

REQUEST FOR DIRECTOR DECISION – DD2545

Title: Royal Docks Equalities Impact Assessment and Longitudinal Study of Prosperity

Executive Summary:

In August 2018, Mayoral Decision (MD) 2338 approved expenditure of up to £212.5m for the Royal Docks Enterprise Zone (EZ) Delivery Plan to deliver an integrated and catalytic package of projects under the five strategic objectives of place, connectivity, economy, activation and promotion. MD2338 delegated authority to the Executive Director of Housing and Land to approve, through Director's Decisions (DDs), the income and detailed spending proposals for each project that is to be funded within this initial £212.5m expenditure budget envelope.

This DD seeks approval for two areas of work relating to activity for 'measuring success' as outlined in the Royal Docks Success Framework. The expenditure will support the commission of an Equalities Impact Assessment (EQIA) of the Royal Docks EZ Delivery Plan; and for the Royal Docks Team (RDT) to join the Institute of Global Prosperity (IGP) on the Longitudinal Study of Prosperity in East London Neighbourhoods.

In accordance with London Economic Action Partnership governance and funding responsibilities for all Royal Docks EZ projects, the investment set out in this Decision request was considered and endorsed by the Royal Docks Officer Level Programme Board on 15 June 2021.

Decision:

That the Executive Director of Housing and Land approves:

1. up to £16,500 revenue expenditure to undertake an EQIA of the Royal Docks EZ Delivery Plan
2. up to £85,150 revenue expenditure to fund the Royal Docks participation in the Longitudinal Study of Prosperity in East London Neighbourhoods
3. a single-source exemption from the GLA's Contracts and Funding Code to allow for the approval of the IGP to be procured without a competitive procurement exercise.

AUTHORISING DIRECTOR

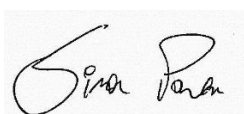
I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities.

It has my approval.

Name: Simon Powell on behalf of Rickardo Hyatt

Position: Executive Director, Housing and Land

Signature:



Date:

23 August 2021

PART I – NON-CONFIDENTIAL FACTS AND ADVICE

Decision required – supporting report

1. Introduction and background

- 1.1 MD2338 approved expenditure of up to £212.5m for the Royal Docks EZ Delivery Plan to deliver an integrated and catalytic package of projects that are identified under the five strategic objectives of place, connectivity, economy, activation and promotion. The MD delegates authority to the Executive Director of Housing and Land to approve, through DD forms, the income and detailed spending proposals for each project that is to be funded within the initial £212.5m expenditure budget envelope.
- 1.2 The strategy work undertaken to date has been crucial to provide a clearer sense of purpose for the RDT and its partners. The delivery context has evolved significantly since the start of the programme two years ago, to respond to the regeneration momentum and the external context. Much of the evolved delivery strategy was captured in the Royal Docks Two-Year Review, which was endorsed in November 2020 by the Royal Docks EZ Programme Board.
- 1.3 The purpose of the Two-Year Review was to reflect on delivery progress over the first two years; and to allow for any budget and programme-level adjustments to be made in the event that the projected EZ business rates income forecasts were not likely to be met. An Interim Two-Year Progress Report was produced to capture key areas of delivery progress and achievement, highlight gaps and weaknesses, and set out recommendations to inform the evolution and adaptation of delivery approaches over the remainder of the Delivery Plan period.
- 1.4 A set of eight forward-facing recommendations were endorsed from the Two-Year Review. These included a recommendation to update the 2018 Delivery Plan to respond to the significant changes to the delivery context since the initial endorsement in 2018. This includes more of a focus on community wealth-building and inclusive growth; responding to the GLA's and LB Newham's COVID-19 recovery missions; prioritising the collation of quantitative and qualitative data; and for the RDT to join the IGP for the Longitudinal Study into Community Prosperity of East London in Post-industrial (deprived) Neighbourhoods.
- 1.5 The IGP, based at University College London (UCL), undertakes pioneering research that seeks to dramatically improve the quality of life for present and future generations. It has a vision to help build a prosperous, sustainable and global future, underpinned by the principles of fairness and justice, and allied to a realistic and long-term goal. Of particular importance to the IGP's approach is the way in which it integrates non-academic expertise into its knowledge generation by engaging with decision-makers, business, civil society and local communities. Further detail about the longitudinal study is provided below.

EQIA

- 1.6 Up to this point, equality impact considerations and mitigations have been built into individual projects, but the process has not been evidence-based. Considering the RDT now has a clearer understanding of delivery priorities and strategies on entering the third year of the programme, and in light of recent events concerning racial injustice and inequality as highlighted by COVID-19 and the Black Lives Matter movement, there is a need to deliver a high-level EQIA of the Delivery Plan.
- 1.7 The RDT plans to commission a high-level EQIA to support the refreshed Delivery Plan. This will provide a systematic and evidence-based tool to consider the likely impact of our delivery programme on different groups of people; and to ensure equalities considerations are made when developing projects going forward. The EQIA will ensure that the RDT adheres and commits to its public sector duty; and that people with protected characteristics are not at a disadvantage, or likely to be impacted, in a way that is disproportionately greater than other members of the population.

- 1.8 The EQIA process will enable the RDT to make programme considerations early on, to mitigate/reduce disadvantages faced by protected groups as far as possible and to foster good practices that have a positive equalities-based impact. As a by-product, there are 'cost benefits' that emerge from a detailed EQIA exercise, where the RDT will be in a better position to make cost-effective decisions that benefit protected groups and the strategic programme. This work will be procured through a direct award route, as there are a number of credible agencies that sit on the relevant GLA framework.
- 1.9 The exercise will be desk-based over a period of six to eight weeks. The study will cover the immediate Royal Docks area, as well as the wider borough of Newham. The methodology will be as follows:
- **Baseline profiling** – a local population analysis that will include low-income groups. Although those on low incomes are not identified as having 'protected characteristics' under the Equality Act 2010, it is recommended that low-income groups are also included as part of this assessment as groups experiencing low income and deprivation typically overlap with groups that have protected characteristics. This is therefore relevant to achieving inclusive growth.
 - **Assessment** – the assessment will look at the potential equality-based impacts, both positive and negative, for each of the programme outcomes against each of the identified protected-characteristic groups. The assessment will draw on our understanding of the potential issues and sensitivities identified through our baseline profiling and policy review work. The assumption is that the assessment will be undertaken against the five overarching programme outcome themes (place, connectivity, economy, activation and promotion), as well as the three defined outcomes/indicators that fall under each of these themes.
 - **Action plan** – the assessment will include a set of recommendations and an action plan, which together detail the measures that should be put in place as the Delivery Plan evolves, to: reduce or remove potential adverse equality effects; strengthen potential positive equality effects; and ensure that, as far as possible, the plan promotes equality of opportunity. Recommendations and actions will be designed to be realistic and achievable in the context of programme and plan delivery.
 - **Final report** – the output would be one draft and one final EQIA report, including an action plan and a summary of inputs into the planning process. We have allowed for one round of client comments to be addressed.
- 1.10 It is anticipated that the £16,500 revenue expenditure to undertake the EQIA will be spent within the 2021/22 financial year.

Research Study: Longitudinal Study of Prosperity in East London Neighbourhoods

- 1.11 Longitudinal research forms one of the four sources of evidence that are vital for programme evaluation and measuring success as defined in the Royal Docks 'Success Framework'. The Success Framework provides a central point of reference for the RDT regarding the purpose of its activities, investment and how success will be defined and measured.
- 1.12 The research study is a co-design of the IGP and the London Prosperity Board (LPB). The latter is an innovative cross-sector partnership, based at UCL and established by the IGP, to rethink what prosperity means for London. The goal of the LPB is to develop new ways of thinking; generate new forms of evidence; and test new ways of working that make sustainable and inclusive prosperity a reality for people living and working in London.
- 1.13 The sampling strategy for this study is designed to enable inferences to be drawn about the population of each lower-layer super output area (LSOA), and thereby aims to collect representative samples for each LSOA. This study does not aim for a representative sample of east London, but instead aims to conduct a purposeful selection of sites based on characteristics of interest.

- 1.14 The research study would be the first of its kind in the UK to track household prosperity. It will use citizen-led prosperity metrics to test topical research questions for enhancing policies and informing regeneration impacts on local neighbourhoods. The link between prosperity and economic growth has been well established and is a policy priority. The 'longitudinal' design refers to repeated use of research measures over time, which ensures high validity in data quality. It would benefit the Royal Docks Programme, which is set to transform the area significantly over the next 25 years.
- 1.15 The methodology will be led by the LPB and will focus on a collection of deprived, post-industrial neighbourhoods in east London. These neighbourhoods are subject to rapid economic and social transformation linked to large-scale and long-term regeneration initiatives including Queen Elizabeth Olympic Park, the Royal Docks and Barking Riverside.
- 1.16 The research is highly relevant to Newham. In particular, the emerging focus on resident well-being and happiness, as the overarching measure of borough 'success', will require a commitment to new and more bespoke forms of research and analysis.
- 1.17 Alongside other survey-based approaches (for example, a revamped Newham Household Survey), the LPB longitudinal study has the potential to contribute insights on the well-being of Newham residents that are more granular than ever. Importantly, it provides an established and endorsed methodology, and allows comparison with other areas across east London. Specific areas of benefit include the following:
- **New evidence to inform decision-making.** Inequalities due to health, income or ethnic background have major impacts on communities and prosperity. The prosperity index set up by the LPB considers all of these. Collectively, these are imperative to our understanding of how local systems and perceptions have been shaped over the years. To attain appropriate, precise and measured changes to policy, decision-making or investment, thorough knowledge is required regarding hyper-localities and what shapes perceptions of prosperity across people of various income levels, ethnic groups, etc. It is only by taking such an approach that we can begin to make cost-effective decisions which in turn benefit residents of the borough.
 - **Deeper understanding of inequalities.** Large socio-economic inequalities exist across the borough of Newham. The COVID-19 outbreak has shed light on socio-economic and ethnic inequalities that exist across the borough. For instance, Black, Asian and Minority Ethnic groups are over four times more likely to die from COVID-19 compared to White residents. Though COVID-19 is just one example of how life chances can differ for people with different ethnic backgrounds, it illustrates the distinct disadvantages some people face. A solid research piece is needed to guide the strategy for the Royal Docks programme, so that prosperity and barriers to prosperity may be analysed effectively, and processes may be identified to enable change and respond to changing times.
 - **Citizen-led research.** Local citizens will be identified and trained to carry out research with the LPB. Citizen-led research is an evidence-based method that has a great track record of success and has received much endorsement from Newham's Director of Public Health. Such an approach will enable the RDT to develop and maintain close ties with the community; and be responsive to the voice of local citizens. Residents who are employed as citizen social scientists (CSSs) will be paid throughout the 10-week training and research programme, and for any further research/social impact/dissemination work that they are engaged in. This will also include travel, childcare, translation or other supports to participate.
- 1.18 The Prosperity Index (PI) Household Survey will use the IGP's PI measures to capture self-reported changes to household prosperity in the research sites. The PI reports on 32 headline indicators in five prosperity domains, which use both subjective and objective domains. The five domains forming the basis of survey questions are: Belonging, Identity and Culture; Health and Healthy Environments;

Foundations of Prosperity; Opportunities and Aspirations; and Power, Voice and Influence. Household survey data will be collected in three waves over the next 10 years with each wave collecting circa 3,000 completed surveys (see sampling estimates). Survey data will be used in three ways:

- for comparing household prosperity in each neighbourhood in Greater London, and working with LPB partners to develop context-specific analyses from the household survey
- for developing classifications of 'new' and 'established' communities by using variables such as length of residence, household tenure, household income and employment type, as proxies for belonging to one or other of the groups; these classifications build on literature about 'dual landscapes' of regeneration (Tallon, 2013) and qualitative research carried out by the IGP, CSSs and the LPB (Moore and Woodcraft, 2019)
- for analysing household survey data using these classifications to examine how prosperity pathways and experiences vary between the groups.

1.19 The study will be the first of its kind in the UK. There are no competitors as UCL is the only institution carrying out focused research in east London neighbourhoods. No other institution has designed such a study before. The longitudinal research is highly topical and relevant to Newham and other east London neighbourhoods, as it will study the impact of regeneration directly on neighbourhoods from various LSOAs using the latest evidence-based techniques. The study will examine prosperity; and by testing the five 'domains' mentioned above, it will provide superlative granular insight into local, deprived neighbourhoods and the impact of regeneration on them over time.

1.20 Therefore, the RDT will join the IGP by means of a single-source exemption. A sum of £85,150 will be made to the IGP to cover costs pertaining to the Royal Docks participation in Wave 1 of the study. It is anticipated that this revenue funding will be spent within the 2021-22 financial year. It is believed to offer the GLA value for money due to the insight its findings should provide, which will inform future decision-making.

2. Objectives and expected outcomes

2.1 The objectives of the Longitudinal Study commission are to:

- examine two main research questions:
 - How are 'prosperity gains' from urban regeneration investments distributed spatially and socio-economically within and between neighbourhoods in east London?
 - What are the transient and long-term conditions that enable or disrupt pathways to household prosperity?
- use findings to inform decision-making – build equity and strategic pathways for supporting people from post-industrial neighbourhoods who do not benefit from regeneration gains
- provide a deeper understanding of inequalities and how certain communities may miss out on the benefits of regeneration
- build long-term connections with local neighbourhoods and communities
- have greater community participation and representation for Royal Docks programme work and local initiatives
- use the data to develop a shared understanding among LPB members, and wider stakeholders in east London.

2.2 The objectives of the EQIA commission are to:

- support the RDT to develop a robust understanding of how the delivery plan initiatives will affect people with protected characteristics (this includes beneficial and adverse impacts)
- provide a stepping stone for the RDT to embed and build EQIAs through ongoing monitoring and evaluation work for the remaining programme
- allocate time and resources efficiently by mitigating/reducing the adverse impact on protected groups and tailoring the delivery programme as required.

3. Equality comments

3.1 Under Section 149 of the Equality Act 2010, as a public authority, the GLA must have 'due regard' of the need to:

- eliminate unlawful discrimination, harassment and victimisation
- advance equality of opportunity and foster good relations between people who have a protected characteristic and those who do not.

3.2 The Royal Docks EZ Delivery Plan projects are aimed at implementing a number of the Mayor's policies that are aligned with the Mayor's Equalities Framework to consider the requirements of relevant equalities groups.

3.3 The purpose of this approval is to undertake a formal and independent EQIA of the Royal Docks programme to ensure the RDT's adherence and ongoing commitment to its Public Sector Equality Duty. The RDT is actively aware of its role to address the systemic imbalances by delivering an EZ that is at the forefront of delivering meaningful change and an exemplar in best practice. The EQIA process will enable the RDT to make effective programme decisions early on, to mitigate/reduce disadvantages faced by protected groups as far as possible, and to foster good practices that have a positive equalities impact.

4. Other considerations

Conflicts of interests

4.1 There are no known conflicts of interest to declare for those involved in the drafting or clearance of this DD.

Key risks

Risk	Mitigation	Impact
Pandemic risks to face-to-face interviewing	Online interviewing has been trialled and worked successfully in a previous IGP project. They will move to online interviewing if need be.	Low
Lack of follow-up in longitudinal study	The IGP has established a partnership with UCL's ESRC-funded Centre for Longitudinal Studies, which manages four cohort studies, to apply best practice in longitudinal research design and mitigate these risks.	Medium

Community buy-in	Community engagement has been carried out and will continue to be a focal part of the project as it progresses.	Medium
Insufficient baseline information about certain protected characteristic groups	It is worth noting that there is often limited data available at a local level for some protected characteristic groups. The EQIA agency will source data from different datasets, and ensure limited data has no bearing on equality considerations and recommendations made.	Medium

Mayoral strategies and priorities

4.2 These works will also help deliver the following Mayoral policies and strategies:

- the Mayor's Equality, Diversity and Inclusion Strategy, Inclusive London
- the Mayor's London Health Inequalities Strategy
- the Mayor's Economic Development Strategy for London.

5. Financial comments

- 5.1 This decision requests approval for revenue expenditure of up to £101,650 to undertake an EQIA of the Royal Docks EZ Delivery Plan (£16,500) and to fund the Royal Docks participation in the Longitudinal Study of Prosperity in East London Neighbourhoods (£85,150).
- 5.2 This expenditure will be funded from within the £212.5m approved delivery plan budget confirmed in MD2338. The costs will be incurred in 2021-22.
- 5.3 This decision notes a single-source exemption from the GLA's Contracts and Funding Code so as to allow for the approval of the IGP to be procured without a competitive procurement exercise

6. Legal comments

- 6.1 The foregoing sections of this report indicate that the decisions requested of the Executive Director concern the exercise of the GLA's general powers, falling within the GLA's statutory powers to do such things considered to further or which are facilitative of, conducive or incidental to the promotion of economic development and wealth creation, social development or the promotion of the improvement of the environment, in Greater London.
- 6.2 In implementing the proposals in respect of which a decision is sought, officers should comply with the GLA's related statutory duties to:
- pay due regard to the principle that there should be equality of opportunity for all people
 - consider how the proposals will promote the improvement of health of persons, health inequalities between persons and to contribute towards the achievement of sustainable development in the United Kingdom
 - consult with appropriate bodies.

- 6.3 In taking the decisions requested, the Executive Director must have due regard to the Public Sector Equality Duty under section 149 of the Equality Act 2010, namely the need to eliminate discrimination, harassment, victimisation and any other conduct prohibited by the Equality Act 2010, to advance equality of opportunity between persons who share a relevant protected characteristic (age, disability, gender reassignment, pregnancy and maternity, race, gender, religion or belief, sexual orientation) and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. To this end, the Executive Director should have particular regard to section 3 (above) of this report.
- 6.4 Section 10 of the GLA Contracts and Funding Code (the “Code”) requires the GLA to seek a call-off from a suitable framework where possible or, if not, undertake a formal tender process to procure such services in relation to all contracts for goods or services with a value above £10,000. However, the Executive Director may approve an exemption from this requirement under section 10 of the Code upon certain specified grounds. Section 10 of the Code also requires the GLA to explain how it intends to obtain value for money when seeking an exemption from the Code.
- 6.5 Section 10.1 of the Code states that one reason for an exemption is where there is a complete absence of competition. Officers have indicated in section 1 of this report that this ground applies, and that the proposed contract affords value for money.
- 6.6 Officers must ensure to append a completed Single Source Request Form to this decision form in accordance with section 10 of the Code.
- 6.7 On this basis the Executive Director may approve the proposed exemption if satisfied with the content of this report.

7. Planned delivery approach and next steps

Activity	Timeline
Inception meeting with EQIA agency (EQIA)	August 2021
Qualitative assessment of Delivery Plan (EQIA)	September-October 2021
Commencing of citizens led fieldwork on Royal Docks research sites (Research Study)	August 2021
Half-day action plan setting agency and RDT (EQIA)	September 2021
Draft EQIA report	October 2021
Final report (EQIA)	November 2021
Findings first review (Research Study)	September-November 2021
Prosperity Index iteration (Research Study)	December-January 2021-22

Appendices and supporting papers:

None

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Note: This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:**Is the publication of Part 1 of this approval to be deferred? NO**

If YES, for what reason:

Until what date: (a date is required if deferring)

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO**ORIGINATING OFFICER DECLARATION:**

Drafting officer
to confirm the
following (✓)

Drafting officer:

Trisha Sharma has drafted this report in accordance with GLA procedures and confirms that:

✓

Assistant Director/Head of Service:

Simon Powell has reviewed the documentation and is satisfied for it to be referred to the Sponsoring Director for approval.

✓

Financial and Legal advice:

The Finance and Legal teams have commented on this proposal, and this decision reflects their comments.

✓

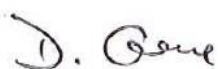
Corporate Investment Board:

The Corporate Investment Board reviewed this proposal on 23 August 2021.

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature



Date

25 August 2021