

## MUNICIPAL YEAR 2014/2015

### PORTFOLIO

**DECISION OF: Ahmet Oyken**  
Cabinet Member for Housing  
and Estate Regeneration

### REPORT OF: Ray James

The Director of Health, Housing  
and Adult Social Care

Agenda – Part: 1	Item:
<b>Subject:</b> Post Tender Report Phase 4 Borough Wide Kitchens and Bathroom Replacement <b>Wards:</b> All Wards	
<b>Cabinet Member consulted:</b> Cabinet Member for Housing and Estate Regeneration, Councillor Ahmet Oyken	

Contact officer and telephone number: Paul Hemmant - 02083758312

Email: [paul.hemmant@enfieldhomes.org](mailto:paul.hemmant@enfieldhomes.org)

### 1. EXECUTIVE SUMMARY

- 1.1. This report seeks approval for acceptance of the tender that represents the lowest price and complies with the tender requirements of the Council for Kitchen, Bathroom and Fabric Renewals as part of the Council's Decent Home Programme
- 1.2. This is a Key Decision of the Council and is on the Key Decision List. Reference KD4100/U191.
- 1.3. Seven contractors from the Construction Line approved list were invited to tender on the basis of single stage selective tender. All seven submitted their priced tender by the due date and time. The tender offering best value and complies with the tender requirements of the Council is recommended.

### 2. RECOMMENDATIONS

- 2.1 That the proposed scheme is to be funded from the Housing Capital Programme.
- 2.2 That approval is given to accept the tender that represents best value to the Council submitted by Contractor (1) in the sum of £3,469,288.00 excluding fees.
- 2.3 That approval is given for Professional Fees for providing multi-disciplinary services of £132,458.00, giving a total scheme cost of £3,601,746.00 over the financial years 2014/15 to 2016/17.

### **3. BACKGROUND**

- 3.1. The scheme is part of Enfield's Decent Homes Programme which is a Government initiative to ensure that all social housing meets set standards of decency by 2015.
- 3.2. The consultant was appointed through a selective tendering process using the ProContract procurement system to procure works from inception to completion. The professional fee allocation for the scheme is £132,458.
- 3.3. The original scheme was selected after examination of the Council's stock condition survey and selected on the basis of chronological priority, type of work and scheme size respectively. The scheme will cover 400 properties.
- 3.4. The initial pre-tender estimate for the works was £3,500,000.00
- 3.5. Seven contractors from the Construction Line list were invited to tender. Details of the tender figures received and summary analysis of the lowest are set out in Part 2.
- 3.6. The lowest tender obtained in the sum of £3,469,288.00 was reached by competitive tendering.
- 3.7. The contract was procured under the PPC Building Contract, 2013 Edition.
- 3.8. The tender exercises described in this report complied with the Contract Procedure Rules.

### **4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 The scheme forms part of the Decent Homes Programme, which is a Government initiative to bring all housing up to a decent standard by 2015. It was assessed as a priority on the stock condition survey and therefore no other alternatives have been considered.

### **5. REASONS FOR RECOMMENDATIONS**

- 5.1 The dwellings identified in this package have been identified from the stock condition survey as requiring renewal of kitchens and bathrooms, heating and rewiring, window renewals and other fabric renewals to address their current non-decency.
- 5.2 The works within individual properties will include some or all of the following subject to surveys prior to works commencing: Kitchen renewals encompassing enhanced layout where possible, new flooring, tiling, electrics, plumbing and decorations throughout; bathroom renewals encompassing new flooring, tiling and decorations; full or partial rewiring of properties, in

addition to new or upgraded heating systems. Houses may also include window, roof and rainwater goods renewals.

- 5.3 This scheme forms part of Enfield Homes' on-going programme to maintain its housing stock and fulfil its landlord obligations.

## **6 COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES & CUSTOMER SERVICES DEPARTMENT**

### **6.1 Financial Implications**

- 6.1.1 The scheme is included within the Housing Capital Programme for 2015/16 with an estimated budget allocation of £3,500,000 excluding consultant fees.

- 6.1.2 The breakdown of the cost of these works is detailed below:

Description	Works	Fees	Total
	£	£	£
<b>Cost</b>	<b>3,469,288.00</b>	<b>132,458.00</b>	<b>3,601,746.00</b>
Projected Spend 2014/15 (25%)	0.00	33,114.50	33,114.50
Projected Spend 2015/16(72.5%)	3,382,555.80	96,032.05	3,478,587.85
Projected Spend 2016/17(2.5%)	86,732.20	3,311.45	90,043.65
<b>Total Spend</b>	<b>3,469,288.00</b>	<b>132,458.00</b>	<b>3,601,746.00</b>

- 6.1.3 A maximum retention charge of £90,043.65 (based on 2.5% of construction and multi-disciplinary fee costs) will be paid 12 months from the contract completion date, following satisfactory remedial work to any defects that may have arisen as a result of the work carried out.

- 6.1.4 The cost of this work will be funded from the 2014/15 HRA capital resources. The scheme is included within the Housing Capital Programme for 2014/15.

### **6.2 Legal Implications**

- 6.2.1 The Council has the power to make alterations to Council housing in accordance with section 9 of the Housing Act 1985 and may enter into a contract with the provider of the works pursuant to section 1 of the Local Government (Contracts) Act 1997.

- 6.2.2 The projected fees for professional services and the estimated costs of the proposed works are below the Public Contracts Regulations 2006 financial thresholds and therefore the full EU procurement procedures do not apply. However, the Council must observe the EU general principles of equality, transparency, proportionality and non-discrimination.

Council must comply with the Contract Procedure Rules (CPR). This report confirms that the tender exercises described in this report are CPR compliant.

- 6.2.3 The Council may in accordance with the thresholds in Rule 7.2 use Constructionline for the selection of pre-approved suppliers for works procurement below the EU threshold.

- 6.2.4 The Council must comply with its obligations with regards to obtaining best value under the Local Government (Best Value Principles) Act 1999.

- 6.2.5 The Council must comply with the Key Decision procedure which this report confirms has taken place.

- 6.2.6 All legal agreements arising from the matters described in this report must be approved by the Assistant Director of Legal Services.

### **6.3 Property Implications**

- 6.3.1 This scheme forms part of the Council's ongoing Decent Home Programme to improve sub-standard housing stock for the benefit of tenants. It will also assist the Council in fulfilling its landlord obligations, and have a positive effect on future property maintenance costs and asset values.

### **6.4 Leaseholder Implications**

- 6.4.1 There are No Leaseholder Implications on this Project

## **7 RISKS**

### **7.1 Key Risks**

- 7.1.1 The main risks to the scheme are presented in tabular form below together with the corresponding mitigation actions.

• Key: H = High, M = Medium, L = Low

Item	Risk	Impact	Probability	Mitigation	Owner
1	Non Delivery of Project	H	M	Develop project delivery plan, commission consultants and contractor ASAP.	Housing Professional Services (HPS)
2	Quality	H	M	Set benchmark, monitor site meetings through Contract Administrator (CA) & Clerk of	HPS PM

	Issues			Works (COW) reports, measure continuous improvements using KPIs.	
3	Cost Overrun	M	L	Rigorous Cost Planning, early reporting, comprehensive specification, inclusion of contingencies, tender analysis.	HPS PM
4	Time Overrun	H	M	Manage approvals stage – instil sense of urgency by senior staff. Monitor programme, monthly progress reports & LADs.	HPS PM
5	Extended Consultation	M	M	Establish key milestones and communication strategy at the outset.	HPS
6	Additional Works Identified	M	M	Detail and agree scope of works, prioritise core DHS works and use contingency	HPS

## 8 IMPACT ON COUNCIL PROPERTIES

- 8.1 **Fairness for all:** The proposed works will enhance the fabric and appearance of the Council's properties and provide better facilities to the residents. Undoubtedly, the proposed scheme will assist in meeting the Council's objectives by providing economically successful and socially inclusive communities.
- 8.2 **Growth and Sustainability:** The new double glazed windows will reduce heat loss and achieve noise reduction. In addition, the improvements will have positive impact on the energy performance of the Council's stock. Products specified and materials used will be sustainable and energy efficient. The contractor and manufacturers are required to have a stringent Environmental Policy in place.
- 8.3 **Strong Communities:** The project promotes Key Council values and places emphasis on residents' empowerment and participation through involving residents groups in the consultation process from inception to completion. The scheme addresses the Council's objective by involving the public in the decision making process and help them play an active role in their local neighbourhoods.

## 9 EQUALITIES IMPACT IMPLICATIONS

- 9.1 Equalities impact assessments have been carried out as part of the procurement packages for all schemes.

## 10 PERFORMANCE MANAGEMENT IMPLICATIONS

- 10.1 The works will benefit in excess of 450 properties which will be made decent and others prevented from becoming non-decent hence

allowing the Council to meet its obligations under the Best Value Performance Indicator (BVPI) namely BVPI 184b and BVPI 74a.

## **11 HEALTH AND SAFETY IMPLICATIONS**

- 11.1 The project is notifiable to the Health and Safety Executive (HSE) under the Construction (Design and Management) Regulations 2007 (CDM).
- 11.2 A Pre-Tender Health and Safety Plan was submitted with the tender and the Contractor will submit a Pre-Construction Health and Safety Plan once appointed. This will be updated throughout the contract and a Health and Safety File issued upon completion of the works.

## **12 PUBLIC HEALTH IMPLICATIONS**

- 12.1 The Decent Homes Works scheme seeks to modernise council stock by providing structurally sound, thermally efficient and modern facilities.
- 12.2 The completed works will provide a warmer, more energy efficient stock through the installation of double glazed windows.
- 12.3 The Energy Saving Trust (EST) estimate that new double glazed windows can save between £95 and £223 a year hence reducing fuel poverty across the borough's existing stock.
- 12.4 Moreover, condensation is reduced through the installation of mechanical extraction fans to the bathroom pods providing a better environment.

## **13 BACKGROUND PAPERS**



## MUNICIPAL YEAR 2014/2015 REPORT NO.

### ACTION TO BE TAKEN UNDER DELEGATED AUTHORITY

#### PORTFOLIO DECISION OF:

Cabinet Member for  
Environment & Community  
Safety

#### REPORT OF:

Director – Regeneration &  
Environment

**Agenda – Part: 1**

**KD Num: N/A**

#### **Subject:**

Ladysmith Road to Brimsdown Cycle Route

**Wards:** Southbury, Enfield Highway

Contact officer: Jonathan Goodson, Traffic & Transportation Services  
Tel: 020 8379 3474. Email: [Jonathan.Goodson@enfield.gov.uk](mailto:Jonathan.Goodson@enfield.gov.uk)

### 1. EXECUTIVE SUMMARY

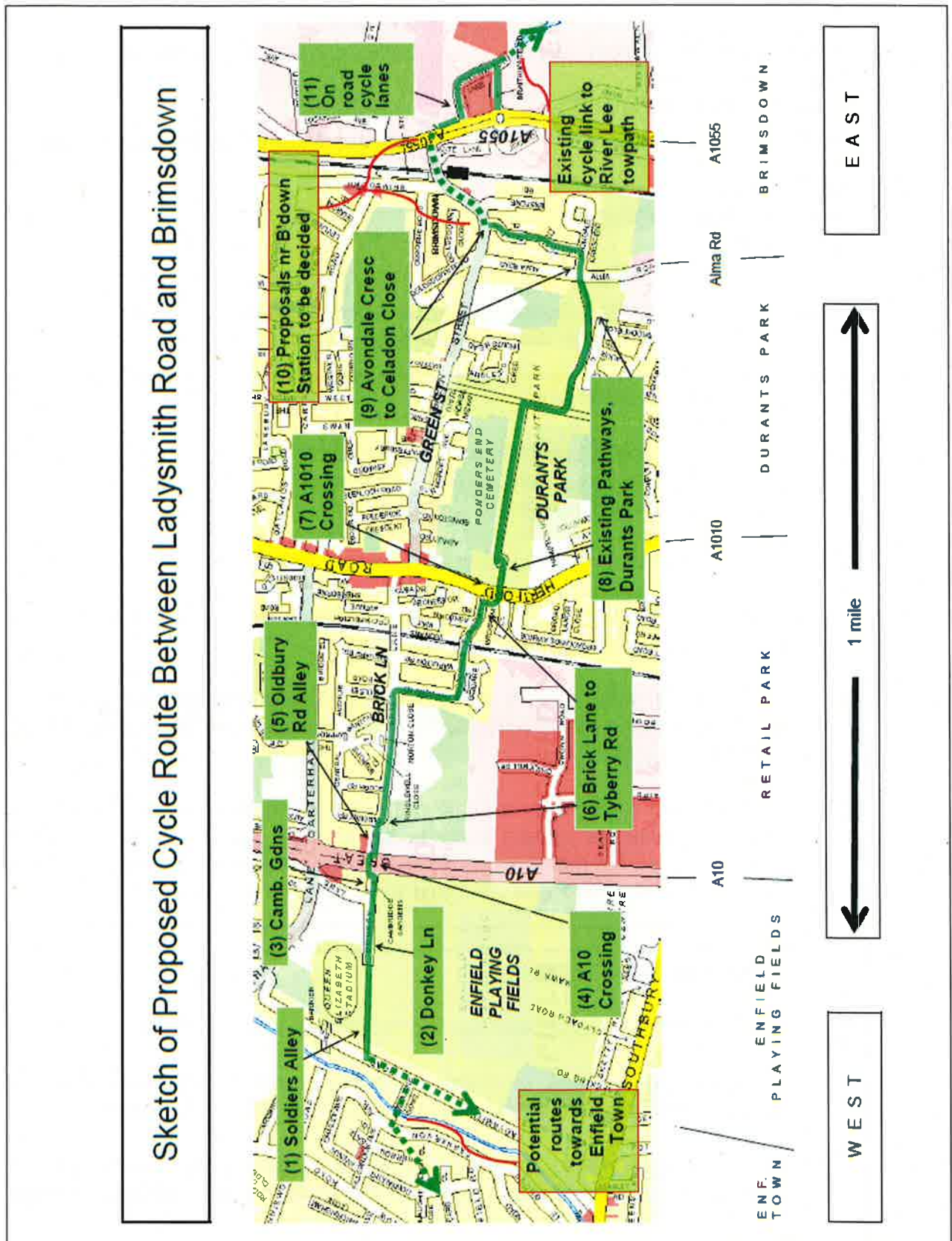
- 1.1 This report seeks approval to introduce cycling facilities between Ladysmith Road and Stockingswater Lane with the aim of completing a cycle route between Enfield Town and Brimsdown.
- 1.2 Improvements are proposed to various links and junctions across this quarter of the borough. When connected to the adjoining backstreets and green spaces that lie between they will form a direct but quiet route for cyclists between the two destinations.
- 1.3 The cost of implementing these facilities is estimated to total £90,000. This is being met by the Corridors, Neighbourhoods and Supporting Measures 2014/15 budget.
- 1.4 Consultation took place in 2014 with ward councillors and with all residents and organisations judged likely to be affected by the proposals. Concern about access by motorcycles to the section between Cambridge Gardens and Ladysmith Road was the main topic of adverse comment.

### 2. RECOMMENDATIONS

- 2.1 To implement the proposed cycling facilities detailed in this report.
- 2.2 To keep under review, once the works are complete, the issue of motorcycle access to Soldiers Alley, Donkey Lane and Cambridge Gardens.
- 2.3 To seek agreement with Enfield Council's parks team as to how the future maintenance costs of cycling infrastructure within parks will be assessed.

### 3. OVERVIEW OF PROPOSALS

3.1 The sketch below gives an overview of the proposals.

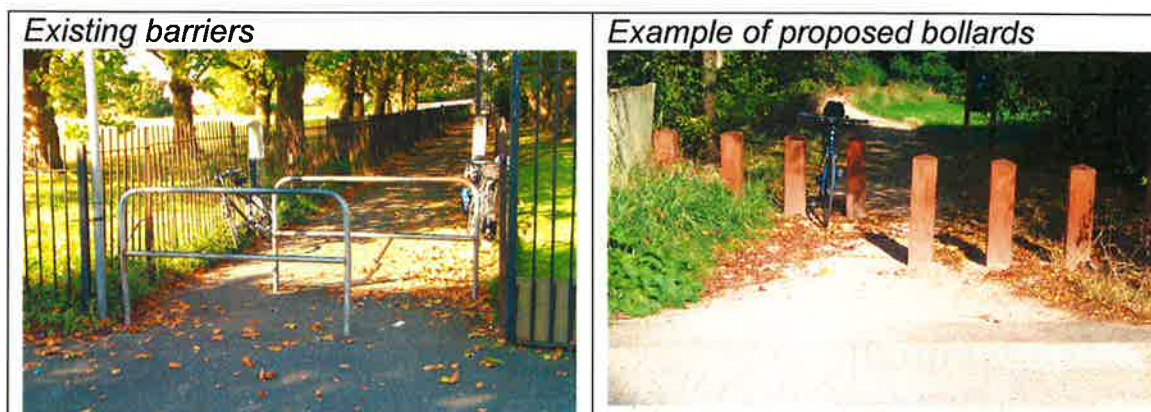




- 3.2 This is an east-west route running parallel (to the north) of the A110 Southbury Road, generally avoiding main roads. It touches the northern boundary of Enfield Playing Fields and incorporates the existing cycle paths within Durants Park. Elsewhere the route incorporates various quiet side roads where minimal specific provision for cyclists is required.
- 3.3 The route connects Enfield town centre to the existing north-south cycle route alongside the River Lee, which is National Cycle Network Route 1. Another strategic benefit is the improved access by cycle that the route will offer to Brimsdown Station from east and west. A third is the intersection with the existing cycling facilities on Mollison Avenue, which will improve access by cycle to a swathe of industrial premises along the A1055 for their staff and visitors. Intersections with existing and proposed cycling facilities on the A10 and A1010 offer similar benefits.

### ***(1) Soldiers Alley***

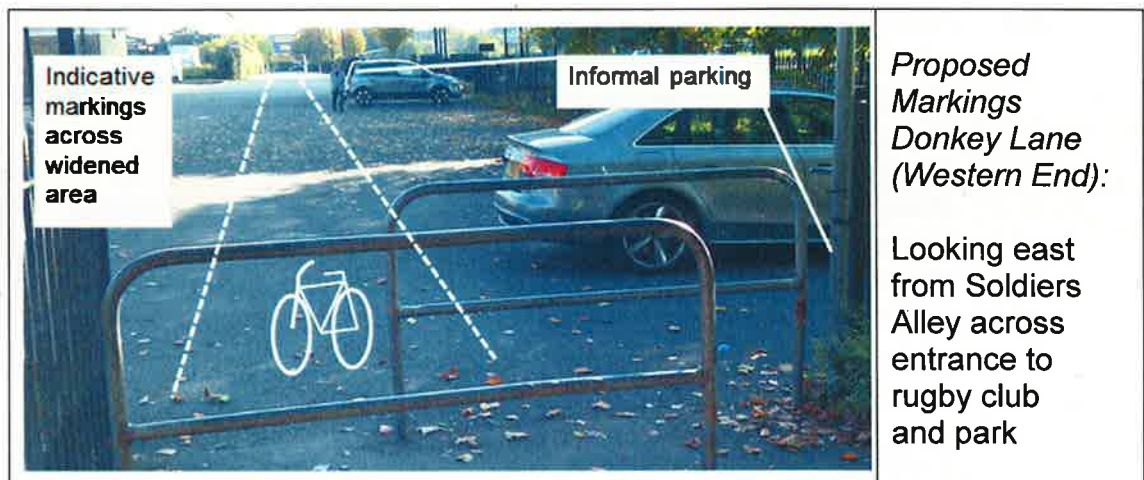
- 3.4 Soldiers Alley is a public right of way linking Ladysmith Road to Donkey Lane. It is of 3 metres typical width, which makes it suitable for designating as a route for unsegregated sharing by walkers and cyclists. It is proposed to add cycling signs and replace the existing panel chicanes at each end with a less severe arrangement of timber bollards. This will provide easier access for cyclists and users of mobility scooters and allow entry by wider cycles, such as those used by disabled riders or cyclists with child or cargo trailers.
- 3.5 The proposed arrangement will:
- a) continue to prevent access by cars;
  - b) continue to moderate the speed of cyclists as they emerge from the alley into pedestrian and vehicular areas;
  - c) continue to deter access by motorcycles.
- Being less severe in layout than the existing barriers, the proposed arrangement cannot be guaranteed to entirely prevent access by motorcycle users. The existing panels are set 1.2m apart, and overlap by a length of 0.5m. The proposed bollards would be set 2m apart, and – in order to give the ease of access required for the users mentioned above - would not have any overlap.



- 3.6 The advantage of using bollards, rather than solid panels, is that most pedestrians, meeting oncoming traffic at the feature, can simply step between the posts. The 400mm spacing is wide enough to allow such permeability but close enough to force users of scooters or cycles (even child-sized ones) to slow to a complete stop to guide their vehicles between the bollards. (Note, in the image above, the cycle wedged upright, pedal-to-pedal, in the 400mm gap between two adjacent bollards.) The proposed arrangement therefore poses far less of a hindrance than the existing does to legitimate users, particularly during busy periods.

### **(2) Donkey Lane**

- 3.7 Donkey Lane is a non-adopted road owned by Enfield Council. The southern section runs between Soldiers Alley and Cambridge Gardens. The wider expanse of roadway at its western end is also within the ownership of the council. This forms the entry point to the parkland to the south and to the sports stadium to the north, and also attracts some informal parking.
- 3.8 The road is lightly trafficked and humps along the main stretch moderate vehicle speeds. Consequently it is intended that east-west cyclists will remain within the roadway. Cycle logos on the road surface will help indicate the intended route, whilst also warning motorists of the likely presence of cyclists. At the western end a 'lane' will be marked across the entrance area to achieve the same aim. At the eastern end cycle signage will direct riders between the carriageway of Donkey Lane and the carriageway of Cambridge Gardens.





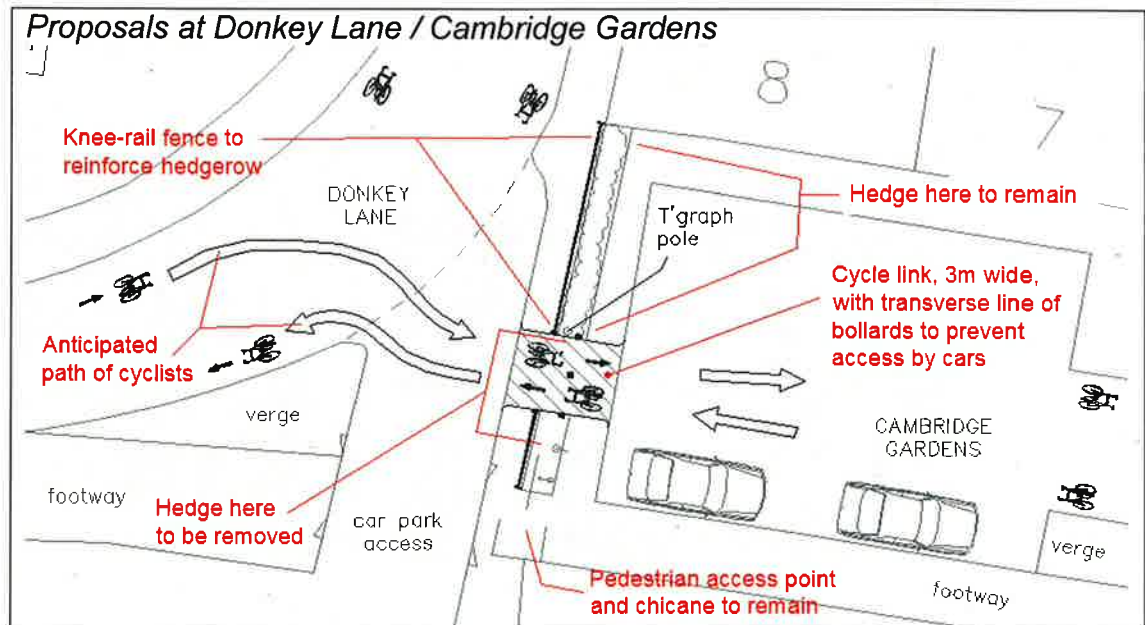
### **(3) Cambridge Gardens**

- 3.9 Cambridge Gardens is a short cul-de-sac whose eastern end forms a junction with the A10 Great Cambridge Road, and whose western end is marked by a hedgerow dividing it from the eastern footway of Donkey Lane. The eight properties within Cambridge Gardens lie along its northern side. On the opposing side of the road is 2m wide footway behind a tree-lined verge of similar width. The footway aligns to a break in the hedgerow, through which the public right of way continues west into and along the southern footway of Donkey Lane. At the boundary of the two footways is a tight chicane feature.
- 3.10 Cambridge Gardens is lightly trafficked and, consequently, it is intended that cyclists following the route east-west will use the carriageway here. Officers' preferred method of linking this to the carriageway of Donkey Lane beyond is by creating a break in the hedgerow. A gap and linking path of width 3m, with a central bollard to prevent access by cars, is proposed.
- 3.11 The hedgerow presently features some ad hoc barriers to help reinforce its thinner sections against intrusion by people and vehicles. Providing sections of timber knee-rail fence in the footway on the Donkey Lane side of the hedgerow, either side of the break, will form a more complete and aesthetically pleasing barrier to vehicles.



	<p><i>Donkey Lane:</i></p> <p>Looking east towards Cambridge Gardens</p>
	<p><i>Donkey Lane:</i></p> <p>Looking south towards car park access road</p>
	<p><i>Cambridge Gardens:</i></p> <p>Looking south west towards footway chicane</p>

- 3.12 The sketch below shows the proposed layout. The designers do not see a significant safety concern in cyclists emerging into the road at either end of the cycle link: both the access road and the terminus of the cul-de-sac are lightly trafficked and low-speed environments. Cycle logos on the road surface help warn motorists of the likely presence of cyclists, as well as indicating the route.



- 3.13 For eastbound cyclists, the turning across Donkey Lane is deemed best undertaken at the middle of the bend (as shown) where optimum sight lines should exist for eastbound drivers following the cyclist and for southbound drivers approaching. The alternative of encouraging eastbound cyclists to cross towards the wide section of the southern footway immediately before the bend risks southbound drivers encountering such cyclists unsighted as they round the bend.
- 3.14 Directing cyclists to use the carriageways of Donkey Lane and Cambridge Gardens, rather than the southern footways, is preferred by the designers. The footway of Donkey Lane is wide near the bend, but much narrower along the majority of its length further west. In Cambridge Gardens reducing the grass verge in order to widen the southern footway is not ideal; the presence of several large trees prevents a consistent width from being achieved. An alternative layout that directed cyclists via the existing chicane would pose undue impediment on walkers and cyclists alike by channelling both groups through this narrow gap. The resulting layout might lack clarity on the route intended for cyclists, and would necessitate removing a parking space where cyclists rejoined the road opposite #8 Cambridge Gardens.

#### **(4) A10 Crossing**

- 3.15 A signal-controlled crossing of the A10 is sited immediately north of the junction with Cambridge Gardens. Transport for London has undertaken to upgrade the existing crossing with the addition of cycle signals to aid and legalise crossing movements by cyclists. On the eastern side of the A10 there is an existing off-road cycleway. The addition of signs on the western footway



is proposed to indicate here the intended use by cyclists (as well as pedestrians) of the short section between the crossing and the side road.

#### **(5) Oldbury Road Alley**

- 3.16 The alley between the A10 and Oldbury Road is 3m wide; a suitable width for allowing cyclists to mix with other users. This usage will be facilitated and formalised by removing the barriers at each end and replacing them with a central bollard bearing a cycling sign.



#### **(6) Brick Lane to Tyberry Road**

- 3.17 Brick Lane, Hammond Road and Tyberry Road are lightly trafficked roads. They all fall within the 20mph zone around Bishop Stopford's School and benefit from traffic calming features. It is proposed to incorporate these streets into the on-road cycle route with minimal alterations to the fabric of the highway.

#### **(7) A1010 Crossing**

- 3.18 A signal-controlled crossing of the A1010 is sited immediately south of the junction with Tyberry Road and roughly opposite the entrance to Durants Park. Transport for London has undertaken to upgrade the existing crossing with the addition of cycle signals to aid and legalise crossing movements by cyclists. The addition of signs on the wide footways either side is proposed to indicate here the intended use by cyclists (as well as pedestrians) of the short sections of pavement between the crossing and the side road / park entrance.

#### **(8) Durants Park**

- 3.19 The route shown on the overview map through Durants Park follows existing wide tarmac paths, some of which have been widened previously with the intention of allowing and facilitating cycling through and within the park. Direction signage is proposed to indicate the route through the park.

#### **(9) Avondale Crescent to Celadon Close**

- 3.20 A through-route for walkers and cyclists exists between the eastern entrance to Durants Park and Green Street, via the quiet back-roads of Avondale Crescent and Celadon Close. It is proposed to incorporate these streets into

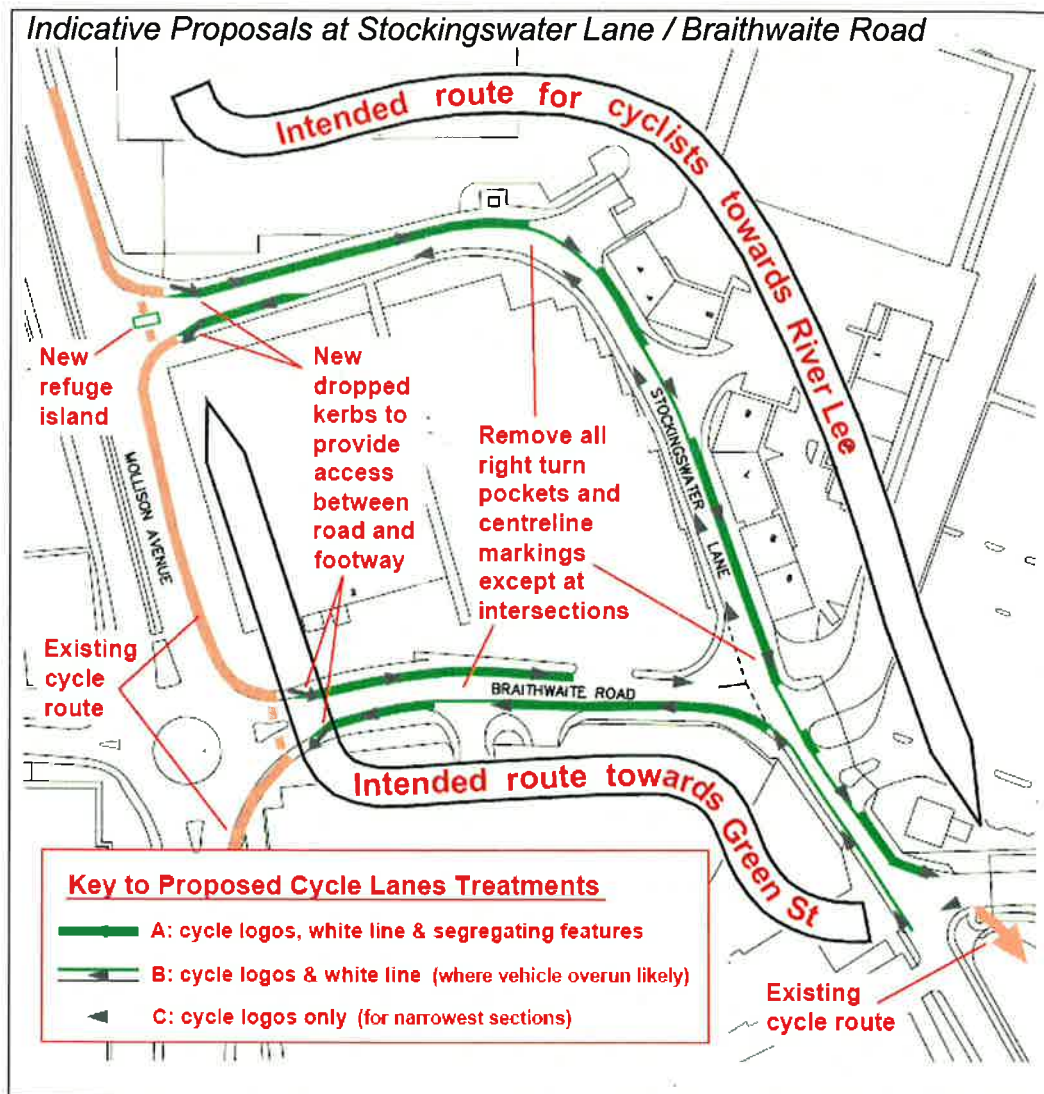
the on-road cycle route with minimal alterations to the fabric of the highway. A short section of footway between the two roads will be signed as a cycleway to formalise this usage.

#### ***(10) Brimsdown Station Section***

- 3.21 Between Celadon Close and the eastern footway/cycleway of Mollison Avenue lies a short section of the highway network where providing facilities for cyclists is challenging. Green Street is a notably more heavily trafficked and unappealing environment for less confident cyclists than the other roads incorporated into the route.
- 3.22 Cycle lanes either side of Green Street seem difficult to achieve due to a lack of width. Creating a shared facility by widening the southern footway of Green Street would help serve the small shopping parade opposite Brimsdown Avenue but would conflict with existing parking and loading activity associated with the same. The signalised crossing at the junction of Green Street and Mollison Avenue features signal-controlled crossing points, but the traffic islands are not presently wide enough to accommodate movements by cyclists and there is limited space to effect the necessary alterations.
- 3.23 It is proposed to commission detailed street-layout (topographical) and parking surveys in this location with a view to developing design options for this section in 2015/16. Officers believe there is merit in implementing the proposals to the east and west in the meantime. Some users of the facilities east and west will not need to pass through this section in their regular journeys. Some that do will be confident enough to remain on-road, or otherwise dismount and walk through the most challenging parts, and still be well served by the direct and lightly-trafficked sections beyond.

#### ***(11) On-Road Cycle Lanes: Stockingswater Lane & Braithwaite Rd***

- 3.24 Between the off-road cycleway on Mollison Avenue (eastern side) and the existing cycle route towards the towpath lie the industrial estate access roads of Stockingswater Lane and Braithwaite Road. These roads do not carry high volumes of traffic but feature a high percentage of larger vehicles. Their carriageway widths are reasonably modest but their intersections and access points are wide and sweeping to reflect the usage by delivery vehicles. The roads do not appear to attract any significant parking, other than near the southern terminus of Stockingswater Lane, just beyond the area of interest.
- 3.25 On-road cycle lanes and logos are proposed to provide cyclists with a greater sense of comfort and confidence when using these roads in the presence of large vehicles. The markings also provide a route confirmation benefit to cyclists. Three different treatments are proposed, depending on the available width and the likelihood or need for other vehicles to enter the space intended for cyclists. The sketch below shows the proposals.

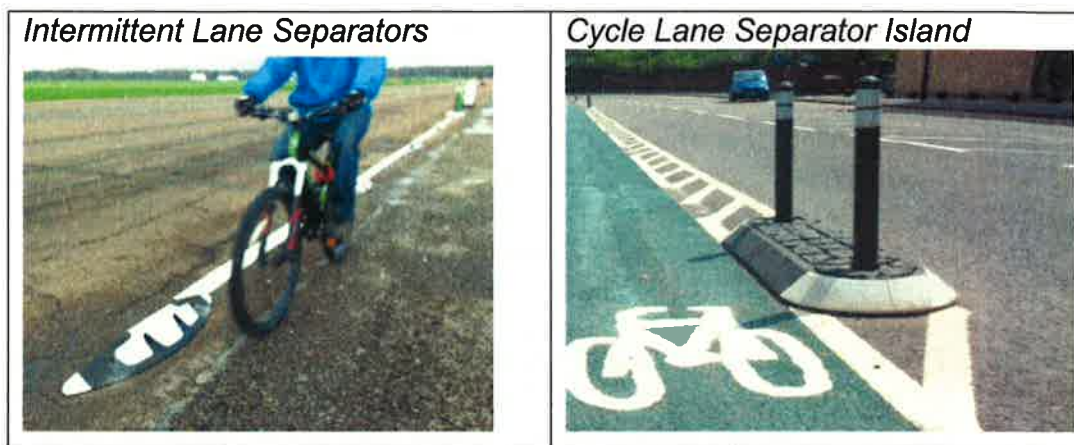


- 3.26 Stockingswater Lane varies in width along its length and is not wide enough, in the main, to accommodate a cycle lane on each side. The proposals, therefore, show a cycle lane on the eastbound side only for cyclists heading towards the towpath. Cycle lanes on Braithwaite Road are proposed to offer a similar level of provision for cyclists travelling in the opposite direction, whereby riders heading towards Green Street can make use of an additional length of the off-road cycleway on Mollison Avenue.
- 3.27 New dropped kerbs are proposed at four locations to aid cyclists moving between the on-road and off-road facilities. An upgraded refuge island is proposed at the mouth of Stockingswater Lane to facilitate crossing movements by cyclists. These are all useful additions to the cycle provision at the locale, even without the proposed cycle lanes.
- 3.28 Treatment C is proposed along the less critical side of the narrowest sections of road. This treatment, consisting of nothing more than cycle logos marked onto the road surface, is the lowest level of provision of the three, but is of benefit nevertheless in indicating the route for cyclists and in providing a



warning to other road users of the likely presence of cyclists in the carriageway.

- 3.29 For Treatment A and Treatment B, the same cycle logos are proposed within a 1.5m wide cycle lane. Although lanes of 2m or greater are ideal - to accommodate wider cycles and allow faster riders to pass slower ones - lanes of 1.5m are sufficient to allow the passage of speciality cycles and, in this location, should not pose a problem in terms of capacity.
- 3.30 The layout above has been designed to leave a typical minimum width of 6m for general traffic. This is sufficient to allow most opposing vehicles to pass at moderate speed unhindered. Where two larger vehicles need to pass, the drivers may need to reduce their speed and/or to encroach into the cycle lanes. The effective narrowing of the road space by the addition of the cycle lanes – and further emphasised by the removal of the centrelines - should moderate the speed of all drivers, making the roads feel like a lower-speed environment, enabling such interactions to proceed in relative safety.
- 3.31 The roads presently feature a number of right turn pockets. These are road markings that encourage drivers to take up a central position in the road space while they wait to make a right turn off the road, thus allowing traffic to continue to pass either side. It is not possible to retain these whilst also narrowing the roads with cycle lanes, and therefore it is proposed that they be removed. Traffic flows are not high enough to suggest that their removal will result in any significant queuing or capacity problems.
- 3.32 Due to the occasional need for other vehicles to encroach into the lanes, the white lines will be of the broken variety, as the alternative continuous road marking prohibits entry by other vehicles. Yellow lines to prohibit parking are not deemed necessary at the present time, but could be added in the future should blocking of the lanes become a frequent occurrence.
- 3.33 In addition to the cycle lane marking, intermittent lane separators are proposed at 4m centres under Treatment A. These provide a physical deterrent to careless encroachment by motor vehicles and offer a greater sense of protection for the cyclist. At strategic locations small islands are also proposed, typically to bookend and thus protect the various sections of cycle lane. These products are shown below.



- 3.34 Treatment B offers a lower level of segregation, as it omits the physical measures shown above. This treatment is proposed on narrower sections of road and across access points, reflecting the need for vehicles to cross the cycle lane or the likelihood of larger vehicles needing to encroach into it where the road width for other traffic reduces slightly below the typical value of 6m.
- 3.35 Lane separators have not been used before on the borough's roads, but since the commencement of the Cycle Enfield programme their use is amongst options proposed for several lengthy sections of main road. The Stockingswater Lane facility will provide a useful trial site to test their durability under the expected repeated over-run by large vehicles.

#### **4. SUMMARY OF CONSULTATION UNDERTAKEN**

##### ***(1) Extent of Consultation***

- 4.1 In August 2014 consultation leaflets were sent to all residential properties immediately adjacent to the various physical alterations proposed along the route. With reference to the overview plan at 3.1, the properties either side of the alleyways at section 1 and 5 received leaflets. Likewise the properties near the crossings at section 4 and 7. Properties within sections 6 and 9 did not receive leaflets, as these sections will be incorporated into the route by the addition of direction signage only. However, all the properties within Cambridge Gardens were consulted due to the need to create a new access point through the hedge.
- 4.2 The Friends of Enfield Playing Fields (FEPF) were consulted about the proposals for Soldiers Alley and Donkey Lane. Officers later presented outline proposals to a meeting of the FEPF in October 2014 at the group's request. The Friends of Durants Park did not return any comments, but discussions with officers in Enfield Council's parks team suggested that the group remained happy with the general aspiration for cycle routes through the park, having been consulted previously on the matter.
- 4.3 The councillors for Southbury and Enfield Highway wards were sent the consultation leaflet and invited to return comments.



- 4.4 Local and national groups consulted included the emergency services, cycling groups and Enfield Disability Action.
- 4.5 Letters have been sent to the companies operating from the various premises off Stockingswater Lane and Braithwaite Road to seek their comments on the cycle lane proposals.

***(2) Additional Correspondence***

- 4.6 Follow-up letters were sent in March 2015 to the residents of Cambridge Gardens and to the FEPP confirming the proposed access arrangements for Soldiers Alley and Donkey Lane. Concerns from these groups about access by motorcycles remain unresolved, and the sections that follow expand upon this debate.
- 4.7 The same information has been sent to Councillor Joanne Laban (Town ward). Councillor Laban also enquired into the suitability of the access arrangements, having been contacted by the FEPP on the matter.
- 4.8 Additional information has been provided in March 2015 to the Metropolitan Police following their request for further details about the A10 crossing, the adjacent alley and also Soldiers Alley.

***(3) Comments In Favour***

- 4.9 Two residents from Tyberry Road returned favourable comments about the general proposals, welcoming measures that provided additional travel options and improved access for wheelchair users.

***(4) Concerns and Objections***

- 4.10 Unresolved concerns about access by motorcycles between Ladysmith Road and Cambridge Gardens have been received from FEPP and three of the households within Cambridge Gardens.
- 4.11 Enfield Council's parks team has sought clarification on how the future maintenance of any cycling-related infrastructure within borough parks will be funded so as not to pose an undue burden on park maintenance budgets.

**5. KEY ISSUES ARISING FROM CONSULTATION**

***(1) Friends of Enfield Playing Fields (FEPP)***

- 5.1 The initial response from the Secretary of the FEPP stated that, having canvassed opinion amongst its membership and received feedback from ten people, the group did not object to Soldiers Alley being categorised as a cycle route. Despite the sign that is currently in place prohibiting cycling, they recognise that cyclists make use of the alley at present in significant numbers, and are likely to continue to do so in the future. Generally, the letter went on, the cyclists in question ride in a considerate manner and at moderate speeds.

- 5.2 However the FEPF also had some concerns about which they sought further information. Whilst recognising that the existing chicanes pose a hindrance to mobility scooter users, the group worried that removing the chicanes would: a) encourage cyclists to travel faster along the alley, b) lead to cyclists emerging at speed onto Donkey Lane into the path of pedestrians and manoeuvring vehicles, c) lead to cyclists emerging onto the footway (and perhaps carriageway) of Ladysmith Road where north-south traffic would have no sightline to their approach, and d) lead to abuse of the alley by motorcyclists.
- 5.3 An officer attended the FEPF meeting in October 2014 and presented the proposals to the group, seeking to answer the various points that had been raised. The group was told that the array of bollards shown in 3.5 above would help control cycle speeds along the alley and slow cyclists as they emerge at either end, in much the same manner as the existing chicanes do. The group appeared to accept the advantages of the bollard arrangement compared to the panel chicanes (as outlined in section 3 above) and was, thus, largely satisfied upon the first three of its four points of concern. The officer suggested that the unsegregated presence of cycles at the terminus of Donkey Lane was not a significant safety risk given that the roadway is a low speed environment in which drivers of manoeuvring vehicles are already accustomed to sharing the space with pedestrians and cyclists.
- 5.4 The fear of increased access by motorcycles were less easily allayed, however, and remained unresolved at the end of a lengthy period of discussion. The officer reiterated that any chicane arrangement severe enough to prevent access to small motorcycles would be likely to hamper, if not prevent entirely, legitimate entry by mobility scooters. In addition, such a layout would almost certainly prevent access by tandems, recumbent bikes, cycles with child and cargo trailers and those wider or longer cycles designed for certain disabled users.
- 5.5 The officer's conclusion was that the potential for unwanted access by motorcycles could not be designed out of the proposals. The officer suggested that it was fairer to ask all users of the alley to share the risk and nuisance factor of this occasional misuse, than to exclude a minority of legitimate users on a permanent basis.
- 5.6 The officer's opinion is that the fear of possible misuse by motorcyclists tends not to be borne out in reality. The removal of similar barriers for other cycling schemes elsewhere in the borough does not seem to have translated into a rise in complaints about motorcycles. Examples include Dell's Field between the A10 and Forty Hill and Cheyne Walk Open Space.
- 5.7 In the case of Soldiers Alley, the high, and hopefully increasing, level of usage by walkers and cyclists should be a strong factor in discouraging access by motorcyclists. The path is long and enclosed, and the likelihood of being challenged by legitimate users, or even just held up by their presence, should act as a strong deterrent to motorcycle riders.

## ***(2) Cambridge Gardens***

- 5.8 One resident observes that nearby routes are little used by cyclists at present, concluding that this project will be a waste of money. The resident fears the proposals will result in more tarmac.
- 5.8.1 *Officer Response: Other respondents report that, on the contrary, there is a significant amount of cycle traffic using the route identified. Improving access will encourage this practice, and make it easier for all users. Investing in cycling should achieve long-term savings for the council due to the public health benefits of promoting greater physical activity. There are no proposals to widen the southern footway, only to create a small cut-through in the hedgerow, so there will not be any significant loss of green space to tarmac.*
- 5.9 A second resident believes the proposals will change the feel of Cambridge Gardens from a cul-de-sac to a through route. The resident asserts that uncontrolled access for cycles will endanger pedestrians and lead to further misuse by motorcycles perhaps increasing the risk of criminal activity.
- 5.9.1 *Officer Response: Cambridge Gardens is a no-through-route to motor vehicles but accommodates a formal through-route for pedestrians and an informal one for a number of cyclists. The proposals seek to formalise and improve access between Cambridge Gardens and Donkey Lane for the latter group. Measures that increase the number of cyclists using the road here should not have a detrimental impact on the day-to-day lives of the residents of the cul-de-sac; rather it will aid access between the close and Ladysmith Road for those residents using cycles or mobility carriages. It is unavoidable that, in creating a cut-through suitable for cyclists, the passage of motorcycles will also be made easier. However, it is hoped that a high level of usage by legitimate groups will deter access by motorcyclists. Should illegal access by motorcycles become problematic, the council would consult with the police with a view to taking enforcement action.*
- 5.10 A third resident reports that a previous, informal break in the hedgerow resulted in many cycles, some motorcycles and even a few small cars gaining access between the cul-de-sac and Donkey Lane. Steps were then taken to fill the gap. The resident fears that creating a new gap will lead to similar incidents. The resident highlights cyclists emerging at speed into the path of pedestrians and motor vehicles as a particular concern, and suggests that the road is busier with foot and road traffic than might be expected. The resident would oppose the removal of the trees and verge on the southern side of the cul-de-sac to accommodate a cycleway off the road.
- 5.10.1 *Officer Response: There are no proposals to widen the southern footway, as the intended route for cyclists is via the carriageway. The central bollard shown within the proposed cut-through will prevent access through the hedgerow by cars. The knee-rail fence proposed along the back of the footway on Donkey Lane will reinforce the remaining hedgerow against any further breaks being established by the passage of people on foot or cycle. It is unavoidable that, in creating a cut-through suitable for cyclists, the passage of motorcycles will also be made easier. However, it is hoped that a high level of usage by legitimate groups will deter access by motorcyclists.*

*Should illegal access by motorcycles become problematic, the council would consult with the police with a view to taking enforcement action.*

*The proposals seek to formalise and improve access between Cambridge Gardens and Donkey Lane for cyclists. The intended carriageway-to-carriageway route for cyclists should minimise conflict with the main flow of pedestrians, who are likely to be using the southern footways of Cambridge Gardens and Donkey Lane. Unlike the previous, informal gap in the hedgerow, the new cut-through and its more extensive break in the foliage will improve sightlines and give a visual warning of the likely presence of cyclists.*

*A review of recorded traffic accidents (where injuries were sustained) in the last five years reveals zero such incidents in Cambridge Gardens and only one in Donkey Lane. The latter was near the junction of Carterhatch Lane and involved a car exiting a private access colliding with another being driven along Donkey Lane. For context, the 20 metre long section of the A10 in the immediate vicinity of the Cambridge Gardens junction saw three incidents in the same period. These figures support the assertion that the carriageways of Donkey Lane and Cambridge Gardens form a relatively lightly trafficked and low speed environment for cyclists, which riders should be able to leave and join in relative safety.*

### **(3) Enfield Council Parks Team**

- 5.11 The parks team has no objections to the alignment of the proposed route or to the general principle of the route incorporating paths that fall within Enfield Council parkland.
- 5.12 There remains a borough wide bye-law prohibiting cycling within parks other than on routes specifically designated by the council for cycling. The parks team confirms that the introduction of cycle route signage on agreed routes is all that is required to indicate this designation and thus allow cycling to take place along the intended paths.
- 5.13 Enfield Council's parks team has sought clarification on how the future maintenance of any cycling-related infrastructure within borough parks will be funded so as not to pose an undue burden on park maintenance budgets. Items mentioned include: signage, surfacing, and customer enquiries.
- 5.13.1 *Officer Response: Officers in the traffic & transportation team have undertaken to seek an agreement with the parks team as to how the future maintenance costs of cycling infrastructure within parks will be assessed.*
- 5.14 Enfield Council's parks team has sought assurances that 2.5 metres is the minimum width for any paths in parks to be designated for mixed use by pedestrians and cyclists.
- 5.14.1 *Officer Response: A design width of 2.5m has been used to date for various mixed-use paths within borough parks where moderate usage is anticipated. This can, therefore, be thought of as a rule-of-thumb minimum width. However, where site specific obstructions have prevented this width being achieved in other park settings within the borough, narrower sections have*



*been provided over short lengths. These do not seem to cause undue concern or hindrance to path users. The 2.5m minimum width rule remains aspirational in status, therefore, rather than a limit to be applied rigidly. While much national and London-based design guidance exists on the matter of appropriate path widths from various sources (government, user interest groups, professional societies) there are no statutory regulations applying to this dimension.*

- 5.15 Enfield Council's parks team has stated a preference for the use of steel bollards rather than timber ones with regard to maintenance costs.
- 5.15.1 *Officer Response: The 175mm wide timber bollard is the minimum width to accept the 150mm cycle route signs that are required. Specifying narrower steel bollards might necessitate providing additional steel posts on which to mount the signs, resulting on a more cluttered arrangement. Timber bollards have been the most common type used on cycle routes elsewhere in the borough in recent times, partly for their aesthetic appeal within a parkland setting. Using narrower bollards in rows to form chicane features might necessitate using a greater number of units which would add to the overall cost and may, again, result in a more cluttered looking arrangement. There is a case for assessing each site on its own merits and coordination with the parks team can take place prior to installation.*
- 5.16 The proposals seek to incorporate within the route an east-west path within Durants Park running to the north of the tennis courts. The parks team asserts that the condition of this path is poor in places and that its effective width falls below 2.5m as a result. At one intersection of this path a hedgerow restricts visibility between users approaching the junction from the north and west. The parks team asserts a need to improve visibility to mitigate the risk of collisions.
- 5.16.1 *Officer Response: Having visited the site to assess both factors in the recent past the designer did not feel visibility at the intersection constituted a significant hazard or that the condition and extent of the path deterioration merited intervention at the present time. However, the matter could be revisited in coming years under the ongoing work of the Cycle Enfield programme to develop the local greenways network.*
- 5.17 At Donkey Lane, the parks team has queried the suitability of providing cycle route markings across the wider expanse of tarmac at the western end, raising a safety concern due to vehicles, including vans, reversing through it with adjacent vehicles potentially obscuring their view of oncoming cycles. See section 3.8 above.
- 5.17.1 *Officer Response: Parking at the location occurs informally, rather than in marked bays. The roadway is a low speed environment in which drivers of manoeuvring vehicles are already accustomed to sharing the space with pedestrians and cycles. The presence of the markings does not change the present unsegregated usage of the area by drivers, cycles and pedestrians. It will, however, provide an additional reminder to drivers to be vigilant of cycles within the roadway.*



## **6. ALTERNATIVE OPTIONS CONSIDERED**

- 6.1 Do Nothing: To do nothing would be to miss the opportunity of providing attractive facilities for cyclists riding between Enfield Town and Brimsdown, thereby risking supressing the growth in cycling to which the council aspires.
- 6.2 Alternative Routes: The overview plan provided shows that the proposals form a direct east-west route for cyclists, whilst avoiding busier roads. Alternative alignments would need to follow Mollison Avenue and the A110 Southbury Road (to the south), or else Green Street and Carterhatch Lane (to the north). It is well established that a fear of mixing with traffic is a key barrier to people undertaking more trips by cycle. In the opinion of officers, the route shown is clearly preferable to the alternatives described above in terms of encouraging more cycling amongst novice and less-confident riders.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 Introducing the proposals shown will provide a direct, quiet and largely unbroken route for cyclists between the River Lee and Ladysmith Road, thus linking the Enfield Town locale to that of Brimsdown. For comparison, the most direct alternative route using busier roads would follow the A1055 Mollison Avenue and the A110 Southbury Road; a far less appealing journey for most prospective riders.
- 7.2 The proposed facilities will: improve comfort and safety for those cyclists who already use the route (or parts thereof); improve access for users of mobility scooters and speciality cycles; and formalise and legalise the use of some key off-road paths like Soldiers Alley. The present informal mixing of pedestrians and cyclists along this relatively wide alley appears to occur without riders causing undue anxiety or hindrance to other users.
- 7.3 In addition to encouraging existing users of the route to ride more often, the new facilities should also encourage many non-cyclists and infrequent riders to give cycling a try. Cycling levels in Enfield are low compared to other parts of London and many residents report a fear of mixing with traffic as a key barrier to travelling by cycle. Routes that allow cyclists to make relatively short, direct journeys avoiding busy roads are crucial to encouraging new and less-confident riders onto their bikes.
- 7.4 The route in question forms part of a network of quieter routes that the council aspires to complete by 2018 under its Cycle Enfield programme. The supporting documentation for the programme sets out the benefits that can be gained by converting short car journeys to cycle journeys in terms of better public health and lower travel costs for cyclists, and a less hostile and congested road network for all residents.

## **8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES, AND OTHER DEPARTMENTS**

### **8.1 Financial Implications**

- 8.1.1 The estimated cost for implementing the proposed cycling facilities between Ladysmith Road and Stockingswater Lane with the aim of completing a cycle route between Enfield Town and Brimsdown is £90k. This will be met from the 2014/2015 Local Implementation Plan (LIP); Corridors, Neighbourhoods and Supporting Measures Programme.
- 8.1.2 Expenditure once approved by Transport For London; it will be fully funded by means of direct grant from TFL; governed through the TFL Borough Portal, hence no costs fall on the Council. The release of funds by TFL is based on a process that records the progress of works against approved spending profiles. TFL makes payments against certified claims as soon as expenditure is incurred; ensuring that the Council benefits from prompt reimbursement of any expenditure.
- 8.1.3 LIP financial assistance is provided by TFL under Section 159 of the GLA Act 1999. The funding is provided to support local transport improvements that accord with the Mayor's Transport Strategy Goals and Outcomes. Use of the funding for purposes other than those for which it is provided may result in TFL requiring repayment of any funding already provided and/or withholding provision of further funding. TFL also retains the right to carry out random or specific audits in respect of the financial assistance provided.

## **8.2 Legal Implications**

None

## **8.3 Property Implications**

None

## **9. KEY RISKS**

No significant risks have been identified.

## **10. IMPACT ON COUNCIL PRIORITIES**

### **10.1 Fairness for All**

Section 5 discusses a balance of conflicting wishes and needs, whereby retaining barriers to prohibit occasional access by motorcycles along alleys and quiet roads conflicts with the need to make pathways accessible to disabled users in mobility scooters and similar. The report concludes that the latter need should take priority.

### **10.2 Growth and Sustainability**

Proving this safe and convenient cycle route will encourage this sustainable mode of transport.

### **10.3 Strong Communities**

The impact of the proposals with regard to strong communities is judged to be minimal.

## **11. EQUALITY IMPACT IMPLICATIONS**

Corporate advice has been sought in regard to equalities and a Predictive Equalities Impact Assessment has been completed to assess the impacts relating to new arrangements of entry point barriers along two alleyways along the route. The task of testing the new arrangement of barriers on speciality cycles (including those used by disabled riders) has been logged therein, to be undertaken upon completion of the cycle route works.

## **12. PERFORMANCE MANAGEMENT IMPLICATIONS**

The proposals will encourage sustainable transport in line with the council's Business Plan. Actions under Section 2 'Growth and Sustainability' of that document include introducing cycle lanes with the intended outcome of improving the sustainability of transport and reducing its impact on the borough.

## **13. PUBLIC HEALTH IMPLICATIONS**

Encouraging walking and cycling will have a positive impact on public health. Physical activity is associated with a 20-40% reduction in all long-term conditions which account for 70% of the NHS budget. Achieving a modal shift away from motorised to active transport would also reduce air pollution which is itself associated with 29,000 deaths a year.

In order to ensure that the potential benefits of the above are fully realised feedback from users of the routes of the suitability and attractiveness of the routes should be sought that can be fed into future developments.

## **Background Papers**

None.

## MUNICIPAL YEAR 2013/2014 REPORT NO.

### PORTFOLIO DECISION OF:

- Director of Finance, Resources and Customer Services
- Director of Health, Housing and Adult Social Care
- Cabinet Member for Finance
- Cabinet Member for Housing and Estate Regeneration

**Agenda – Part: 1**

**Item:**

**Subject: Investment in Private Rented Sector – Loan Instalment 3**

**Wards: All**

**Key Decision No:**

*KD4057*

**Cabinet Member consulted: Cllr Stafford and Cllr Oykenner**

### REPORT OF:

Director of Finance, Resources and Customer Services

Contact officer and telephone number: Hayley Coates (020 8379 3087)

E mail: [Hayley.coates@enfield.gov.uk](mailto:Hayley.coates@enfield.gov.uk)

### 1. EXECUTIVE SUMMARY

- 1.1 In February 2014 Cabinet agreed to establish a wholly owned local authority company to acquire and manage properties that the Council can use to discharge its statutory duties. This was in response to the significant temporary accommodation budget pressures facing the Council, resulting from an increase in demand for housing and rising rental prices.
- 1.2 Cabinet, and later Council, agreed the financial model, which provided authority for the Council to borrow funding up to an agreed amount and lend this to the company in a number of instalments. The first instalment of the loan was agreed in February 2014 and authority for further instalments was delegated to the Director of Finance, Resources and Customer Services; Director of Health, Housing and Adult Social Care; Cabinet Member for Finance; and Cabinet Member for Housing and Estate Regeneration.
- 1.3 The company has been in operation since March 2014 and good progress has been made. The company has an established acquisition process in place and now requires the next instalment of the loan to continue the acquisition of properties in line with the agreed criteria.
- 1.4 This report seeks approval for the next instalment of the loan to the company – Housing Gateway Limited – in line with the delegated authority granted in KD3782 and in accordance with the terms of the Facility Letter.

## **2. RECOMMENDATIONS**

- 2.1 Note that Cabinet delegated authority to the Director of Finance, Resources and Customer Services; Director of Health, Housing and Adult Social Care; Cabinet Member for Finance; and Cabinet Member for Housing and Estate Regeneration, to finalise the timing, profile of acquisitions and the detail of the funding arrangements for each phase of the portfolio development, based on the most viable finance stream available, type and level of housing need at that time, and the Council's best interests (KD 3782).
- 2.2 Note that the terms of the Facility Letter were agreed by the Director of Finance, Resources and Customer Services; Director of Health, Housing and Adult Social Care; Cabinet Member for Finance; and Cabinet Member for Housing and Estate Regeneration in September 2014 and the Housing Gateway Board of Directors in April 2014.
- 2.3 Agree to access the next instalment of the loan and on-lend this to Housing Gateway Limited in accordance with the Facility Letter.
- 2.4 Note that the treasury management decisions regarding the Council's borrowing to enable the on-lending to Housing Gateway Limited will be subject to the Council's existing arrangements for governance and specialist advice.

## **3. BACKGROUND**

- 3.1 In February 2014 Cabinet agreed to establish a wholly owned local authority company to own and manage a portfolio of houses, to make available to those residents primarily with housing need or at risk of homelessness (KD 3782). Cabinet agreed that properties would be purchased on a case by case basis using funding from the Public Works Loan Board (PWLb) or via external finance depending on the most viable option at the time of purchase.
- 3.2 Cabinet agreed to delegate to the Director of Finance, Resources and Customer Services; Director of Health, Housing and Adult Social Care; Cabinet Member for Finance; and Cabinet Member for Housing and Estate Regeneration, authority to finalise the timing, profile of acquisitions and detail of the funding arrangements. This included the terms of the loan agreement between the Council and the Company.
- 3.3 The local authority company - Housing Gateway Limited – has now been formed with an established acquisition process in place. As over 60 acquisitions have been completed the company requires the next



instalment of the loan, to enable the acquisition process to continue. This will mark the third instalment of the loan.

- 3.4 A Facility Letter was agreed in September 2014 by the Director of Finance, Resources and Customer Services; Director of Health, Housing and Adult Social Care; Cabinet Member for Finance; and Cabinet Member for Housing and Estate Regeneration acting for the Council, and by the Housing Gateway Board of Directors in April 2014. This was drafted by Trowers and Hamlin and provides the mechanism for a loan agreement between the Council and Housing Gateway Limited.
- 3.5 The Facility Letter sets out the terms of the loan agreement. This stipulates that the loan can only be used by Housing Gateway Limited to support the activities agreed by the shareholder. In line with the Cabinet decision, the remit of Housing Gateway Limited is to acquire and manage properties, for which the Council has full nomination rights and can use these properties to discharge its statutory duties. The loan can therefore only be used for this purpose, unless the shareholder agrees to additional activities at a later date.
- 3.6 The Facility Letter enables the loan to be given to Housing Gateway Limited in instalments to minimise unnecessary interest repayment costs before the company has properties and tenants in place. The Facility Letter therefore contains a schedule that can be completed for every separate instalment. The loan has now almost reached the limit set in the second Facility Letter, so the third instalment of the loan is required. The terms of the Facility Letter will remain unchanged but the Facility Letter will be re-issued to the agreed amount.
- 3.7 The third instalment of the loan will enable Housing Gateway to continue to acquire properties that can then be used by the Council to discharge its statutory homeless duties.

#### **4. ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 As outlined in KD 3782, a number of alternative options were considered in the development of the Investment in Private Rented Sector business case.
- 4.2 In the development of the Facility Letter a number of alternative options were also considered, including a loan with a single instalment or the absence of a formal agreement. These options were discounted, as a formal agreement safeguards the interests of both the Council and Housing Gateway and the ability to access the loan in instalments provides greater flexibility.

## **5. REASONS FOR RECOMMENDATIONS**

- Cabinet approved the business case, financial model and overall financial envelope in February 2014 as per KD 3782.
- Housing Gateway Limited was established in February 2014 and the company is now fully operational. The acquisition process is well established and the next phase of the loan is required to enable the acquisitions to continue.
- A Facility Letter has been agreed by the Council and Housing Gateway Limited which sets out the terms of the loan agreement and provides clear terms of repayment. This was drafted by Trowers and Hamlin acting on behalf of both the Council and Housing Gateway Limited.
- The Facility Letter enables Housing Gateway Limited to access the second instalment of the loan in a series of instalments, under Schedule 3 of the Facility Letter. This will enable the company to access funding to coincide with the speed of acquisitions and better manage its cash flow.
- A six month review has been undertaken by Social Finance which reviewed the assumptions in the original business case and progress to date. This concluded that the business case remains undiminished and measurable progress has been made in all areas of the company's operation.

## **6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **6.1 Financial Implications**

- 6.1.1 The overall loan value was agreed by Cabinet in February 2014 (KD 3782) and authority was delegated to agree the instalments of the loans as they are required. Furthermore in February 2014, Council agreed to add the borrowing for the Investment in Private Rented Sector scheme to the capital works programme. The second instalment of the loan to the company falls within the budget envelope set by Cabinet.
- 6.1.2 The Council will earmark the loans raised on behalf of the Company. The Treasury Management team will minimise the cost of interest costs and with reference to future interest trends. Borrowing on behalf of the company will be undertaken in conjunction with the Council's overall borrowing strategy.
- 6.1.2 The Council will also provide a line of credit to the company to facilitate its working capital and cash flow. This will be charged at the prevailing bank rate.

## 6.2 Legal Implications

- 6.2.1 The Council has power to establish and participate in Housing Gateway Limited in accordance with Section 1 of the Localism Act 2011 and section 95 of the Local Government Act 2003. In addition, section 111 of the Local Government Act 1972 permits a local authority to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or right) which is calculated to facilitate, or is conducive or incidental to the discharge of any of their functions. It also has the necessary powers to borrow funding pursuant to Section 1 of the Local Government Act 2003 and to provide a loan, grant funding and/or share capital to the SPV under Section 24 & 25 of the Local Government Act 1988.
- 6.2.2 The Facility letter is in a form approved by the Assistant Director of Legal Services.

## 6.3 Property Implications

None.

## 7. KEY RISKS

- **The interest rate of the loan the Council can access to then on-lend to Housing Gateway Limited is not at a constant rate so the Council has to subsidise the loan rate of this changes over the course of the loan period.** This has been addressed by providing the flexibility to set the interest rate for each instalment of the loan, as determined by Schedule 3 of the Facility Letter.
- **Housing needs change and Housing Gateway Limited is no longer required to manage a property portfolio for use by the Council.** This has been mitigated by providing the flexibility for early repayment of the loan, for example if Housing Gateway Limited needed to sale a property to release capital.
- **The business case assumptions are not realised and the company does not achieve the objectives set.** This has been mitigated by commissioning an external review of the company's operation and by the exit strategies set out in KD 3782 to approve the original business model.

## 8. IMPACT ON COUNCIL PRIORITIES

### 8.1 Fairness for All

The formation of Housing Gateway Limited enables the Council to access finance to increase the supply of good quality, value

for money housing in the borough, to meet the objectives set out in Enfield's Housing Strategy (2012-2027). By increasing the supply of quality accommodation within the Council's control, this will enable the Council to discharge its statutory duties or prevent homelessness and increase access to secure accommodation for some of the most vulnerable residents in the borough. The Facility Letter and grant of a loan to Housing Gateway Limited is a key component of the model agreed by Cabinet and essential to the successful operation of the company.

## **8.2 Growth and Sustainability**

Access to good quality, stable housing is a key aspect of a person's health and wellbeing. By using long term finance the Council will remove concerns over refinancing or the need to sell properties after a few years. Furthermore by ensuring properties are maintained to a good standard, the scheme will be able to increase the supply of quality accommodation and in turn improve health and wellbeing and prospects of securing employment.

## **8.3 Strong Communities**

By increasing the supply of quality homes that the Council can access within the borough and the surrounding area, this will increase opportunities for local residents to access employment and training and thus reduce the likelihood of them requiring additional services from the Council.

## **9. EQUALITIES IMPACT IMPLICATIONS**

An overarching Equalities Impact Assessment was undertaken as part of KD 3782.

## **10. PERFORMANCE MANAGEMENT IMPLICATIONS**

Through the establishment of Housing Gateway Limited the Council has the opportunity to reduce the number of households in temporary accommodation and provide quality accommodation for some of the most vulnerable residents. This in turn, provides the opportunity for the Council to make a positive impact for wider objectives, such as reducing employment and improving health and wellbeing.

## **11. PUBLIC HEALTH IMPLICATIONS**

By increasing the supply of good quality housing in the borough across tenures, health and wellbeing of individuals will be improved. All properties purchased will be fit for purpose or refurbished so that they fall in line with the Council's decent homes standard. Where investment



is used to provide quality housing to enable the Council to discharge its statutory homelessness duties, residents selected for these properties will be most at need and therefore most affected by the Government's housing benefit cap.

### **Background Papers**



## MUNICIPAL YEAR 2014/2015 REPORT NO.

**MEETING TITLE AND DATE:**

**REPORT OF:**  
Director of SCS

Agenda – Part:	Item:
<b>Subject:</b> Innovation Fund Grant – Creation of the Family and Adolescent Support Hub [FASH]	
<b>Wards:</b> All	
<b>Cabinet Member consulted:</b> Rohini Simbodyal / Ayfer Orhan	

Contact officer and telephone number:

Paul Sutton

E mail: paul.sutton@enfield.gov.uk

### 1. EXECUTIVE SUMMARY

Enfield is experiencing pressure on services, particularly Social Work, LAC and Youth Justice [with pressure on the custody and remand populations]. Gang and serious violence is an issue and the NEET rate is of concern. Additionally there is a growing awareness regarding issues of Violence Against Women and Girls [VAWG] and Child sexual Exploitation [CSE].

To address these issues Enfield submitted a proposal to the DfEs Innovation Fund and in January Enfield was awarded just over £2million 1 year funding from this fund. This is matched by a contribution in kind and new funding of £1million from LB Enfield.

We propose a radical change to the way social work is organised and delivered for children and adolescents through this project. Our bid builds on our existing Family and Accommodation Support Team [the contribution in kind] and our new CSE team [new funding] to create a bigger, more multi-disciplinary, more holistic, Family and Adolescent Support Hub [FASH] which will provide earlier help and support to vulnerable 10 to 17 year olds and their families to prevent negative outcomes.

Referrals will come from the Referral and Assessment Team, SPOE and Youth Offending Unit. Any child between the ages of 10 and 17 who meets the set criteria will be eligible for support from the FASH:

The principle aim will be to reduce negative life outcomes for children and young people caused / exacerbated by family breakdown. Essentially for the 10 to 16 years old age group particularly the offer would be to support them in their families to prevent family breakdown and the child becoming LAC. For 16 and 17 years olds' who cannot stay at home the offer would be to support them in independent living through the provision of high quality social and youth work services.

The proposed team will be led by social workers with the capacity to undertake intensive work with families, principally using the team around the child / family casework [TAC / TAF] model, aimed at helping the family resolve their issues. The service will work with families for up to 9 months on an intensive holistic intervention to empower the family, create resilience and reduce dependency.

As well as social workers the team will have: Youth workers; psychologists; a teacher; CSE case managers; play therapists and play workers and a housing worker. Additionally the team will be supported by Foster placements for short breaks and youth and parenting mentors and additionally functional family therapy.

Our aim is for the service to pay for itself by May 2016 and to generate substantial ongoing expenditure reductions by reducing the numbers of residential placements, youth crime, youth homelessness and social worker numbers.

Enfield's grant allocation was only confirmed in early January 2015.

To approve the creation of the FASH, and the following new posts on up to 12 month fixed term contracts.

## **2. RECOMMENDATIONS**

- To approve the creation of the FASH, and the following new posts for one year:
- 1 x HS1 FASH Manager £91k
- 1 x MM1 Social Work Team Manager £54k
- 6 x Social Workers [SW2/3] £276k
- 2 x Psychologists £141k
- 1 x Senior Teacher £65k
- 1 x Triage Worker £41k
- 2 x Healthy Living adviser £95k
- 4 x Youth Workers. [A2] £118k
- 1 x Play Therapist. £65k
- 2 x Play Workers £76k
- 2 x Admin Workers [Agency] £69k

## **3. BACKGROUND**

### **National Context**

The latest national data from the DfE for the year ending 31 March 2014 notes an increase of 1% in LAC numbers to 68,840. The DfE *Statistical First Release – Outcomes for Children Looked After by Local Authorities in England, as at 31 March 2013* identifies the poorer outcomes experienced by LAC in relation to criminality, school exclusions and emotional and behavioural health issues. Enfield reflects these national trends.

Local and national research has shown that these young people will do less well in care, many will eventually return to their families and some will achieve poor outcomes including involvement in the criminal justice system. The ADCS position set out in – *What is Care for:*



*Alternative Models of Care for Adolescents, April 2013*, highlighted the relatively poor track record of interventions for adolescent entrants (aged 11+) to the care system.

Fragmented services and responsibilities need to change to provide a range of care provision with security, stable and positive relationships, consistency, resilience, and coping skills within family networks to address these issues. This requires improved assessment of needs and risks at an earlier stage. The Enfield proposal enhances the leadership role of social workers requiring them to lead the completion of holistic assessments and requiring other disciplines, within the team, to deliver bespoke services.

The two DfE publications – *Re-thinking Children's Social Work* and *Re-thinking Support for Adolescents in or on the Edge of Care* – developed these ideas further and identified common ingredients of successful or promising approaches – tools and practice; environment, culture and values; and workforce and structure. Additionally, it is recognised that in order to achieve successful outcomes, it is essential that there is a high quality relationship between the workers and young people, providing security and consistency for as long as needed to enable them to grow into adulthood successfully. In Enfield, young people have expressed a wish for more specialist support and formal qualifications to be available via the services provided by the FASH. The FASH seeks to address these issues.

#### Local Context

Enfield is one of the most deprived London boroughs with three wards that are within the most deprived 10% of wards in England. A further 12 of Enfield's 21 wards are in the most deprived 25% of wards nationally.

Enfield has a richly diverse population and there are significant health inequalities within the Borough with high rates of childhood obesity and tooth decay. Enfield also has the largest number of households in London affected by the welfare reform benefit cap.

Local research, completed in 2012, indicated that domestic violence was a significant factor in over 70% of child protection referrals and that 80% of young recidivists' experienced domestic violence within their families.

During the last two years:

- 46% of new entrants to care in Enfield were aged 11 years and over
- The number of children starting to be looked after rose from 69 to 109

Also:

- 29 females and 14 males accessed supported accommodation in 2013/14.
- Referrals for family mediation are increasing with 66% coming from females and 33% from males.
- As at 31 March 2014, all the Enfield children in residential care were 11+ years.

Encouragingly, the number of re-referrals to social care has reduced over the past two years due to the multi-agency Single Point of Entry, improving assessments, earlier and better intervention and good knowledge of pathways, both within the council and with other agencies. This learning will be applied to the FASH and, if the bid is successful, referral processes will be agreed with the single point of entry system.

The majority of Enfield LAC had several low level contacts with a variety of agencies during the previous two years and referrals to the FASH will be drawn from this group, amongst others. We believe that if early responses are more comprehensive and more holistic in nature, a significant proportion of these young people and their families will be more effectively supported without the young person having to enter into care or the youth justice system. Our contention derives from our analysis of the outcomes for our troubled young people and is confirmed by the views of young people about their experience of support services.

Enfield has a proportionally low care population (37 per 10,000) who tend, therefore, to have higher levels of complex needs. However, our analysis suggests that with a more effective early response to problems up to 20% of those aged 11+ could achieve better outcomes without fracturing their relationships with their families and at a lower cost to the public purse. We expect a more effective early response service will reduce domestic violence and will also help young people and their families to develop improved communication skills, an improved lifestyle with better physical and mental health, greater personal resilience and improved self-esteem. We contend that this will reduce their vulnerability to crime, with reductions in first-time entrants, re-offending, remand and custody rates, gang affiliation and vulnerability to sexual exploitation. It will also improve levels of positive youth engagement and engagement in education, employment or training, for parents as well as their children.

Local intelligence also highlights increases in all categories of gang related offences, except gun crime – the highest increases being knife injury (up 37.3%) and violence with injury (up 34.1%). The Youth Offending Team caseload stands at 345 young people with 45 (13.04%) being known gang members. The percentage of Enfield care leavers in education, training and employment decreased from 75% to 68.3% between 2013 and 2014.

An analysis of placement stability for Enfield LAC completed in 2014 identified young people who enter the care system as adolescents, already exhibiting the most disruptive behaviour. Of particular concern is the area of sexual vulnerability in relation to girls in the older age group hence the inclusion of child sexual exploitation workers in the proposal. These young people came from chaotic backgrounds, were beyond parental control and all had behavioural problems. One of the recommendations from the report is that:

*“Resources be focused on keeping challenging young people out of care wherever it is safe to do so.....to increase capacity of children’s services to provide a range of threshold of care interventions”.*

The FASH gives Enfield the opportunity to change systems in order to achieve this, rather than merely increase the capacity of existing services.

#### **4 ALTERNATIVE OPTIONS CONSIDERED**

There is an increasing demand for social work services and there is a reducing resource to meet this need, additionally Ofsted, the public, the media and the government expects higher standards / better quality regarding service delivery. The government has given us £2million plus for a year that will help us try and tackle this difficult conundrum and so no other option has been considered.

#### **5. REASONS FOR RECOMMENDATIONS**

To use funding secured in a successful bid process to enable Enfield to build the required capacity to respond to this growing need and to meet new regulatory expectations.

## 6. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

### 6.1 Financial Implications

Following a successful bidding process Enfield has been awarded Innovation Grant funding of £2.065m from the DfE over the duration of the programme. Enfield Council will provide match funding of £0.992m over the same period from existing Youth & FSS resources.

The table below sets out a summary of the split of costs between the Innovation Programme and Enfield Council.

Estimated Costs	Total		
	DfE	Enfield	Total
	£000's	£000's	£000's
Set up Costs	£80	£25	£105
Staffing Costs	£1,144	£601	£1,744
Commissioned Support	£619	£306	£925
Buildings and Facilities	£0	£60	£60
Evaluation	£188	£0	£188
Scaling Support	£30	£0	£30
Business Development Costs	£5	£0	£5
<b>TOTAL</b>	<b>£2,065</b>	<b>£992</b>	<b>£3,057</b>

The Enfield contribution requires the secondment / transfer of the following existing staff into the FASH:-

- Deputy Manager (MM2) £67k
- Senior Social Work Practitioner £54k
- 5 x Social Workers (Level 3) £231k
- Triage Social Work Assistant £41k
- Housing Officer £43k
- 3 x Child Sexual Exploitation Workers £130k
- IT, Finance, Legal & HR Support £35k

The aim of the FASH is to provide a rapid response service that will prevent negative high-cost outcomes for young people. Providing the new service model is successful we expect to start delivering some savings during 2015/16 and to become self-sustaining during 2016/17, through a combination of expenditure reductions and some new revenue from other Local Authorities. If this is not achieved then the fixed-term posts will not be extended as there will be insufficient funding within the SCS budget to fund their continuation.

Examples of the potential savings and new income Enfield expects to generate as a result of the Innovation Grant funding are outlined below.

- A 15% reduction in the cost of residential care – estimated at 11 fewer young people living in residential homes, schools and semi-independent living each year resulting in savings of almost £594k p.a.
- A 10% reduction in agency fostering, due to fewer young people requiring care each year resulting in savings of £256k p.a.
- A reduction of 10% in youth crime, resulting in accrued savings of £31k p.a. on the remand costs which can be used to prevent further remand in future.
- A reduction of 20% in youth homelessness, resulting in 8 less young homeless people each year accruing savings of £51k.
- A reduction of leaving care costs for 17 young people each year, accruing savings of £128k p.a.
- A reduction of £210k in staff costs p.a. from services such as Youth Offending Service, Children in Need, Looked After Children, Leaving Care through accurate assessments and using a multi-disciplinary approach, we expect reductions in the number of re-referrals, children in need cases and family breakdowns resulting in reduced costs in other areas of Children's services.

We also expect to deliver national savings relating to reducing custody costs and increasing numbers of young people and parents in employment.

In terms of raising income, Enfield expects to be able to provide elements of our new service to local London boroughs with similar demographic profiles with whom we have strong existing relationships, such as the London Borough of Waltham Forest and Barnet. We anticipate generating £112k in from delivering parenting champion courses and youth mentoring.

## **6.2 Legal Implications**

This team will help protect children and help LB Enfield to meet its duties under the 1989 and 2004 Children Acts.



- 6.2.1 Section 17 of the Children Act 1989 imposes a duty on every local authority to safeguard and promote the welfare of children in need in their area, by providing a range of services appropriate to those children's needs. The matters set out in this report fall within these provisions.
- 6.2.2 The Council has a duty to ensure continuous improvement to ensure value for money in accordance with the Local Government Act 1999. Therefore, the restructure must be in accordance with the Council's current applicable policies and procedures to ensure such continuous improvement/value for money is achieved.
- 6.2.3 The restructure is designed to lead to the creation of new posts; under the Local Government Act 1972 the Council is able to appoint such officers as it thinks fit for the proper discharge of its functions. However, any new posts must be advertised and recruited to in accordance with the Council's applicable policy and procedure.
- 6.2.4 Employees of local authorities are subject to the provisions of the Superannuation Act 1972, and the detailed regulations made thereunder, including the Local Government Pension Scheme Regulations 1997 (as amended).

### **6.3 Property Implications**

The FASH will be located in the YFSS building at Claverings and operate out of YFSS Youth Clubs etc.

### **7. KEY RISKS**

Please see the risk register completed as part of the bid.

### **8. IMPACT ON COUNCIL PRIORITIES**

#### **8.1 Fairness for All**

The FASH will help children and families in some of our poorest wards achieve and thrive and will support family life.

#### **8.2 Growth and Sustainability**

The FASH will help reduce the cost of young people needing accommodation.

#### **8.3 Strong Communities**

The FASH will help children and families in some of our poorest wards achieve and thrive and will support family life.

### **9. EQUALITIES IMPACT IMPLICATIONS**

All impact on equalities are positive.

### **10. PERFORMANCE MANAGEMENT IMPLICATIONS**

As part of the bid we have had to appoint an independent evaluator to carry out a detailed evaluation and part of the bid funding will be used to pay for that.

### **11. HR IMPLICATIONS**

- This report proposes the creation of 22 fixed term posts, plus 2 agency placements within the FASH Team.

- Role Profiles for newly created roles (where there are no existing role profiles or are not generic) must be created and submitted to HR for evaluation.
- Recruitment to the fixed term posts to follow current Council guidelines.
- In terms of financial planning, once the fixed term contract(s) comes to an end, if the employee has over 2 years' continuous service they will be entitled to a redundancy payment and any associated pensions payments as appropriate.

## **12. PUBLIC HEALTH IMPLICATIONS**

- The FASH will enable and support family life.
- Impact upon alcohol and substance abuse.
- Increase healthy living.
- Improve Mental and Emotional health.
- Improve family life and cohesion
- Create resilience.

## **Background Papers**

## Annex F- Risk Register

RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
SET UP RISKS						
The service is not supported by adequate facilities in the right locations	M	M	1. Identify space / buildings promptly in the set up phase. 2. Request funding to support set up – including IT and access requirements.	L	M	2
Delays in adapting the IT system to support the new service causes delays in opening the new service and diff	M	M	1. Determine IT requirements early in the set up phase. 2. Engage promptly with Enfield IT suppliers and support	L	M	2
Referral, assessment, review and closure processes and other procedures are not clear for the new service.	M	M	1. Ensure relevant procedures are in place at the start of the project, using and building on existing ones wherever possible 2. Include a review of the effectiveness of procedures in evaluation and adjust as necessary.	L	M	2
PROGRAMME AND DELIVERY TEAM RISKS – Including Programme Manager, Delivery Staff and Third Party Providers						
Recruiting programme manager within timescales	M	M	1. Ensure recruitment processes are in place as early as possible, including preparing job description prior to investment board approval. 2. Recruit programme manager as priority using adjusted YOS model job description	L	M	2

	Lead Person	Dec-14	Jan-15	Feb-15	Mar-15	Apr-15	May-15	Jun-15	Jul-15	Aug-15	Sep-15	Oct-15	Nov-15	Dec-15	Jan-16	Feb-16	Mar-16	Apr-16	May-16
<b>EVALUATION AND MONITORING</b>	<b>DESIGN EVALUATION</b>																		
	Agree evaluation design principles																		
	Identify key outcomes and service areas to monitor																		
	Establish data collection and monitoring processes																		
<b>EVALUATION AND MONITORING</b>	<b>REVIEW EVALUATION DATA</b>																		
	Prepare baseline and benchmarking data																		
	Review 6 month evaluation																		
	Review 12 month evaluation																		
<b>SERVICE DELIVERY</b>	<b>REVIEW ONGOING EVALUATION DATA</b>																		
	Review ongoing evaluation data																		
	<b>SERVICE DELIVERY</b>																		
	New service opens - 1st April 2015																		
<b>SERVICE DELIVERY</b>	Deliver new service																		
	Review and adapt new service following feedback from YP, Parents, Staff and Evaluation																		
	<b>AGREE SCALING STRATEGY</b>																		
	Identify packages of the service that can be scaled in the short term, based on early feedback from the evaluation																		
<b>SCALING</b>	Identify and engage with organisations that would be most interested in funding scaling of the service																		
	Conduct options appraisal to determine the best approach to scaling the service in the long , funding permitting																		
	Prepare to implement outcome of options appraisal, funding permitting																		
	<b>SHARE SERVICE LEARNING</b>																		
<b>SCALING</b>	Promote service and service outcomes through Enfield and DfE Innovation Programme network																		
	London-wide event to raise awareness of the service and scaling opportunities																		
	London-wide event to raise awareness of the service and scaling opportunities																		
	London-wide event to raise awareness of the service and scaling opportunities																		



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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
Recruiting delivery staff within timescales	M	M	<ol style="list-style-type: none"> <li>1. Ensure recruitment processes are in place as early as possible – including job descriptions and salary rates not already available within the authority; advertising and interviewing processes agreed;</li> <li>2. Engage with LB Enfield HR to agree approach to secondment opportunities for current staff and review LB Enfield's policies to ensure swift re-deployment processes and restructure endorsed by relevant committees.</li> </ol>	L	M	2
Recruiting delivery staff with relevant creative skills and qualities	M	M	<ol style="list-style-type: none"> <li>1. Widely advertise the roles to raise awareness of opportunities in relation to the innovative project offering different and creative ways of working with young people and families</li> <li>2. Ensure personal skills and qualities match job descriptions</li> </ol>	L	M	2
Staff from different agencies with different roles working together	M	M	<ol style="list-style-type: none"> <li>1. Use learning from previous similar experiences (YOS, MASH) at early set up stages</li> <li>2. Ensure clarity of roles amongst staff members</li> <li>3. Establish shared vision and ensure whole team approach to working and sharing information, including critical reflection</li> </ol>	L	M	2

RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
New working methods are not effectively followed through.	M	M	<ol style="list-style-type: none"> <li>1. Ensure all relevant staff, including service managers and leaders are trained in the proposed model of working, new support packages and chosen evidence based processes.</li> <li>2. Training plan to include new model of working with emphasis on increasing frontline capabilities and confidence.</li> <li>3. Ensure quality assurance processes such as case audits, management oversight are applied robustly.</li> </ol>	L	M	2
Resistance to change from staff, including resistance to change of hours	M	M	<ol style="list-style-type: none"> <li>1. Ensure all relevant staff are aware of opportunities to improve practice as part of personal development as well as improved outcomes for young people and families - with the emphasis on increasing time on work with families.</li> <li>2. Training plan to include organisational change and innovation workshops.</li> <li>3. Provide opportunities for flexible working within the change of hours.</li> </ol>	L	M	2
Staff retention to minimise change of worker for young people and families given the importance of building relationships.	M	M	<ol style="list-style-type: none"> <li>1. Good leadership and management support for all staff</li> <li>2. Identify opportunities to develop practice</li> <li>3. Develop career pathways focussed on staff remaining on the frontline and leading practice development</li> </ol>	L	M	2

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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
Recruitment and commissioning of voluntary and training providers is delayed	M	M	<ol style="list-style-type: none"> <li>1. Prepare commissioning process as early as possible and ensure it is completed as quickly as possible.</li> <li>2. Identify potential suppliers prior to submitting proposal to the Innovation Programme.</li> </ol>	L	L	1
Cannot identify voluntary and training providers with the right skills, capacity and price point.	M	M	<ol style="list-style-type: none"> <li>1. Seek recommendations for high quality providers.</li> <li>2. Engage with potential suppliers prior to submitting proposal to the Innovation Programme to get quotes and find out their capacity.</li> </ol>	L	M	2
Recruitment and commission of evaluation provider is delayed, causing delays to service start date and measuring outcomes.	M	M	<ol style="list-style-type: none"> <li>1. Prepare specification for our requirements as early as possible.</li> <li>2. Engage with the DfE Innovation Programme's Evaluation Co-ordinator prior to the Investment Board.</li> </ol>	L	L	1
<b>FINANCIAL</b>						
Cost reductions through better outcomes are not achieved by the time the DfE Programme ends, resulting in a lack of funding to continue the service.	H	H	<ol style="list-style-type: none"> <li>1. Model income and expenditure over the three years of the service to identify risks and manage them effectively.</li> <li>2. Front load DfE funding and get commitment from LB Enfield and partners to any cover short term funding gap before sufficient savings are generated.</li> <li>3. Identify additional sources for revenue (see below)</li> <li>4. Focus on monitoring and reducing high cost activities including the</li> </ol>	M	H	6

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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
			number of residential placements and those remanded into custody.			
Cost reductions through better outcomes are not achieved in the medium to long term.	M	H	<ol style="list-style-type: none"> <li>1. Model income and expenditure over the first three years of the service to identify risks and manage them effectively in the set up phase.</li> <li>2. Identify new revenue sources (see below)</li> <li>3. Focus on and monitor reductions in high cost residential placements.</li> <li>4. Focus on and monitor reductions in numbers remanded into custody.</li> <li>5. Use respite foster carers, family group conferencing etc. to ensure successful re-integration back into families.</li> </ol>	M	M	4



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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
Inability to generate future revenue by replicating the Enfield model elsewhere or expanding our client base to include partners who benefit from outcomes.	H	H	<ol style="list-style-type: none"> <li>1. Use evaluation support provided by the DfE to create a strong value proposition to offer partners and other local authorities.</li> <li>2. Disseminate regular evaluation and feedback to other partners, local authorities, including through the DfE Innovation Programme.</li> <li>3. Get commitment from partners to consider funding the service should it deliver savings for them.</li> <li>4. Engage with London based Local Authorities early on in the delivery of the new service to discuss scaling opportunities.</li> <li>5. Invest in business development and marketing activities, such as conferences and seminars to raise awareness of the new service and its impact.</li> </ol>	M	M	4
<b>SERVICE DEMAND</b>						
Increase in child population, including influx of asylum seeking minors and increased levels of population mobility – which impacts on the service's ability to make overall savings.	M	M	<ol style="list-style-type: none"> <li>1. Continue to monitor any such changes in numbers within the Borough.</li> <li>2. Build in capacity to respond to any changes.</li> <li>3. Monitor spending and savings against targets and adjust service and business model accordingly.</li> </ol>	L	M	2

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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
Changes in needs of young people – i.e. increasing numbers of gang members and those affected by child sexual exploitation – which impacts on the service's ability to make overall savings.	M	M	<ol style="list-style-type: none"> <li>1. Continue to monitor trends within the Borough.</li> <li>2. Build on current effective practices in dealing with particular vulnerable groups that have already been identified.</li> <li>3. Monitor spending and savings against targets and adjust service and business model accordingly.</li> </ol>	L	L	1
Inappropriate referrals, including links with early intervention, which impact on the service's ability to make savings.	M	M	<ol style="list-style-type: none"> <li>1. Ensure all staff are aware of eligibility criteria and referral processes</li> <li>2. Introduce swift "triage" system to ensure inappropriate referrals are referred to other services as appropriate.</li> <li>3. Monitor spending and savings against targets and adjust service and business model accordingly.</li> </ol>	L	L	1
<b>EVALUATION</b>						
There is insufficient time available to complete work with individuals/families to identify improved outcomes before the end of the DfE Programme	M	H	<ol style="list-style-type: none"> <li>1. Make full use of evaluation co-ordinator provided by Spring Consortium and request an extension to the length of time we work with our evaluation provider and agree an appropriate funding approach with the DfE.</li> <li>2. Ensure measures of success are clear to all e.g. increased rate of successful return to families following intervention etc.</li> <li>3. Ensure regular quarterly reporting to Management Board</li> </ol>	L	L	1

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RISK	Before Mitigation		MITIGATING ACTIONS	After Mitigation		
	PROBABILITY Low, medium, high (L, M, H)	IMPACT L, M, H		P	I	SCORE
The evaluation does not aggregate qualitative as well as quantitative data	M	L	<ol style="list-style-type: none"> <li>1. Ensure quality is built in to evaluation process</li> <li>2. Use current Quality Assurance procedures – adapted to the model of working if necessary.</li> <li>3. Ensure young people and families are included in meaningful evaluation</li> </ol>	L	L	1

