of the building value.

- Inflation at +2% rents & running costs.

The financial viability NPV assessments indicate that the 2 beds viabilities are under pressure and produce negative (deficit) NPVs. However, if the proportion of 2 beds vs 3 & 4 beds purchases are managed appropriately, each portfolio generates an overall positive (surplus) NPV.

Table 3

BEDS	UNITS Purchased	Purchase Price	EST. 80% of Market Rent	NPV at 5.65% CR(red) = POSITIVE (Surplus) NPV & DR(black) = NEGATIVE (Deficit) NPV
2	75	462,500	£377.33	£4,100,000
3	75	475,000	£540.00	-£5,436,000
	150			-£1,336,000
4	20	625,000	£744.00	-£4,299,000
2	75	462,500	£377.33	£4,100,000
3	55	475,000	£540.00	-£4,086,000
4	10	625,000	£744.00	-£1,509,000
	140			-£1,495,000
				-£7,130,000

Based on delivering the purchases at the prices & rents set out in table 3 above, table 4 below sets out the cashflow position over 30 years if (as is the norm) the HRA takes out maturity borrowing at 5.65%.

All years generate a surplus cashflow and at year 30 all things being equal there should be a balance of £65m to repay 75% of the borrowing.

Table 4

YEAR	RENT	RUNNING COSTS	INTEREST Charges at 5.65%	NET C.Flow to Repay DEBT
	£'000	£'000	£'000	£'0000
5	-£38,440.9	£11,501.0	£24,098.4	-£2,841.5
10	-£42,441.9	£12,698.1	£24,098.4	-£5,645.4
15	-£46,859.2	£14,019.7	£24,098.4	-£8,741.2
20	-£51,736.4	£15,478.9	£24,098.4	-£12,159.1
25	-£57,121.2	£17,089.9	£24,098.4	-£15,932.8
30	-£63,066.4	£18,868.7	£24,098.4	-£20,099.3
	-£299,665.9	£89,656.3	£144,590.3	-£65,419.3

4.1.3. Rents & Tenancy Type

As per Table 2, rents will be set at 80% of market rent in accordance with the rent standard and DLUH&Cs MOU's. The properties will be held in the HRA & let under licence i.e., not as secure tenancies.

Given the rent levels intended to be charged the Housing Department will need ensure that the clients placed in these properties are able to attract full housing benefit (UC does not apply if placed under homelessness legislation under licence), i.e., we need to ensure that the hours worked do not result in a withdrawal of HB.

The Corporate Director of Homes & Neighbourhoods has provided assurance that there is sufficient current and projected demand within the cohort of clients that will be entitled to full HB to fill this accommodation.

4.1.4. Budgets HRA & GF

The full year budget is set out below:

HRA

An increase in the HRA **Capital Exp. Budget** provision is required in 2023-24 totalling £154.285m for the purchase of 310 ex RTBs – it is unclear at this stage how many purchases will complete by 31-03-24.

HRA EXP. Budgets

Housing Management £977k
 & Response Repairs £658k
 Major Repairs £576k
 Interest Charges at 5.65% £4.820m

HRA INCOME Budgets

Rent £7.387m
 NET surplus first FULL YR1 23-24 £357k

The above will be included in full as part of the 2024-25 budget setting cycle however depending on the timing of the purchases during 2023-24 a percentage of all the Revenue budgets maybe required.

GF Savings

These purchases should “in theory” contribute towards the delivery of HGF savings or the reduction in HGF homelessness over spends in future years in the sum of around £775k (based on a net cost of Temp. Accommodation of on average £2.5k per year per household x 310 properties).

- 4.1.5. To avoid DLUHC grant claw back & for the Council to retain the full capital grant for the purchase of the 310 properties the service needs to be provided for 30 years. At the end of the 30-year term, if the service is no longer required or we wish to redeem the outstanding debt and there was NO surplus set aside as referenced at 4.1.2 the Council would need to sell an estimated 97 properties to repay the debt. The remaining 213 properties could be retained for general needs purposes & let at social rents.
- 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 the demand for temporary accommodation declines over time or there is no longer a need for these properties.
- 4.1.7. In this event we would potentially have the option to sell. House prices in Islington have risen by around 15% over the last 5 years (to 2022) so it is not unreasonable to assume we could sell the properties if necessary, repay the proportion of the grant claw back and redeem the outstanding debt. Alternatively, there is also the potential option to convert the 3 & 4 bed dwellings into smaller sized temporary accommodation provision for which ongoing long-term demand is anticipated.

4.2. Legal Implications

- 4.2.1** The Council may meet housing need by acquiring properties within Islington (section 9 of the Housing Act 1985).

S208(1) of the Housing Act 1996 provides that so far as reasonably practicable the Council shall secure accommodation within Islington for people who are homeless or under threat of homelessness.

Part 7 of the Housing Act 1996 sets out the local authorities’ duties to prevent homelessness and provide assistance to homeless people or those threatened with homelessness.

The Allocation of Housing and Homelessness (Eligibility) (England) Regulations 2006 prescribe the classes of persons who are eligible or ineligible for homelessness assistance.

Regulation 5(m) sets out the eligibility criteria for Afghan refugees who have fled the Taliban and Regulations 5(n) and (o) sets out the eligibility criteria for Ukrainians who have fled the Russian invasion.

This property programme will increase the availability of accommodation within Islington that the Council can use to meet this statutory duty.

This Report seeks authority to enter into the following Grant Agreements.

The Refugee Housing Programme (RHP) Capital Grant Agreement between the LBI and the GLA for £81,725,260 million pounds.

The total of the capital funding is for £81,725,260 and therefore is an Executive decision.

Procurement rule 2.5.1 states that contracts exceeding £500,000 or were directed by the Director of Law and Governance, must be signed as a deed by Director of Law and Governance or their authorised representative.

Procurement Rule 19.1.7 states the Council's corporate seal is placed on any document that needs to be 'sealed and executed' as a deed, and that where a document does not need to be sealed, it is signed by two authorised officers.

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

- 4.3.1. Purchasing 310 existing 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. Equalities 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 of 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. Reasons for recommendations

- 5.1. To assist the council's commitment of ending homelessness in Islington whilst concurrently ensuring a robust humanitarian response to support refugees from Afghanistan and Ukraine.
- 5.2. The council have considered all options to deliver this programme and we have concluded the most appropriate framework to deliver these acquisitions is the existing framework.
- 5.3. The council considered partnering with a Registered Social Landlord to deliver this programme, but this would not offer greater benefits compared to the business as usual model.
- 5.4. The council will shortly be commencing a communications plan to contact all Leaseholders who own a former Islington Council property to ensure this programme is delivered.
- 5.5. As of the 14th of September 2023, the council have secured 19% of this programme

Final report clearance:

Authorised by:

Executive Member for Homes and Communities and
Executive Member for Equalities, Culture, and Inclusion

Date: 9 October 2023

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Resident Impact Assessment

Service Area: Homes and Neighbourhoods

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

The overall aim of the Scheme is to ensure that social housing is allocated fairly and objectively to those in the greatest housing need.

2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants?

		Borough profile	Housing Register
		Total: 206,285	Total: 14,003
Gender	Female	51%	58%
	Male	49%	42%
	Other		0.1%
Age	Under 16	16%	0%
	16-24	14%	13%
	25-44	42%	52%
	45-64	19%	26%
	65+	9%	8%
Disability	Disabled	16%	24%
	Non-disabled	84%	76%
Sexual orientation	LGBT	No data	6%
	Heterosexual/straight	No data	94%
Race	BME	52%	52%
	White	48%	48%
Religion or belief	Christian	40%	46%
	Muslim	10%	25%

	Other	4.5%	5.5%
	No religion	30%	24%
	Religion not stated	17%	

3. Equality impacts

Many people are unable to secure appropriate accommodation without support. This is a major issue in Central London, where property prices and poverty levels are high. Ensuring people can access decent, suitable housing is a key priority for Islington Council. The Council also has a legal obligation to ensure certain groups are housed.

Social housing is a primary tool for tackling these issues. It provides accommodation to roughly 44% of Islington residents at below market rates. Demand for social housing in Islington far exceeds supply with more than 14,000 households on the Housing Register and approximately only 1,000 properties to let each year equating to about 7% of households on the Housing Register.

In cases where the Council has a legal obligation to house someone but is unable to do so immediately, it will use temporary accommodation. Temporary accommodation is costly for the council, and represents greater instability for the housed family or individual.

The Council allocates social housing in accordance with its Housing Allocation Scheme. The scheme is developed in accordance with legislation and Government guidance.

The Council's Housing Allocation Scheme lists the following guiding principles:

- 1) A common housing register which will enable residents in housing need to access social housing across Islington;
- 2) To provide a high quality service to residents;
- 3) Meet the legal obligations of the Council, namely to give appropriate priority to residents who fall within the Housing Act "reasonable preference" categories;
- 4) Help prevent homelessness and offer realistic choice to those with a housing need
- 5) Improve local mobility across the London Borough of Islington;
- 6) To ensure that housing is allocated to those most in need or at risk and to ensure that, as far as possible, resources are targeted at local people;
- 7) To contribute to creating balanced and sustainable communities, promote the council's equality principles and be mindful of the communities we create;
- 8) To ensure that every resident is treated fairly and consistently irrespective of race and ethnicity, disability, gender/gender reassignment, sexual orientation, religion and belief and age;
- 9) A Scheme that is simple to understand, transparent and is seen as fair and accountable by applicants and Islington residents generally;
- 10) It must comply with statutory rules set out under legislation and accompanying regulations and take into account Codes of Guidance issued by central government from time to time;
- 11) The housing allocation scheme contributes to ending homelessness and eliminating rough sleeping;
- 12) The scheme must complement the council's other responsibilities, for example meeting social care needs and minimising financial risk to the council.

Islington Council has a legal obligation to pay due regard to the Public Sector Equality Duty (PSED) in the manner in which it carries out its functions. The three elements of the PSED are:

1. Eliminate unlawful discrimination harassment, victimisation and any other conduct prohibited by the Act;
2. Advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
3. Foster good relations between people who share a protected characteristic and people who do not share it.

The protected characteristics which need to be considered are age, disability, gender, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation. The duty to have due regard to the need to eliminate discrimination also covers marriage and civil partnerships.

An Equality Impact Assessment (EQIA) is carried out annually to ensure the Allocation Scheme is not inadvertently discriminating against any of the protected characteristics when compared to the profile of the Housing Register and the profile of the borough's population. The findings of the EQIA carried out at the end of 2020/21 found:

- In general, the profile of Islington's housing applicants and those allocated a new property is slightly younger, comprises more females, and includes more people of colour than the borough's population.
- While these groups are over-represented, relative to the borough's population, they are likely to be a consequence of dependent children contributing to a priority need decision, ethnic inequalities in the labour market and other factors that contribute to homelessness.
- Overall, there is no obvious indication of inequitable processing in the Housing allocations process.

The full report is attached to this report as Appendix 1.

The table below lists the proposed changes to the current Allocation Scheme and the anticipated equalities impact if any.

Proposed changes to the Housing Allocation Scheme

Current wording	New wording	Expected equalities impact
<p>Applicants who cannot join the housing register – Non-Residence</p> <p>People who are not resident in the borough on the date of application, and people who have lived in Islington for less than three out of the previous five years from the date they apply for housing, cannot join the housing register</p>	<p>Applicants who cannot join the housing register-Non-Residence</p> <p>People who are not resident in the borough on the date of application and have not continuously lived in Islington for at least five years from the date they apply for housing cannot join the housing register</p>	<p>Neutral:</p> <p>This change could adversely impact on people who are more mobile. The disqualification is however mitigated by a considerable number of exceptions. Applications are considered on their individual circumstances and an applicant can request a review on disqualification from the housing register. We will carefully monitor the effect of this change.</p>

	<p>Applicants who cannot join the housing register- non residence exception (p17)</p> <ul style="list-style-type: none"> • Moving due to domestic abuse 	<p>Positive</p> <p>Women and single female parents are over-represented in this group.</p>
<p>Applicants who cannot join the housing register - Unacceptable behaviour Being the perpetrator of violent, coercive, or controlling behaviour towards a resident of the borough</p>	<p>Applicants who cannot join the housing register - Unacceptable behaviour (page 17) wording changed to expand scope Being the perpetrator of domestic abuse, violent, coercive, or controlling behaviour towards a resident of the borough.</p>	<p>Positive</p>
<p>Applicants who cannot join the housing register – Households with sufficient income or capital to meet their own housing need</p>	<p>Applicants who cannot join the housing register – Households who have sufficient financial resources to own or rent accommodation (page 18) - item7 wording changed regarding income.</p> <p>a) Applicants who have total savings, investments and/or assets of £ 16,000 or more b) Applicants whose households total gross income from all sources exceeds an annual income of £90,000.</p>	<p>Neutral</p> <p>This proposed change of wording seeks to clarify and define what constitutes sufficient financial resources so that the scheme is more transparent for all housing applicants.</p>
<p>Residence Points Applicants must be resident in the borough for at least three out of the last five years from the date of application</p>	<p>Residence Points 100 points are awarded to everyone who has been resident in the borough continuously for the last five years at the date of application</p>	<p>Neutral Maintain points award for people who meet the residence criteria</p>
<p>Waiting time points Points are calculated at 5% per year of housing needs</p>	<p>Waiting time points- This section has been removed.</p>	<p>Positive The purpose of this proposed change to the existing Scheme is to prevent applicants without</p>

<p>points (except residence points)</p>		<p>a significant housing need who have accrued a high level of waiting time points from leapfrogging applicants who are in severe housing need. Therefore, applicants with the same number of points will be prioritised for a letting based on time spent on the housing register.</p>
	<p>Dividing households (Page 21) additional wording</p> <p>A council tenant may request one or more separate properties for their authorised household members. The council will only agree to this request where:</p> <ul style="list-style-type: none"> • the tenant and the authorised household members move to one bedroom properties; • the number of one bedroom properties required does not exceed the number of bedrooms in the original larger home; • the tenant and household member to be re-housed simultaneously <p>Shared residency of children Where children are subject to a shared residency arrangement the children are only considered to need one home of adequate size. Where either parent has a home of adequate size the remaining parent will be assessed as having overnight access only and no additional bedrooms will be agreed for the children.</p> <p>Households occupying more than one tenancy Where a family unit is not currently residing together the assessment will be based on the part of the household that</p>	<p>Neutral</p> <p>This proposed change is to clarify how this sort of request will be dealt with so is added to provide clarity and transparency.</p> <p>It is not expected that this change will have any negative impact to any protected group</p>

	occupies accommodation that provides them with the most suitable housing providing there is a reasonable expectation that they should reside together. The residency qualification will be based on that part of the household with the longest residency in the borough.	
Medical points Category A 150	Medical points- (page 22) Cat A 200 points (change to points award)	Positive Applicants who receive medical category A will have a disability or impairment that is severely impacted by their current housing and they would usually require a specific property type. It is expected that the additional points award will assist those with an acute and significant medical need to secure suitable housing more quickly.
Welfare points Welfare A Where the accommodation is required to meet the assessed needs of relevant children and other care leavers under the Children Leaving Care Act 2000. Welfare B Where an applicant or a member of their household has to move in order to be near a person to whom they give or receive care and support	Welfare points (page 25-26) Welfare A <ul style="list-style-type: none"> • Where the accommodation is required to meet the needs of a child who has been assessed as in severe harm or fatality due to their accommodation as assessed by Children's Services. • Where there is a risk of a child within the applicant's household coming into Local Authority care or residential care due to their housing situation Welfare B <ul style="list-style-type: none"> • Where an applicant or a member of their household has to move in order to be near a person to whom they give or receive care and support. The applicant should be in receipt of Attendance Allowance or Personal Independence Payments at the middle or highest rate. The carer should normally be in receipt of carer's allowance or the applicant is 	Neutral: No change to points awarded. Clarification on wording of examples

	<p>receiving a package of care following a social work assessment.</p> <ul style="list-style-type: none"> • Where the accommodation is required to meet the needs of a child who has been assessed as in urgent risk of harm due to their accommodation as assessed by Children’s Services. • Where an applicant is experiencing a threat of violence, abuse or harassment that is impacting their living conditions • Where accommodation is required to meet the needs of a child as assessed in a Child in Need (CIN) plan • The applicant is living in such insanitary conditions that their welfare is prejudiced, and there are no remedies available to improve the conditions. 	
	<p>Management Transfers (page 27)</p> <p>These points are only awarded to council tenants where a move is necessary on management grounds. Points may be awarded as follows: 150 points may be awarded:</p> <ul style="list-style-type: none"> • Where there is evidence to indicate that the tenant is currently at risk of serious harm from a third party perpetrator(s). For example, risk of possible homicide, serious injury, assault or abuse including domestic or sexual violence • where it can be evidenced that the risks can only be managed effectively by moving the tenant elsewhere 	<p>Neutral</p> <p>These points were previous awarded under welfare grounds.</p>

	<ul style="list-style-type: none"> • where there is a corresponding safety plan in place setting out how the new address will be kept confidential, minimising the risks of the perpetrator (s) finding the victim/survivor 	
<p>Points awarded from previous Allocation Scheme (Retention Points)</p> <p>Applicants retain these points under previous Allocation schemes (2010 and 2013)</p>	<p>Points awarded from previous Allocation Scheme (Retention Points) (page 28)</p> <p>This section has been removed:</p> <p>Reason: All applications to be re-assess and therefore these points will be no longer applicable</p>	<p>Positive</p> <p>Our analysis has shown this will disproportionately affect older age groups aged over 45. However, those applicants have had time to use points secured under previous schemes in 2010 and 2013 to secure a move. Removing these points will make the Scheme clearer and more transparent for all applicants.</p>
<p>Relationship Breakdown</p> <p>Where a relationship has occurred between couples and one or both partners are an Islington council tenant.</p>	<p>Relationship Breakdown</p> <p>This section has been removed:</p> <p>Reason:</p> <ul style="list-style-type: none"> • There is a growing increase in high needs single vulnerable applicants who require housing. This should be removed due to the severe shortage of social housing 	<p>Neutral</p> <p>Analysis shows as expected that males will be affected more than females by this change. Very few applicants were able to secure social housing through this points allocation. Applicants experiencing relationship breakdown will be able to seek advice and assistance to secure a settled home as a result of the Homelessness Prevention Act and have a much greater and realistic chance of actually securing an alternative settled home.</p>
	<p>Domestic Abuse (page 28)</p> <ul style="list-style-type: none"> • Applicants fleeing domestic violence and abuse that have been assessed by MARAC These applicants will be awarded 30 additional priority points 	<p>Positive</p> <p>Women and single female parents are over represented in this group.</p>

<p>New generation scheme: Applicants must be living continuously as an agreed member of the household of an Islington resident for at least three out of the last five years</p>	<p>New generation scheme (page28) Applicants must have lived continuously as an agreed member of the household of an Islington resident for the five years prior to the date of application</p>	<p>Neutral: It is not expected that this change will have negative impact to any protected group</p>
	<p>Prevention of homelessness (page 30)</p> <p>Applicants who were owed under Part VII of the Housing Act 1996 a prevention duty (section 195(2)) or relief duty (section 189B (2)) who have accepted a private sector tenancy solution will be awarded 30 points.</p> <p>Applicants who would normally be offered a section 193 (2) main housing duty and who have accepted a private sector tenancy solution will be awarded 70 points.</p>	<p>Positive Women, single parents, people with a disability or impairment, people from a BAME background and younger people are over represented among those who make homeless applications when compared to the rest of the housing register and the general population.</p> <p>This points allocation will encourage homeless applicants to take up a housing option suitable for their needs and also allow them to remain on Islington’s housing register.</p>
<p>Applicants not bidding</p> <p>The council will review all applications where no bid has been placed on a regular basis. Applicants will be contacted to make sure that they understand how to bid and to ensure that they will be able to make future bids.</p> <p>Applicants who persistently bid and do not attend viewings and applicants who consistently accept and later refuse properties may be suspended from the list for 6 months.</p>	<p>Applicants not bidding (Page 36)</p> <p>The council will review all applications where no bid has been placed on a regular basis. Applicants will be contacted to make sure that they understand how to bid and to ensure that they will be able to make future bids.</p> <p>Applicants who:</p> <ul style="list-style-type: none"> • persistently bid and do not attend viewings • applicants who consistently accept and later refuse properties • or applicants who fail to bid for more than twelve months may be removed from the Housing Register. 	<p>Neutral It is not expected that this proposed change will have a negative impact to any protected group.</p>

	<p>These applicants will be required to reapply if they consider they still have a housing need. Any decision to remove an applicant from the housing register is subject to review</p>	
<p>Supported choice</p> <p>Applicants agreed 2 offers of housing</p>	<p>Supported Choice (page 36) Where supported choice lettings are made an applicant will be given access to the choice based lettings system for a minimum of four weeks. If they are not successful within this time they will be made an offer of a suitable property based on their assessed need for accommodation.</p>	<p>Neutral Applicants selected for supported choice because they are unable to use the bidding system effectively will undergo a thorough suitability assessment to ensure that any offer made will meet their requirements. All final offers are subject to the reviews process which will ensure any offers made are suitable.</p>
<p>New homes Local Lettings Council Estate: Priority is given to: Secure council tenants Household members of a secure council tenants Secure council tenants requesting a like for like transfer</p> <p>Ward Priority Secure social housing tenants Household members of secure social housing tenants ...</p> <p>Other new social housing This will apply to either current social housing tenants or family members living with the tenants for the last 12 months</p>	<p>New Homes Local Lettings (page 40) Council Estate Priority is given to Current secure council tenants who meet the bidding threshold</p> <p>Ward priority Assured/secure social housing tenants living in the ward where the new homes for social rent are built will be given priority when the new homes are let.</p> <p>Other new social housing Applicants must be assured/secure council tenants living in the ward who meet the bidding threshold</p>	<p>Positive The introduction of Lettings Plans for individual schemes will mean that although the overwhelming majority of lettings on new build properties will continue to be let to residents on the estate (or ward), some properties will be available for applicants who need to move area for safety reasons. Women are over represented among this group.</p>
<p>Intra Estate Transfer</p> <p>20% of available voids on estates are prioritise to tenants who live on the estate</p>	<p>Intra estate Transfer</p> <p>This section has been removed:</p> <p>Reason:</p>	<p>Neutral This scheme has been superseded by local lettings policy on new build property.</p>

	<ul style="list-style-type: none"> • Due to the severe shortage of housing and the increase demand in high needs cases. 	
<p>Keyworker housing Islington keyworkers (Social Workers, Teachers, Metropolitan police nurses working in Islington are awarded housing points to bid for a bedsitter or 1 bedroom accommodation on a non –secure let</p>	<p>Keyworker housing</p> <p>This section has been removed:</p> <p>Reason:</p> <ul style="list-style-type: none"> • There is a growing increase in high needs single vulnerable applicants who require housing. This should be removed due to the severe shortage of social housing accommodation. 	<p>Neutral</p> <p>It is not expected that this proposed change will have a negative impact on any protected group.</p> <p>This was a scheme to encourage people to take up employment in the borough. There are low cost home ownership and intermediate rent opportunities available which are a more secure type of housing for these applicants.</p>
	<p>Supported housing move on new points allocation (page 20)</p> <p>100 points may be awarded to applicants in supported housing where it is in the council’s wider strategic interest for these applicants to move on from supported housing Examples where this may occur include:</p> <ul style="list-style-type: none"> • The applicant is in supported accommodation that they no longer need and that the council urgently requires that accommodation for other applicants • The supported accommodation scheme is closing down or changing use • The applicant has multiple complex needs and has a demonstrable need for settled accommodation in borough which they cannot reasonably be expected to find for themselves in the near future 	<p>Positive</p> <p>This will enable the council to make best use of limited supported housing for those who require it</p>
<p>Armed forces personnel</p>	<p>Armed forces personnel (p17)</p>	<p>Neutral</p>

To serving members of the regular forces who are suffering from a serious injury, illness or disability which is wholly or partly attributable to their service	To serving members or former members of the regular forces or reserve forces who are suffering from a serious injury, illness or disability which is wholly or partly attributable to their service	

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.

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

5. Action

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

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

Action	Responsible person or team	Deadline
There is very little consistent recording of disability, and there is relatively little recording of religion, marital status and sexual orientation. There may be value in improving recording of these factors, to further inform future work in this area.	Housing Needs	
Do more work to develop positive and meaningful interaction between immigrant groups and local communities to reduce negative stereotypes	VCS team	

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: *Ramesh*

Date: 10/10/2022

Date: 10/10/2022

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Homes and Neighbourhoods
222 Upper Street, N1 1XR

Report of: Executive Member for Homes and Communities

Meeting of: Executive

Date: 19th October 2023

Ward(s): All

Subject: Procurement strategy for additional capacity for nightly paid temporary accommodation

1. Synopsis

- 1.1. This report seeks pre-tender approval for the procurement strategy in respect of the Housing Needs and Strategy Service procuring additional capacity to support the Council's existing framework of providers of nightly paid temporary accommodation in accordance with Rule 2.8 of the Council's Procurement Rules.

2. Recommendations

- 2.1. To approve the procurement strategy for establishing a flexible framework for the procurement of nightly paid temporary accommodation, as outlined in this report.
- 2.2. To delegate authority to the Acting Corporate Director Homes and Neighbourhoods to award any call-off contracts pursuant to the flexible framework for nightly paid temporary accommodation.
- 2.3. To delegate authority to the Acting Corporate Director Homes and Neighbourhoods to award any required contracts for spot purchased temporary accommodation until the flexible framework is re-opened as outlined in this report.

3. Background

3.1. Nature of the service

- 3.1.1. There is a national crisis in temporary accommodation. Shelter has estimated that there are now over 250,000 people in temporary accommodation across the UK, including many children, with an already desperate situation worsened by the effects of the Covid-19 pandemic and the cost-of-living crisis. The local government association London Councils reported in March 2023 that there are 166,000 homeless households living in temporary accommodation in London, with 81,000 children now living in temporary accommodation. This is equivalent to one child in every classroom across London living in temporary accommodation.
- 3.1.2. London is disproportionately impacted by the increase in homelessness. In Islington, at the end of the financial year we had 1,048 homeless households in temporary accommodation compared to 750 before the pandemic in March 2020. This represents an increase of 38%. The challenge of finding appropriate and affordable accommodation for homeless households is immense.
- 3.1.3. Due to these housing demands and pressures and the shortage of social housing, the Council is heavily reliant on the private housing sector to source at least 56% of the required temporary accommodation for those who present as homeless.
- 3.1.4. The Council's CARE principles (collaboration, ambition, resourceful and empowering) are at the heart of the procurement strategy, and we aim to treat all homeless households like we would treat an important member of our family.
- 3.1.5. The Council will make every effort to place clients in accommodation that meets their needs, in terms of size, location and proximity to services and facilities. Priority criteria have been agreed to ensure clients' specific needs, including the need to remain in borough, are accommodated subject to the availability of accommodation.
- 3.1.6. The Council undertook an open procurement last year for providers to join a temporary accommodation framework agreement. Eight providers were appointed to the framework agreement. Unfortunately, there is a continual increasing demand for nightly paid temporary accommodation and these eight providers alone are not able to meet our growing demand. Whilst we will continue to prioritise using the existing eight providers to meet our obligations, we need to take steps to ensure there is increased capacity to meet the need for more temporary accommodation. Outside of the existing framework agreement, nightly paid accommodation is currently secured under 'spot purchasing' arrangements,

often out of borough. This procurement strategy provides an opportunity to explore a more transparent flexible approach which will increase capacity for the Council.

- 3.1.7. The establishment of a Flexible Framework (“FF”) of temporary accommodation providers, will assist the Council in securing properly procured and governed nightly paid temporary accommodation. The FF will also assist the Council to respond to increased demands and market forces during the term of the FF, including providing scope to secure bespoke emergency accommodation for rough sleepers in the Borough. This will give the Council access to a pool of pre-qualified providers of temporary accommodation and the flexibility to add new providers when the FF is re-opened. The FF will be re-opened a minimum of once a year.
- 3.2. The FF will be procured within the Light Touch regime under the Public Contracts Regulations (PCR) 2015 allowing the Council to adopt a flexible approach to the procurement whilst maintaining fairness and transparency.
 - 3.2.1. The Council is utilising the flexibility allowed under the Light-Touch regime to design a bespoke process that will ensure new providers can easily join the FF, while at the same time protecting the Council’s interests.
 - 3.2.2. It is proposed that new providers will be able to join the FF when it is re-opened if they satisfy the Council’s required standards as will be set out in the procurement documents. For any new providers joining the FF the Council will conduct due diligence on the new provider and, where possible, aim to conduct five property spot checks within the first six months of the provider joining the FF.
 - 3.2.3. The establishment of a FF will enable the Council to temporarily house homeless households it has a statutory duty to house under the homelessness legislation as laid down in the 1985 and 1996 Housing Acts and the 2017 Homelessness Reduction Act. Additionally, the Council will be able to fulfil its duties under the Care Act and Children’s Act, through offering temporary accommodation to clients who have No Recourse to Public Funds (NRPF).
 - 3.2.4. The quality standard for temporary accommodation used by the Council was approved by the Executive Member for Housing in 2021 and sets quality standards higher than all other Council’s in London.
- 3.3. **Estimated duration and value**
 - 3.3.1. The FF will be for a maximum of 48 months (with provision to extend on one or more occasions not exceeding a further 24 months in total). Call-off contracts and placements from this FF may last longer than the FF itself. The FF will also contain provision allowing the Council to terminate any time on notice either with or without the mutual termination of any Call-Off Contracts entered into prior to termination.

- 3.3.2. The impact of this FF and the costs incurred will be closely monitored and reviewed annually in the Temporary Accommodation Report which will be presented to Housing Scrutiny.
- 3.3.3. The current framework agreement (procured last year) has a value up to £13m per annum but with only eight suppliers on the framework, it is estimated that accommodation to the value of £6m per annum is available at best. It is recommended that the FF value is £7m per annum to bridge the gap in current lack of capacity until the current framework agreement expires in October 2026. At the point the current framework agreement expires, this FF will have a value of up to £13m per year for the fourth year and any subsequent extensions (2 years in total). The total value including extensions is forecast to be £60m.
- 3.3.4. A prudent approach must be taken given the ever-changing situation in the temporary accommodation sector. Significant national and international factors such as the war in the Ukraine, the cost-of-living crisis and the contraction of the private sector market have meant we have been unable to reduce the number of households in temporary accommodation.
- 3.3.5. The spend on this service for the last four years is outlined in the table below (see nightly paid TA and B&B costs). It is hoped that with the latest purchase programme underway we will reduce the costs of nightly paid accommodation going forwards.

	2019/20 (£)	2020/21 (£)	2021/22 (£)	2022/23 (£)
Nightly paid TA and B&B Costs	9,078,248.07	10,665,551.34	12,977,098.94	13,399,485.81
Private Sector Leasing Costs	1,878,877.75	1,490,181.57	458,928.39	241,713.92
Total TA Costs	10,957,125.82	12,155,732.91	13,436,027.33	13,641,199.73

- 3.3.6. Islington is part of the London Councils inter-borough temporary accommodation agreement (IBAA) in which local authorities in London agree set rates for private sector placements.
- 3.3.7. The service still aims for cost reductions and the key drivers for this are:
- Reduction in the number of households in nightly paid accommodation.
 - Reduction in the average length of stay for each household in nightly paid accommodation.

- Reducing the average cost per unit- on some occasions we have exceed the IBAA rates to secure specific units such as wheelchair accessible properties, hotel rooms or serviced apartments.
- Handing back all private sector leased and housing association leased accommodation.
- Increased use of our own temporary accommodation stock.
- Increased use of the private sector to move people more quickly into longer term housing.

3.4. **Timetable**

Procurement strategy approved	19 October 2023
Publish Contract Notice	End October 2023
Evaluation	November 2023
Award	January 2024

3.5. **Options appraisal**

3.5.1. The four options that have been considered in this procurement are as follows:

- Do nothing and continue with only the existing framework agreement;
- Procure a traditional framework agreement to attract more providers to work alongside the existing framework agreement signed last year;
- Procure a flexible framework (FF) under the light-touch regime; and
- Insourcing.

3.5.2. Having reviewed the options available, the recommended way forward is to procure a FF. Please also note that insourcing is a key part of our long-term strategy to eliminate the use of expensive and inappropriate private sector temporary nightly paid accommodation.

	Pros	Cons
Do Nothing	<ul style="list-style-type: none"> • Carry on with business as usual, little impact on staff teams 	<ul style="list-style-type: none"> • Not enough providers on the current framework to meet the level of demand we currently have. • Costs will escalate as forced to spot purchase which is more expensive.
New traditional framework agreement	<ul style="list-style-type: none"> • Providers must complete a thorough detailed tender return which is subsequently evaluated and scored by the Council. 	<ul style="list-style-type: none"> • Applying to be on the framework agreement is a time-consuming process for providers.

	<ul style="list-style-type: none"> • Gives the Council the assurances it needs around the quality of the accommodation. • Greater control of temporary accommodation standards. • Pricing is in line with pan London rates, keeps spending within Temporary Accommodation budget. • Staff are familiar with existing arrangements, no need for additional training if a change was made. • Complies with case law on quality standards in temporary accommodation following the recent Waltham Forest and Westminster City Council's court decisions 	<ul style="list-style-type: none"> • Low volume of submissions indicates that this option was unattractive to providers. • Risk that providers will opt to work with other boroughs who have less restrictive processes in place. • Islington Council and its residents are likely to miss out as a result as providers will opt to work with other boroughs. • Reliance on static pool of providers to deliver the properties we need will not be sufficient to meet our current demands. • Only lasts for four years and then need to re-tender. • No flexibility to re-open to new providers throughout the lifetime of framework.
Flexible framework agreement	<ul style="list-style-type: none"> • Bespoke arrangement under the light-touch regime will provide built in flexibility for the council to continue to add new providers to the framework. • The duration is not restricted to four years unlike a traditional framework agreement • Flexibility to build in extension period if the FF is working well • Joining the FF will be made as simple as possible to attract providers. • All providers joining confirm they meet our property standards. • All providers must pass the selection process. • In-built flexibility to use providers as and when they have property available. • New providers able to join at specific times throughout the year. • Complies with case law on quality standards in temporary accommodation following the recent Waltham Forest and Westminster City Council's court decisions 	<ul style="list-style-type: none"> • Providers may join the FF but not have properties available. • The provider could be on several programmes with other boroughs so still competing for properties.
Insourcing	<ul style="list-style-type: none"> • All properties within the borough of Islington. • More cost-effective form of temporary accommodation. 	<ul style="list-style-type: none"> • No capital funding currently available to meet the demand that we would need to purchase.

	<ul style="list-style-type: none"> • Better quality temporary accommodation. • Purchase process already in place. • Able to procure units to meet demands of the service. 	<ul style="list-style-type: none"> • Potential loss of income if lengthy voids periods. • Lack of options for out of borough placements for household with complex and specific needs. • Will be more expensive due to the property market in Islington. • Will not immediately solve the temporary accommodation crisis as purchasing properties takes time.
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3.5.3. The Council has successfully secured funding through the government’s Rough Sleepers Initiative (RSI) to purchase 140 units for the purposes of temporary accommodation. This is in addition to funding secured last year to purchase 30 units in Stacey Street for people rough sleeping. This has meant that the provision of our own temporary stock has increased in the last 12 months by 170 units to 640. We have also recently secured funding for further temporary accommodation units as part of the Greater London Authority’s refugee fund and have submitted applications for ten x 1-bed properties, and 20 x 2, 3 and 4-bed properties (a total of 70 properties). We will also be applying to the Government’s Local Authority Housing Fund in order to purchase more ex- right-to-buy units for use as temporary accommodation.

3.5.4. We anticipate the Council’s reliance on nightly paid accommodation will reduce in the next two years, as the above additional properties come online. We still however need a significant number of private rented nightly paid units to meet our demand in this period. On last count we had 1,048 homeless households in all forms of temporary accommodation, 577 of these households are in nightly paid accommodation, 20 homeless households are living in hotel accommodation, 436 in Council owned stock and eight homeless households are living in expensive leased accommodation.

3.5.5. The option of working in collaboration with another local authority to create a joint framework agreement was considered, but after a review this option proved not to be viable for the following reasons:

- Unwilling to change - Most London local authorities already have their own framework agreement, dynamic purchasing system (DPS), or other agreements in place so are not interested in collaborating;
- Priorities do not align – for a joint agreement to work, the local authorities within the same sub-region need to agree to take part and share some common priorities. Our low temporary accommodation numbers in comparison to our neighbouring boroughs means we are less likely to make decisions such as

booking temporary accommodation outside the borough or use converted office blocks as temporary accommodation; and

- Competing for the same properties - If a joint agreement were to be in place, it will mean that the local authorities in the contract will be in direct competition with each other for the same properties.

3.6. **Key Considerations**

The social benefits of this procurement are significant. This will offer several direct and indirect benefits to the local community, local economy, staff and homeless households that access our services.

- 3.6.1. We are expecting the establishment of this FF to play a fundamental part of the Council's ambition of reducing and eliminating rough sleeping in the borough, as outlined in the Homelessness and Rough Sleeping Strategy 2019-2023.

3.7. **Evaluation**

- 3.7.1. The procurement will be conducted in accordance with the Public Contracts Regulations 2015 (the PCR). The procurement is subject to the 'light-touch regime' under Section 7 Social and Other Specific Services of Part 2 of the PCR. Under Regulation 76 the Council is free to establish its own procurement procedure, provided that the procedure is sufficient to ensure compliance with the principles of transparency and equal treatment of economic operators (service providers) and is initiated by a contract notice.
- 3.7.2 The process that has been developed for this procurement considers the unique nature of this market and has been designed so as to fully utilise the flexibility provided by the services falling within the 'light-touch regime'.
- 3.7.2 The bespoke procurement process will not adopt the traditional tender submission and evaluation model with price/quality criteria but will instead adopt a simpler process that ensures bidders are not involved in a burdensome administrative process but that they are suitably assessed for financial standing and quality of provision.
- 3.7.3 The process will therefore comprise of a single quality suitability assessment of bidders. This assessment will require bidders to complete questions relating to their financial standing, to confirm they have not committed any offences covered by the mandatory and discretionary exclusions in the PCR and to demonstrate the quality standards of their property(ies), including confirmation that they satisfy the quality homes standard and will satisfy the requirements of the Specification. The bidders will also be required to submit evidence as to relevant standards, for example gas safety certificates.

- 3.7.3 The quality suitability assessment will be evaluated on a pass/fail basis. Bidders who “pass” each question in the assessment will be appointed to the FF.
- 3.7.4 There will not be any evaluation of costs as such. Instead, the quality suitability assessment will include a question requiring bidders to confirm that their pricing is within the parameters specified by the Council. These parameters will reflect the London Councils inter-borough temporary accommodation agreement (IBAA).
- 3.7.5 The service will monitor all providers on the flexible framework to ensure the service is delivering as intended. We will ensure that we maintain the balance between quality and price and provide this information as part of the annual audit.

3.7.5 Award Criteria for Call-Off Contracts

All providers appointed to the FF will be eligible for award of a call-off contract.

It is anticipated that most available properties each day will be reserved by the Council and, as such, all providers who have a vacant property will, effectively, be awarded a call-off contract each day. In the unlikely event that there is more than one suitable property to satisfy a placement required on a particular day, the Council will determine allocations based on a priority order of award criteria based on:

- 10% price;
- 70% core requirements including:
 - Property size;
 - Closest proximity for assessed needs;
 - Suitable based on applicant’s specific needs;
- 20% social value.

The Council will work with providers to support commitments to social value such as provider initiatives to support net zero carbon: promotion of reducing waste; recycling. The utilisation of local supply chain for example local small and medium businesses for repairs and maintenance.

These criteria are being finalised but will be detailed fully in the procurement documents so as to satisfy the Council’s obligations in relation to transparency.

- 3.8. The business risks associated with this procurement are:
- Continuing increased costs of temporary accommodation means the budget will not be sufficient.
 - Continuing increase in the number of people presenting as homeless and requiring temporary accommodation.

- Quality of accommodation may fall short of our standards.

3.7.1 In order to mitigate against the risks we have the following in place:

- Our procurement strategy over the next five years is to increase the provision of own temporary accommodation stock through purchasing more properties on the open market.
- Homeless prevention is at the forefront of what we do in order to prevent residents becoming homeless in the first place.
- Increase the number of visits to temporary accommodation units to ensure the quality and standard meets our expectations.
- Continual scrutiny of spend and the impact of the FF will alert Directors and Members to any prolonged and sustained increase in spend and homeless approaches.
- New ways of working, such as private finance initiatives and modular accommodation will continue to be researched and investigated on a case-by-case basis.

3.8.1. Even with the above risks highlighted, we will be able to mitigate these risks with the use of the FF and we will continue to deliver temporary accommodation for our homeless households.

3.8.2. Our ability to provide temporary accommodation for the most vulnerable adults will be tested if there is no legal framework in place by which we procure properties. Local authorities are regularly challenged on suitability of accommodation provided, so we need to avoid a situation where we are unable to provide suitable temporary accommodation.

3.8.3. We have placed a huge emphasis on securing temporary accommodation either in borough or locally, as we want our homeless households to remain local and avoid major disruptions in their lives. Given the scarcity of available properties and the expensive rents in Islington, this is likely to be a challenge, as we will be reliant on the availability of affordable properties. We need to ensure rent levels for properties are not exceeded and we book properties within the pan London rates. To manage this situation, it is important that we select providers who have a good understanding of the local market and can secure properties within our pricing structure.

3.8.4. The introduction of this FF will increase the likelihood of us delivering on budget savings, as Providers will have to adhere to the IBAA rates. Without this FF bookings are likely to be spot purchased using unchecked providers which could lead to poor standards of accommodation, overpriced rents, and poor customer care.

3.9. 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 bidders 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 appoint to the FF any organisation found guilty of blacklisting unless they have demonstrated 'self-cleansing' and taken adequate measures to remedy past actions and prevent re-occurrences.

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

Relevant information	Information/section in report
1. Nature of the service	Provision of nightly paid temporary accommodation See paragraph 3.1
2. Estimated value	The estimated value per year is £7m for the first 3 years, rising to £13m for the subsequent years. The maximum value over a 6 year period is £60m. See paragraph 3.2
3. Timetable	<ul style="list-style-type: none"> • Key milestones are outlined in the report. See paragraph 3.3.
4. Options appraisal for tender procedure including consideration of collaboration opportunities	Preferred route is flexible framework agreement. See paragraph 3.4.2
5. Consideration of: <ul style="list-style-type: none"> • Social benefit clauses; • London Living Wage; • Best value; • TUPE, pensions and other staffing implications 	The positive benefits of this flexible framework approach far outweigh any negatives, this model gives us the flexibility to group and shrink according to demand and market influences. We will ensure that the providers confirm they are a LLW employer. See paragraph 3.5.

6. Award criteria	Bespoke award criteria has been adopted to recognise the unique nature of this procurement The award criteria is more particularly described within the report. See paragraph 3.6.3
7. Any business risks associated with entering the contract	The identified business risks are increased costs, increased demand and quality of accommodation. See paragraph 3.7.
8. Any other relevant financial, legal or other considerations.	See paragraph 4.

4. Implications

4.1. Financial Implications

4.1.1. The current proposals are for a more flexible procurement programme of up to £7m per year in spend on TA through a flexible framework agreement, to bridge the gap between the existing framework maximum value of £13m per year and the estimated yearly spend of £6m. After October 2026, the flexible framework will be up to £13m per year until a new contract is in place. The flexible framework agreement will allow some control of prices and therefore budgets, by encouraging more low cost and higher quality TA providers to be part of our framework. This will provide a greater pool of available properties, allowing for more choice and reducing the need for more expensive spot placements.

4.1.2. It should be noted that there are currently around 585 households in nightly booked TA and PSL accommodation. The department aims to reduce spending through ambitious targets to cut the number of clients in TA, increasing the use of low cost council owned properties (through property acquisitions), and through effective procurement to limit price rises. It is not possible to determine at this stage if this will be successful. The cost of the TA procurement is met from a combination of departmental budgets and recurring grants.

4.1.3. The framework agreement allows up to £13m of spend on TA per year, if more is required, costs are likely to be more expensive proportionally as the department relies on spot purchases. Spot purchases are often from more expensive forms of nightly booked TA, such as hotels.

4.1.4. These proposals are for revenue spend. This is not a capital project. The current budget for TA service is £11.735m. Costs may exceed both budgets and potentially the framework costs if case numbers continue to rise. The service will meet these costs through wider funding in the service – grant and service budgets.

4.1.5. It is not possible to cost alternatives to the framework agreement at this stage.

4.2. **Legal Implications**

4.2.1 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 flexible framework (“the Framework”) is above this threshold. It will therefore need to be advertised on the Find a Tender Service (“FTS”). In addition, the Council’s Procurement Rules require contracts of this value to be subject to competitive tender.

4.2.2 There are no prescribed procurement processes under the light touch regime. Therefore, the Council may use its discretion as to how it conducts the procurement process provided that it: discharges its duty to comply with the Treaty principles of equal treatment, non-discrimination and fair competition; conducts the procurement in conformance with the information that it provides on the FTS advert; and ensures that the time limits that it imposes on suppliers, such as for responding to adverts is reasonable and proportionate. The Council must also ensure that the Framework as established and operated satisfies the Council’s best value obligations as set out in the Local Government Act 1999.

4.2.3 On this occasion, the intention is to fully utilise the flexibilities provided by the light touch regime to establish a flexible framework of providers that has a duration exceeding the standard four years applicable to non-light touch services and which permits additional providers to join the Framework during its term. Officers will also be adopting a bespoke varied form of the open procedure for appointment to the Framework and will be applying pass/fail quality criteria rather than a more usual Price/Quality split. As stated above, this bespoke approach will satisfy the Council’s obligations under the Regulations provided that the Council is transparent as to its intentions and fair in its application of the requirements specified.

4.2.4 Following the procurement a contract award notice is required to be published on FTS. However, it will not be necessary to issue further award notices on each occasion that a call-off contract is awarded pursuant to the Framework.

4.2.5 Under the Localism Act 2011 the Council has a general power of competency. This gives the Council the legal capacity to do anything that an individual may generally do subject to any statutory limitations. The Council therefore has the power under this section to agree to the proposals in the report and to conduct the procurement in the manner set out in this report.

- 4.2.6 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 local authorities with a general power to enter into contracts for the discharge of any of their functions.
- 4.2.7 The procurement must also comply with the Council's Procurement Rules. The procurement proposals in this report, including adopting a flexible approach pursuant to the light touch regime (see Rule 2.3) satisfy the Procurement Rules.
- 4.2.8 Procurement Rule 24.2 states that all contracts over £24,999 will need formal conditions prepared or agreed by the Legal Services Team. Legal support will be obtained for the preparation of the Framework Agreement and the call-off contracts.
- 4.2.9 The recommendations in paragraphs 2.1, 2.2 and 2.3 of this report are for decision by the council's Executive.
- 4.2.10 Under Procurement Rule 16.2 the Executive may delegate its responsibilities to Corporate Directors or the Chief Finance Officer. As such, the recommendations set out in paragraph 2.2 and paragraph 2.3 of this report are permissible.
- 4.2.11 The decision maker can approve the recommendations in this report provided they are satisfied with the contents of the report and that the recommendations represent best value for the Council.

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

- 4.3.1. The main environmental impacts associated with the provision of temporary accommodation are the same as with most residential dwellings. These include energy use for heating, fittings and appliances, water use in the kitchen and bathrooms, as well as waste generation. Efforts will be made to ensure the properties being procured have high energy and water efficiency, which will reduce their environment impact and result in cost savings. Maintenance of the buildings will also have an impact, including material usage. We will ensure that we have robust policies and procedures in place to achieve our goal of being carbon neutral by 2030. Environmental Implications must be reviewed by the Energy Services team.

4.4. **Equalities 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. An Equality Impact Assessment (EIA) from June 2023 is attached. Overall the EIA concludes that not all of the potentially negative impacts on households can be mitigated, but that equality implications have been fully considered and that the policy approaches have been justified. It is required to consider the potentially negative impacts on protected groups and whether these impacts are justified by the Council's wider objectives in implementing the policies. The impact of the policies and in particular the equality impact of the policies will in any event be kept under regular review.

5. Conclusion and reasons for recommendations

- 5.1. Local authorities have a legal duty to provide temporary accommodation for homeless households pending a decision on their homeless application. This strategy ensures that that the accommodation is in place to avoid homeless families being forced to sleep on the streets.
- 5.2. The procurement of providers to a Flexible Framework Agreement for nightly paid temporary accommodation will enable the Council to access a wider portfolio of accommodation options and provide vulnerable clients with decent accommodation to suit their specific needs and enable the Council to discharge its legal duties to prevent homelessness.

Appendices:

- Appendix 1 Equality Impact Assessment

Background papers: None

Final report clearance:

Authorised by:

Executive Member for Homes and Communities

Date: 6 October 2023

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Equalities Impact Assessment: Full Assessment

Before completing this form you should have completed an Equalities Screening Tool and had sign off from your Head of Service and the Fairness and Equality Team.

This Equality Impact Assessment should be completed where the Screening Tool identifies a potentially negative impact on one or more specific groups but it can also be used to highlight positive impacts.

Summary of proposal

Name of proposal	Procurement strategy for additional capacity for nightly paid temporary accommodation
Reference number (if applicable)	
Service Area	Housing Needs and Strategy
Date assessment completed	June 2023

Before completing the EQIA please read the guidance and FAQs. For further help and advice please contact equalities@islington.gov.uk.

1. Please provide a summary of the proposal.

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

The Housing Needs and Strategy Service undertook an open procurement last year for providers to join a temporary accommodation framework agreement. Eight providers were appointed to the framework agreement. Unfortunately, there is a continual increasing demand for nightly paid temporary accommodation and these eight providers alone are not able to meet our growing demand. Whilst we will continue to prioritise using the existing eight providers to meet our obligations, we need to take steps to ensure there is increased capacity to meet the need for more temporary accommodation. Outside of the existing framework agreement, nightly paid accommodation is currently secured under 'spot purchasing' arrangements, often out of borough. This flexible framework provides an opportunity to explore a more transparent flexible approach which will increase capacity for the Council.

The establishment of a Flexible Framework ("FF") will assist the Council in securing properly procured and governed nightly paid temporary accommodation. The FF will also assist the Council to respond to increased demands and market forces during the term of the FF, including providing scope to secure bespoke emergency accommodation for rough sleepers in the Borough. This will give the council access to a pool of pre-qualified providers of temporary accommodation and the flexibility to add new providers when the FF is re-opened.

The FF will be procured within the Light Touch regime under the PCR 2015 allowing the Council to adopt a flexible approach to the procurement whilst maintaining fairness and transparency.

The framework enables the council to temporarily house homeless households it has a statutory duty towards under the homelessness legislation as laid down in the 1985 and 1996 Housing Acts and the 2017 Homelessness Reduction Act and the Domestic Abuse Act 2021. Additionally, the council will be able to fulfil its duties under the Care Act and Children's Act, through offering temporary accommodation to clients who have No Recourse to Public Funds (NRPF).

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

The new flexible framework will cover the provision and management of emergency licensed nightly purchased accommodation; it will assist the council to temporarily house people whilst it conducts its investigations under the Housing Act 1985 and 1996, the 2017 Homelessness Reduction Act, the Care Act and Children's Act.

The purpose of the service is to ensure homeless clients are housed in suitable, good quality, secure and safe accommodation that meets minimum standards. The service has introduced a Quality Standard for homeless households living in temporary accommodation, and all providers joining the framework must commit to this. The council's CARE principles are at the heart of the service offer and we aim to treat all homeless households like we would treat an important member of our family.

The council will make every effort to place clients in accommodation that meets their needs, in terms of size, location and proximity to services and facilities. Priority criteria have been agreed to ensure clients' specific needs, including the need to remain in borough, are accommodated subject to the availability of accommodation.

The flexible framework will be for a period of 4 years, plus the option to extend for a further 2 years. The service will be reviewed annually with a report being produced for the Executive and Housing Scrutiny.

The new flexible framework needs to incorporate the requirements set out in the Good Homes Standard. The Temporary Accommodation Good Homes Standard has been approved by Executive and outlines the requirements of the temporary accommodation offer we make to our clients. This standard includes:

- a licence in applicant's name (with a rent review clause to ensure any future increases are fair and reasonable)
- Is big enough for your household in line with the Housing Act 1985.
- Is self-contained, with your own bathroom and kitchen
- Is clean & free from pests
- Is in a good, safe state of repair and decoration
- Has good condition floor coverings/finishes throughout
- Has safe and working electrics, gas, heating, hot water and plumbing
- Has a working smoke alarm on every floor
- Meets or exceeds current energy performance standards

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

- If fleeing Domestic Abuse, or Hate Crime, or sleeping rough, applicants will be provided with essential items

The flexible framework will be governed by the charges for nightly paid accommodation as follows:

NIGHTLY RATES FOR UNITS

This schedule sets out the maximum nightly rates agreed between the parties for application from the commencement of the Agreement.

The rates below represent the maximum nightly rates for each Broad Rental Market Area (BRMA) in the London Borough of Islington, as laid down in the Pan London (Temporary) Accommodation Agreement (IBAA).

BRMA	Studio	1 bedroom	2 bedrooms	3 bedrooms	4 bedrooms
Inner North	£42	£45	£52	£60	£70
Inner East	£45	£45	£55	£67	£75
Outer North	£36	£42	£45	£53	£60
Central	£45	£45	£55	£67	£75

For properties procured out of borough, the maximum rates paid will be those as set by the host boroughs as specified in the IBAA.

The current framework has a value up to £13m per annum; it is recommended that the new flexible Framework value is £7m, acknowledging that £6m is currently being spent on the existing Framework providers. This would mean that the new flexible framework would hold a value of up to £60m over the next six years.

A prudent approach should be taken given the ever-changing situation in the temporary accommodation sector. It would not be advisable to reduce the budget in the current climate as we need a larger sample of evidence before making this decision, plus the War in the

Please provide:

- Context on how the service currently operates (if relevant) and the scope of suggested changes
- The intended beneficiaries and outcomes of the proposal
- Reference to any savings or income generation

Ukraine and the cost-of-living crisis a reduction in the contracted value may not be advisable at this moment in time.

The beneficiaries will be homeless households who present to our homeless services, and we have a statutory duty to provide temporary accommodation for. These could be any residents or non-residents that are fleeing their home area for reasons such as domestic abuse or gang related violence.

The provision of temporary accommodation is a statutory requirement under the Housing Act and will mean we are providing safe, decent accommodation for eligible homeless households in line with legislation.

2. What impact will this change have on different groups of people?

Please consider:

- Whether the impact will predominantly be external or internal, or both?
- Who will be impacted – residents, service users, local communities, staff, or others?
- Broadly what will the impact be – reduced access to facilities or disruptions to journeys for example?

This flexible framework is aimed at providing good quality, local temporary accommodation to people in housing crisis. The accommodation will be for single applicants, families of all sizes and applicants with disabilities.

The accommodation will be used by our residents, service users and the quality of the service and relationship with the providers will be handled by our staff teams.

This flexible framework is for the provision of accommodation for anyone that is experiencing homelessness for whatever reason. The accommodation will cater for people with any of the protected characteristics. The accommodation provider is expected to meet people at the properties, identify the gas and electricity meters and offer some support to apply for council tax and other assistance. The residents of the accommodation will be treated with respect and provided good quality accommodation.

The accommodation will be sourced in Islington or as close to it as possible at within 1 hours travelling time.

Islington is committed to working with partners and providers to ensure that the people placed into emergency accommodation are provided with a service that meets their needs and is sensitive to the concerns of the neighbours. This will be done by working in partnership to listen to concerns, address them and enter into continual dialogue.

This project will not breach anyone's human rights. The provider and other stakeholders supporting the residents will advocate on the residents' behalf to ensure that their rights are not being breached and tackle any systems change issues which may create inequalities and fair access to services and treatment.

Regular meetings will be held with community safety and local policing teams to address any safeguarding issues which may be brought about by concerns regarding anti-social behaviour in the local area.

3. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

This section of the assessment looks in detail at the likely impacts of the proposed changes on different sections of our diverse community.

3A. What data have you used to assess impacts?

Please provide:

- Details of the evidence used to assess impacts on people with protected characteristics and from disadvantaged groups (see guidance for help)
- A breakdown of service user demographics where possible
- Brief interpretation of findings

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.

For the purposes of this equality impact assessment we have used data on housing allocations between the period April 2020 and March 2021. Unfortunately, there is not sufficient data for people in temporary accommodation, but this data is comparable.

This data includes:

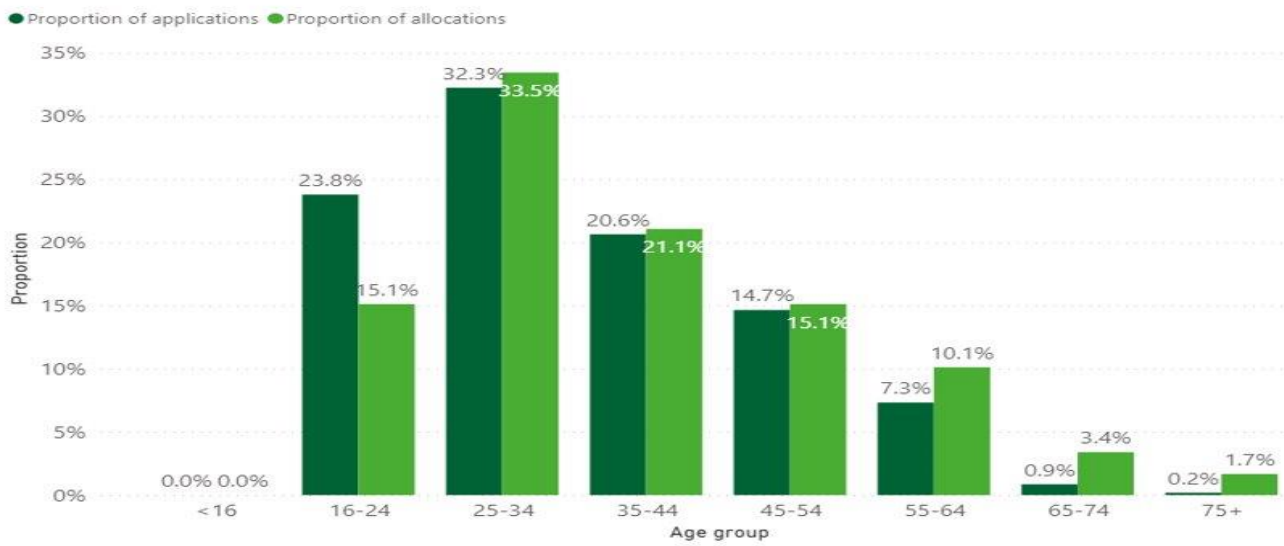
- The population approaching Islington Council to lodge a homelessness application,
- The population who were housed, following a homelessness application
- The population currently on the borough's housing waiting list
- And the borough's overall population.

In the period studied, the council received 1,051 homeless applications and housed 1,680 households in permanent accommodation.

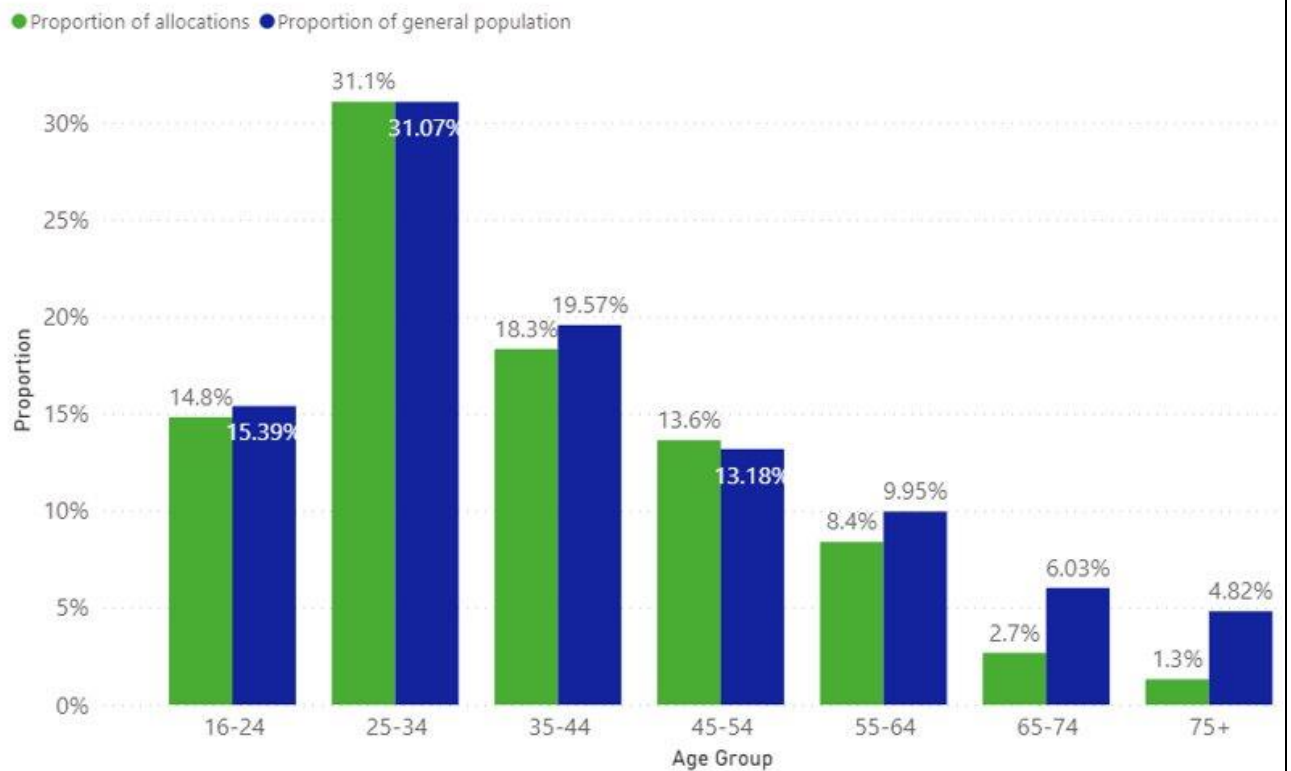
Overall the EIA concludes that not all of the potentially negative impacts on households can be mitigated, but that equality implications have been fully considered and that the policy approaches have been justified. It is required to consider the potentially negative impacts on protected groups and whether these impacts are justified by the council's wider objectives in implementing the policies. The impact of the policies and in particular the equality impact of the policies will in any event be kept under regular review.

Age Data:

Comparison of households applying for homelessness support against those accommodated, 2020/21



Comparison of households accommodated in 2020/21 against the Islington population aged 16+



Age is only recorded for single applicants; age data is therefore not representative of the temporary accommodation population as a whole.

Many households have school age children. Being placed in accommodation outside of the borough could have a potential impact on households in terms of changing schools, and loss of educational support services and networks. The policy and legislation however requires children taking exams not to be placed where this would affect their ability to attend schools. This also includes those attending specialist schools.

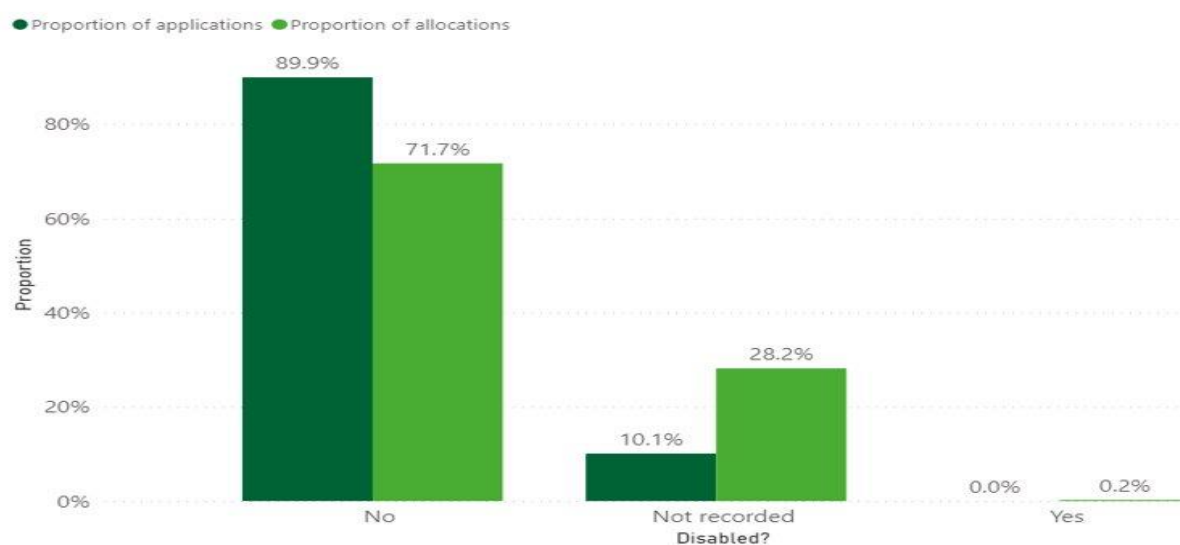
When placing a family out of borough, the council will take children’s ages and their educational and support needs into consideration and will make every effort to establish the availability and location of schools and required services in the new area.

Households with children at risk, on the Child Protection Register or significantly disadvantaged, will be prioritised for an offer of accommodation within Islington.

All residents placed in temporary accommodation or placed in private accommodation provided by the council will have a suitability assessment completed which will help to identify any of the above

Disability Data:

Comparison of households applying for homelessness support against those accommodated, 2020/21



Disabled clients may be negatively impacted by being placed out of the borough, by being further away from hospitals, clinics, support centres etc, they may also find it harder to travel. Disabled clients who have regular medical appointments in borough will be prioritised for an offer of accommodation within or as near as possible to Islington.

Only a small proportion of accepted homeless households have members needing a wheelchair adapted property or a level access property.

Overall, less than 1% of homeless households have members with a physical disability which impacts on the type of properties needed.

When placed out of borough, consideration will be given to the ease of transport for disabled clients to and from Islington.

For clients with sensory disabilities, special equipment can be provided or arrangements put in place to adapt the accommodation to the client's specific needs.

The total applicants approaching with mental health or a learning disability is similar with 1%. This data relates to the main applicant and therefore it is likely that household members could be under reported. This is also reflected in the data as most of the applicants with mental health or learning disability are single applicants.

It is anticipated the good homes standard will have a positive impact upon households who have a disability as they will be able to benefit from a better standard of property.

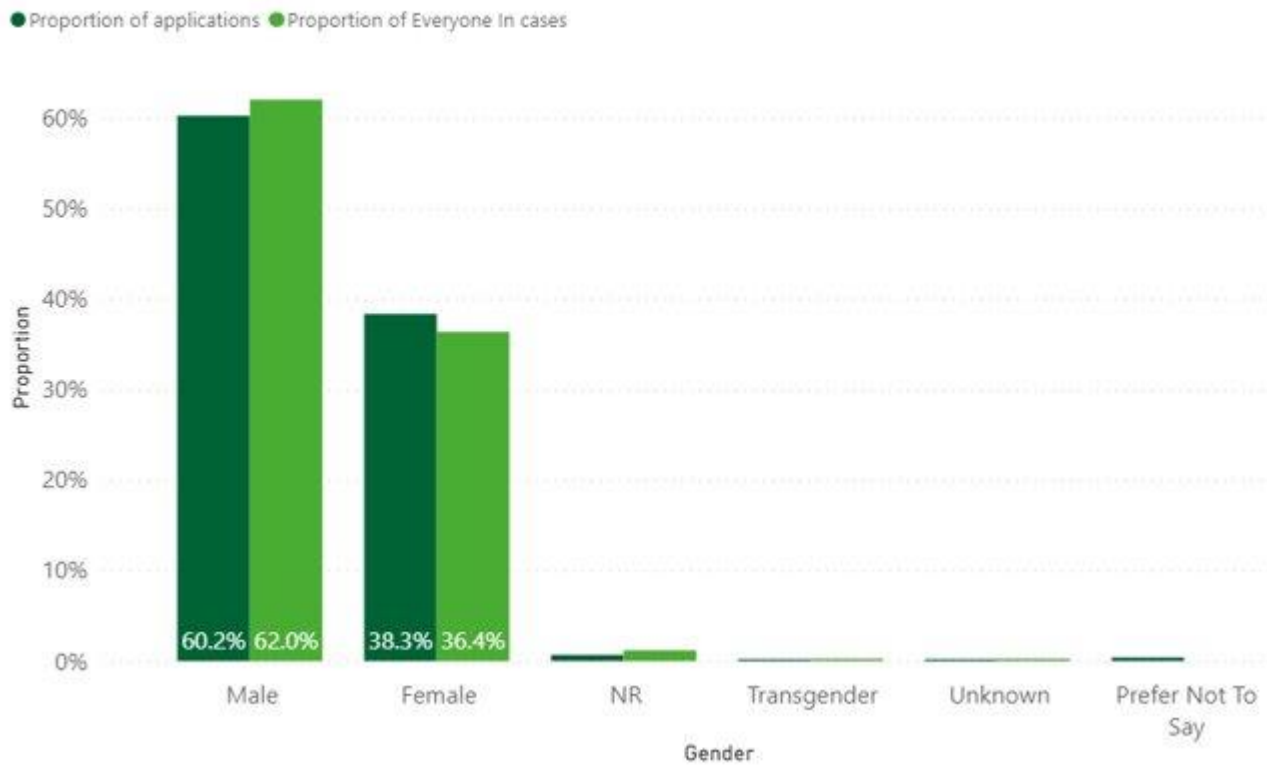
Gender re-assignment

The council has begun including equalities questions about the sexual orientation and gender reassignment of the lead applicant for homeless households in the homelessness application. However, applicants can decline answering these and as this was only implemented in April 2021, it is too early to analyse any data collected.

There are no specific issues from the proposed changes which are felt could discriminate or disadvantage residents whom have undergone gender reassignment.

The council will endeavour to place clients close to locations with appropriate community support services.

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



Marriage / Civil Partnership

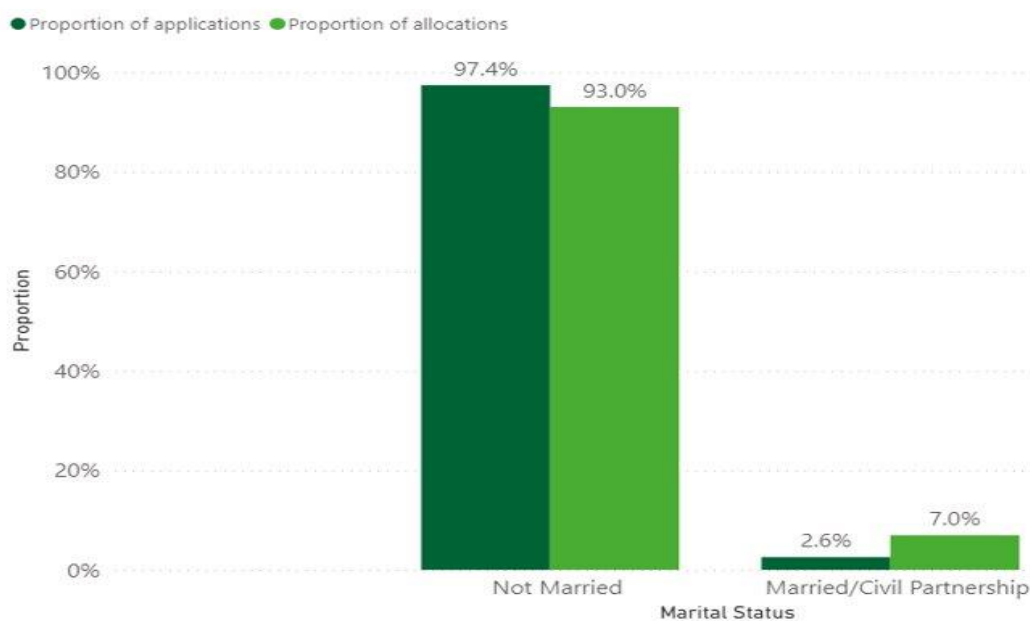
We do not have data available on marriage or civil partnership status of clients in temporary accommodation. The data we have for housing allocations is comparable.

A joint income household will likely be able to have more disposable income. Income assessments will take this into consideration when determining if a property is suitable.

Lone parents are disproportionately affected by homelessness compared to their share of the population so are more likely to be affected.

It is not envisaged that the flexible framework will have a specific impact on this protected characteristic.

Comparison of households applying for homelessness support against those accommodated, 2020/21



Pregnancy + Maternity

Pregnant women are included in 'Households with children', for temporary accommodation data recording purposes. Separate figures for pregnant women are not available.

Households with children make up the majority of all homeless households (80%), with each household having 1.7 children on average.

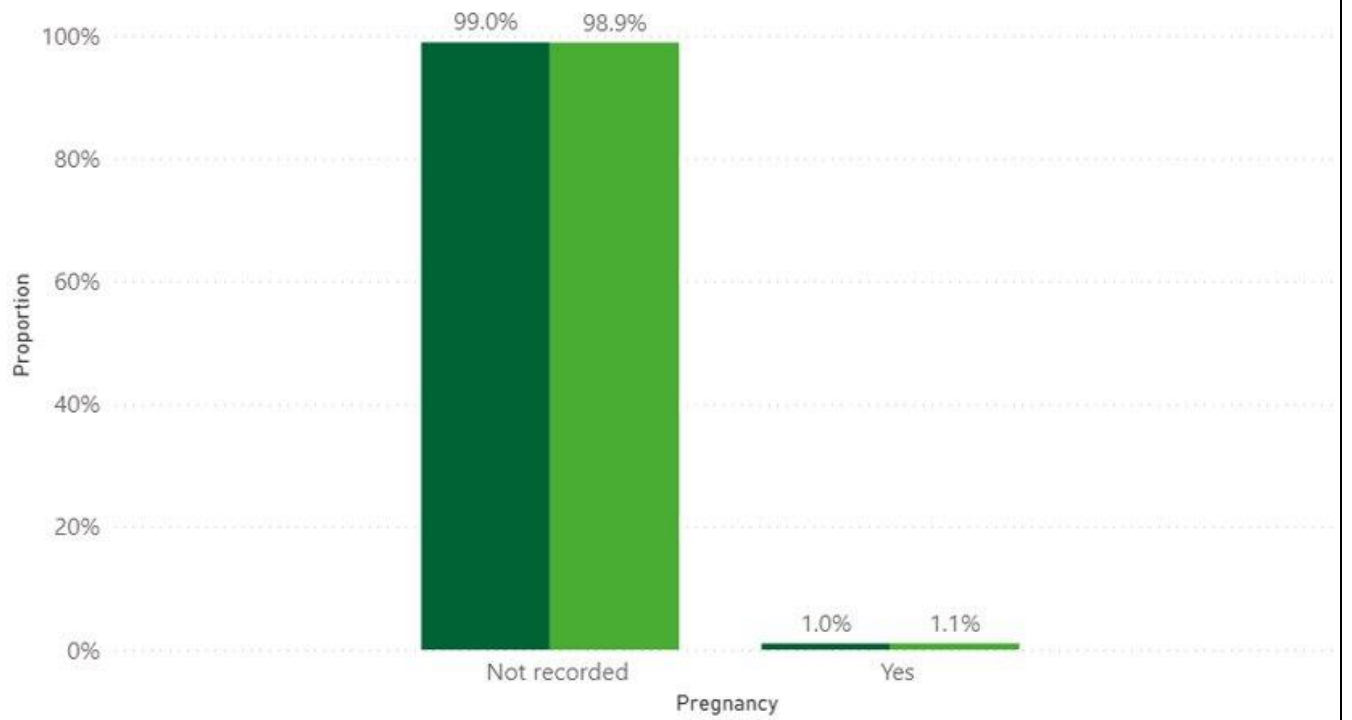
A transition of services during pregnancy could have a potential negative impact, as could a potential loss of support networks.

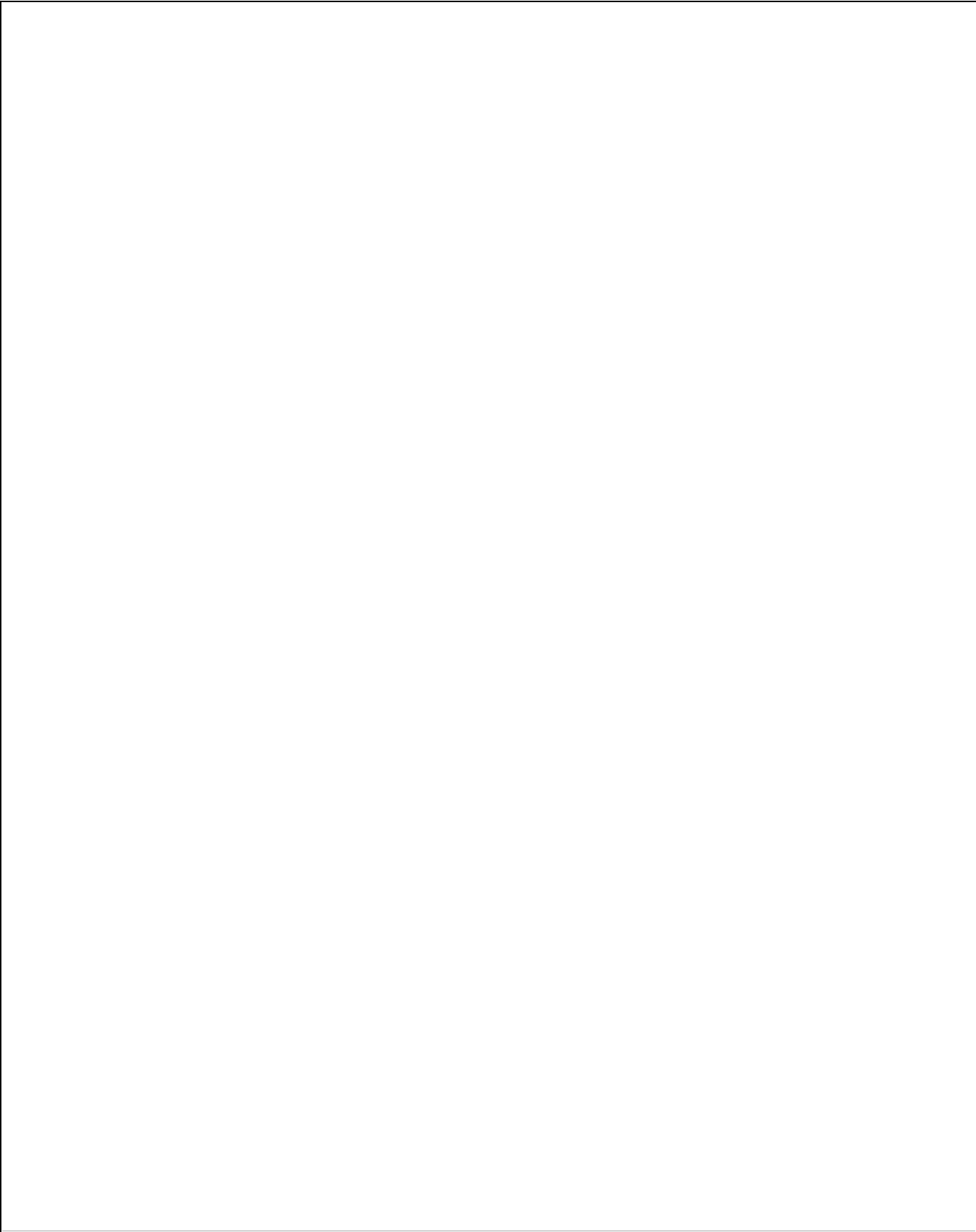
The council will actively seek to link clients into maternity and support services in the new area.

All staff have been trained in safeguarding matters and procedures to ensure potential issues are identified and dealt with appropriately.

Comparison of households applying for homelessness support against those accommodated, 2020/21

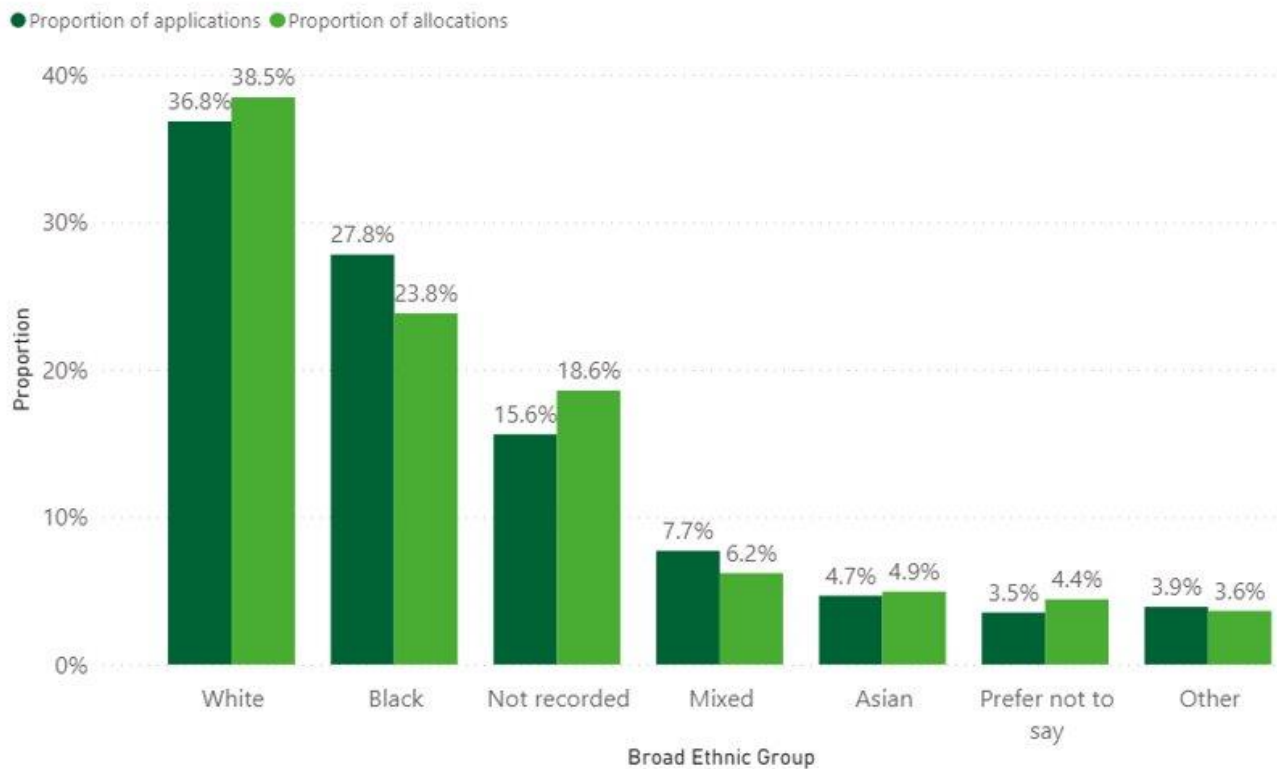
● Proportion of applications ● Proportion of allocations





Ethnicity

Comparison of households applying for homelessness support against those accommodated, 2020/21



Clients from black and minority ethnic groups are slightly over-represented amongst homeless clients compared with the general population (55% against 52%).

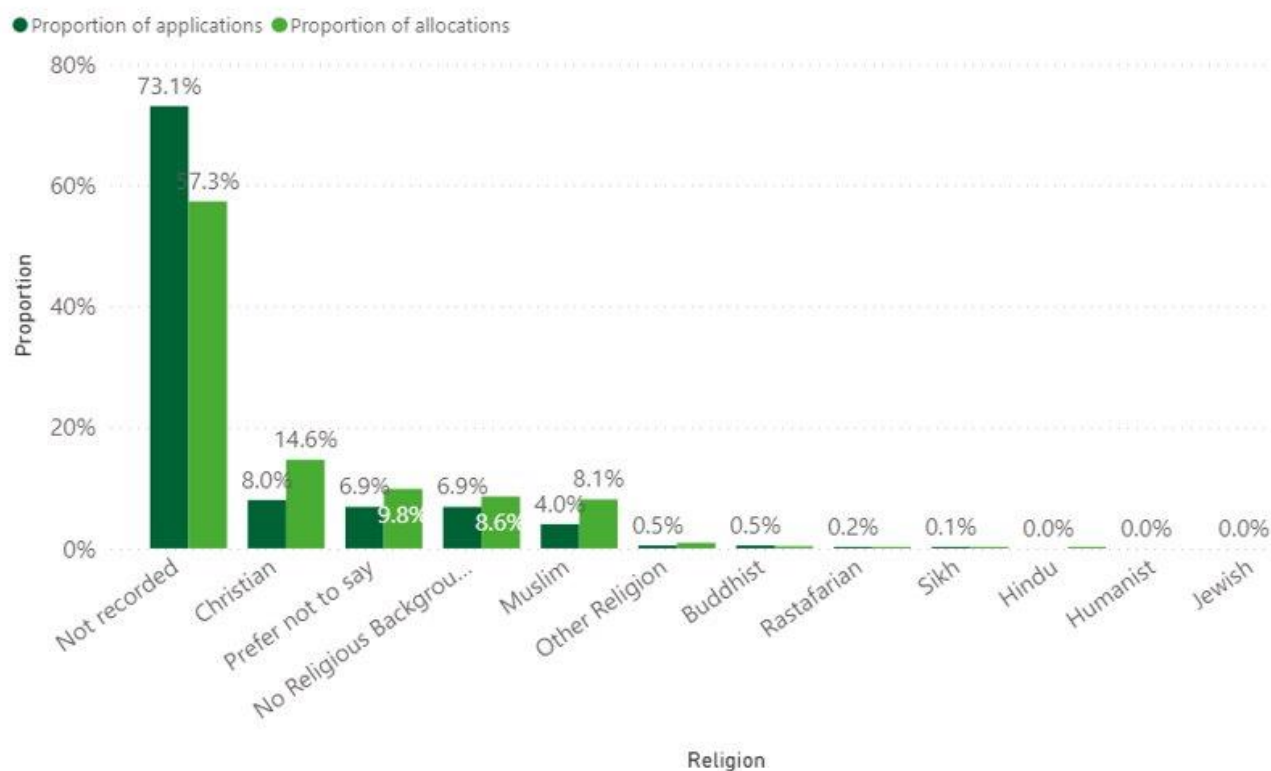
There is a significant potential negative impact on black and minority ethnic groups if they were to be placed in areas which are less diverse, possibly causing isolation and potential discrimination. Every effort will be made to place families in areas that will welcome and meet the needs of BME groups, and with appropriate existing community groups in place.

Affordability assessments will be carried out for all clients, not only black and minority ethnic groups, to try and ensure that people are being placed in accommodation that is affordable to them.

Religion and belief

There is a potential negative impact on clients being placed in areas where they may be unable or meet hostility to practice their religions. The council will ensure that clients are placed in locations with reasonable access to appropriate institutions of worship.

Comparison of households applying for homelessness support against those accommodated, 2020/21

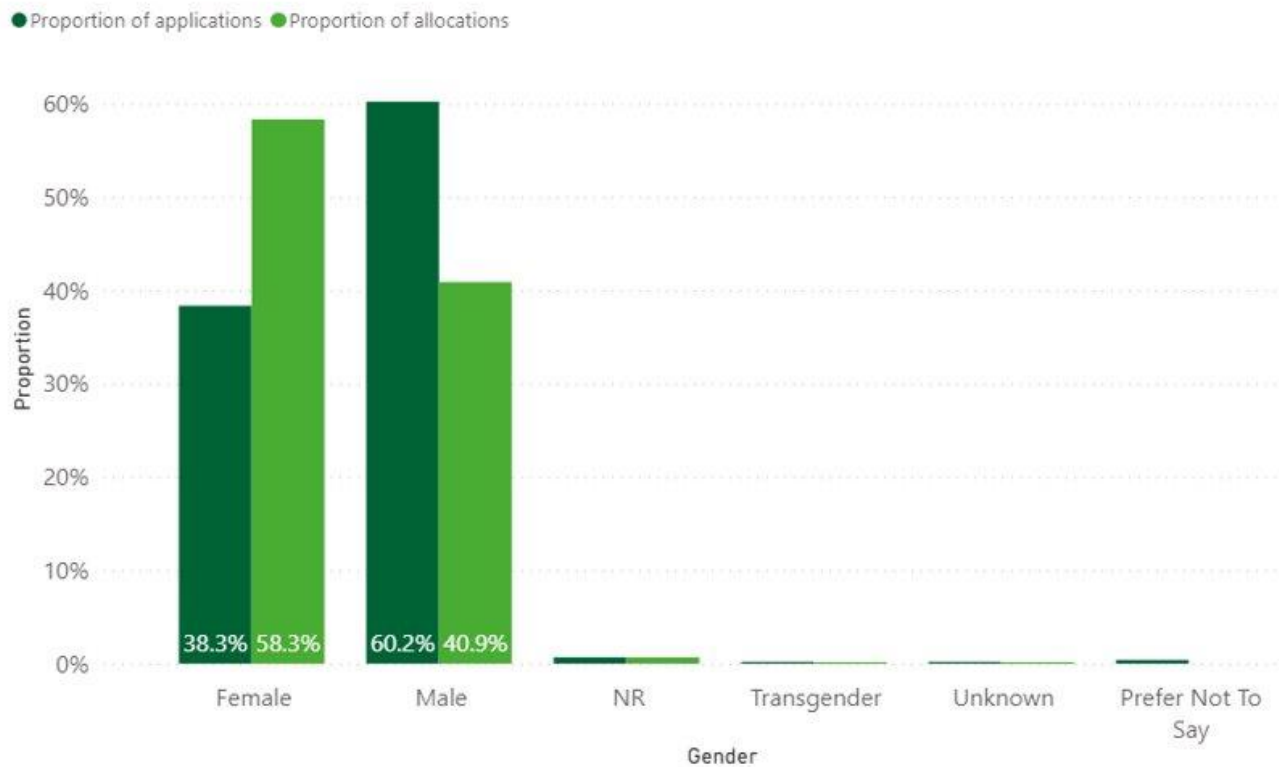


Sex

There is a higher ratio of women in temporary accommodation mainly due to the number of lone parent households headed by women.

The new flexible framework therefore unavoidably has a greater impact on women than men. Efforts will be made to place women clients in safe and secure accommodation, in areas with good transport links, and with support and community facilities in place.

Comparison of households applying for homelessness support against those accommodated, 2020/21

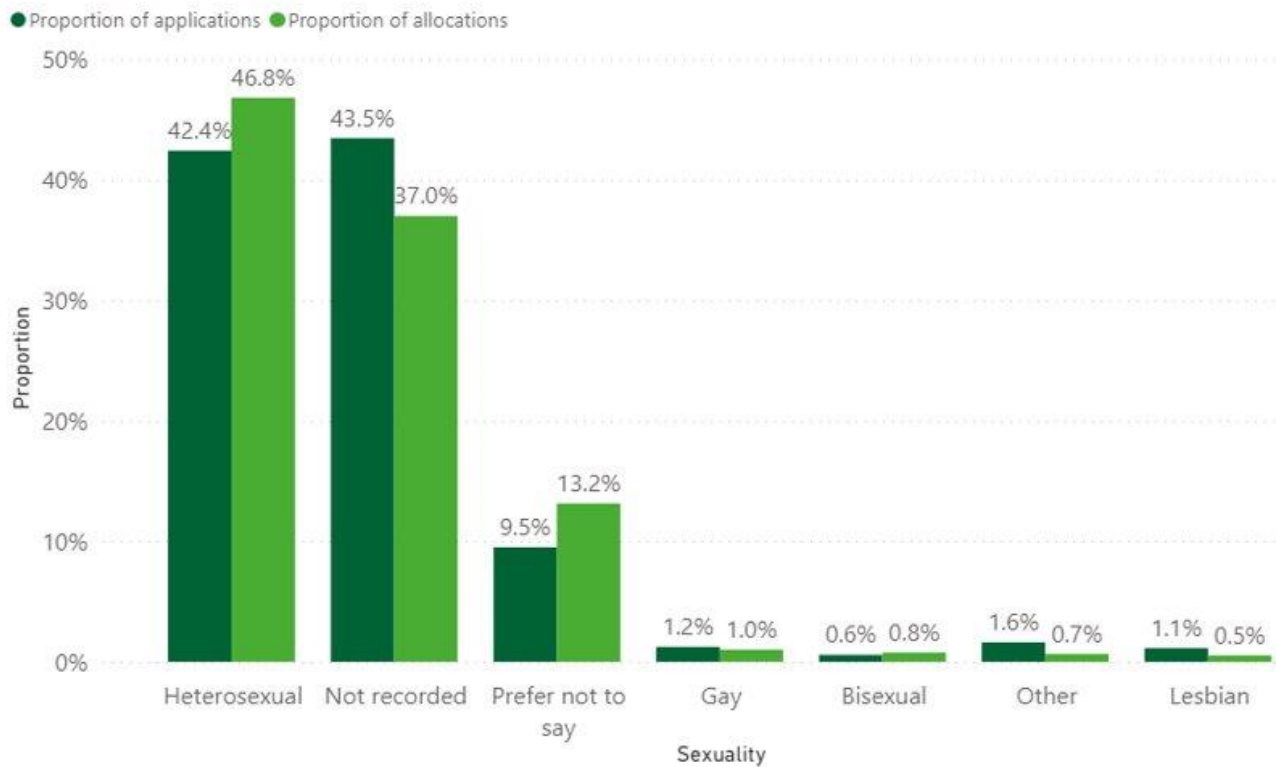


Sexual orientation

A survey published in 2000, National Survey of Sexual Attitudes and Lifestyles, concluded that 5-7% of the UK population were likely to be lesbian, gay and bisexual. There is no evidence to suggest that people in these categories are likely to be disproportionately represented among those presenting themselves as homeless.

Homeless household sexual orientation information is inadequate but moves outside London may impact on the support networks and services available to Lesbian, Bisexual, Gay and Transgender (LGBTQ) groups, although there is no actual evidence of this, and it would very much depend on the location of any properties offered.

Comparison of households applying for homelessness support against those accommodated, 2020/21



ONS data (2015) indicates that areas outside London have a smaller LGBTQ population. The proportion of the LGBTQ population in London is estimated to be 2.6% compared to 1.8% in the South East and 1.2% in the East of England. There may be impacts arising from the relative lack of support and other services designed specifically for LGBTQ people in some places outside London, but again this would very much depend on the area where the offer was made

Due to under-reporting, no comprehensive data are available of sexual orientation of temporary accommodation clients.

Where specific needs are identified, the council will take these into consideration when allocating temporary accommodation.

3B: Assess the impacts on people with protected characteristics and from disadvantaged groups in the table below.

Please first select whether the potential impact is positive, neutral, or negative and then provide details of the impacts and any mitigations or positive actions you will put in place.

Please use the following definitions as a guide:

Neutral – The proposal has no impact on people with the identified protected characteristics

Positive – The proposal has a beneficial and desirable impact on people with the identified protected characteristics

Negative – The proposal has a negative and undesirable impact on people with the identified protected characteristics

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
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	<p>Positive and Negative</p>	<p>Negative: Placing Families Out of Borough away from support networks</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Thorough assessment of the family's needs including information on schools attended</p> <p>Information about any gang involvement for young people fleeing gang violence</p> <p>Collaborative working with other agencies and across departments</p> <p>Allocation of homeless support officer</p> <p>Search for properties as close to Islington as possible that meets the needs of the family</p> <p>Prioritise households for in-borough/adjacent borough accommodation if: one of the children has a Statement of Special Educational Needs or an Education, Health and Care Plan, if the family are receiving support from the Family Islington Service and there is significant concerns about the child, if in-borough placement is recommended after a joint assessment with Children's and Adult's Services</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
			<p>Any special circumstances demonstrating a compelling need for accommodation in a certain area will be considered and this might particularly benefit children</p> <p>Support will also be offered to households moving into temporary accommodation outside London and as above this could include help to enrol children in local schools and to find nursery places</p> <p>Support will also be offered to older people moving into temporary accommodation outside Islington/London and this could involve help to transfer any care and support packages</p>

	<p>Positive and Negative</p>	<p>Negative: potential lack of support and social care networks of the person or family being placed e.g. attendance at hospital appointments, care packages.</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability assessment completed with all people being placed in temporary accommodation</p> <p>Allocation of Homeless Support Officer</p> <p>Disabled clients who have regular medical appointment in borough will be prioritised for an offer of accommodation within or as near as possible to Islington.</p> <p>When placed out of borough, consideration will be given to the ease of transport to and from Islington.</p> <p>For clients with sensory disabilities, special equipment can be provided or arrangements put in place to adapt the accommodation to the client's specific needs.</p> <p>Some people with particular health problems or disabilities will be prioritised for in borough/adjacent borough accommodation, these include:</p> <ul style="list-style-type: none"> • Households where at least one member has a severe health condition or disability (including
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
			<p>a severe mental health condition that requires intensive and specialised medical/mental health</p> <ul style="list-style-type: none"> • treatment/ aftercare that is either (a) only available in Islington or (b) where a transfer of care would create a serious risk to their safety or the sustainability of the treatment or care • Households where at least one member is receiving support through a significant commissioned care package or package of health care options provided in Islington, where a transfer of care would create a serious risk to their safety or the sustainability of the care

<p>Race or ethnicity</p>	<p>Positive and Negative</p>	<p>Negative: There is a significant potential negative impact on black, minority, ethnic groups if they were to be placed in areas which are less diverse, possibly causing isolation and potential discrimination.</p> <p>Negative: lack of larger family sized units</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Every effort will be made to place families in areas that will welcome and meet their needs and with appropriate existing community groups in place.</p> <p>Every effort will be made to accommodate families in the right size accommodation</p> <p>Procurement team will actively search for new temporary accommodation providers across London and further afield to ensure a supply of properties</p> <p>If English is not the first language of households placed in temporary accommodation the Council will ensure that essential information is translated, and translators used for all verbal communication</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Religion or belief (include no faith)	Positive and Negative	<p>Negative: There may be potential negative impact on clients being placed in areas where they may be unable or meet hostility to practice their religions</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability Assessment completed</p> <p>Allocation of Homeless Support Officer</p> <p>The council will ensure that clients are placed in locations with reasonable access to appropriate institutions of worship.</p>

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
<p>Gender and gender reassignment (male, female, or non-binary)</p>	<p>Positive and Negative</p>	<p>Negative: placing clients in locations away from existing community and support services</p> <p>Potential impact for victims of abuse and hate crimes</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability Assessment completed</p> <p>Allocation of Homeless Support Officer</p> <p>Consideration given to local services</p> <p>For women with children please see age related category above</p> <p>Some people may be prioritised for in-borough/adjacent borough placements as per age related category above</p> <p>For victims of abuse and hate crimes, suitability assessments are completed to ensure victims are moved away from the areas of risk and given support to engage in local communities</p>

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Maternity or pregnancy	Positive and Negative	<p>Negative: A transition of services during pregnancy could have a potential negative impact, as could a potential loss of support networks</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability Assessment completed</p> <p>Allocation of Homeless Support Officer</p> <p>The council will actively seek to link clients into maternity and support services in the new area</p> <p>All staff have been trained in safeguarding matters and procedures to ensure potential issues are identified and responded to appropriately.</p>

<p>Sex and sexual orientation</p>	<p>Positive and Negative</p>	<p>Negative: potential negative impact of placing people who do not identify as heterosexual (LGBTQ) into smaller, rural communities</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability Assessment conducted</p> <p>Allocation of Homeless Support Officer</p> <p>Where specific needs are identified, the council will take these into consideration when allocating temporary accommodation</p> <p>Procure properties in diverse urban communities which reflects the diversity in Islington</p>
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Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
Marriage or civil partnership	Neutral	Neutral: It is not envisaged that the new flexible framework will have a specific impact on this protected characteristic	

Characteristic or group	Positive/Neutral/Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced?
<p>Other Age (e.g. elderly)</p> <p>(e.g. people living in poverty, looked after children, people who are homeless or refugees)</p>	<p>Positive and Negative</p>	<p>Negative: Possible impact on older people who may be receiving packages of care</p> <p>Positive: Flexible Framework affords the council flexibility to on board new temporary accommodation providers to increase the pool of providers and therefore properties</p>	<p>Suitability assessment completed</p> <p>Allocation of Homeless Support Officer</p> <p>Procure properties in urban areas close to shops for ease of access</p> <p>Consider carers when making placements and the need for them to be within close proximity of the person being placed in temporary accommodation</p>

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4. How do you plan to mitigate negative impacts?

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

Negative impacts and the steps to mitigate these have been addressed above.

In summary, every effort will be made to ensure that the accommodation is reasonable for the applicant to occupy. The applicant will be made aware of their rights in respect of asking for a suitability review. All temporary accommodation placements will be made after an assessment and everyone placed in temporary accommodation will be allocated an Homeless Support Officer.

Our work providing temporary accommodation is governed by legislation and case law.

- Councils must ensure all accommodation provided to homeless applicants is suitable for the needs of the applicant and members of their household. (Housing Act 1996, section 206 and Homelessness Code of Guidance 17.2)
- Councils must assess whether accommodation is suitable for each household individually. Whether accommodation is suitable will depend on the relevant needs, requirements and circumstances of the homeless person and their household. (Homelessness Code of Guidance 17.4 & 17.9)
- The duty to provide suitable accommodation is immediate, non-deferrable, and unqualified. *Elkundi, R (On the Application Of) v Birmingham City Council* [2022] EWCA Civ 601

Homeless applicants have a right to ask for a review of the suitability of temporary accommodation provided under the main housing duty. (s202 review Housing Act 1996).

Our Homeless Support Team keeps in contact with each household placed in temporary accommodation and will be able to undertake suitability assessments and request further information from applicants if there has been a change of circumstances.

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

5. Please provide details of your consultation and/or engagement plans.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

The council commissioned Homeless Link to hold bi-annual focus groups with people experiencing homelessness, with and without dependants, who have accessed their housing services. The key objectives were:

- To gather feedback about people's experience of using the service;
- Identify ways for the service and customer experience to be improved;
- Identify how we can improve and enhance the service we provide.

The first round of focus groups was held on the 25th January and on 1st February 2023.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

- The first focus group, targeting people experiencing homelessness without dependents and was attended by 8 individuals, all currently accommodated in temporary accommodation.
- The second focus group, targeting people with dependents and was attended by 6 individuals, all currently accommodated, with their family, in temporary accommodation.

The following recommendations have been incorporated into the Housing Needs Service Improvement Plan as a direct result:

- Improving our file recording systems.
- Audits of case files, key themes are being summarised and will be used to further improve services.
- Restructure of service includes new and amended job descriptions and person specifications to reflect a more person-centred service provision, to effectively drive a cultural change in the way we engage with our customers.
- Trauma informed practice training to be rolled out to all front-line officers and managers to improve the way in which we communicate with our customers

We have committed to reviewing the temporary accommodation service annually with a report being produced for the Executive and Housing Scrutiny.

We will ensure (via training and check-ins) that all officers are familiar with the Ombudsman guidance on suitability assessments and reviews: [Ombudsman issues guide on temporary accommodation for homeless people - Local Government and Social Care Ombudsman](#).

We will continue to improve and develop our services, via regular service user feedback, responding and learning from complaints and advice from the Ombudsman and mystery shopping exercises.

We will ensure that we regularly spot check temporary accommodation units to ensure that the quality and standard is as of the quality we expect.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal
- Who has been or will be consulted or engaged with
- Methods used or that will be used to engage or consult
- Key findings or feedback (if completed)

6. Once the proposal has been implemented, how will impacts be monitored and reviewed?

Please provide details in the table below.

Action	Responsible team or officer	Deadline
Annual Review of Service with report for Corporate Director and Executive	Head of Private Housing Partnerships and Director of Housing	Annually by June of each year

Please send the completed EQIA to equalities@islington.gov.uk for quality checking by the Fairness and Equality Team. All Equality Impact Assessments must be attached with any report to a decision-making board and should be made publicly available on request.

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

Member	Name	Signed	Date
Staff member completing this form	Georgina Earthy	G Earthy	27/06/2023
Fairness and Equality Team	Hezi Yaacov-Hai	<i>Hezi Yaacov-Hai</i>	18/07/2023
Director or Head of Service	Ramesh Logeswaran	<i>RameshL</i>	27/06/2023

By virtue of paragraph(s) 6a, 6b of Part 1 of Schedule 12A of the Local Government Act 1972.

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of the Local Government Act 1972.

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of the Local Government Act 1972.

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